

M I L W A U K E E

FINAL DRAFT - November 17, 2009

comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT • DECEMBER, 2009

West Side *A Plan for the Area*



West Side Area Plan

PREPARED FOR

Department of City Development, City of Milwaukee

PREPARED BY



ACKNOWLEDGMENTS

The West Side Area Plan is the cumulative effort of many individuals who volunteered their time and expertise to identify critical planning issues and strategies, shared ideas at community meetings and participated in consensus building efforts to successfully complete this plan. This plan has also benefitted from the numerous West Side residents, community organization representatives and business owners who worked with the consultant team and participated in surveys, workshops, meetings, focus groups and stakeholder interviews to identify the specific challenges and opportunities that will impact the future of the West Side.

We would especially like to recognize the leadership of the West Side Aldermen and Department of City Development staff for their guidance on plan goals, strategies and recommendations and overall commitment to the West Side planning effort.

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STATEMENT OF COMPLIANCE WITH WISCONSIN COMPREHENSIVE PLANNING GOALS

Wisconsin “Smart Growth” legislation establishes 14 local comprehensive planning goals to guide state land use actions and local planning efforts. The West Side Area Plan fully supports and is consistent with these 14 local comprehensive planning goals, as follows:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
 2. Encouragement of neighborhood designs that support a range of transportation choices.
 3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
 4. Protection of economically productive areas, including farmland and forests.
 5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
 6. Preservation of cultural, historic and archaeological sites.
 7. Encouragement of coordination and cooperation among nearby units of government.
 8. Building of community identity by revitalizing main streets and enforcing design standards.
 9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
 10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
 11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
 12. Balancing individual property rights with community interests and goals.
 13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
 14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.
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Executive Summary

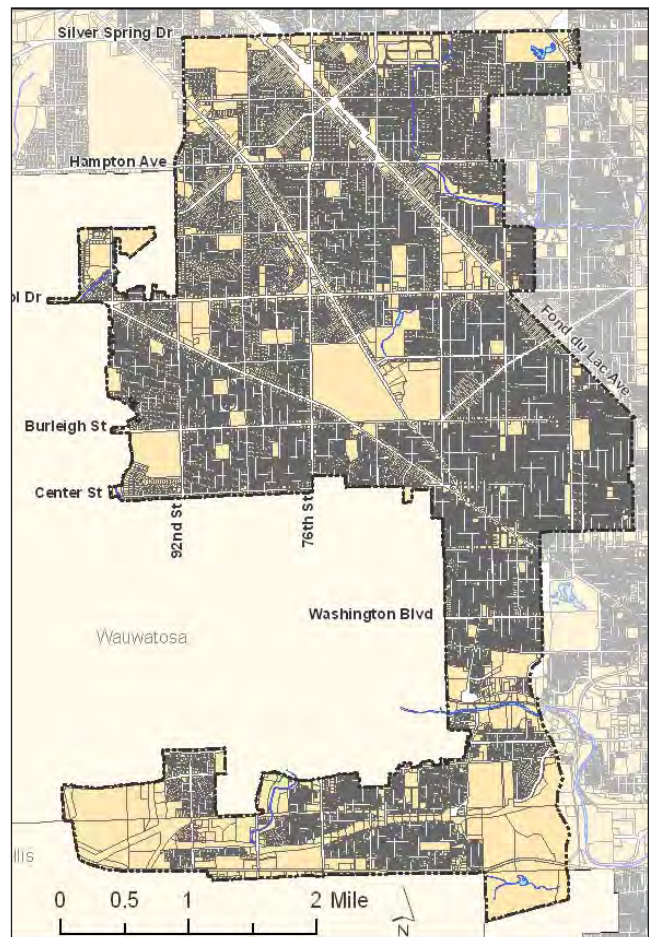
INTRODUCTION

The West Side Area Plan covers 10,304 acres - or 16.1 square miles - on the western edge of Milwaukee. Its boundaries are approximately W. Silver Spring Drive on the north; W. Fond du Lac Avenue, North 42nd Street, North 35th Street and U.S. Highway 41 on the east; the City of Milwaukee municipal boundary with Wauwatosa on the west; and West Allis on the south along the I-94 freeway corridor. The planning area represents more than 15% of the City of Milwaukee's land mass and includes a diverse mix of neighborhoods, shopping districts, institutional uses, and regional destinations.

The West Side Area Plan is a component of the City's broader comprehensive planning effort and has been developed with the input of area business leaders, residents, property owners, elected officials, and City staff.

PLANNING PROCESS

The City's area planning process is designed to be inclusive and sought the input of the West Side's many neighborhoods and districts. Opportunities



for participation included: a community survey, image preference survey and discussion, stakeholder interviews, focus groups, a series of public meetings and workshops, small group meetings, and an open house. As a result, the West Side planning team gained valuable insight and feedback, which guided the development of the Plan.

Plan Structure

The West Side Plan includes broad policies and strategies, as well as recommendations tailored to specific locations. The Plan's land use policies and strategies apply to the area as a whole. They are categorized by land use type and generally support adaptive reuse and redevelopment that supports traditional neighborhood use patterns, as well as the existing context.

The Plan also identifies policies and redevelopment strategies for specific districts and corridors within the boundaries. These recommendations take into account the existing conditions of the areas, as well as the assets and opportunities identified by the local organizations.

Finally, the West Side Area Plan identifies eight significant catalytic projects and initiatives. These projects aim to illustrate a community-supported vision, while outlining general redevelopment principles and tools that could apply to other projects within the West Side. The primary goals of a catalytic project are to leverage investment in a neighborhood or district, increase the value of surrounding properties, and foster visible change within a project area.

KEY FINDINGS

The following summary outlines some of the key findings discovered during the planning process, including demographic trends and data, as well as issues, assets, and opportunities identified through public outreach.

Existing Conditions Overview

Demographic trends and projections can help analyze development patterns and assess future

needs within a community. An analysis of 2000 U.S. Census data found the following:

- The West Side area is home to approximately 123,985 people or 20.8% of the City's residents.
- The population is relatively stable, with a minimal decline projected between 2000 and 2014.
- Home values on the West Side are slightly lower than values City-wide. They are anticipated to remain relatively stable (based on 2007-2008 data) with only a slight decline projected for the area.
- Home ownership is higher on the West Side (58%) than the City as a whole (45%). In general, owner-occupancy tends to be stronger in the western half of the planning area.
- The West Side area mirrors the diversity of the City overall, with a 51% minority population (predominantly Black - 43%).
- The West Side represents approximately 19% of the City's total workforce.

A review of land use within the West Side also reveals several key trends, including:

- Residential areas are primarily composed of single family homes, though there are concentrations of duplexes in the older neighborhoods on the eastern side of the plan area.
- The northwestern neighborhoods of the West Side are generally more homogeneous than the southeastern neighborhoods in terms of age of construction, architectural style, lot size, density, street width and block size.
- Generally, multifamily housing units are concentrated along the major arterials with higher concentrations located on the northwestern side of the plan area.
- There are sections of the major commercial corridors that are thriving, however there are many areas that are in need of revitalization and stabilization. There is a desire to make these commercial corridors

more pedestrian-friendly and customer-friendly.

- Parks are fairly well distributed throughout the area, although there are still some neighborhoods without direct access to parks or open space.
- There are direct connections between the Interstate Highway 94 corridor and many of the major institutions of the West Side, including Miller Park, the Milwaukee County Zoo, and State Fair Park.
- There is very little vacant land within the West Side.

Public Outreach Overview

Over the course of many months, several public outreach activities were conducted, including surveys, community-wide workshops, and interviews. The input gathered during these events identified several common themes, including:

Assets

- Quality housing stock
- Safe neighborhoods
- Diversity of population
- Spirit of activism
- Access to transportation infrastructure (local roads and freeways)

Opportunities

- Limit non-commercial uses on commercial corridors; support higher quality neighborhood shopping
- Improve neighborhood support for locally owned businesses
- Address concerns regarding local traffic and infrastructure
- Improve access to and quality of parks and open space
- Enhance alternative transportation options (public transit, bicycle, walking)

KEY RECOMMENDATIONS

Based on a detailed review of existing conditions, ongoing planning efforts within the West Side, and public input, several recommendations were incorporated into the West Side Area Plan. These policies and strategies are intended to guide decision-making, while reinforcing a community-supported vision for the future. Key recommendations for the West Side include:

Neighborhoods

- Strengthen neighborhood identity, local assets community character, and physical environment
- Support “aging in place” features, including walkable neighborhoods and access to transit, parks, and neighborhood commercial districts
- Encourage single-family, owner-occupied development
- Encourage rehabilitation and reinvestment throughout the neighborhoods, including foreclosure properties

Districts

- Support mixed-use development, providing balance to commercial corridors, vibrancy, and increase public safety
- Support or reestablish “destinations” and strong identities for areas within the West Side, including “landmark” institutions that serve the neighborhood and region
- Encourage locally-owned businesses that support the neighborhood and the community
- Promote the reuse of vacant buildings and lots in commercial areas with uses that contribute to the district
- Improve access to and amenity value of civic spaces (e.g. libraries, schools)
- Discourage non-commercial uses on commercial corridors (e.g. daycares, churches, social service providers)

Corridors

- Reinforce techniques that provide traffic calming and support walkable shopping areas
- Promote traffic calming techniques and devices in all corridors, particularly those with transit stops or adjacent to residential areas and civic uses (e.g. libraries, schools)
- Support multi-modal transit options within the district, based upon the type of corridors. Options to consider include: high-speed transit; local transit (e.g. bus); and bicycle/pedestrian access

Sustainability

- Encourage “green building” techniques and sustainable infrastructure in the community

Market Saturation & Capture

In order to fully capitalize on the identified gaps or opportunities in commercial markets (see Market Analysis), it is necessary to (1) meet site and building requirements, (2) provide sufficient access for customers, (3) provide current updated retail formats for various stores, and (4) a welcoming and inviting shopping environment. In the case of local business and neighborhood shopping districts, this will probably mean a combination of Main Street strategies coupled with traffic calming and streetscape improvements. In every case, it will also require effective organization of businesses to work together to actively improve and promote the business district.

The industrial market in the plan area is negligible given an oversupply of industrial land in the surrounding area. A similar assessment may be made for the office market within the area, with the stipulation that older office space if upgraded may play a renewed role in capturing demand for financial and service related firms, e.g., education and health care.

Residential markets in the plan area require that there are newer housing products to meet demand, with covenants or other stipulation that owner-occupied units remain owner-occupied.

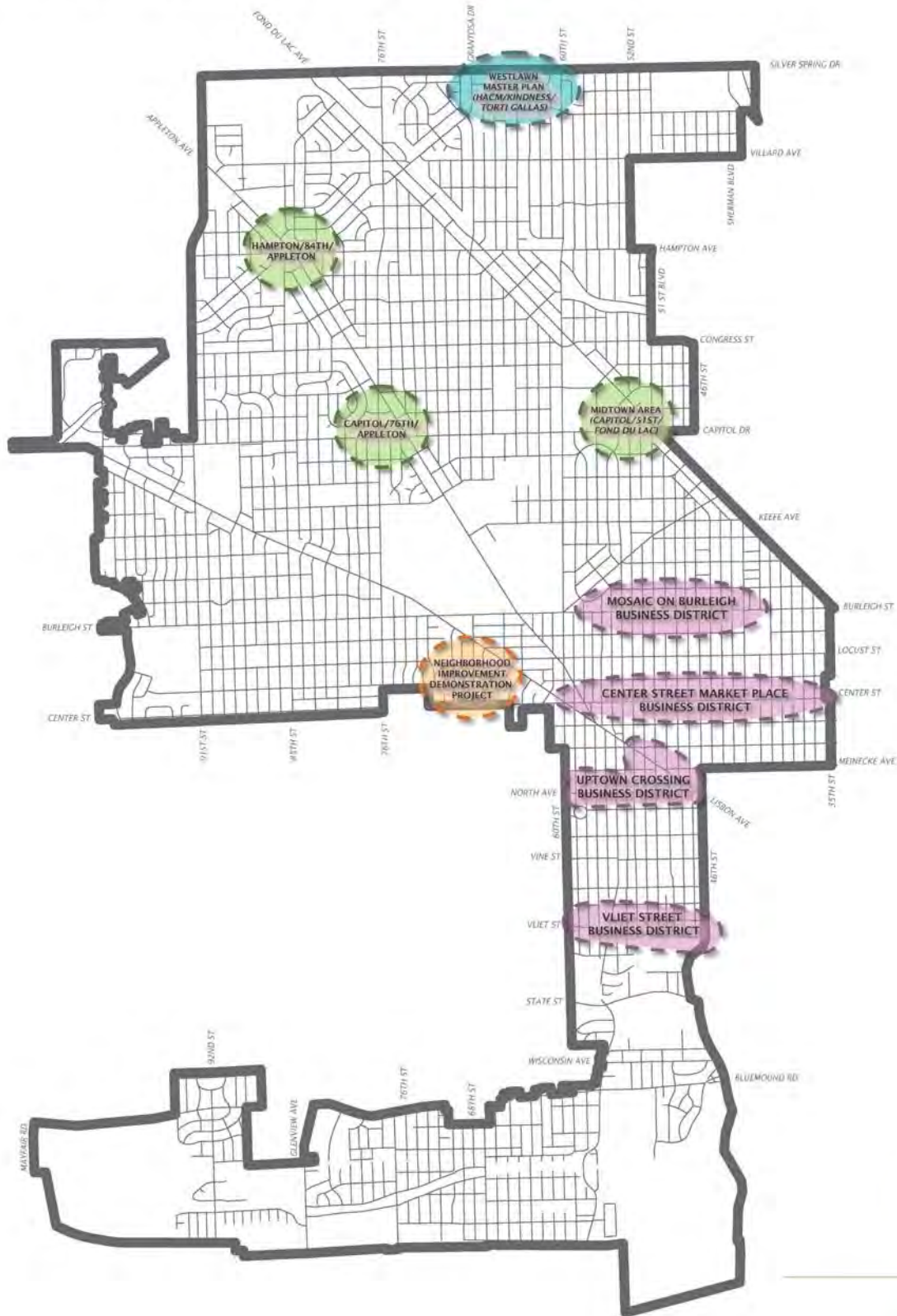
Catalytic Projects & Initiatives

In addition to providing policies and redevelopment strategies, the West Side Area Plan also identified several redevelopment projects and programs aimed at increasing both economic value and community identity. These catalytic projects and initiatives outline a community-supported vision, as well as general guidelines and tools for redevelopment that are applicable throughout the planning area.

The following catalytic projects were selected for the West Side for (1) their ability to have a large, significant and positive economic impact on the immediate and surrounding area, e.g., job creation, improvements to services, shopping, or quality-of-life for Milwaukee residents; (2) their potential for leveraging investment both in the project area and in surrounding or spin-off projects that add long term value to the property tax base; and (3) their demonstrated basis for partnership with both the private sector businesses and community-based organizations in the project area, to ensure that project goals are met and a high standard of development is achieved.

- Gateway Zones & Aging Commercial Corridors
 - Midtown Gateway Area
 - Capitol Drive / 76th Street / Appleton Avenue
 - Hampton Avenue / Appleton Avenue / 84th Street / Grantosa Drive
- Local Business & Neighborhood Shopping Districts
 - Redevelopment Opportunities
 - Illustrated Design Manual
- Neighborhood Improvement Demonstration Project
- Major & Ongoing Initiatives
 - Master Plan for the Revitalization of Westlawn (Housing Authority of the City of Milwaukee)
 - Mosaic on Burleigh - Visioning & Strategic Planning for the Burleigh Main Street District

WEST SIDE AREA PLAN: CATALYTIC PROJECTS & INITIATIVES



Chapter 1

INTRODUCTION

The West Side Area Plan is the result of a comprehensive community-based planning effort between area stakeholders and the City of Milwaukee, facilitated by a consultant team of experts in city planning and urban design.

The Plan includes an analysis of demographic and economic trends, redevelopment standards and policies, recommended catalytic projects to spur desirable redevelopment, and implementation strategies. The Plan also includes a summary of the public participation process, its results, and the way those results guided the development of the plan recommendations.

The Plan identifies a series of goals and strategies for the West Side to help achieve a vision that recognizes the area's strengths and opportunities; the unique characteristics of its neighborhoods; valuable historic districts, access to major roads and freeways, and wealth of educational and cultural institutions.

The West Side Area Plan builds a framework to prioritize district goals, organize stakeholders, apply resources, and protect assets so that all neighborhoods can be preserved and enhanced.

Area Plans act as a framework or “umbrella plan” for other supporting plans such as:

- Business Improvement District plans
- Tax Increment Development Finance District (TID) plans
- Zoning overlay districts such as General and Detailed Plan Developments
- Design and Development Guidelines for special districts, facade grants, etc.
- Capital Improvement Plans (streetscape, paving, reconstruction, etc.)
- Targeted Investment Neighborhood (TIN) plans
- Redevelopment plans (blight elimination, land assembly, remediation, etc.)
- Neighborhood action plans
- Quality of life plans, e.g. Washington Park Partners Plan
- Community Development Block Grant Consolidated Plans

PLANNING CONTEXT

Plan Boundaries

The West Side planning area is approximately bounded by W. Silver Spring Drive on the north; W. Fond du Lac Avenue, North 42nd Street, North 35th Street and U.S. Highway 41 on the east; the City of Milwaukee municipal boundary with Wauwatosa on the west; and West Allis on the south along the I-94 freeway corridor (Map 1: West Side Planning Area Context).

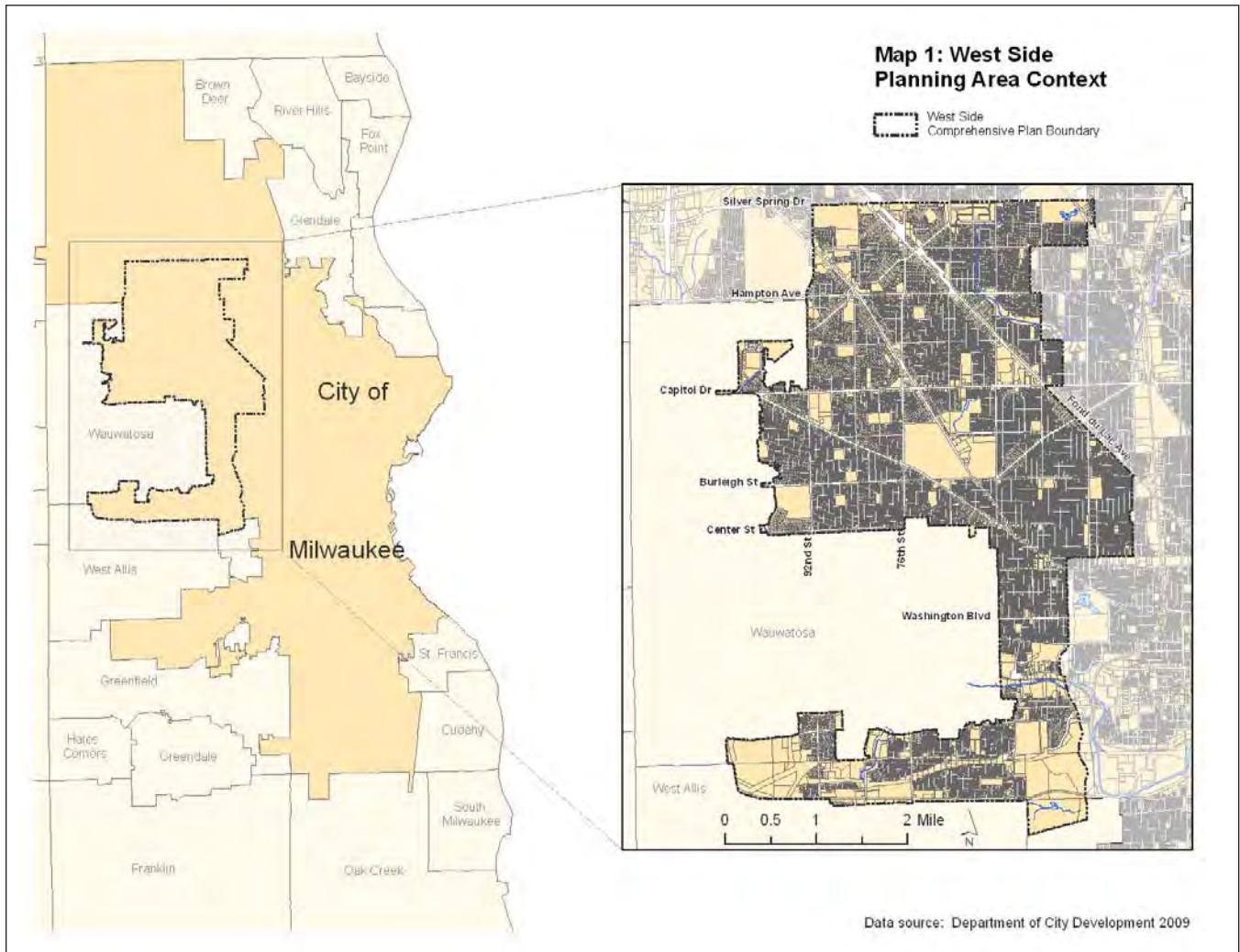
Plan Area Overview

The northern portion of the study area is primarily residential, with post World War II, subdivision-style neighborhoods to the west and northwest,

and older, denser neighborhoods with more duplex housing to the east. Several neighborhoods in the plan area have some of the most desirable traditional architecture in the Milwaukee area (Story Hill, Washington Heights, Sherman Park, Enderis Park) along with the some of the highest, most stable property values in the City of Milwaukee. In addition, the neighborhoods that wrap around the City of Wauwatosa enjoy “the best of both worlds”-convenient access to village amenities and close proximity to downtown Milwaukee activities. The popular quip that the West Side is “ten minutes from anywhere” is true.

The northern portion of the plan area contains several established commercial corridors, including W. Fond du Lac Avenue, W. Appleton Avenue, and W. Capitol Drive. Some of the diagonal routes are state trunk highways that originally were main

Map 1: West Side Planning Area Context



connectors between Milwaukee and cities to the northwest, such as Appleton and Fond du Lac.

Currently, these routes serve as commuter routes from the northwestern suburbs and Northwest Side into downtown Milwaukee, thus prompting the request for traffic calming (from impacted West Side neighborhoods) on these routes so the West Side is not just a continuous flow, high speed pass-through for commuters on their way to and from work.

Some of the West Side's oldest commercial corridors such as North Avenue, Bluemound Road and Wisconsin Avenue, were original farm to market routes that have historically carried traffic from the far rural outskirts (prairie) to the urban city center (downtown).

The West Side also contains a number of unique neighborhood shopping thoroughfares, many that are concentrated on portions of these historic routes, including several Business Improvement Districts (to be discussed later in Chapters 4 and 5) and the "Mosaic on Burleigh" one of the City of Milwaukee's four pilot "Main Street" districts.

The southern portion of the study area includes the Interstate 94 corridor, a major gateway to the City of Milwaukee and a series of access points to major recreational destinations and institutions such as the Milwaukee Brewers Stadium (Miller Park); the Milwaukee County Zoological Gardens and Zoofari Conference Center; State Fair Park; and the Veteran's Administration Medical Center and Grounds, including Wood National Cemetery, and the Civil War era Soldiers Home along with many other historic buildings.

City of Milwaukee Comprehensive Plan Structure

The West Side Area Plan is one of thirteen Area Plans that geographically cover the entire City of Milwaukee. The Area Plans together with the City-wide Policy Plan are intended to represent the interests of the various neighborhoods, districts and corridors within the City of Milwaukee; provide long range planning in a coherent and consistent manner; and provide an overall framework for investment.



These Plans are prepared to comply with Wisconsin's 1999 Comprehensive Planning Law, Wis. Stats. 66.1001, often referred to as "Smart Growth" Legislation because it mandates planned over unplanned, ad hoc or urban sprawl development for all municipalities in the State of Wisconsin.

Wisconsin's Smart Growth legislation provides a framework for developing comprehensive plans including a substantial public participation requirement, procedures for adopting such plans, and the requirement that any program or action of a community that affects land use must be consistent with the community's comprehensive plan. Therefore, upon adoption, all land use decisions for the West Side must be consistent with the goals, objectives and policies outlined in the West Side Plan.

The recommendations of this plan represent a broad consensus achieved during a 9-month planning process involving a wide array of stakeholders representing many diverse and sometimes competing interests. Over time, as plan ideas are implemented and recommendations followed, it is important to recognize that consensus building and conflict resolution will need to continue. For all planning decisions, it remains an ongoing process to balance the needs of the environment, the market for business development, neighborhoods, individual property owners, land developers and the region as a whole.

The best way to ensure that this balance is achieved is for residents and business owners to be engaged in decisions regarding new development, which becomes part of using and interpreting the plan. To help achieve an effective level of engagement, there needs to be a forum where all citizens are allowed to have a voice, for example: town hall meetings (often conducted by the Alderman for the District where development is proposed), board and commission meetings, and public hearings on matters that affect city policy and that determine the specific outcomes of large impact development.

PLAN GOALS AND OBJECTIVES

Immediate or Short Term Goals

The purpose of the West Side Area Plan is to evaluate assets and opportunities in the City's West Side, with particular focus on areas and properties that are susceptible to change, and with particular regard to the vision of groups who are working to affect change such as business improvement districts and neighborhood associations.

With the help and cooperation of these groups and West Side residents at large, the plan seeks to develop a community-based vision that builds on identified assets and opportunities; addresses obstacles to the health and stability of West Side neighborhoods, districts and corridors; and makes recommendations for areas and properties that are susceptible to change to guide new development and redevelopment.



Broad or Long Term Goals

The long range goals of Milwaukee’s comprehensive planning effort (Area Plans and Citywide Policy Plan, and supporting action plans, redevelopment plans, etc.) include:

1. Build upon the strengths of the neighborhoods and commercial corridors in the plan area;
2. Provide a predictable regulatory process;
3. Optimize the long-term value of public and private investments; and
4. Generate consensus among business owners, property owners, residents and associations about the future development and redevelopment of their areas.
5. Coordinate with other regional planning bodies to achieve strategic planning goals for the Milwaukee 7 region.

ORGANIZATION AND OUTREACH

Balanced and Broad-based Outcomes

To achieve these goals, the Plan establishes priorities for enhancing and building upon existing links to neighborhood associations, business associations, business improvement districts, developers, property owners, religious groups, major employers, institutions active in the community, community organizers, and last but not least, Aldermen (elected to represent Districts within the plan area) who know the area’s strengths and weaknesses and can identify good opportunities for intensive development or preservation/conservation. Throughout the planning process, a number of these individuals work closely with the city and the plan consultant to ensure that the plan is attuned to local issues and concerns.

As a “check and balance” to visioning, the Plan also establishes priorities for feasibility defined

by a rigorous market analysis and a high level of interaction with City staff and elected officials, to determine within private and public sector budgets what is timely, reasonable and feasible for implementing a community-wide development strategy.

As the various elements of the Plan come together, the planning process itself becomes a vehicle for discussion among City staff, elected officials, and area stakeholders, about which strategies to pursue or how best to choose and make improvements. As a result of the Area Plan, the West Side will strengthen its presence in the City of Milwaukee and be better able to work toward implementing the vision of this group of stakeholders.

Stakeholder Involvement and Role of Teams in Guiding the Planning Process

The four groups chiefly responsible for guiding and informing the plan, were as follows:

The Consultant Team



The Consultant Team primarily responsible for preparing the plan and conducting public meetings was made up of individuals with broad expertise in urban design/development, neighborhood

planning, commercial district planning, public outreach and community participation.

The principal consultant was PDI/GRAEF with sub-consultant Beth Foy & Associates. The market analysis was performed under separate contract with Houseal



Lavigne, a firm specializing in economic research and analysis for a range of clients and outcomes, with sub-consultant Cross Management Services, Inc.



Contract Management Team

The Contract Management Team is typically comprised of funding partners with organizational interests in the plan area, city staff responsible for managing the plan, key city agencies with funding responsibilities in the plan area (for example,

Community Development Block Grant), and Aldermen who are elected representatives and who have the ability to direct resources to the plan area. In the absence of funding partners as was the case for the West Side, management responsibilities were largely assumed by key city staff and elected officials, the six Aldermen representing the West Side, and to some extent by the more active and involved members of the Plan Advisory Group.

Plan Advisory Group

The Plan Advisory Group (PAG) consisted of a broad cross-section of representatives from West Side neighborhood associations, commercial districts, non-profit community groups and religious organizations. The PAG met regularly to review the information gathered, provide direction for public participation, offer guidance on plan development and provide feedback on draft versions of the plan. Their first hand knowledge of the plan area and its issues helped to guide the development of the plan. As the plan moves forward into implementation, they will also be expected to play a major role in forming the partnerships needed to direct, refine and guide the plan's recommendations.



The Project Management Team

The Project Management Team was made up of in-house experts from city departments and representatives of organizations with jurisdiction or program responsibilities in the plan area. These included representatives from the Department of City Development, Department of Public Works, Department of Neighborhood Services, Neighborhood Business Development Team, Neighborhood Improvement Development Corporation, Community Block Grant Office and CDBG-R American Recovery and Reinvestment Act (ARRA), Housing Authority, Redevelopment Authority, Milwaukee Foreclosure Initiative, and other representatives of organizations that are active and invested in the West Side.

Other contacts were made on an “as needed” basis with county, regional and state authorities such as the State of Wisconsin Department of

Transportation (WisDOT), Wisconsin Department of Natural Resources (DNR), etc.

NEIGHBORHOOD CONTEXT

Historic Neighborhoods

The West Side is home to many exceptional neighborhoods, including several with historic designation. Milwaukee Magazine recently published a list of the most desirable neighborhoods in the Milwaukee metro area, and four of the eight city neighborhoods were on the West Side: Mount Mary, Sherman Park, Story Hill, and Washington Heights.



- The **Mount Mary** neighborhood surrounding green and picturesque Mount Mary College is a popular neighborhood full of well-kept postwar brick homes on larger lots. The neighborhood is bordered by the City limits (Wauwatosa) to the west and south, West Concordia Avenue on the north and Cooper Park on the east.



- **Sherman Park** is a large historic neighborhood near West Center Street and North 47th Street full of richly styled Arts and Crafts, Tudor, and Bungalow style

homes. The Sherman Park neighborhood is one of Milwaukee's first to embrace diversity of race and culture as an asset. Also worth noting, its centrally located Orthodox Jewish synagogue has drawn a large stable community of residents who continue to invest in the neighborhood, support a local school (yeshiva), and walk to local businesses.



- The **Story Hill** neighborhood sits on a scenic bluff and looks out over Miller Park. Its cluster of 80-year-old "storybook" homes were originally developed by a local builder to show off architectural styles reminiscent of an earlier period of romantic cottages and charming hideaways. Both the storybook houses and the neighborhood have held on to their charm and romantic appeal over the years and are still very much in demand today.



- **Washington Heights** is a prestigious neighborhood full of stately four-squares and generous bungalows built between 1900 and 1920. Two of the boulevards in the neighborhood provide a grand setting for these traditional homes, West

Washington Boulevard and North Hi-Mount Boulevard, and are nationally designated historic districts.

Historical Context

The major roadways that form the bones of the West Side set the stage for the area's development. These roads were early routes out of the city along pioneer Indian trails, former plank roads, and section lines. Blue Mound Road, for example, was one of the earliest roads in the county. It wound through agricultural lands west of Milwaukee to connect the City with Madison and Blue Mounds, WI. Fond du Lac Avenue and Appleton Avenue also connected Milwaukee with their namesake towns in other parts of Wisconsin, and Burleigh Street is an example of a major street that was built along a section line.

Early pioneer developments led to the area's first neighborhoods. For example, Calvary Cemetery was established in the 1850s, the VA Medical Center soon followed after the Civil War, and in the 1920s Mount Mary College was built in an area with very little development at the time. In the 1920s and 1930s, the early neighborhoods of Washington Heights, Story Hill, and Enderis Park were all established near these early developments in the West Side. Historic Washington Boulevard was also developed to connect Wauwatosa's Washington Highlands subdivision with Milwaukee's popular Washington Park.

Public transit routes also helped guide early development in the West Side. In the 1890s and 1900s, the cities of Wauwatosa and West Allis were incorporated and streetcar routes began connecting downtown Milwaukee with both cities via Wells Street. In the 1920s, the higher speed Interurban commuter railway was built through what is now the Interstate 94 corridor, connecting with the Waukesha Interurban line. Both of the city's public transit systems were terminated by the late 1950s, but not before they made impacts on development patterns.

Today, the West Side is primarily residential because much the area was originally developed to offer attractive options for families wanting to live outside of the dense central city. Much of the northwest

section of the West Side, for example, was built after World War 2 when the city was experiencing the biggest housing boom in its history. Since the automobile had become ubiquitous by that time, this portion of the West Side is largely made up of auto-oriented residential subdivisions.

Recent Developments of Significance

Interstate 94 Reconstruction – The Wisconsin Department of Transportation (WisDOT) has proposed reconstruction of the Zoo Interchange – the connection between I-94, I-894 and US 45 near the Milwaukee County Zoo (see map at right). The Zoo Interchange opened to traffic in 1963 and is currently the busiest interchange in Wisconsin. WisDOT has maintained the interchange since its

development, but now believes the interchange is approaching the end of its useful life.

Sherman Park TIN – The City of Milwaukee recently designated the area between 40th and 45th from Hadley to Burleigh as a Targeted Investment Neighborhood (TIN). The TIN program focuses funds and resources in small areas for approximately three years. The goal of the program is to support and encourage owner occupancy and landlord responsibility and to improve the safety and appearance of the targeted neighborhoods.

Mosaic on Burleigh – The stretch of Burleigh Street from Sherman Blvd. to 60th Street was chosen as one of the City of Milwaukee’s four pilot districts for the Main Street Milwaukee Program. This program aims to strengthen small businesses and revitalize neighborhood main streets throughout the city.

Zoo Interchange Study Area Boundary Map (Source: WisDOT)



Hank Aaron State Trail – A current plan will extend the Hank Aaron State Trail from Miller Park west to the county line to link with the Oak Leaf New Berlin trails. Once completed, this will become the longest extended trail system east of the Mississippi.

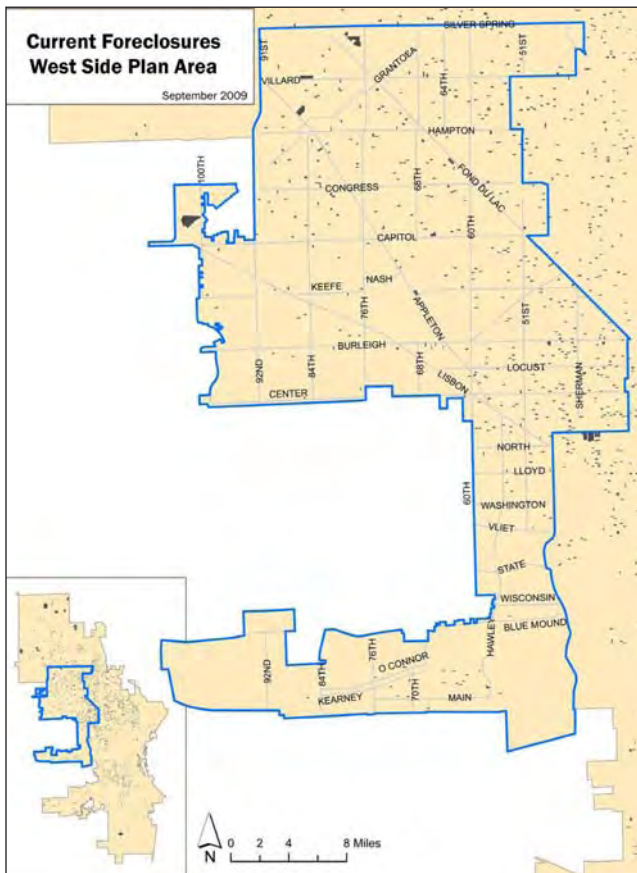


UWM expansion – To the west of the Plan Area in Wauwatosa, The University of Wisconsin – Milwaukee is planning to develop a new engineering

campus on the Milwaukee County grounds. The campus will house a new research park for UWM faculty, graduate students and senior scientists focused on biomedical engineering and advanced manufacturing. UWM is currently negotiating with the County on a land sale.

Foreclosures – Slightly more than one in every ten homes in the West Side Plan Area has been subject to a foreclosure filing since the start of 2007, a rate which is similar to that for the City as a whole. Lenders have taken title to over 1,000 foreclosed homes in the West Side Plan Area during that same period. The neighborhoods in the Plan Area with lower average household incomes have been

Bank-Owned Foreclosed Properties (Source: City of Milwaukee)



disproportionately impacted by foreclosure activity. The City is actively engaged in an effort to help educate homeowners and work with banks to restructure bad loans.

PLAN USE AND IMPLEMENTATION

Document Organization

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly. The Introduction, the Planning Process and Information Gathering chapters provide a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results.

The Land Use chapter 3 identifies the types of uses and related policies and redevelopment strategies planned for the West Side Plan area as a whole. The following chapters 4 and 5 outline more specifically where and how those policies and strategies should be implemented within each district, corridor and catalytic project, and provides additional design guidelines specific to those locations. Chapter 6 goes on to describe implementation strategies for the plan area as a whole.

By structuring recommendations first for the whole plan area, then for specific districts and corridors, and finally for particular catalytic project sites, policy recommendations can be easily referenced based on the specifics of a reinvestment proposal.

Implementation and Updates over Time

Area Plans must adapt and evolve with changing circumstances. For example, new markets may present opportunities to specialize or customize a district. New tools such as tax incentives or credits can also transform an area. New transit improvements can present land use opportunities (transit oriented development nodes). As places evolve, plans need to change along with them.

In summary, this comprehensive area plan serves as a guide for both the short-term and long-term redevelopment of Milwaukee's West Side. It seeks to preserve the unique qualities of West Side neighborhoods and to direct new investment that will improve the value and identity of these communities.

Chapter 2

INFORMATION GATHERING & ANALYSIS

Chapter 2 is a summary of the information gathering and analysis completed for the West Side Plan area. This chapter provides a comprehensive look at the factors that have and will affect the development of the West Side, including economics, land use, zoning, and transportation. Conclusions are supported by maps prepared by the Department of City Development. This information describes the foundation that supports current development and helps identify the area's challenges and opportunities.

Demographic information is also included, which provides an overview of the area's population, households, housing, and employment characteristics. The demographic data analysis reveals changes and trends in the plan area and helps to determine future needs.

REVIEW OF PRIOR STUDIES SUMMARY

As part of the planning efforts for the West Side Plan, the City of Milwaukee and the consulting team reviewed and summarized prior plans and studies of the area. Current and previous plan recommendations were taken into consideration

throughout the development of the West Side Plan. Below is a comprehensive list of those reports.

- Center Street Marketplace - Business Improvement District 39 Plan
- North Avenue Uptown Crossing - Business Improvement District 16 Plan
- Burleigh Street - Business Improvement District 27 Plan
- Burleigh Main Street - Visioning and Strategic Planning Report
- Milwaukee Connector Study
- City of Milwaukee Foreclosure Initiative
- Wauwatosa Comprehensive Plan
- The Local Initiatives Support Corporation (LISC) Plan for Washington Park Partners
- Wisconsin Department of Transportation - Interstate 94 Zoo Interchange Study

An assessment of these plans helped to establish key issues, goals, and opportunities that provided the basis for the West Side Plan recommendations. This allowed for the plan to incorporate the ideas and goals of the various stakeholders and provided a bridge between existing and future plans.

EXISTING CONDITIONS

Land Use

The land use in the West Side was divided into six categories: Residential; Commercial; Manufacturing, Construction, and Warehousing; Transportation, Communications, and Utilities; Public / Quasi-Public Uses; and Vacant Land. The West Side is predominantly a residential area, with 93.1% of the land in the area currently used for housing. Below is a breakdown of the land use categories in the West Side by percentage of land area:

Land Use	Percentage (%)
Residential	93.1%
Commercial	2.2%
Mixed Use	1.0%
Manufacturing	0.2%
Other (institutional, transportation, parks, & open space)	2.7%
Vacant	0.8%

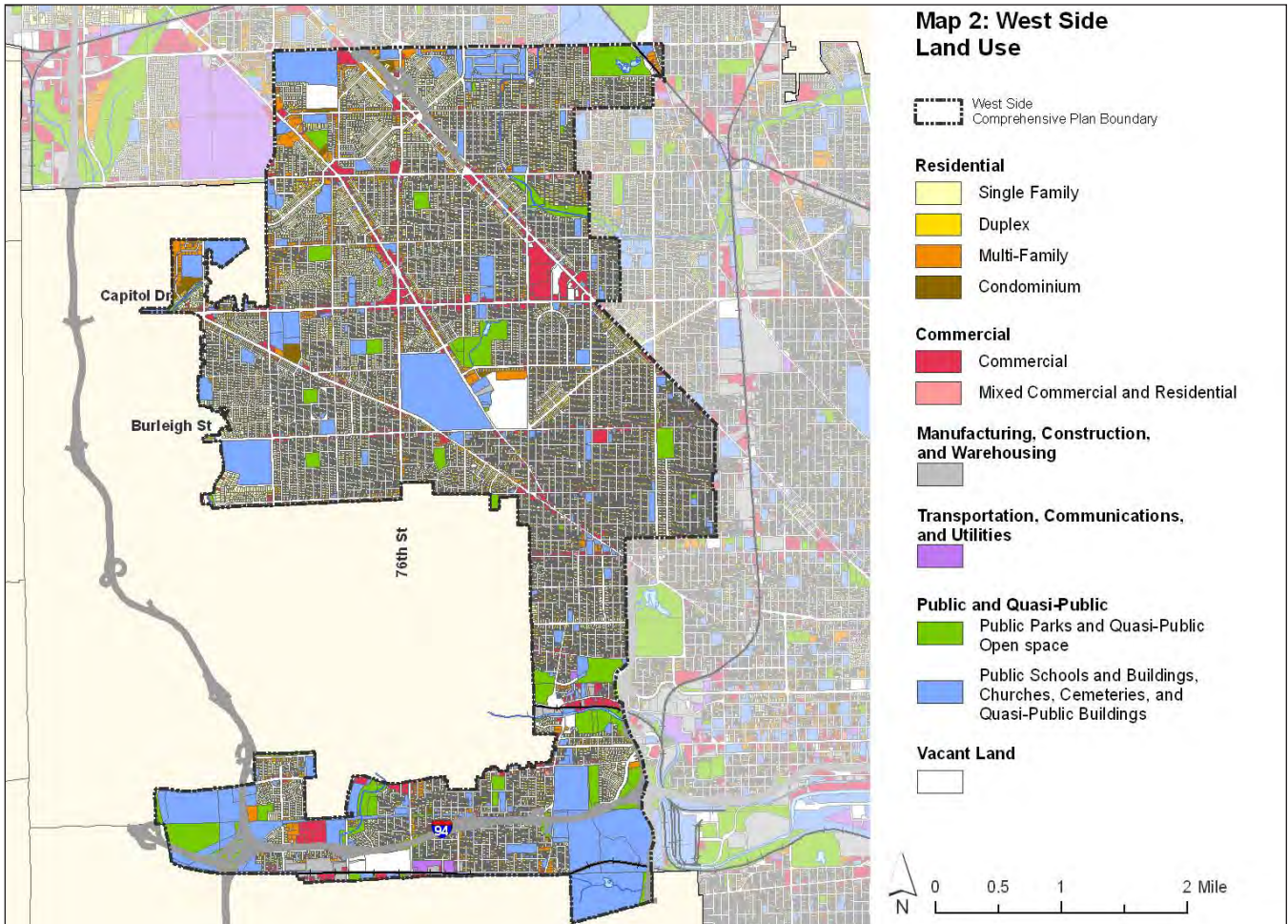
Map 2 reveals several key trends:

Residential areas are primarily single family homes, though there are concentrations of duplexes in the older neighborhoods on the eastern side of the plan area.

The northwestern neighborhoods in the plan area are generally more homogenous than the southeastern neighborhoods in terms of age of construction, architectural style, lot size, density, street width and block size. Incomes also tend to be higher in these northwestern, subdivision-style neighborhoods.

There are a few small concentrations of multifamily housing in the northwestern portion of the West Side mainly along major arterials; for example West Appleton Avenue.

There is very little condo development in the West Side, and what does exist is located in



the newer neighborhoods in the northwestern portion of the plan area.

Some sections of the commercial corridors along West Capitol Drive, Fond du Lac Avenue, and West Appleton Avenue are strong, but many sections are struggling and in need of revitalization. To remain competitive, there is a need to make these commercial corridors more pedestrian-friendly, customer-friendly and to reduce the harshness of excessive amounts of pavement by “greening” them with street trees.

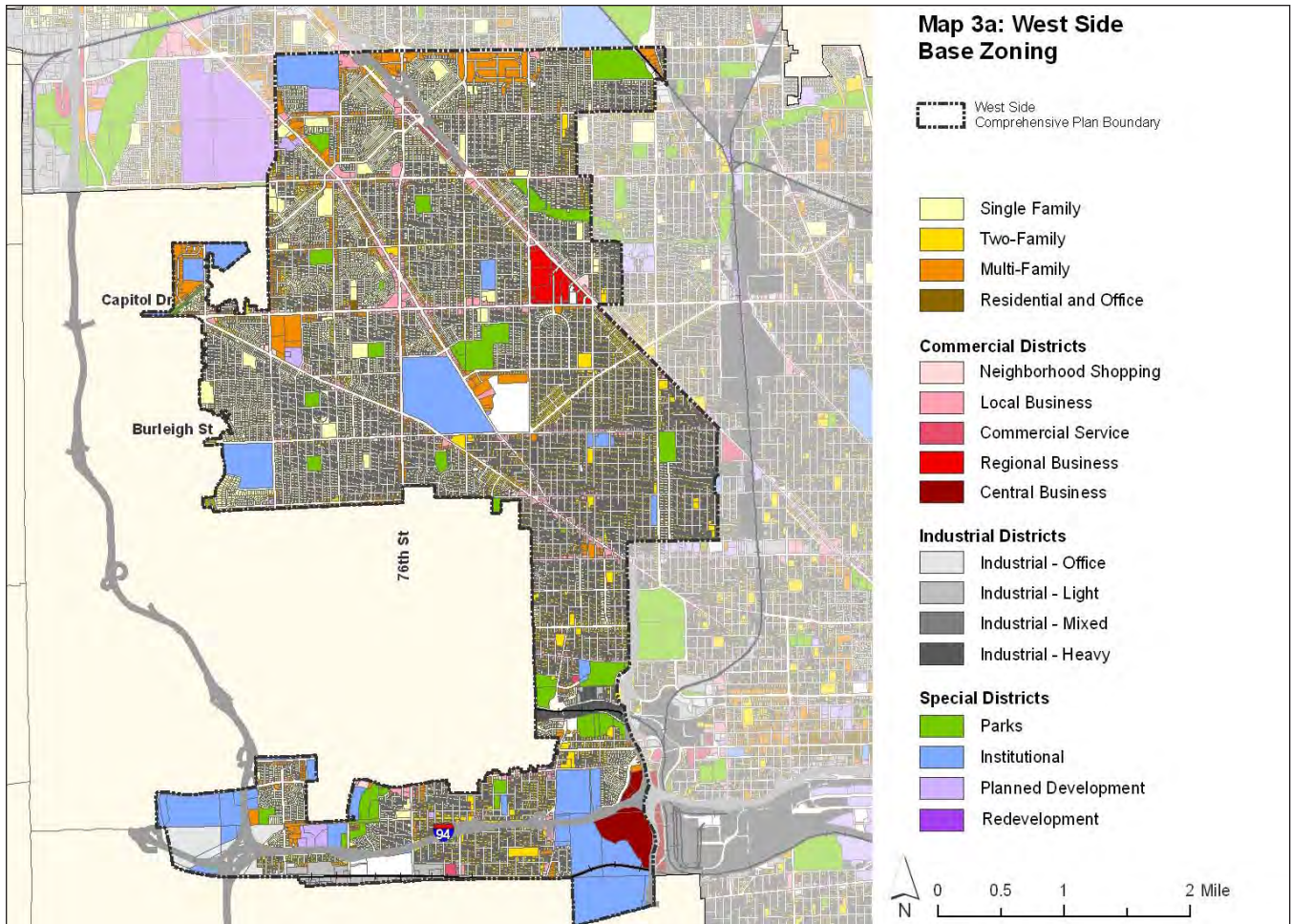
Parks are fairly well distributed throughout the area. The majority are Milwaukee County parks, although there are some City parks as well. Both County and City parks budgets have been reduced in recent years, resulting in cutbacks in maintenance, hours and programming.

There are direct connections between the Interstate Highway 94 corridor and many of the

major institutions of the West Side, including Miller Park, the Milwaukee County Zoo, and State Fair Park. Recent discussed changes to lanes and entrance ramps, if implemented, will have an environmental impact on freeway-adjacent neighborhoods.

Zoning

The base zoning supports and is consistent with the majority of existing land use in the area (shown in Map 3a). Residential zoning districts generally shift from single family in the north and west to two-family in the south and east, and there is a concentration of multifamily zoning districts to the north along West Silver Spring Drive. Commercial districts are concentrated along main commercial corridors including West Capitol Drive, West Fond du Lac Avenue, West Appleton Avenue, and West Lisbon Avenue.



There are two industrial areas in the West Side area along rail corridors. One is south of West State Street between North 60th Street and Highway 41 and the other is south of Interstate 94 between Interstate 894 and South 70th Street.

Special districts include Miller Park, the Milwaukee Zoological Gardens, three major cemeteries and several Planned Development areas.

A comprehensive analysis and comparison of individual areas can help identify discrepancies between permitted development, existing land use and current development practices.

Zoning Overlays

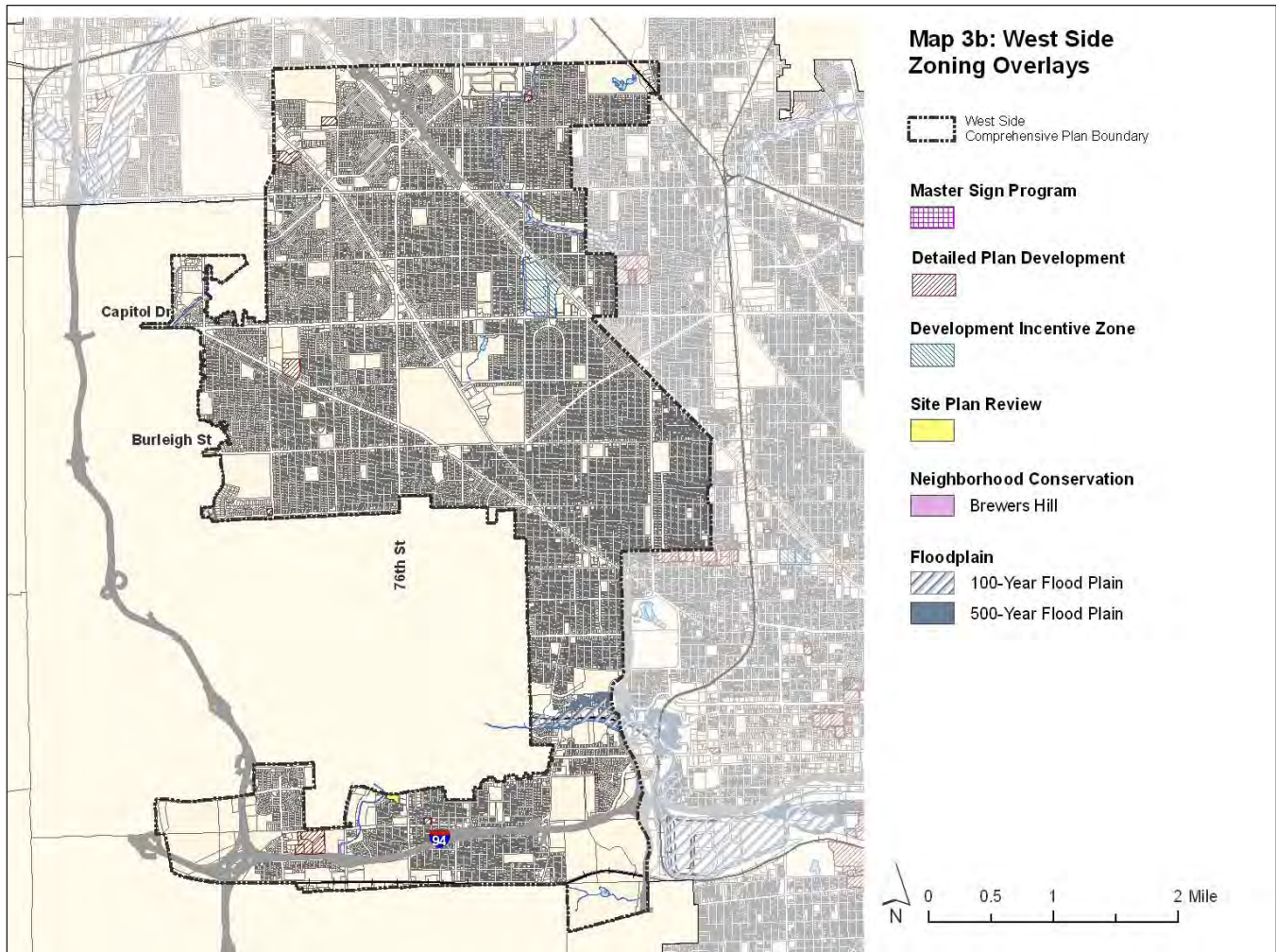
Zoning overlays provide the opportunity to address the needs of specific areas by tailoring zoning regulations to promote conservation and

other design guidelines that will shape future development.

Map 3b includes several notable districts:

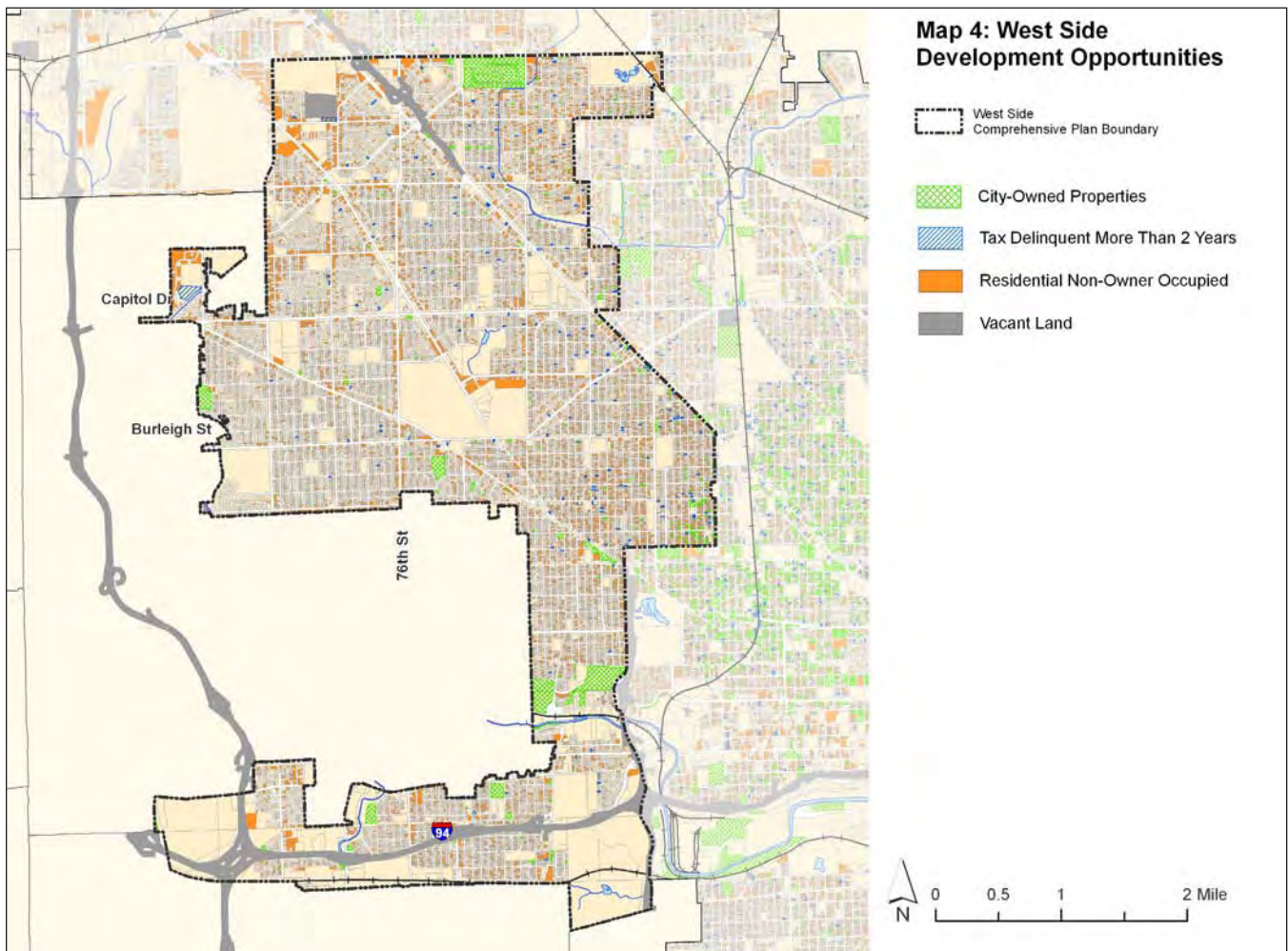
- Midtown is a development incentive zone, which supports a greater level of urban design and architectural review.
- The Westlawn Master Plan could create the need for a detailed planned development.
- Detailed planned developments could provide support for the implementation of design guidelines for several Business Improvement Districts (BIDs) in the plan area.

Currently there are no neighborhood conservation districts in the West Side, though it could provide a useful tool in some neighborhoods; for example Sherman Park.



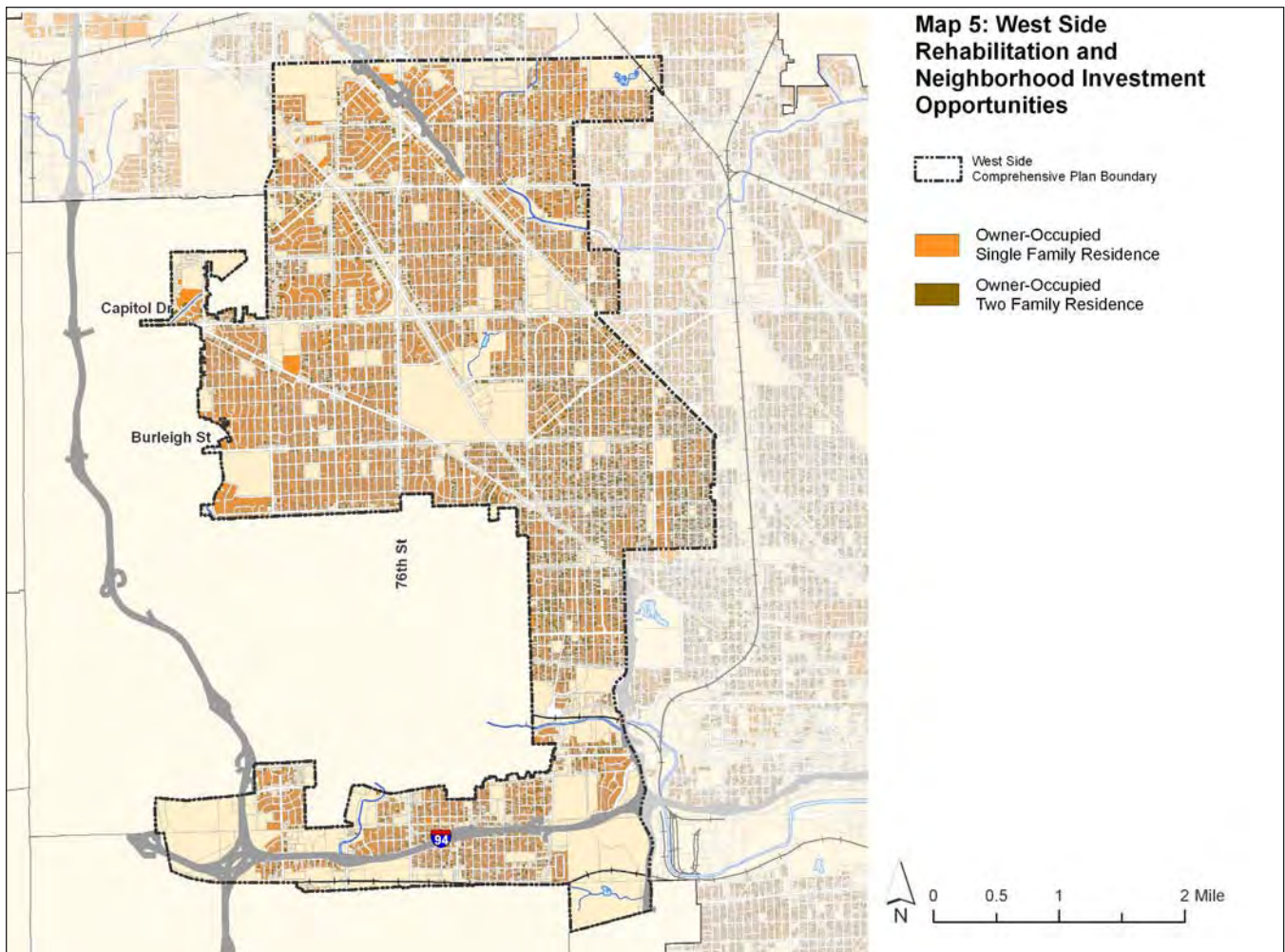
Development Opportunities

Map 4 shows properties with the potential to generate development pressures in the West Side including vacant land, non-owner occupied residential properties, properties that have been tax delinquent for more than two years and city owned properties. Vacant properties include one large lot on North 84th Street (former Kohl's store) in the northwest corner of the plan area.



Rehabilitation And Neighborhood Investment Opportunities

The West Side has a high rate of owner-occupied housing. Map 5 illustrates owner-occupied single and two-family residences. Neighborhoods with a strong owner presence often have the motivation to improve schools, parks, and shopping districts, which enhance the area's quality of life.

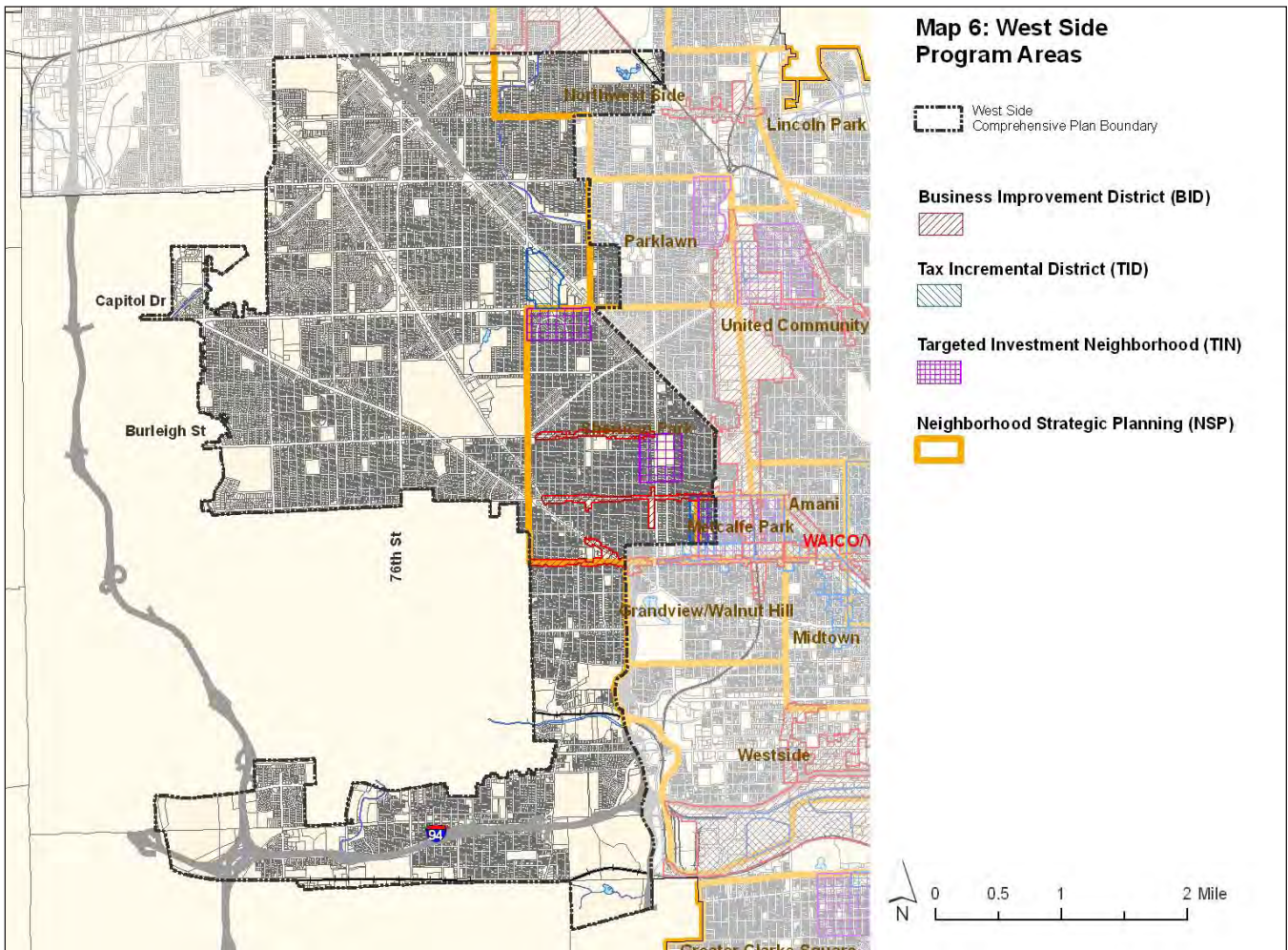


Program Areas – Including BIDs, TIDs And TINs

Map 6 illustrates Neighborhood Strategic Planning (NSP) boundaries and program areas including Business Improvement Districts (BID), Tax Incremental Districts (TID) and Targeted Investment Neighborhoods (TIN). These program areas seek to promote neighborhood investment, mixed use and commercial redevelopment opportunities.

BIDs in the West Side include Center Street Marketplace, North Avenue Uptown Crossing, and Burleigh Main Street District. The Vliet Street Business Association is another organization in the West Side that operates in a manner similar to a BID. There is also the potential for a new business association in Midtown, which could also lead to a business improvement district if property owners consider the benefits to be useful or necessary.

The Community Block Grant office is currently finalizing a five-year consolidated plan that will represent all Neighborhood Strategic Plan areas, including Sherman Park on the West Side.



Other Regulatory Districts

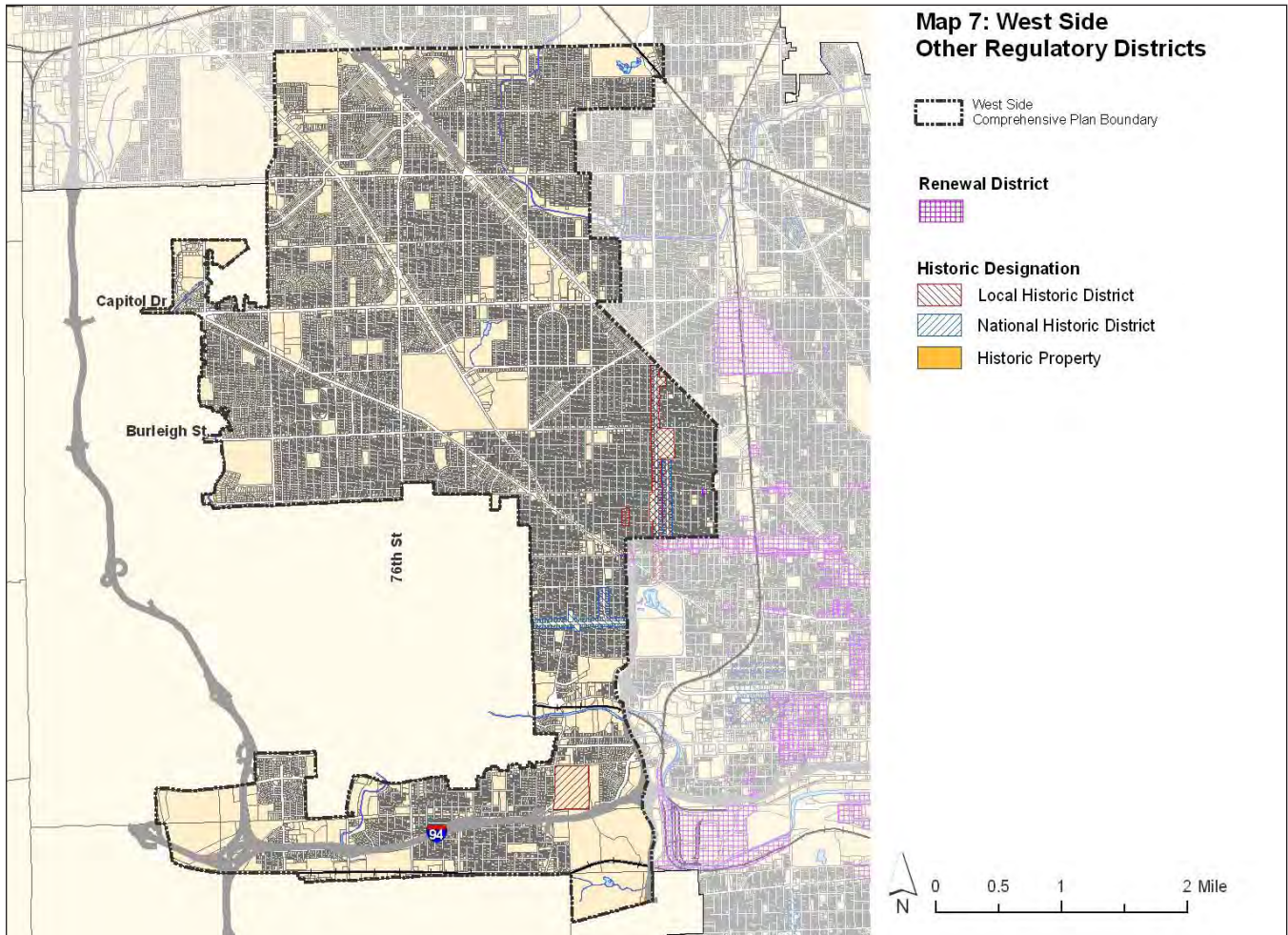
Other regulatory districts (Map 7) in the West Side include Historic Properties and Historic Districts. Currently, there are four properties and five districts in the West Side with national and/or local historic designations and there are many others with potential for future designation that warrant consideration.

Historic Properties in the West Side include:

- Otto F. Fiebing House, 1302 N. Hawley Road. Nationally designated 9/12/85.
- Calvary Cemetery, 5503 W. Blue Mound Road. Locally designated 12/8/87.
- Copeland Service Station, 4924 W. Roosevelt Drive. Locally designated 11/28/95.
- Bungalow Fire House, 407 N. Hawley Road. Locally designated 6/8/01.

Historic Districts in the West Side include:

- North Grant Boulevard between W. Locust Street and W. Meinecke Avenue. Locally designated 10/23/85. Nationally designated 3/23/95
- West Washington and North Hi-Mount Boulevards bounded by W. Lloyd Street, N. 60th Street and N. 47th Street. Nationally designated 5/18/94.
- North Sherman Boulevard between W. Keefe Street and W. Lloyd Street. Locally designated 1/24/95. Nationally designated 4/6/04.
- North 47th Street Bungalows between W. Clarke Street and W. Wright Street. Locally designated 1/25/01.
- National Soldiers Home Historic District on the grounds of the Clement J. Zablocki VA Medical Center. Nationally designated 6/3/05.



Districts that merit further review for potential historic designation include:

- Bungalow historic districts west of Sherman Boulevard
- Bungalow historic districts north of Burleigh Street
- Duplex historic districts north of Burleigh Street
- Roosevelt Drive and adjacent streets
- Enderis Park neighborhood
- Washington Heights neighborhood
- Mount Mary College campus
- Ranch house district around Mount Mary College campus

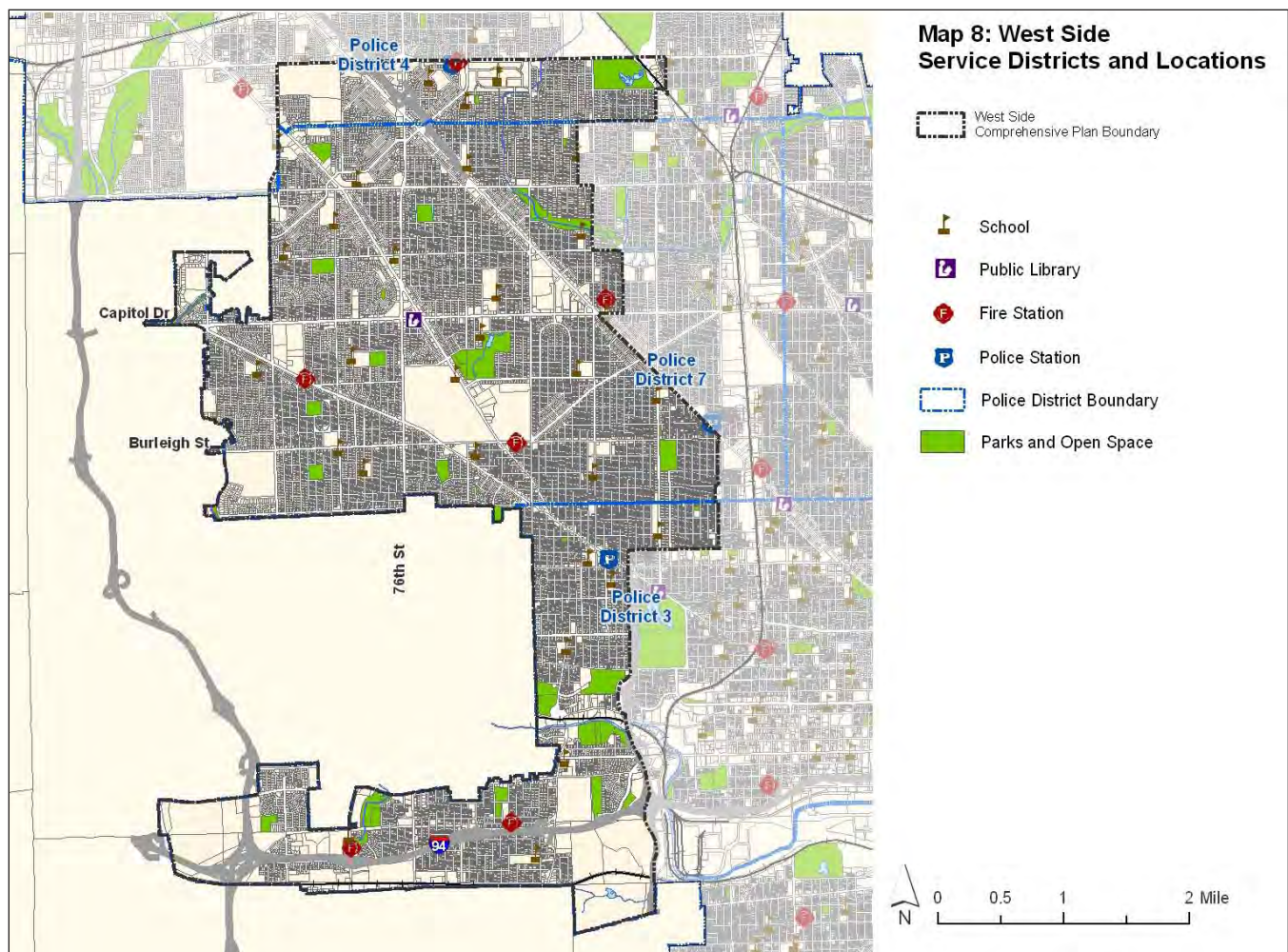
There are no Renewal Districts in the plan area, though they do exist in other areas of the city where redevelopment projects warrant or where the City

and the Redevelopment Authority are seeking a transformation of land use.

Service Districts And Locations

Map 8 shows community facilities and resources within the West Side as well as the area's open spaces, which are fairly evenly distributed throughout the plan area.

Both Milwaukee Public Schools (MPS) and the Milwaukee Public Library are decreasing their number of facilities and services and increasing the size of their service areas in an effort to reduce costs. As a result, there are several schools and one branch library (Capitol) in the West Side that are threatened. Access to these services impacts quality of life.



Street Classifications

Map 9 illustrates the classification of streets throughout the West Side, including freeways, arterial roads, collector and local streets. It shows four major arterials important to the area: Interstate 94, North Capitol Drive, West Fond du Lac Avenue, and West Appleton Avenue.

The map also includes the Department of Public Works (DPW) street paving schedule. This information should assist in the coordination of streetscape improvements.

Many arterials in the West Side are heavily auto-dominated and present the need for traffic calming, pedestrian features, and streetscaping.

There are also several arterials that intersect the West Side of Milwaukee and Wauwatosa, its nearest close-in suburb, and present a need for close coordination of design and development to

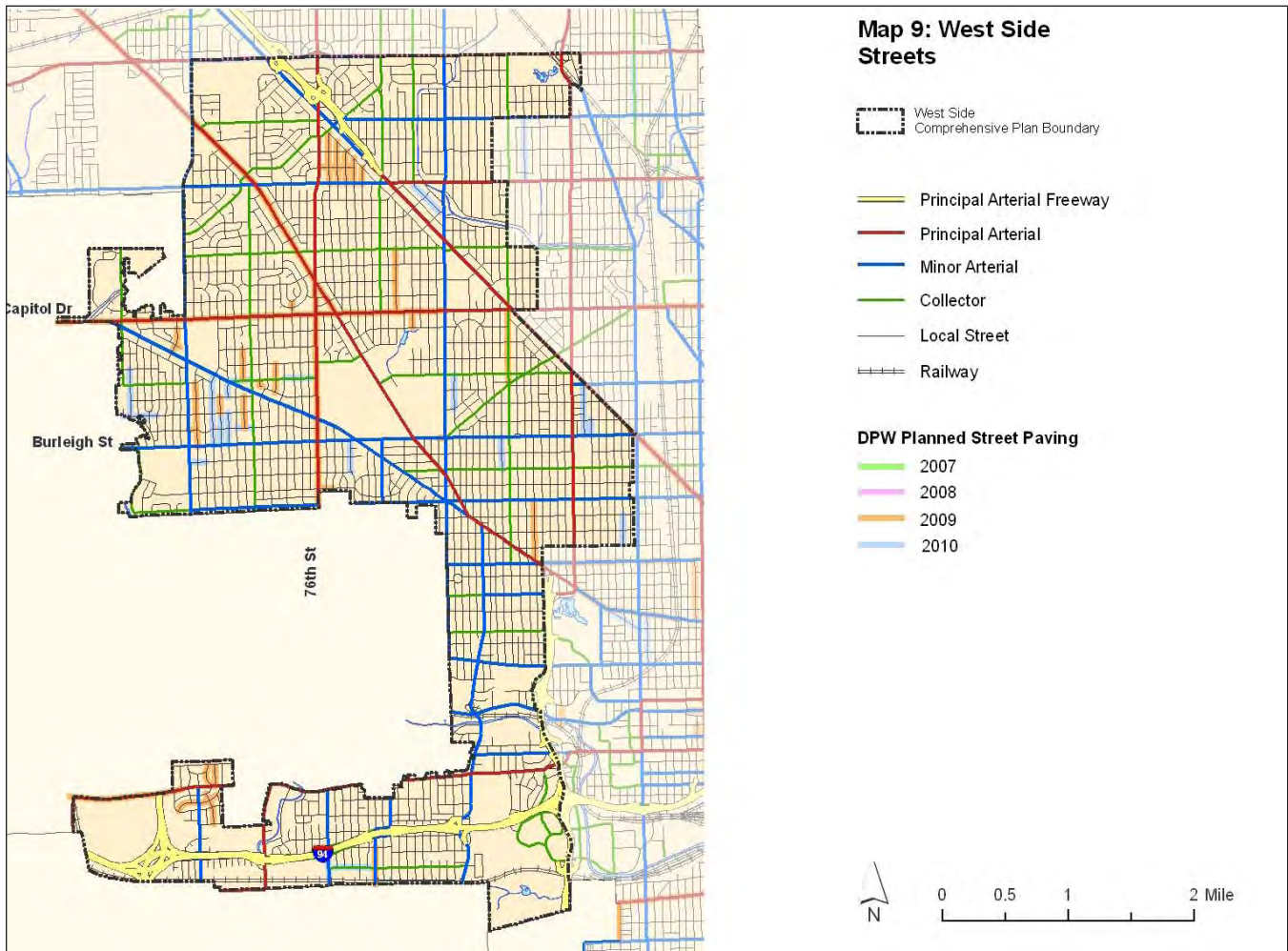
mutually further the goals of both municipalities, e.g. W. North Avenue, W. Vliet Street, and W. Bluemound Road.

Traffic Calming

The City of Milwaukee Neighborhood Traffic Management Program now has a standard procedure to allow residents to request to have traffic calming measures designed to slow and control the speed of “through traffic” installed in their neighborhood. In the past, residents had to decide on their own who to contact and how to make the case for traffic calming.

Transit Routes

An extensive network of bus routes serves all areas of the West Side. There has also been an ongoing discussion for many years regarding the need to provide express transit from the West



lanes 5 years ago. Prior to that the survey data showed little or no growth.

Bicycle lanes on arterial streets generally appeal to a limited number of more experienced cyclists and surveys show a latent demand for bicycle facilities attractive to more novice cyclists and children.



The updated City of Milwaukee bike plan will propose “bicycle boulevards” which are networks of traffic calmed local streets (not arterials) that are optimized for bicycling by slowing traffic and reducing cut-through traffic while maintaining motor vehicle access for residents. Bicycle Boulevards are

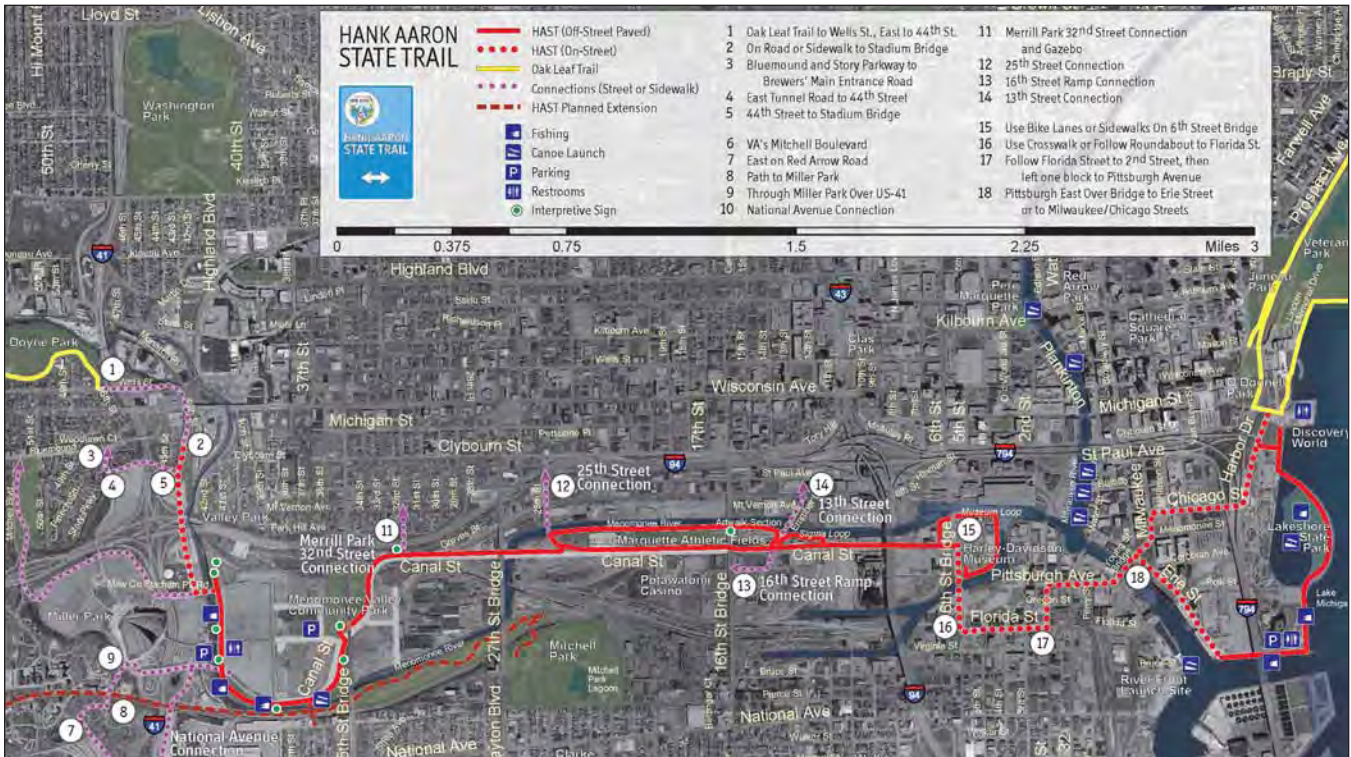
now common in other cities across the country and provide a bikeway network with quiet streets with few slower moving motor vehicles, that is ideal for less experienced cyclists. The new city bike plan will also propose raised bike lanes and cycletracks on arterial streets.

Bicycle Facilities: Hank Aaron State Trail

The West Side includes a portion of the Hank Aaron State Trail, a scenic recreational trail for bicycles and pedestrians that winds through the Menomonee River Valley hugging the Menomonee



Hank Aaron State Trail map (source: www.hankaaronstatetrail.org)



River for much of the way, also connecting Doyme Park and Miller Park with downtown Milwaukee and the lakefront.

The Hank Aaron trail also has the potential to connect with the Oak Leaf Recreational Trail on both ends (the Oak Leaf Trail also runs adjacent to the Milwaukee River). If and when the Hank Aaron State Trail is connected with the Oak Leaf Trail to the west, it will create the longest extended public trail system east of the Mississippi River. This is a public green space that has value for the whole region, not just the West Side.

DEMOGRAPHICS

Demographic data analysis can reveal population changes and trends and help determine future needs for the area.

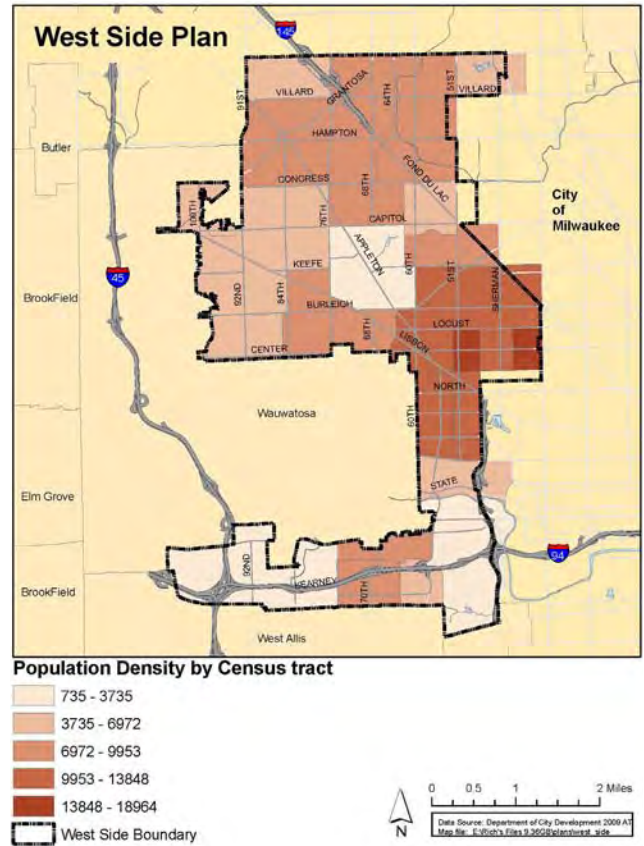
Population

The population of the West Side was approximately 123,985 in 2000, which represented 20.8% of the City of Milwaukee total. The area’s population declined by 2.1% between 1990 and 2000, which was a slower rate of decline than the City of Milwaukee’s rate of 4.9% during the same period, and is projected to decline 1.4% between 2000 and 2014. Population density in the West Side is highest in the older neighborhoods on the eastern side of the plan area including St. Joseph’s and Uptown.

Households

Household size information can be helpful in determining the demand for particular housing types and channeling them into redevelopment opportunities. The West Side contained 49,511 households in 2000, with an average household size of 2.47 people per household. This average size mirrors the City’s average of 2.50 people per household.

West Side Plan: Population Density by Census Tract



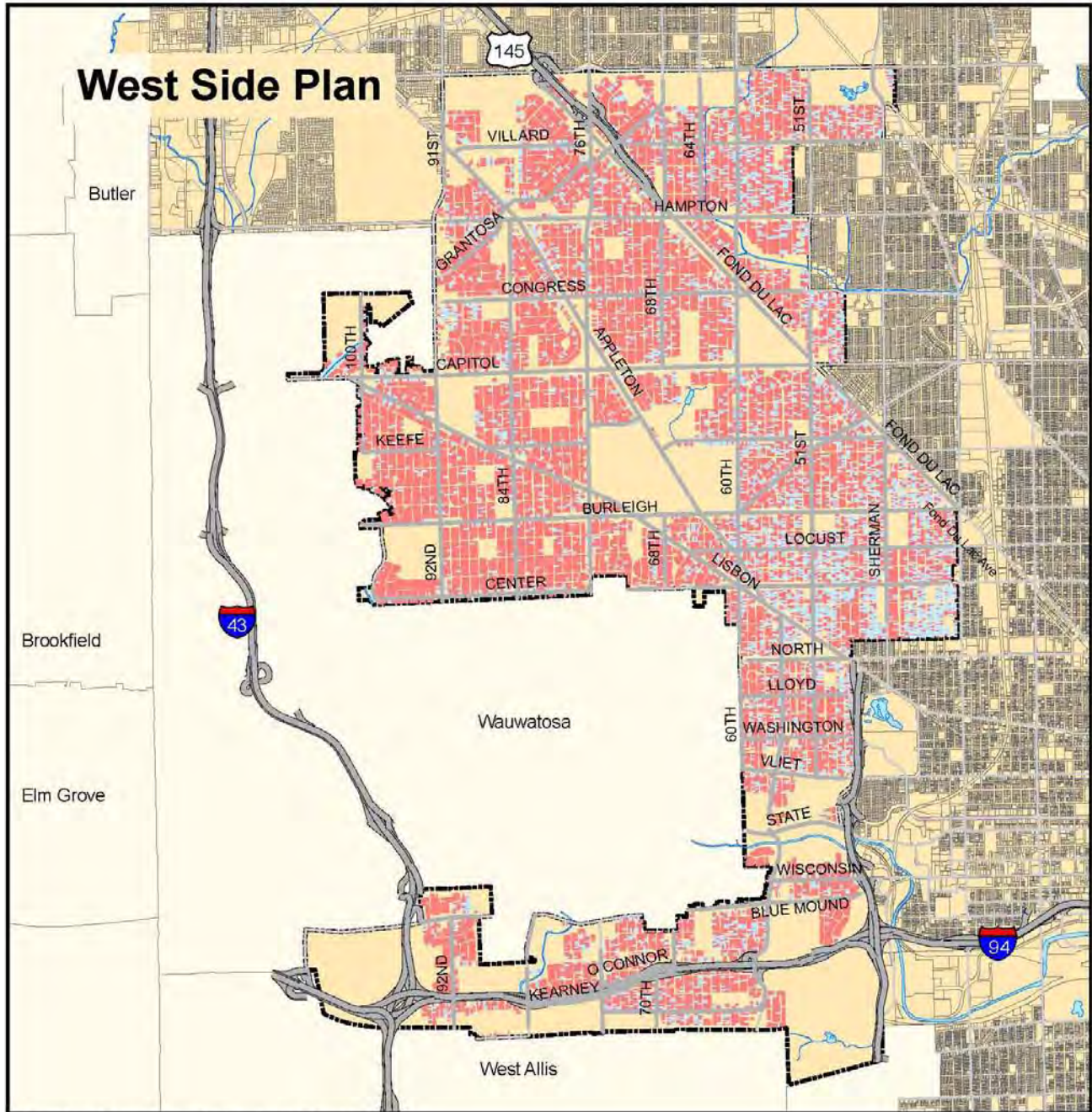
Home Values

The average assessed residential value in the West Side was \$145,794 in 2000, which is somewhat lower than the City of Milwaukee’s \$155,053 average.

In general, housing values have been holding steady in the City of Milwaukee from 2007 to 2008 and are not expected to change much in the next few years. The West Side includes almost all of aldermanic district 10, large portions of districts 2 and 5 and small portions of districts 7, 9, and 15. Below is the percentage change in average home value for each of these aldermanic districts between 2007 and 2008:

- District 2: +0.6%
- District 5: +0.4%
- District 7: +4.9%
- District 9: +2.5%
- District 10: -0.7%
- District 15: +11.9%

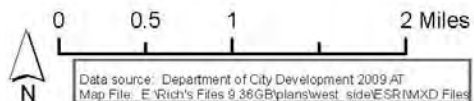
West Side Plan: Home Ownership



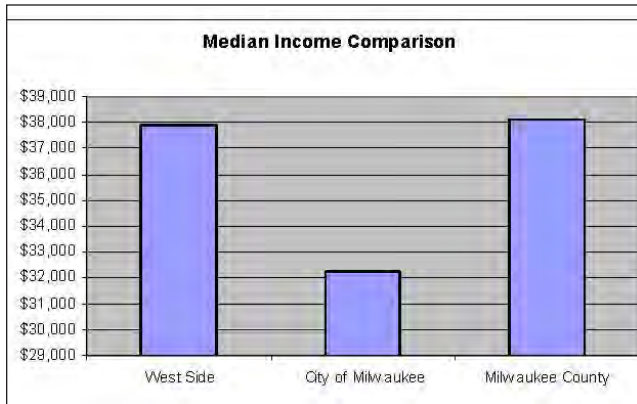
Home Ownership by Parcel

- Owner Occupied 82%
- Non-Owner Occupied 18%

** The parcels used on the map may contain more than one housing unit, for example duplexes and multi-family apartment buildings or condominiums. There are 52,948 housing units in the plan area, of those 27,832 are owner occupied. Home ownership by unit is 58% owner occupied and 42% non owner occupied, as noted in the Housing Occupancy section of the text.



West Side Plan: Home Ownership



Housing Occupancy

Census 2000 data shows a total of 28,757 occupied housing units in the West Side, which represents approximately 12.4% of the 232,188 total occupied housing units in the City of Milwaukee. Approximately 58% of occupied units in the West Side are owner occupied while 42% are occupied by renters. The West Side has a significantly higher rate of owner occupied

housing compared with the City of Milwaukee's rate of 45.3%. In general, the percentage of owner-occupied housing in the West Side is higher in the neighborhoods on the western half of the area.

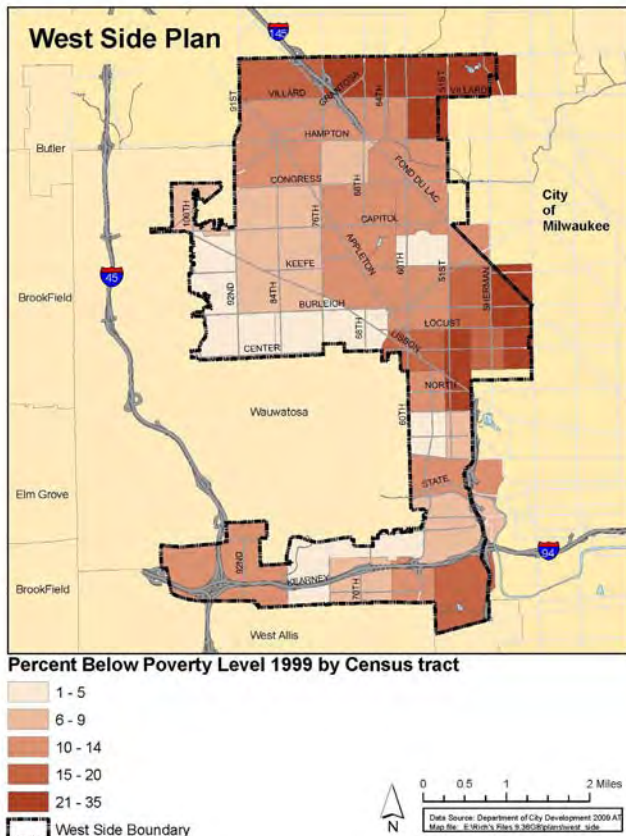
Income Levels

The median household income for the West Side in 2000 was \$37,064, which was higher than the City of Milwaukee median of \$32,216.

Approximately 14% of the population of the West Side was in poverty in 2000, which was significantly lower than the City of Milwaukee's 21% poverty rate.

In general, the northern and eastern portions of the plan area have lower incomes and higher poverty rates than the southern and western portions. Higher poverty levels may indicate a more pronounced need for affordable housing, jobs and other social services in those neighborhoods.

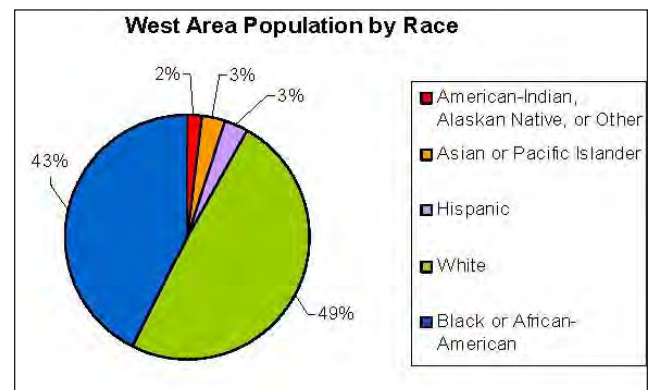
West Side Plan: Percent Below Poverty Level, by census tract



Race and Ethnicity

When compared with other census data, demographic data can provide important information on the needs of different racial and ethnic groups in the area, such as employment and housing. The West Side is an ethnically diverse area, though predominantly White and Black. The combined minority population in the West Side is approximately 51%, mirroring the City of Milwaukee's racial composition in 2000. Below is a breakdown of the race and ethnicity in the West Side by percentage:

West Side Plan: Population Distribution, by race



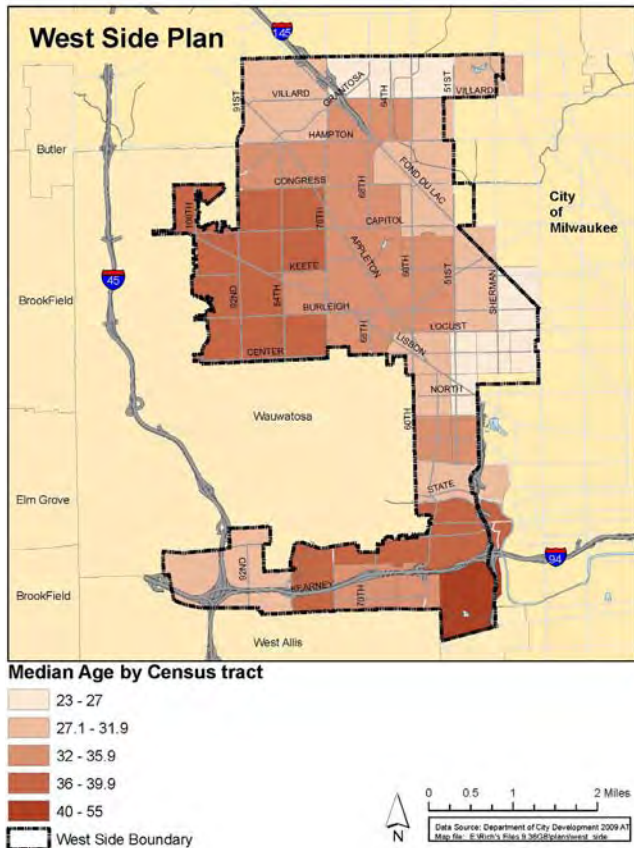
The Black population in the West Side is concentrated in the northern and eastern portions of the plan area, which are areas that also tend to have younger median ages and lower household incomes.

The West Side also has a disproportionately low percentage of Hispanics/Latinos in 2000 compared with the City of Milwaukee overall, which was 12% Hispanic/Latino.

Age Distribution

The West Side’s age distribution is roughly the same as the City overall.

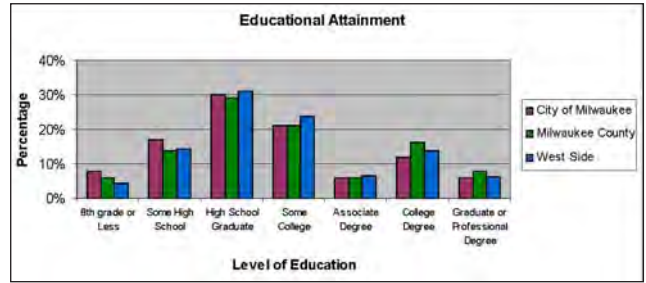
West Side Plan: Median Age, by census tract



Education

Education rates for the West Side are roughly the same as City of Milwaukee and Milwaukee County.

West Side Plan: Educational Attainment

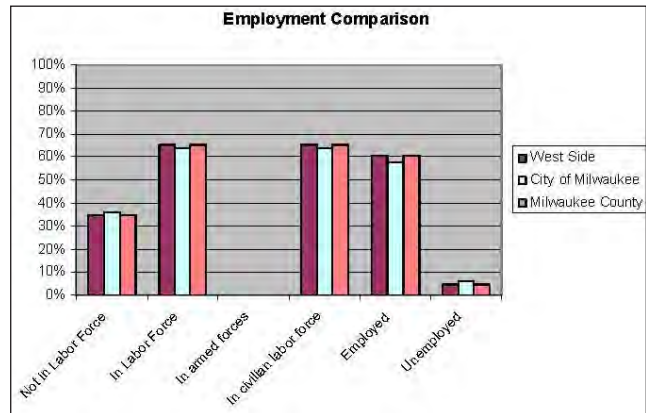


Workforce Characteristics

The West Side had 84,637 workers in 2000, representing approximately 19% of the total labor force of the City of Milwaukee. Approximately 63% of the area’s labor force is employed, which is somewhat higher than the City of Milwaukee’s rate of 58%.

In 2000, the West Side had an unemployment rate of 5% for the population 16 years and over, which is slightly lower than the City of Milwaukee’s rate of 6%.

West Side Plan: Employment Comparison



MARKET ANALYSIS - EXECUTIVE SUMMARY

Demographic Overview

Both the West Side and the City of Milwaukee have witnessed a moderate decline in population since 2000. Despite recent population loss, however, the West Side and the larger city are projected to experience positive growth reaching a 2014 population of 122,714 (+0.3%) and 592,648 (+0.5%) respectively. It is estimated that households earning less than \$50,000 will decrease significantly (-6.5%) while the number of households earning more than \$50,000 will increase significantly (8.7%). The West Side population is also projected to grow younger. As middle aged households decrease in number, the number of households aged 25 to 34 and 54 to 75 are both projected to increase. An increase in higher income households within these two age groups may indicate a **growing demand for multi-family rental and for-sale housing within the West Side and the larger city.**

Residential Market

Housing Stock

The West Side experienced its most significant period of population growth in the post-WWII era leading into the 1970's, and has a significant amount of housing from this time as a result. The rate of owner occupancy in the West Side is slightly higher than that of the City of Milwaukee and rental housing comprises a significant component of the local housing stock. The majority of housing units in the West Side area are **single family and two-family homes with two to three bedrooms.**



The number of new construction permits issued between 2004 and 2008 indicates that the majority of new housing built in the West Side area has been a **mix of infill, single-family and multi-family housing.**

Home Sales

Since 2005, overall home sales and prices in the West Side have declined significantly. The single family home market has declined relatively uniformly across the market area which includes the West Side, Wauwatosa, and West Allis. In the two-family home market, which includes townhomes, rowhomes, and condominiums, sales prices have declined. However, **two-family sales in the West Side have increased significantly as sales have declined in neighboring communities.**

Rental Housing

Rental units comprise approximately 42% of the West Side housing stock and are projected to remain a significant component of the local housing market. Lease rates range widely from approximately \$0.70 to \$1.20 per square foot and are generally lower than in neighboring Wauwatosa but even with properties for rent in West Allis.

Local rental housing is affordable to the majority of West Side households. It is estimated that in 2014 monthly rent for a typical two-bedroom unit will require a household to earn approximately 80% of the projected market area median income.



Housing Demand

The demographic shift projected to occur within the West Side population indicates there may be an opportunity for new multi-family development. This is supported by a consistent increase in the sale of two-family homes over the past five years. Any residential component of opportunity site development within the West Side should **strongly consider the incorporation of a townhome or rowhome product type.**

Labor & Employment

It is estimated that over half of the West Side's 52,000 workers are employed in service industries. Service industries are projected to grow faster than any other industries through the year 2016. **Service related industries and financial activities are projected to add 4,100 and 600 jobs respectively to the local economy between 2000 and 2016.** Growth in these sectors will likely represent the largest source of demand for commercial space in the West Side.

Commercial Market

The West Side has over 605 retail businesses scattered throughout the area. Several arterials with moderate to high traffic counts pass through the West Side and may represent the best opportunities for new retail development. Site availability and proximity to surrounding retail concentrations in Brookfield, Wauwatosa, West Allis and adjacent portions of the City will play significant roles in determining the scale and location of commercial development. Although the West Side retail market is fairly saturated, **the Building Material and Supplies Dealers; General Merchandise; and Food Services & Drinking Places retail categories appear to have a significant unmet retail demand.** The ability to capture this demand will depend on the needs of



individual retailers, the availability of development sites, and the physical characteristics of those sites. For example, the development of new retail in the General Merchandise category within the West Side will likely require the development of a community level retail center on a site of at least 15 acres.

Office Market

An assessment of local and regional labor and employment trends indicates that **financial activities and service related industries such as education and health care may represent a potential source of demand for office space within the West Side.** Office space in the West Side is currently being offered at rates that are slightly below the larger Milwaukee office market average. Given the availability of space at the Honey Creek Corporate Center, new office development in the West Side is not likely in the near term.



Industrial Market

As in many urbanized areas, the demand for industrial space within the West Side has declined in recent years as users of industrial space have downsized or relocated to other areas. It is estimated that West Side employment in the manufacturing sector decreased by over 3,600 (-36%) between 2000 and 2009. Though vacancy rates have increased over the last year and new construction has slowed, the Milwaukee industrial market appears to be stabilizing. **Given site availability and employment projections, new construction of industrial space is not likely to occur in the West Side.**

SELECTED CASE STUDIES

In order to develop and test the validity of recommendations for the West Side Plan area, the planning team researched innovative, successful projects and programs - at the local and national level - that closely relate to the Plan's goals. Many of the initiatives extend beyond traditional site boundaries, covering broader areas and impacting the entire community. When compared to other planning areas in the City of Milwaukee, the West Side is unique in size and character. These case studies reflect development ambitions that are specific to the area in terms of project type and the methods by which the projects were implemented.

All projects encouraged a collaborative effort among various entities, and sought to create a healthier living environment in redevelopment project areas. Many of the projects focus specifically on reintegrating suburban, auto-centric corridors back into the urban community. Each of the projects and programs can be used as a basis for evaluating future development in related areas of the West Side Area.

Case studies reviewed for the West Side Area Plan include:

- Commercial Corridors
 - Mountain Corridor – Ontario, California
 - 76th Street – Greenfield, Wisconsin
 - Harford Road Corridor - Baltimore, Maryland
 - East Palm Canyon Drive - Cathedral City, California
- Commercial Nodes
 - Triangle Square – Austin, Texas
 - La Grande Orange – Phoenix, Arizona
- Suburban Retrofit
 - Upper Dardenne Prairie – Dardenne Prairie, Missouri
 - Mashpee Commons – Mashpee, Massachusetts
- Neighborhoods and Community Building
 - Neighborhood Enhancement Program (NEP) and Home Maintenance Guide – Bellevue, Washington
 - Stevens Square Farmers Market – Minneapolis, Minnesota
 - Together We Save (Focus on Energy Pilot Program) – Milwaukee, Wisconsin

Commercial Corridors Case Study

Mountain Corridor Specific Plan – Ontario, California

Project Name: Mountain Corridor Specific Plan

Location: Ontario, CA

Client: City of Ontario, CA

Designer: Calthorpe and Associates

Context of the Project Site

Located in the suburban Los Angeles metro area, Ontario, California has a population of approximately 170,000. This project provides the blueprint for the redevelopment the Mountain Avenue Corridor, an aging commercial strip dominated by high speed traffic and underutilized surface parking lots.

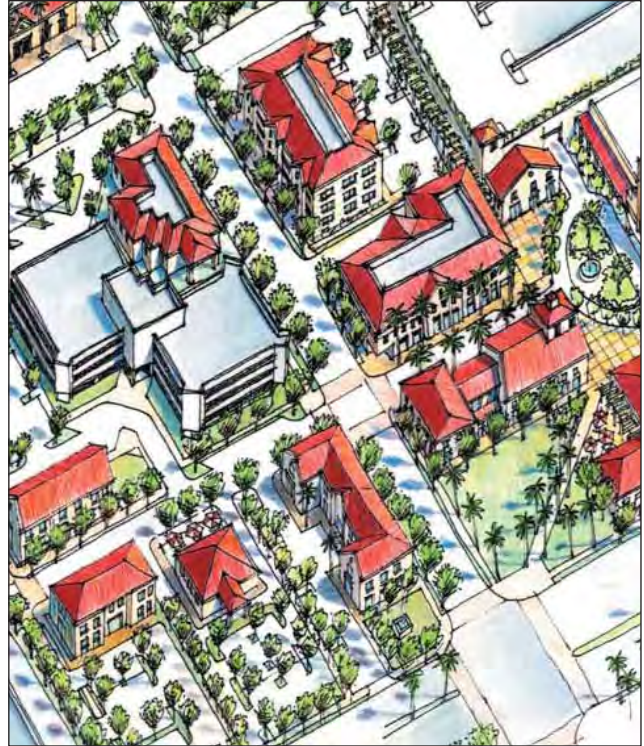
Impetus for the Project

The dual goals of this project are to revitalize the declining commercial strip while also creating an active, pedestrian oriented neighborhood center for the surrounding residential areas.

Outcome of Project Actions

Two factors drove this project, one was an anticipated slow rate of absorption for any single land use; and the second was the inability to rely on one major tenant as a development anchor. Instead, the designers utilized a strategy of fine-grained urban design within a framework of public infrastructure improvements, along with a campaign to attract new development.

Streetscape improvements are intended to both emphasize the corridor as a gateway into Ontario, while also creating an attractive setting for a variety of potential uses including specialty retail shops, professional offices, a regional ice rink, and housing. Viable existing uses are included in the plan and will receive assistance and incentives for pedestrian-oriented enhancements.



Potential for Milwaukee

The aging, automobile dependent commercial strip is a common occurrence in the West Side, including Capitol Dr, Appleton Ave, Fond du Lac Ave, Hampton Ave, and Lisbon Ave. The Mountain Corridor plan provides an example of the recreation of one such strip into a mixed use, pedestrian friendly environment without sacrificing existing commercial viability.

Source: <http://www.calthorpe.com/Project%20Sheets/Mountain%20Corridor.pdf>

Commercial Corridors Case Study

76th Street – Greenfield, Wisconsin

Project Name: 76th Street Landscaping Project

Location: Greenfield, Wisconsin

Date Project Completed: Summer 2005

Context of the Project Site

Upon its recent decline, 76th Street became the focus for three different governmental entities. The City of Greenfield, Village of Greendale, and Milwaukee County (76th Street is a County Trunk Highway) gathered together to discuss strategies for improving the character and economic development of the corridor. The County agreed to repair the roadway and any traffic lights, while Greenfield and Greendale were responsible for other improvements. The paving began in 2004, and completed in the summer of 2005.



Impetus for the Project

The project involved three goals.

1. Improve the character and identity of 76th Street;

2. Increase the economic value of the corridor;
3. Create a safe environment for both vehicles and pedestrians.

Action Taken

After the County completed road and traffic light improvements, the City of Greenfield needed 1.3 million to install new lighting and landscape the median. Approximately 30 percent of the total was specially assessed, and 70 percent was provided through the tax levy. A private firm assisted Greenfield with the design components, although several plantings had to be altered due to the site limitations resulting from the raised beds.

Outcome of Project Actions

Both the City of Greenfield and the Village of Greendale now have a corridor that is more attractive and provides greater safety for its users.



Potential for Milwaukee

Several corridors in the West Side have been identified by residents as places where streetscape improvements should be implemented, including many of the Commercial Corridors and Neighborhood Arterials (see Corridors Map, page 4-29). In order to successfully do so, residents will have to carefully examine how to fund such improvements and how to provide maintenance after the project is completed.

Source: City of Greenfield

Commercial Corridors Case Study

Harford Road Corridor – Baltimore, Maryland

Project Name: Harford Road Corridor

Location: Baltimore, Maryland

Client: Harford Road Partnership

Designer: Duany Plater-Zyberk and Company

Context of the Project Site

The project site is a one mile long, one block wide corridor in Baltimore, Maryland.

Impetus for the Project

The Harford Road Partnership was interested in re-establishing the corridor as a ‘Main Street’ through their neighborhood through the provision of commercial and office uses, new residential uses, and improved public space. The partnership was able to attract a grocery store to a former bus barn that had been slated for demolition.



Outcome of Project Actions

The Corridor Master Plan identified four distinct sectors. The first is a commercial area focused on the new grocery store and a public green surrounded by restaurants. The second sector is an intersection that had been targeted for automobile dependent sprawl development. The third was primarily devoted to neighborhood retail, while the fourth sector was primarily residential.

The project also examined Harford Road itself. Traffic patterns, traffic calming, auto/pedestrian interaction, and parking were analyzed in a public charrette.

Potential for Milwaukee

The aging, automobile dependent commercial strip that provides the setting for this project is prevalent along many of the commercial corridors and neighborhood arterials in the West Side (see Corridors Map, page 4-29). The Harford Road Corridor project breathes new life into an aging street through the creative reuse of an existing obsolete building, by enhancing existing amenities that provide character to the streetscape, and by investing careful attention to the physical layout of the street itself to determine how changes to that layout affect the character of the neighborhood.

Source: <http://www.dpz.com/pdf/9707%20Harford%20Rd.pdf>

Commercial Corridors Case Study

East Palm Canyon Drive – Cathedral City, California

Project Name: East Palm Canyon Drive

Location: Cathedral City, California

Client: City of Cathedral City, CA

Designer: Freedman, Tung, and Bottomley Urban Design

Context of the Project Site

This project, which opened in 1998, is the first retrofit of a commercial strip corridor into a ‘multiway’ boulevard in the United States. The site is a stretch of Highway 111 through Cathedral City, California. Prior to redevelopment, Highway 111 was a four to six lane high speed, high traffic arterial which was unfriendly to pedestrians and provided a barrier to neighborhoods.

Impetus for the Project

In the early 1990’s city leaders recognized a need to refresh the city’s image. With the assistance of its consultant team, the city was able to convince the State of California to relinquish control of Highway 111 through the city. This allowed the city to redevelop four blocks of the highway as a pedestrian friendly mixed use town center, and reconfigure the design of the road along its length.

Outcome of Project Actions

The reconfigured boulevard now contains 2 lanes of 35 mile per hour traffic in each direction separated by a landscaped median. Additional medians separate the central lanes from a parking aisle with angled parking on the south, and a dedicated bus lane to the north. The corridor was previously hampered by traffic entering from numerous driveways, so curb cuts

are no longer allowed and buildings must open on to sidewalks along the street frontage.

Project designer Michael Freedman believes that the “boulevard configuration and streetscape improvements of projects like Cathedral City are essential strategies to restructuring aging commercial strips into a multi-nucleated pattern that enhances livability, mobility, and reinvestment opportunity.” Since completion of the boulevard, the city center has experienced \$40 million in private investment.



Potential for Milwaukee

This project is another example of the transformation of a major traffic thoroughfare from a neighborhood barrier into a pedestrian friendly place with the potential to draw adjacent neighborhoods together. Freedman’s concept of a “multi-nucleated pattern”, or a system of high density nodes along a corridor separated by lower density areas, provides another redevelopment option for Milwaukee’s West Side Area - such as Capitol Dr, Appleton Ave, Fond du Lac Ave, and/or Lisbon Ave. Such a pattern creates a series of recognizable places as opposed to one long anonymous corridor. Mechanisms for creating such a pattern might include down zoning the areas to a lower density between nodes, or implementing a transfer of development rights program to move density entitlements from the intermediate areas to the denser nodes.

Sources: http://www.ftscities.com/cathedral_city_Palm_Canyon_Drive_Streetscape; and ‘Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs’ by Ellen Dunham-Jones and June Williamson (p. 84-86)

Commercial Nodes Case Study

Triangle Square – Austin, Texas

Project Name: Triangle Square

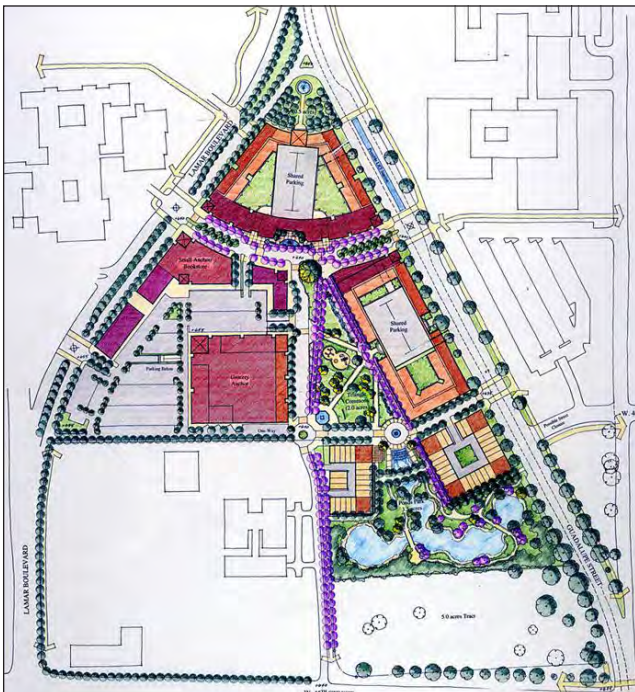
Location: Austin, TX

Client: State of Texas General Land Office

Designer: Calthorpe and Associates

Context of the Project Site

This is a 75 acre triangular site, located 2 miles north of the Texas state capitol and the University of Texas, formed by the confluence of three “smart growth corridors.” Prior to redevelopment, the site was underutilized as a stormwater detention area due to a lack of agreement between developers and community members on the formation of an acceptable plan. In 1997 Calthorpe and Associates began a public involvement and master planning process which led to the successful redevelopment of the Triangle Square site.



Impetus for the Project

The redevelopment was designed to act as a bridge between the previously isolated neighborhoods surrounding the site, while

bringing value to an underused yet important location.

Outcome of Project Actions

The redevelopment project includes the creation of a traditional ‘Main Street’ with two anchor stores and many smaller shops, with parking located behind buildings and in parking structures. A variety of entertainment options including outdoor dining, outdoor concerts, and a small movie theatre provide activity throughout the day. The project includes a variety of outdoor spaces including a civic plaza, a formal park, and a nature park. Housing is located above the ‘Main Street’ shops, in ‘stoop-entry’ homes along the park, and in flexible live-work spaces.



The project attempts to link the surrounding neighborhoods, not only by providing a set of common public gathering places, but also by providing pedestrian and bicycle paths from Triangle Square into the surrounding neighborhoods. Furthermore, the adjacent arterial streets are redesigned to become more pedestrian friendly.

Potential for Milwaukee

The arterials that surround the site had been seen as barriers between neighborhoods, with the space in between them left over and overlooked. This project capitalizes on that left over triangular space to create a vibrant mixed use node which now anchors and brings together a group of previously isolated neighborhoods. A number of similar sites, with similarly perceived constraints exist within the West Side Area, including Capitol/Fond du Lac/51st and Capitol/Appleton/76th.

Source: <http://www.calthorpe.com/Project%20Sheets/Triangle%20Square.pdf>

Commercial Nodes Case Study

La Grande Orange – Phoenix, Arizona

Project Name: La Grande Orange

Location: Phoenix, Arizona

Developer: Bob Lynn and Craig and Kris DeMarco

Context of the Project Site

This project involves the redevelopment of a series of small, nearly abandoned commercial strip buildings at 40th and Campbell Streets in the Arcadia neighborhood in Phoenix, Arizona.

Impetus for the Project

In the book *Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs*, authors Ellen Dunham-Jones and June Williamson discuss the lack of ‘third places’ in traditional suburban areas, such as commercial strip malls. ‘Third places’ are described as private spaces that offer “informal public interaction and tend to have minimal restrictions on access.” The authors cite the work of sociologist Ray Oldenburg, who feels that ‘third places’ are “essential to the growth of social capital and sense of inhabitants belonging to a good place.” This series of projects creates a number of ‘third places’ in a neighborhood that previously lacked such amenities.

Outcome of Project Actions

Redevelopment began in 2001 with the renovation of a former post office into the Postino Winecafé. Next the La Grande Orange Grocery opened in a commercial strip that shared parking with the wine bar. By 2004, La Grande Orange had expanded to include a pizzeria. A bakery, designer furniture shop, and a cocktail bar/restaurant had opened by 2007. Plans are in place for the construction of a taqueria designed by noted architect Will Bruder to be located up the street. While the suburban style parking from the commercial strips remains, outdoor patios, landscaping, and bright colors create an inviting setting for patrons spend their time. The end result is that a series of generic strip malls have been fundamentally re-imagined as a neighborhood center providing a number of ‘third places.’

Potential for Milwaukee

Aging commercial strips such as this one occur throughout the West Side area, including along Capitol/76th and the Fond du Lac Ave, Appleton Ave, and Lisbon Ave corridors. This project shows that even previously anonymous strips have the potential to become inviting neighborhood centers. As each component of the La Grande Orange project was redeveloped, social capital was added to the neighborhood that acted as a magnet for further redevelopment.

Source: ‘Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs’ by Ellen Dunham-Jones and June Williamson (p. 70)



Suburban Retrofit Case Study

Upper Dardenne Prairie – Dardenne Prairie, Missouri

Project Name: Upper Dardenne Prairie

Location: Dardenne Prairie, Missouri

Client: City of Dardenne Prairie, MO

Designer: Duany Plater-Zyberk and Company

Context of the Project Site

Dardenne Prairie is located 35 miles west of St. Louis, in a former rural area that is now one of the fastest growing areas in Missouri.

Impetus for the Project

After recognizing the development of piecemeal sprawl in adjacent communities, the city implemented a master planning process. The goal of the project was to create a mixed use ‘uptown’ area that was intended to provide a civic core through the creation of compact mixed use development.

Outcome of Project Actions

The master plan established four sectors, each with a unique function and a distinct character. Each sector was anticipated to include a mix of commercial, residential, and civic uses. Sector one was the Town Center, sector two was a live/



work area, sector three focused on a technology employment campus, and the fourth sector was a mixed use commercial center utilizing a retrofitted existing shopping center. These sectors were linked with pedestrian friendly thoroughfares and a system of pedestrian/bicycle paths, to create a unified center.

The plan also preserves local landmarks such as a historic church, views of which were enhanced with modifications to the street network, and an existing ball field, which was lined with mixed use buildings along the street edge.



Potential for Milwaukee

The West Side area has several nodes that could be conceptualized in a manner that is similar to the sectors in this plan, each with their own character and function. Existing streets connecting those nodes have the potential to be re-imagined in a more pedestrian friendly manner that more effectively links these nodes together. This plan’s use of existing landmarks to anchor neighborhoods and as major contributors to local character are also a potential blueprint for redevelopment on the West Side.

Source: <http://www.dpz.com/pdf/0636-Project%20Description.pdf>

Suburban Retrofit Case Study

Mashpee Commons – Mashpee, Massachusetts

Project Name: Mashpee Commons

Location: Mashpee, Massachusetts

Client: Cornish Associates Limited Partnership

Designer: Duany Plater-Zyberk and Company; Imai Keller Moore Architects



Context of the Project Site

Located at the intersection of Routes 28 and 151 on Cape Cod in Massachusetts, Mashpee Commons is the first retrofit of a strip shopping center into a mixed use neighborhood center. From its earliest days, Mashpee was a crossroads located in between places, and it never developed the town center typical of many New England towns.



Impetus for the Project

A strip shopping center was built at the crossroads in 1968. By the 1980's this small commercial strip was insufficient to serve the rapidly expanding population. The firm of Duany Plater-Zyberk and Company was invited in 1988 to begin a master planning process for the 140 acre site, which also included detailed architectural design guidelines with the goal of redeveloping the strip mall into a true mixed use town center. As the project progressed, adjacent residential areas were included in the program.

Outcome of Project Actions

The resulting town center grew incrementally over the past two decades, and is now largely built out. The site features a variety of retailers,

ranging from small local merchants to national chains. Liner buildings were inserted along street edges to hide existing parking lots while providing inexpensive leasing options.

Mashpee Commons also includes a range of housing choices, including both market rate and affordable units. Affordable housing is located throughout the site, in an architectural style that blends with the market rate units. Apartments are located above stores, and a number of live/work and loft spaces are available. Civic infrastructure such as churches, a children's museum, and a library were also prime design considerations. All of the buildings are designed in a 'cape cod' style with simple volumes and vertically oriented door and window openings.

Potential for Milwaukee

Mashpee Commons illustrates the value in providing a range of housing and retail options. By providing spaces ranging from live/work units to liner buildings to large commercial spaces, the town is able to offer a variety of retail experiences and opportunities for local establishments. The liner building concept is another valuable prototype for Milwaukee. Used on larger sites with extensive parking facing the street, these buildings can revitalize the street edge and hide unsightly surface lots. Midtown Center is a successful example, while the Hampton/Appleton/84th/Grantosa node could be a future focus.

Source: <http://www.dpz.com/pdf/8633-Project%20Description.pdf>

Neighborhood and Community Building Case Study

Neighborhood Enhancement Program – Bellevue, Washington

Project Name: Neighborhood Enhancement Program (NEP) and Home Maintenance Guide

Location: Bellevue, Washington

Partners: City of Bellevue

Context of Project Site

The Neighborhood Enhancement Program is a citywide program with additional programs and information available for CDBG areas. The Neighborhood Enhancement Program allows residents to select high priority projects for city-funded construction in their neighborhoods. Typical enhancements include park improvements, new trail connections, replacement sidewalk blocks and additional street lights.

Further, the City of Bellevue provides a Home Maintenance Guide to the entire community as a means of supporting and enhancing properties.

Project Implementation Details

The following bullets describe some of the particular details surrounding the implementation of Bellevue’s comprehensive home and neighborhood maintenance programs:

- Part of the city’s Capital Investment Program (CIP) budget is set aside for NEP projects.
- NEP funds are divided among the NEP areas according to number of households in each area.
- Every three years, each NEP area has an opportunity to request projects.
- City staff reviews requested projects for compliance with NEP screening criteria.
- Project descriptions and cost estimates are presented to residents, and they vote for their top two or three projects.

- In the NEP Voting process, votes are tallied according to a point system for first, second or third choices.
- Projects are funded based on the points received and funds available for the area.
- The city implements the funded projects. NEP Project Implementation
- City funds are allocated for project maintenance.



Outcome of Project Actions

Neighborhoods get funding for small capital projects such as sidewalks, crosswalk enhancements, school playground and sports court enhancements, landscaping in medians, roadway improvements, flashing crosswalks, and traffic calming projects through the Neighborhood Enhancement Program. Funding is also available for small aesthetic projects in neighborhoods such as entry-way signage, mailbox structures, and public right-of-way landscaping – available through the Neighborhood Match Program.

Potential for Milwaukee

The City of Milwaukee already has a vast network of resources available to targeted neighborhoods. This program offers some additional alternatives for utilizing CDBG funds, as well as other applicable grants. Local neighborhood organizations and community based organizations could apply for these funds and match the funding with either cash or volunteer time. The development of a Home Improvement Guide would also be a reliable tool, as home maintenance is a high priority for neighborhoods throughout the West Side and the City as a whole.

Source: <http://www.ci.bellevue.wa.us/nep.htm>

Neighborhood and Community Building Case Study

**Stevens Square Farmers Market –
Minneapolis, Minnesota**

Project Name: Stevens Square Farmers Market

Location: Minneapolis, MN

Partners: Plymouth Congregational Church;
Stevens Square Community Organization

Context of Project Site

The farmers market takes place in the church parking lot and a related community garden program is located a short distance away.

Impetus for Project

Community organizers came up with an idea to connect the church with the farmers market. Organizers approached the Plymouth Congregational Church and asked about hosting a small farmers market in their parking lot, which was in a prime location due to a busy four-way intersection and nearby bus stops. The market was the first to be awarded a Local Produce Market permit, the result of a new City of Minneapolis policy championed by the Institute for Agriculture and Trade Policy to reduce barriers to starting small farmers markets. According to representatives, “The congregation at Plymouth was very excited about the prospect of having a farmers market in the parking lot.”

The spring of 2008 marked the beginning of the Stevens Square Farmers Market. Two or three farmers sell their own locally grown fruits and vegetables every week. One farmer accepts Farmers Market Nutrition Program vouchers, allowing customers who participate in the federal Women, Infants and Children (WIC) nutrition program to purchase healthy food. Sales are robust and the number of shoppers has been steady. The market takes place on Wednesdays from 3-7 p.m., when many parishioners also visit the church.

What makes this market unique is the connection with the church. At the end of the market, the vendors fill a few boxes with their unsold produce and take this produce to the church to be distributed through the food pantry at the church.

Outcome of Project Actions

“Being exposed to locally grown food is good and helps people learn new things about food—and probably about the neighborhood,” says one organizer. “Even if they’re just passing by on foot, bike, car or bus, they see the market and notice that it really brings life to this little corner of the world.” Other agree that taking advantage of an under-utilized space for a small farmers market benefits the church and the community. “Now that we are well into the season and the farmers market is in full swing, people are really enjoying the chance to purchase fresh produce. We hope that the market will continue next year.”



Potential for Milwaukee

Local churches are strong anchors for the West Side and may be interested in collaborating with the City, neighborhood associations and businesses, and local farmers to establish a local food source, as well as a significant community gathering space. Potential locations include Midtown Center or the Hampton/Appleton/84th/Grantosa node. The Vliet Street Green Market is an existing example of a farmers market near the West Side.

Source: http://www.iatp.org/faith/pdf/Hosting_a_Farmers_Market.pdf

PUBLIC PARTICIPATION SUMMARY

During the development of the West Side Area Plan, public input was solicited from people who live or work throughout the Plan's many neighborhoods and districts. Opportunities for participation included: a community survey, image preference survey and discussion, stakeholder interviews, focus groups, a series of public meetings and workshops, small group meetings, and an open house. The West Side planning team consistently received valuable input from participants in the study process.

West Side Plan Image Preference Survey

What is an Image Preference Survey (IPS) and How Does it Work?

The IPS is a marketing tool applied to planning to determine what aspects of a "product" people prefer—in this case the product is the built environment and the various West Side communities where people "work, live, invest, and spend time."

What issues should it address? Short term, it addresses the character of land uses such as residential, commercial, industrial, civic, institutional, parks. Long term, it asks the question, "What do you want this neighborhood to be like in 20 years, 100 years? What kind of places are we building over time?"

It should also take into account specific development issues particular to the West Side. For example, what do people on the West Side think would improve their neighborhood shopping districts, schools, streets and parks?

Survey Administration

Over the course of several months, the Image Preference Survey was administered at ten different locations throughout the plan area. At each event, participants were asked to first rate the images shown, then later in the session, to discuss why they responded a certain way and note what aspects in particular, caused them to react one way or another. Participants were encouraged to:

- State preferences about any and all aspects of the built and natural environment
- Talk about what they might envision for the future
- Discuss opportunities, problems, challenges
- Indicate what works or doesn't work for neighborhood parks, commercial districts, residential streets, etc.

The Image Preference Survey was also administered on-line through the DCD web site to increase the number of respondents. Over 300 people took the survey in person or on-line.

The survey was structured to target responses to different land use categories:

- Residential (single-family and multi-family)
- Commercial/mixed use
- Industrial
- Civic/institutional
- Parks and open space
- Parking (surface lots and garages, signs)
- Street amenities
- Stormwater run-off
- Transit/transportation (freeways to bike lanes)

Images were chosen to reflect current conditions or planning topics of interest for the West Side.

The following survey results represent input gathered during in-person image preference surveys and discussions - hosted by City staff, as well as online IPS results.

Residential

The majority of respondents (89.7%) were West Side residents who want to preserve the West Side's traditional neighborhoods, which vary in architectural period and style from post-WWII ranches and Cape Cods, to Tudors and 1920's craftsman-style bungalows.



Highest Rated	
Average Score	3.7
Median Score	4.0



Lowest Rated	
Average Score	-0.6
Median Score	-1.0

Single family detached homes in traditional neighborhoods were the preferred housing type for most survey takers.

Large multi-story (block-style, internally focused) multi-family housing was least desired by survey takers. It is also the form of housing most associated by residents with absentee landlords and problem or nuisance properties.

Residential/Multi-Family

Duplexes and rowhouses were the forms of multi-family housing residents most preferred. Respondents liked front porches with individual entrances and front yards or courtyards.

There was interest in reviving the traditional pattern of apartments over shops in neighborhood shopping districts, similar to what existed when those districts were originally built.



Mid-Range	
Average Score	1.7
Median Score	2.0



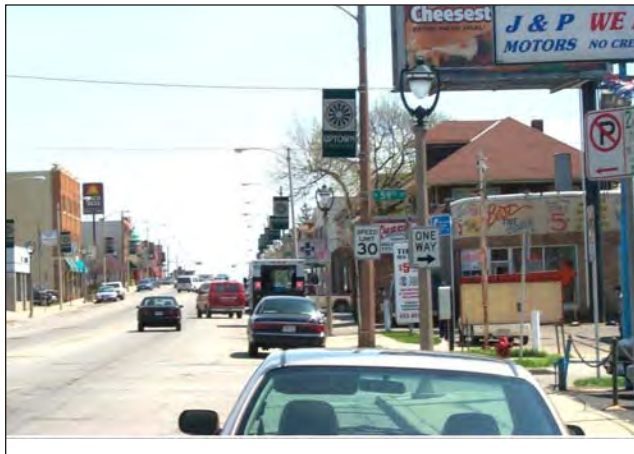
Mid-Range	
Average Score	1.6
Median Score	2.0

Commercial

Survey takers preferred pedestrian-oriented districts to more auto-oriented commercial corridors (“commercial strips” with “strip malls”).



Highest Rated	
Average Score	2.9
Median Score	4.0



Lowest Rated	
Average Score	-2.2
Median Score	-3.0

Respondents noted that intense highly clustered shopping districts with “destination retail” provide the most enjoyable experience and are most likely to engender repeat customers (loyalty) from the surrounding neighborhoods.

Of the auto-oriented options available, respondents preferred newer updated shopping centers to older dated models, many that now show signs of aging and disrepair.



Mid-Range	
Average Score	2.6
Median Score	3.0



Mid-Range	
Average Score	2.0
Median Score	2.0

It is also worth noting that respondents prefer to have a variety of shopping options that range from “big box” discount stores to local “mom and pop” stores that provide personal service and knowledge of customers. Westsiders would not want to give up either end of the spectrum.

Also of interest, West Side residents surveyed want to expand upon their current retail options, both within their neighborhood shopping districts and on auto-oriented commercial corridors (“commercial strips”) as well.

Industrial

Modern industrial facilities in well-landscaped campus settings received the best scores. Older facilities placed in neighborhood settings were less well regarded. Public art was considered to be a desirable way to establish corporate identity and engage the public. However, respondents preferred public art in a pedestrian-friendly context, either a plaza or inviting landscaped setting.



Highest Rated	
Average Score	2.5
Median Score	3.0



Lowest Rated	
Average Score	0.9
Median Score	1.0

The mural below (lowest-rated) shows public art that can only be viewed from a distance and is displayed in an uninviting setting, thus receiving an average score that reflects a mixed reaction -- good public art (manufacturing history incorporated as art) but poor placement and negative setting.

Institutional

A traditional campus with warm brick buildings and attractive landscaping was the highest rated image in this category. Lowest rated image was an aerial of an elementary school showing acres of paved surfaces with very little landscaping. The building is also harsh and lacking in features.



Highest Rated	
Average Score	3.3
Median Score	4.0



Lowest Rated	
Average Score	-0.5
Median Score	0.0

On the topic of schools and education, residents (80%) felt good opportunities for education had the greatest potential for making a significant improvement to the plan area.

Open Space

Based on survey responses, West Side residents have great interest in gardening and landscaping. In the open space category, greener and better landscaped images were definitely preferred to hard surfaced, highly paved, or green but less well-cared for images, for example, vacant lots.



Highest Rated	
Average Score	4.1
Median Score	5.0



Lowest Rated	
Average Score	-0.1
Median Score	0.0

Note: Older survey takers prefer recreational facilities in well-supervised parks and landscaped settings. Younger respondents prefer outdoor and structured play areas (soccer fields, baseball diamonds, tennis courts, basketball courts) regardless of landscaping or public park location.

Parking

Well-landscaped fenced parking lots received higher scores than parking lots that lacked fencing and landscaping. Lowest scores were received by images of excessive pavement from sidewalk to building without any attempt at landscape design. Poorly executed attempts also received low scores, e.g., parking located directly adjacent to buildings, parking located in setback/entry areas.



Highest Rated	
Average Score	2.8
Median Score	3.0



Lowest Rated	
Average Score	-1.3
Median Score	-1.0

Signs

Survey participants preferred pedestrian-oriented to auto-oriented signs, with high rankings for artistic and architectural signs, and low rankings for oversized signs, pylon signs, billboards, and competing signs that produce the kind of sign clutter typically found on business highways. Sign competition creates a safety problem (driver distraction) as well as an aesthetic problem (visual clutter).



Highest Rated	
Average Score	2.4
Median Score	3.0



Lowest Rated	
Average Score	-2.9
Median Score	-4.0

Street Amenities

Respondents were generally positive about all street level amenities.



Highest Rated (tie)	
Average Score	3.3
Median Score	4.0



Highest Rated (tie)	
Average Score	3.3
Median Score	4.0

Street plantings and hanging baskets in commercial districts were most desired as a street amenity. Street furniture (benches, bistro tables, bus shelters) was also deemed to be a positive.



Lowest Rated	
Average Score	2.8
Median Score	3.0

Stormwater

Respondents gave high marks to creative landscape solutions for stormwater run-off, such as porous pavement, rain gardens, rain barrels, and use of native plants in urban streetscaping, etc. Negative marks were given to images showing dumping of paint or toxic waste into storm drains, neglect of stormwater retention areas, and clear lack of environmental design



Highest Rated	
Average Score	3.1
Median Score	4.0



Lowest Rated	
Average Score	-3.8
Median Score	-5.0

Transportation

Respondents were supportive of alternatives to automobile travel and gave high marks to images showing public transit and bike lane options.



Highest Rated	
Average Score	3.0
Median Score	4.0



Lowest Rated	
Average Score	-0.1
Median Score	0.0

Low marks were given to multi-lane freeways that offer no automobile alternatives. Low marks were also given to arterials that aren't bike friendly. There is a desire to increase public transit options, as well as the quantity and quality of bike lanes on West Side arterials.

West Side Community Survey

The West Side Community Survey was posted on the DCD web site for 3-4 months, during which there were 307 responses to the survey. Out of a total population of 231,180 West Side residents, this represents 0.13% of the population in the plan area.

For all summaries below, percentages were calculated based on the number of people who responded to each question, not the total number of respondents for the entire questionnaire (some people skipped questions throughout the survey – blanks were not factored into calculations).

Demographics

The age of respondents varied from young to old as follows:

- 2.3% of the respondents were between the ages of 18-25
- 22.6% were from 26-35 years old
- 52.9% were between 36 and 55 representing the largest portion of respondents
- 16.5% were between the ages of 56-65
- 5.7% were over 65 years old

The gender split for responses was pretty even. There were 55.6% female responses and 44.4% male.

The respondents to the survey were not as racially diverse as the plan area. 90% were Caucasian and 8% were Black. The remaining 2% was divided 1.6% Hispanic and .4% Asian.

Online opinion surveys such as this one tend to skew toward homeowners and educated professionals with greater-than-average income. The young, poor and undereducated tend to be less represented, all of which should be considered when evaluating survey results.

General

The majority of the respondents (92.5%) were residents of the West Side.

- 39.1% of the respondents were property owners
- 8.5% of respondents own a business
- 8.5% of respondents were area employees

Residential

The majority of survey respondents were also long term residents.

- The largest group of respondents (25.3%) had lived in the West Side for 20+ years. The next highest group (22.1%) had lived there for 6-10 years.
- The majority of respondents are homeowners (92%). Renters accounted for only 8%.

Residents stated a variety of reasons for living in the area:

- Good affordable housing was the highest among respondents (57.5%)
- Appearance and aesthetics of the neighborhood closely followed (57.1%)
- Being close to work was the next highest (39.6%)
- Neighborhood diversity (36.4%)
- Safety and security (36.0%)
- Close to downtown (34.0%)
- Family ties or “born and raised here” (16%)

Of the residents in the area who responded to the survey:

- 60.7% did not have children under the age of 18 at home
- 16.1% had one child under the age of 18 at home
- 17.5% had two children under the age of 18 at home
- 5.6% had 3-4 children at home while none of the respondents had 5 or more.

Business Climate/Job Creation

If you owned or managed a business in the West Side, the following factors were important and/or critical to success:

- Public transportation (35.3%)
- Public/employee safety (61.8%),
- Close to other businesses or services (41.5%)
- Police presence (59%)
- Overall opinion of the area (35.5%)
- Workforce quality (“not applicable” was the most common response, which may be interpreted as: the workforce is adequate; does not come from the area; or generally not a problem that needs to be addressed)

Commercial Corridors/Districts

When asked to rate positive aspects of West Side commercial districts, respondents mentioned:

- Clearly defined crosswalks (37.5%)
- Amount of parking (43.3%)
- Cleanliness of streets/sidewalks (30.5%)
- Appearance of store fronts (36.4%)
- Appearance and visibility of business signs (49.6%)
- Types/quality of businesses (34.6%)
- Appearance of parking lots (40.0%)
- Streetscape (34.6%)
- Enforcement of traffic, parking laws (35.4%)
- Walkability (41.6%), bus stops/shelters (47.7%)
- Police presences/security (31.8%)

When respondents were asked which of the following businesses you use in the area:

- 91% responded gas stations
- 64.6% selected sit-down restaurants
- 60.4% selected fast food restaurants
- 63.8% mentioned grocery stores
- 56% mentioned banks/credit unions

When asked which types of businesses or organizations would you like to see more of in the plan area:

- Sit down restaurants received 64.2% of the responses
- Bakery received 54.1% and was the only other response to receive over 50%.

Respondents who shop in the plan area usually shop in a variety of stores:

- Big box stores (45.5%)
- Boutiques or specialty stores (47.7%)
- Neighborhood retail stores (51%)

A very high number (74.8%) of respondents felt that an increased variety of stores and products would increase their use of businesses within the plan area.

Respondents were asked where public dollars should be spent on economic development or redevelopment efforts in the plan area. They responded:

- North Avenue (42.6%)
- Lisbon Avenue (42.2%)
- Burleigh Street (31.6%)
- Center Street (26.4%)
- Capital Drive (24.6%)
- Fond du Lac Avenue (16.0%)
- Bluemound Road (15.6%)
- Midtown Center area (11.5%)
- I-94 Corridor (9.8%)
- Public funds shouldn't be used for redevelopment (11.1%)

Transportation

When respondents were asked how often they used the following transportation when doing household shopping, they reported that:

- The majority drive (98%)
- Some walk (35.7%)
- Most never or rarely take the bus (80.2%)

When asked how they usually got to work or school, they answered:

- Personal vehicle (82.0%)
- Car or van pool (16.3%)
- Bike (11.4%)
- Bus (9.4%)
- Walk 3.3%
- No respondents used a taxi to get to and from work or school.

When asked will the West Side be overall better off or worse off ten years from now?

- 50.8% responded it would be better
- 49.2% felt it would be worse

Open-ended questions

Results of open-ended questions reflect the following:

- Residents are more satisfied with the residential portions of neighborhoods than the commercial districts that serve the neighborhoods.
- There is a great deal of concern over the effects of budget cuts on streets, street repair, park maintenance, transit and other municipal services.
- There is concern about the public schools and changing status of the public schools.
- People are generally very satisfied with Aldermen in the West Side Plan area, and responsiveness of Aldermen to constituent concerns.

Stakeholder Interviews

City and consultant staff interviewed over 20 stakeholders to gather input on existing conditions and future opportunities for the West side. Information was gathered on perceived strength and weaknesses of the area, potential for improvement, and actions that could lead to a positive future for the area.

The following is a summary of the most common answers from the interviews.

Neighborhood Strengths

Consistently throughout the interviews, the stakeholders identified the following strengths of the neighborhood: quality housing stock, safe neighborhoods, diversity of population, spirit of activism, ease of access to transportation infrastructure (local roads and freeways), the number of city employees who live in the neighborhood, and the access to Wauwatosa.

Neighborhood Opportunities

Looking toward the future of the West side, many of the stakeholders identified the need to work toward higher end commercial and retail space. Consistently the stakeholders identified the following concerns: too many day care centers, store front churches and hair salons. Stakeholders also identified the need for more locally owned businesses and the need for the local community to support the businesses.

Focus Groups

Two focus groups were conducted to gather input on residential and commercial goals for the area. The following is a summary of the input received:



- Residents and commercial operators alike mentioned that residents must support local businesses to bring neighborhood stability.
- There is an unmet opportunity to develop green space on medians and in triangular intersections on the angle streets.
- The large angle street corridors (Lisbon, Appleton, Fond du Lac) are gateways to the area and should be maintained as such to create a better impression of the city.
- Certain corridors have too much commercial or retail space. The community cannot support a commercial district that stretches for many blocks. A consideration should be given to downsize some of the commercial corridors.
- Some areas of the West side have a very strong identity (e.g. Sherman Park, Story Hill) while others lack an identity to organize around (e.g. the Capitol West area).
- The area has diverse land use and housing stock. This diversity should be maintained.
- There is a need for senior housing to support aging-in-place, so people can remain in a community where they have close ties (i.e. the Sherman Park area).

Brainstorming Session

A kick-off Brainstorming Session was held at Mount Mary College on May 20, 2009, as a way to gather input on what attributes of the West side need to be preserved and which areas attention and resources for improvement. The most common feedback is summarized below:

- Improve park and green space
- Provide alternative transportation (transit, bike, pedestrian)
- Maintain safety of neighborhoods
- Maintain neighborliness of community
- Address concerns regarding local traffic and infrastructure
- Improve resources and local support for local businesses

The most commonly mentioned sites for improvement:

- Kohl's at Appleton and Hampton
- 76th and Capitol



Visioning Session

On July 15, 2009, at Pius XI High School, the DCD planning staff and the West Side consulting team conducted a Visioning Session. During the session, the consultant presented the public participation and survey results gathered to date, as well as West Side neighborhoods, districts, and corridors. Catalytic concepts were also presented to attendees for the first time.

Following the more formal presentation, individuals participated in a “Dot for Your Thought” exercise, voting on the positive and negative aspects of each catalytic concept, while providing valuable feedback for revisions.

Feedback Session

On September 14, 2009, at the Midtown Concordia Center, the DCD planning staff and the West Side consulting team conducted a feedback session in which the results of the study to date were presented to the participants. It was a classroom style presentation and the audience was given an opportunity to quiz the consultant and bring up topics of interest to residents and businesses in the plan area.

Participants left post-it note comments on the exhibits and asked questions and offered suggestions pertaining to the implementation of the catalytic projects. The comments received echoed the sentiments heard in the stakeholder interviews, focus groups, brainstorming sessions and workshops. The participants had specific suggestions for making the community more pedestrian friendly as part of the catalytic projects.

The participants were supportive of the plan and were interested in seeing the plans come to fruition on the West Side.

Open House

On October 22, 2009, at Faith United Church of Christ, the DCD planning staff and the West Side consulting team conducted an Open House. During the session, the Plan consultant summarized the planning process and the resulting recommendations. The Market Analysis consultant also presented their findings for the West Side. Following the formal presentation, participants asked questions and provided verbal and written feedback.



Chapter 3

LAND USE & DEVELOPMENT POLICIES

This chapter provides the City of Milwaukee's overall policies addressing land use, building form and redevelopment strategies in the West Side Plan area. General visions are outlined for the overall land use strategy and subsequent land uses to better define policy goals. Each section discusses use policies, form policies, and redevelopment strategies for the land use in consideration.

The policies are organized according to a set of land use categories including:

- Residential
- Commercial
- Industrial or Large Format (Building Complex, Campus, or Large-scale Facility)
- Open Space
- Civic and Institutional
- Transportation and Infrastructure

Written by Department of City Development

OVERALL LAND USE STRATEGY

Vision: Overall

The Overall Land Use Strategy for the West Side combines the input of area residents with policy approaches intended to strengthen the neighborhood fabric. These tools will ultimately shape the physical character of the area by regulating streetscapes, land uses, and the design of the built environment. The Overall Land Use Strategy attempts to integrate the diverse needs of the West Side by addressing its neighborhoods in a comprehensive manner.

Use Policies: Overall

- Encourage single-family owner-occupied development where appropriate.
- Support mixed-use development within commercial corridors, i.e. street level retail with offices or apartments above, in order to provide a balanced mix of uses, revitalize, and increase public safety in these areas.

- Discourage location of incompatible uses within residential neighborhoods, e.g. day cares, group homes, Community Living Arrangements (CLAs), Transitional Living Facilities (TLFs), and social service providers.
- Discourage location of non-commercial uses on commercial corridors.
- Eliminate or phase out nuisance uses, i.e. establishments that are not protective of the public health, safety, and welfare.
- Eliminate or phase out problem properties that do not contribute to a positive quality of life for West Side residents, e.g. properties that generate a high number of police calls; properties that have not addressed code violations in a timely manner; properties that present a negative appearance to the detriment of the area, such as board-ups and empty, vacant or blank wall storefronts.
- Encourage family-oriented entertainment options that fit within local business and neighborhood shopping districts, e.g. movie theaters, bowling alleys, ice cream parlors, etc.
- Support or reestablish “landmark” institutions in the West Side that serve the population and attract people to the neighborhood. These establishments may be civic, commercial, or entertainment venues, e.g., the Times Cinema on W. Vliet Street, or the former Sherman Park Theater Building on Burleigh Street.
- Encourage locally owned markets, grocery stores, and restaurants that support

local entrepreneurs, healthy eating and sustainable practices such as urban agriculture, community gardens, etc.

- Encourage parks, trails, bike lanes, walkable neighborhoods and recreational options that support active living.
- Wherever possible, incorporate public art into major projects and public spaces.
- Where possible, allow residents to “personalize” streets, blocks, and commercial districts and give uncommon characteristics to otherwise common public places.

Form Policies: Overall

- Place buildings in such a way that they create meaningful formal and/or informal open spaces and reinforce the street edge.
- Preserve and enhance the unique pattern language and approaches to streets, architecture and landscaping, of neighborhoods and commercial districts.
- Avoid radical departures from existing densities (height, area, and/or placement).
- Employ roadway designs that prevent the automobile from encroaching into pedestrian friendly areas and rights-of-way.
- Use traffic calming measures and reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors.
- Preserve and maintain natural landscaping in the area, and continue efforts to incorporate open space features in all developments.
- Encourage use of “green building” techniques and methods in both building and site design.

“The City as a whole needs to educate people on the importance of buying local. When purchasing from local independent businesses, more money remains in the area. Local businesses are also owned by people who live in the community and who are more interested in the community’s future.”

Resident Comment

West Side Plan Community Survey

Redevelopment Strategies: Overall

- Encourage redevelopment of commercial districts. Consider them as important gateways to the neighborhoods they serve, as essential to local economies, and necessary to meeting the basic and daily needs of local residents.
- Encourage area businesses to organize by district or corridor, and to coordinate with nearby residential neighborhoods to enhance urban design and architecture and ensure compatibility with the “local aesthetic.”
- Encourage the incorporation of open space features and amenities in new development and redevelopment projects.
- Encourage the connection of open spaces between redevelopment projects and promote public connections to park lands.
- Address blighted, vacant or neglected buildings and sites in a timely manner, either through aggressive code enforcement or repair/rehabilitation, before they have a detrimental affect on surrounding land uses.
- When public subsidy is sought by developers, e.g., tax increment financing, promote new taxable uses over additional non-taxable uses or encourage non-profit participation in ‘payment in lieu of taxes’ (PILOT) programs.
- Adaptive reuse of buildings with historic character is preferred where the buildings (or parts of buildings) can be integrated with new construction.
- Involve residents and business owners adjacent to properties undergoing development in decision-making to strengthen the development process and allow for greater coordination. Make sure neighboring properties are adequately notified of town hall meetings and public hearings.

- As a reinvestment strategy, cluster development and concentrate reinvestment to have the greatest positive impact on surrounding property values.
- Encourage sustainable development practices for all industrial land and buildings.
- Follow through on the recommendations of city plans by actively engaging key stakeholder groups. For example, City planning and real estate staff could take the results of the West Side Plan and make a presentation to commercial real estate brokers, so they become aware of opportunities within the plan area.

RESIDENTIAL LAND USE STRATEGY

Vision: Residential

The Residential Land Use Policies for the West Side address local issues in housing such as owner-occupancy, housing options that address the demographics of the West Side, housing preservation and conservation, the placement of residential units in relationship to other land uses, as well as other related issues. These policies aim to enhance the character and livability of existing and future residential developments.



Use Policies: Residential

Appropriate Types/Mix

- Promote a range of home ownership opportunities that accommodate a diversity of households and incomes.
- Promote housing options that address the demographics of the West Side. For example, to promote “aging in place” there should be options for senior housing in neighborhoods where seniors have lived, worked, and volunteered all their lives that would enable them to continue to be a part of that community.
- Ensure that the mix of housing types fits the demographics of the area. For example: age, household size, income, etc.
- Ensure that a range of high-quality high-amenity residential choices is available.
- Place an emphasis on the development of owner-occupied single-family and multi-family units.
- Discourage the further concentration of large scale multi-family structures within the West Side.
- For all multi-family structures, strongly encourage on-site property management.

Location

- Preserve traditional building patterns when allowing building additions, new construction or infill development in older established neighborhoods.

“I love the quietness of my neighborhood, the large green trees that line our street, the friendliness of my neighbors.”

Resident Comment

West Side Plan Community Survey

- Discourage commercial encroachment into neighborhoods that are primarily residential, e.g. day cares, social service providers.
- Discourage uses generating excessive noise, traffic, lighting, or other incompatible characteristics in or near neighborhoods that are primarily residential.
- Discourage group homes, Community Living Arrangements (CLA’s), Transitional Living Facilities (TLF’s), and social service facilities in neighborhoods that are primarily single-family owner-occupied development.
- Encourage owner-occupied residential developments (condos) in or near local business and neighborhood shopping districts, and in proximity to recreational opportunities.



- Encourage locating owner-occupied multi-family units (condos) near commercial areas and on sites with good access to major arterials and transit routes.
- Capitalize on recreational trail systems by encouraging residential development near access points.
- Design new housing subdivisions with public connections to parkland or trails, e.g., new Hartung Quarry housing which is near Menomonee Valley Parkway.

Form Policies: Residential

Parcel

- Blend infill development and new construction with the scale and massing of existing neighborhoods. Do not make radical departures in overall design.
- Design the size and placement of structures (in relationship to lot size) to complement the existing scale of other structures on the block face.
- Keep build-to lines consistent with the existing conditions of the block or area.

Building and Site Elements

- Keep building heights within two to three stories of what is typical for the area unless the building is part of a more intense mixed use or nonresidential area.
- Locate garages so that they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages.
- Ensure that exterior entrances, walkways and parking lots are well-designed for public safety.

Redevelopment Strategies: Residential

- Promote conservation of existing structures. Renovation of existing structures that fit the character of the neighborhood is preferred over new construction.



- Support existing programs (and encourage additional ones) that grant dollars or provide tax breaks to homeowners for rehabilitation.
- Use Neighborhood Conservation Districts where a greater level of building and design governance would aid in preservation of existing buildings and neighborhood character (streets, blocks, lot lay-out, modifications to buildings).
- Explore better outreach methods for notifying neighbors about development proposals and zoning changes/appeals that would include a greater “impact area” so neighborhood opinions can be included and carefully considered.
- Encourage block watch programs for all neighborhoods in the West Side.
- Encourage landlord compacts in areas with a concentration of multi-family units to eliminate nuisance properties and encourage reinvestment in the area.



- In upscale neighborhoods and commercial districts, allow the conversion of high-quality multi-family rental units to owner-occupied units (condos) if feasible.
- Consider instituting a city ordinance that would make on-site property management a requirement for multi-family buildings of three or more units.

COMMERCIAL LAND USE STRATEGY

Vision

The Commercial Land Use Policies aim to strengthen and support commercial districts and corridors throughout the West Side, particularly with regard to the many unique, locally owned and neighborhood-supported businesses that can be found there. Commercial corridors should effectively serve area residents and business owners in addition to attracting regional customers.

The policies focus on mixed use commercial corridor design, architectural and aesthetic improvements. They should also support the establishment of Main Street type destinations through the targeted efforts of West Side business improvement districts and business associations.

Use Policies: Commercial

Appropriate Types/Mix

- Use a four point Main Street approach to the development of neighborhood shopping districts. Typically these are: (1) Organization, use of committee structure, (2) Economic restructuring, finding the right balance of uses, business recruitment, matching tenants with lease space, (3) Architectural design which may include storefront and facade improvements, historic preservation and adaptive reuse, and (4) Marketing and promotion, bringing customers to the area.

"Folks shopping and living in the same neighborhood should be an ultimate goal. Then you have a real community where business owners take care of their property and regulate the behavior of their customers (and vice versa)."

Resident Comment

West Side Plan Community Survey

- Support redevelopment and adaptive reuse in local business and neighborhood shopping districts, such as the North Avenue "Uptown Crossing" District, the Center Street Market Place District, the Mosaic on Burleigh Main Street District, the Vliet Street/Wick Field District, and in more pedestrian-oriented sections of commercial corridors such as Bluemound Rd., State St., Appleton Ave., Lisbon Ave., Capitol Dr., Burleigh St., and Silver Spring Dr.
- Promote family-oriented entertainment, recreation and dining establishments in local business and neighborhood shopping districts or where the market will support these uses. For example: theaters, fitness centers, bowling alleys, skating rinks, miniature golf, etc.
- Cluster redeveloped commercial uses at key nodes along commercial corridors that are "over-retailed" or have more retail space than the market will support.
- For greyfield uses, former big box stores and shopping centers, encourage similar or compatible uses to go into vacant space. Where the market will no longer support a retail use or a similar use cannot be reinstated, consider office or business services that support the commercial focus of the district or commercial corridor. If the principal use is converted to office or business services, retain street level storefronts (open and transparent, not shuttered).
- Strongly discourage non-contributing or incompatible uses in former storefronts, i.e. uses that do not support the commercial focus of the business district or commercial corridor. For example: social service providers, storefront churches, etc.
- Where non-profit and non-commercial uses are already located on commercial corridors, such as storefront churches and day care facilities, seek to restore open and transparent storefront windows at street level where businesses rely on pedestrian

traffic and a succession of engaging storefronts to attract business.



- Discourage non-contributing uses in “Main Street” or neighborhood-oriented commercial districts; e.g. uses that do not promote an image of economic stability or health, such as currency exchanges, payday loan, title loan, installment loan and check cashing operations.
- Discourage automobile-oriented uses, high traffic generators, uses that require large amounts of surface parking, or uses with drive thru operations in pedestrian-oriented

“Negative uses and some 24-hour uses should not be permitted in certain areas or within so many blocks of each other.”

Resident Comment

West Side Plan Community Survey

local business and neighborhood shopping districts.

- Discourage outdoor storage in commercial districts, or uses such as used car lots, or auto repair facilities that rely heavily on outdoor storage of vehicles.
- Discourage uses that are internally focused or that present a blank wall to the street, particularly on neighborhood shopping streets that rely on engaging storefronts to attract shoppers.

Location

- Incorporate local businesses in commercial corridors that add to the commercial/retail mix by providing locally generated goods, services, and in many instances lower pricing than already exists.
- Promote locally owned landmark or “signature” developments in or near Main Street type business districts as neighborhood destinations. For example: Times Cinema, Sherman Park Theater (now closed), Sherman Perk, etc.
- Focus landscape and boulevard improvements on commercial corridors and at gateway intersections that influence the public’s perception of the West Side. For example: 60th and North Avenue, Fond du Lac/51st/Capitol, etc.



Form Policies: Commercial

Block

- Promote stronger connections between commercial buildings and the street edge by bringing buildings closer to the right-of-way. Buildings on a block should work together to define the edges of commercial corridors.



- Design commercial districts and corridors with minimal curb cuts.
- Encourage streetscape elements for Business Improvement Districts that unify and provide identity for the area, e.g., benches, lighting, signage, plantings, and/or paving patterns.
- Make walking attractive, easier, and convenient within all commercial districts.
- On commercial strips, find ways to encourage connections between parking lots (to avoid re-parking and to encourage multipurpose shopping).

Building/Site Elements

- Improve the street appeal of aging strip mall developments by making facade, signage and landscape improvements. Bring all parts of the building and parking lot up to code. If parking lots are oversized, encourage infill and outlot construction of additional buildings along the street edge.
- Provide a primary or gateway entrance into commercial and mixed use areas.
- Require all parking lots to meet the City's current landscape code and provide pedestrian-friendly connections, i.e. designated walkway from parking area to main point of entry. For large parking lots, include interior landscape islands and planted areas for grade separation, as well as perimeter landscaping per code.
- Accommodate pedestrians and bicyclists as well as automobiles.
- Landscape and screen loading and service areas.
- Provide pedestrian connections from rear and/or side parking to street or storefront entries where possible.
- Encourage outdoor seating areas for restaurants in commercial districts.
- Include large storefront windows along all street facades of a building.
- Prohibit blank walls along street facades.



- Restrict parking to the minimum number of spaces required to accommodate customers/visitors to the commercial corridor.
- Encourage shared parking among retailers.
- When adjacent to natural features, site buildings to take advantage of views and provide pedestrian connections to natural areas for either active or passive recreation.

Redevelopment Strategies: Commercial

- Support Business Improvement Districts and Business Associations as key organizations that structure new development and maximize opportunities.
- Encourage Business Improvement Districts to market and promote businesses, provide streetscape and other enhancements, improve safety and create unique or one-of-a-kind destinations.



- Each West Side commercial district or corridor should develop its own unique retailing and marketing strategy for maintaining and enhancing its identity.
- Consider district design and development guidelines as a means of maintaining property values, maximizing economic potential, and tailoring development to meet the needs of the surrounding neighborhoods (and larger market too).
- Ensure that all aspects of new development or redevelopment (e.g. traffic impacts, environmental impact, etc.) have been carefully considered before permits are issued and before construction occurs.
- Improve public safety in commercial districts for customers and building tenants.

- Promote the reuse of vacant buildings and lots in commercial areas.
- Promote a balanced mix of uses that are appropriate to the commercial district or corridor.

INDUSTRIAL OR LARGE FORMAT LAND USE STRATEGY

Vision

The Industrial or Large Format (Building Complex, Campus, or Large-scale Facility) Land Use Policies seek to preserve and improve existing industrial or large campus facilities within the West Side, and allow room for expansion where it can be achieved without conflict with surrounding uses. These policies regulate the character and appearance of large facilities and their parking garages or lots, encourage supporting commercial and service development, and address preferences for future development.



Use Policies: Industrial or Large Format

- Find a mutually satisfactory balance between the needs of Industrial and Large Format users, such as hospitals, colleges, large recreational facilities, etc., and the needs of their surrounding neighborhoods.
- Preserving industrial land in the City of Milwaukee where it exists, and mitigate conflicts with surrounding land use.
- Allow large facilities to incorporate commercial development that complements the needs of nearby residents and visitors to the area. For example, Miller Park includes a restaurant that is open year-round, not just during baseball season.

Form Policies: Industrial or Large Format

- Provide landscape and noise (where needed) buffers between industrial buildings, uses that are high traffic generators, parking garages and parking lots, and their adjacent land uses.
- Discourage buildings with blank walls that lack articulation or other visually engaging features.
- Ensure that all industrial and business parks, college campuses, and facilities complexes have appropriate, uniform signage that identifies the park, campus or facilities complex at each gateway.
- Encourage utilitarian parts of the park, campus or facilities complex, e.g., parking garages and service/loading areas, to be screened or located at the rear of buildings and not visible from surrounding neighborhoods or streets.

- Encourage the inclusion of multi-purpose green space within industrial and business park developments, such as landscaped patios that serve as break areas for employees, entry courts that provide an identity feature for businesses.

Redevelopment Strategies: Industrial

- Encourage the reuse of vacant industrial buildings for new businesses with lesser space or floor plate requirements, as incubators for artists or business start-ups, or as offices or live/work units that are appropriate for the neighborhood.
- Promote streetscape enhancements along boulevards and major corridors within and surrounding all major campuses, including industrial and business parks. For example, streetscape enhancements to Miller Valley along W. State Street have enhanced its appeal as a tourist destination and as a city thoroughfare through the West Side.
- Promote the continued greening, improvement and incremental redevelopment of large institutional campuses such as the Milwaukee County Zoo, Miller Park and State Fair Park as important regional assets.
- Promote improvements to major campuses in the West Side that enhance their viability and use, as well as their value to surrounding West Side neighborhoods.
- Promote high quality signage as an integral part of industrial and large format uses. Review signage on a case by case basis for architectural compatibility.

OPEN SPACE/GREEN SPACE LAND USE STRATEGY

Vision

Overall, the West Side contains ample open space and parkland, as do most parts of Milwaukee County. There is a real need to green the commercial corridors, and there may be a need to better program and tailor open space/green space to the needs of residents, but accessibility to parks is currently an asset to West Side neighborhoods. The Open Space/Green Space Land Use Policies address the need to sustain and improve the “green” character of the area, and ensure that staff cuts and shrinking budgets do not detract from the current quality of open space and parkland. The following policies aim to regulate the placement, design, connections, and accessibility associated with community open space/green space.

Use Policies: Open Space/Green Space

- To the extent possible, program activities in local parks to meet the needs and interests of area residents.
- Promote “green infrastructure” and the design of open space/green space as an interconnected network of parks, gardens, open spaces, trails, greenways, waterways, bike and pedestrian pathways.
- Locate public plazas or spaces in the most intensely planned/developed districts and corridors.
- Green West Side commercial corridors using a combination of landscaped boulevards (where they exist), street trees, planters, pocket parks, rain gardens, and seasonal



displays such as gateway beds, flower baskets on light standards (requires special hanging attachment to pole) and storefront window boxes.

- Promote extension of the Hank Aaron State Trail to the Oak Leaf State Trail as an important contributor to West Side quality of life, and a landmark connection that creates the longest extended trail system east of the Mississippi River.
- Create safe, well-marked and attractive public access points to all trails and parkways, e.g., the Menomonee River Parkway

Form Policies: Open Space/Green Space

- Encourage public parks and plazas that are designed to meet the needs and interests of area residents, visitors, and workers, e.g., checkerboard tables in pocket parks, skateboard ramps where land forms permit, basketball hoops where appropriate and supervised, tot lots and wading pools in neighborhoods with young children, small plazas with seating in commercial districts.



- Create pedestrian and bike paths through park space that connect to the surrounding street and block system.
- Encourage signage and way-finding elements that identify public access to parks, parkways, and trails.
- Ensure that institutions have campuses that include public spaces that are green and visible to the public. For example, parking and paved surfaces should not cover all of

the open space on school grounds. Green space and gardens (which may also be used for educational purposes) should be part of school recreational and play areas, just as they should be part of the landscaped setting for other civic uses like libraries, post offices, community centers, etc.

“Keep our parks open and healthy, clean, safe, and with lots of activities for people to attend. Require parking lots to be ‘green’ so water can seep through to groundwater instead of run off to sewers.”

Resident Comment

West Side Plan Community Survey

- Strongly discourage “sea of asphalt” parking lots. Develop and redevelop parking areas to include porous pavement that reduces surface run-off, add shade trees and landscape islands to reduce heat build-up, incorporate rain gardens in drainage areas, and minimize total land area devoted to car parking.

Redevelopment Strategies: Open Space/Green Space

- Use open space to create value or add value to districts and corridors.
- Use open space to add balance to densely developed blocks.
- Encourage use of open space surrounding public places and civic uses.
- Promote wayfinding and artistic signage to encourage use of open spaces.
- Provide ongoing or endowment funding for the maintenance of public spaces, public art, boulevards, and streetscapes.
- Encourage green spaces in the site design of new institutional buildings as a setting for the building and as a park like space that can be enjoyed by visitors.

CIVIC AND INSTITUTIONAL LAND USE STRATEGY

Vision

The Civic and Institutional Land Use Policies focus on civic, health care, religious, educational, library and training facilities in the West Side. There is a great need for protection of these services for area residents and employers. The following policies aim to establish specific considerations for existing and future civic/institutional uses that will ensure an adequate quality and quantity continues to be accessible to the general public.

Use Policies: Civic and Institutional

- Locate civic and institutional uses with high traffic generation on commercial corridors rather than in predominantly residential areas. Note: Where schools, libraries and churches are already located in residential areas, keep parking lots to a minimum size, landscape and fence or screen from adjacent residences.
- Encourage school/library/park connections that allow for children to walk between places.
- Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.
- Support medical institutions such as St. Joseph's Hospital that provide broad health care, urgent care, and outpatient services.

"No matter what community you live in, the school system is one of the most, if not the most important reason for selecting a neighborhood or community to live in. If the school system is broken, a young couple will only live in the neighborhood until their child is ready to begin school. A successful school system will increase city population and in turn enhance economic prosperity."

Resident Comment

West Side Plan Community Survey

- Support higher education facilities that serve the local and outlying population. For example: Mount Mary College, Wisconsin Lutheran College, Concordia University at Midtown Center, etc.
- Support religious institutions that serve the community where they are located.
- Support libraries that serve all age groups, incomes, and "demographics" within the community.
- Support community gardens where they are well-maintained and supervised, and where they contribute to a positive sense of community and interaction among residents.



Form Policies: Civic and Institutional

- Locate civic buildings and uses in accessible and visible areas to encourage a sense of community pride and identity.
- Include public open space (entry courtyard, plaza, outdoor café or sitting area) as part of any new major facility.
- Integrate public art into any new major facility or public open space.
- To the extent possible, enhance pedestrian and transit connections as an integral part of any new major facility.

Redevelopment Strategies: Civic and Institutional

- Where public subsidy or supports are involved, encourage new taxable uses over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development or significantly contributes to area quality of life, which may indirectly contribute to the surrounding tax base as amenities often do.
- Discourage location of tax-exempt or non-commercial uses in buildings previously occupied by taxable or commercial uses, e.g., storefront churches and day cares.
- Discourage location of social service providers in residential neighborhoods.

TRANSPORTATION AND INFRASTRUCTURE LAND USE STRATEGY

Vision

Even for stable communities such as those on the West Side, adequate planning for transportation and infrastructure is increasingly important. Transit options (such as bus rapid transit, streetcar or high speed commuter rail) between the West Side and Milwaukee’s Central Business District would provide important worker-to-job connections and could be crucial to the health and stability of neighborhoods on the West Side.

This planning area is well served by existing rail lines and major arterials that could be used for this purpose.

However, many arterials on the West Side (some of which are state trunk highways) serve as commuter routes from the City’s western suburbs and Northwest Side to Downtown, where “journey to work” traffic flows through the area at high volume and speed. The West Side experiences the negatives of high traffic (noise, pollution, diminished safety and walkability, barriers to pedestrian-friendly business districts), and misses the “benefits” such as an increased market for goods and services along these commuter routes.

Much more needs to be done in the way of context-sensitive roadway design and “traffic calming” to make these arterials fit the surrounding land use and benefit West Side neighborhoods and business districts.

The Transportation and Infrastructure Land Use Policies highlight the needs of area residents and business owners, and point to specific areas where transportation and infrastructure can be improved. Too often, the volume and speed of traffic is a detriment to surrounding neighborhoods and business districts.

Use Policies: Transportation and Infrastructure

- Rethink and redesign major arterials to be context-sensitive to surrounding neighborhoods, business districts and adjacent land use.
- Create a public right-of-way that includes space for pedestrians, bicycles, automobiles, and mass transit on major arterials.
- Improve transit service to all areas of the West Side. Routes, frequency and alternate modes of travel should be investigated, particularly on major routes connecting the West Side to Downtown, and routes connecting the Northwest Side and western suburbs that pass through the West Side.
- Reserve existing rail corridors while high-speed commuter rail options are being studied, in particular the proposed Minneapolis/Madison/Milwaukee/Chicago option currently in the planning phase.



Form Policies: Transportation and Infrastructure

- Design cross sections and dedicate right-of-way for mass transit, automobiles, bicycles and pedestrians based upon the needs, character, and intensity of adjacent land uses.
- Phase out uses that are solely automobile-oriented and do not provide pedestrian connections to the surrounding neighborhoods.
- Provide pedestrian connections between local neighborhood workplaces, shopping areas, recreational/open space, civic and institutional sites, and other land uses, e.g. taverns, cemeteries.
- On all major corridors, require continuous sidewalks and clearly designated and marked sidewalk connections from street (curbside) to building points of entry.
- Encourage shared parking lots, particularly in commercial corridors.
- Encourage both perimeter and interior landscaping and porous pavement in large parking lots for all types of development (e.g. commercial, industrial, school campus, multi-family).
- Limit the amount of paved surfaces to what is the minimum necessary to meet the City's zoning requirements, and landscape all remaining portions of the site (landscape may include screened courtyards or patios). Maintain landscaping in good condition, and replace unhealthy plant materials promptly. Also promptly remove weeds and unsightly elements (litter, debris). Also promptly repair rusted or broken fencing and other site elements. Screen loading and service areas, including commercial-grade garbage dumpsters. Screen outdoor storage areas.
- Either place underground or improve the appearance of above-ground public and privately-owned utility boxes that currently "blight" the public landscape.

- Reduce sign clutter wherever possible, e.g. traffic control signs, parking signs, warning signs and public notices attached to light standards in the public way.



- Where feasible, allow variation in street furniture, planters, and special added features that can be added to public fixtures, to enhance neighborhood identity.

Redevelopment Strategies: Transportation and Infrastructure

- Prohibit increasing traffic capacity of public rights-of-way where expansion would negatively impact the majority of adjacent land uses.
- Reinvest in boulevard, landscape and streetscape design that enhances walkability of streets/sidewalks and pedestrian networks on the West Side.
- Where responsible parties are willing to maintain plantings and improvements, consider public-private partnerships as a means to enhance public rights-of-way, other public land (vacant lots owned by the city) and public sidewalks.

- Make triangles in the public right-of-way created by three-way street crossings, landscape features that identify and enhance the appearance of the West Side. For example: Capitol/51st/Fond du Lac, etc.
- Encourage development projects near an existing or planned major transit stop to incorporate site design measures that enhance access to the transit system.
- Encourage Intelligent Transportation System Technology to be placed in bus stations along key transit routes. This technology includes monitors that identify the time of arrival of the next bus.
- Consider new development of transit hubs and Transit Oriented Developments (TOD) where rail lines and Milwaukee County Transit System bus lines converge.
- Consider the benefit of alignment of future express transit stops with nodes and gateway intersections within West Side business districts.
- Keep the reconstruction of I-94 and the Zoo Interchange at the minimum “footprint” necessary to accommodate public health, safety and welfare; at the minimum cost to the taxpayer; and the minimum amount of land dedicated to roadway or paved surfaces.
- Buffer surrounding neighborhoods from highway noise in a way that is physically attractive and environmentally sound.

“It seems to me to be logical that a Light Rail Proposal be considered for the old Milwaukee Road line that used to run from the rail yards west.”

Resident Comment

West Side Plan Community Survey



Chapter 4

NEIGHBORHOODS, DISTRICTS, & CORRIDORS

INTRODUCTION

Milwaukee's West Side is home to a diverse set of places, from stately residential neighborhoods to eclectic commercial corridors. The West Side is not one homogeneous area, but a collection of distinct places with individual identities -- shopping districts, schools, places of worship, parks and public spaces -- that are the focus of daily life for the people who live here.

Many of these places are well-established and have qualities that have endured, e.g. outstanding architecture, well used and loved parks. Many have attributes that are hard to find in newer and suburban areas. Many are still within walking distance to mom-and-pop stores (also hard to find in newer suburbs). Some of these places are well cared for, while others are endangered or at-risk. As a whole, the various places accommodate a range of incomes and lifestyles -- traditional families, single-person households, large extended families, and interconnected interdependent religious communities. The Plan seeks to preserve and care for what is unique and special about the West Side, adapt older outdated patterns of development where desirable or necessary, and

repair or redevelop the missing or "eroded" pieces of the urban fabric.

The types of places in the West Side are categorized into neighborhoods, districts, and corridors, as defined below and illustrated in Figures 4-4, 4-9, and 4-12:

NEIGHBORHOODS are primarily residential in nature, and they often contain a number of supporting uses and activities that serve the residents. Examples may include schools, parks, and/or small shops and restaurants. In addition, the West Side area has several recognized neighborhood associations which are highlighted in this chapter and shown on the neighborhoods map. Neighborhoods in the West Side are distinguished by different development patterns, time periods, housing types and styles, and location. General recommendations are provided for all neighborhoods within the West Side.

DISTRICTS generally focus on a special single use or purpose, such as industrial or commercial purposes, but may also contain a number of other uses and activities. For example, a mixed-use shopping district may have a variety of commercial,

office, and residential uses concentrated within a specific area. West Side districts have been identified by use, geographic location, branding identities, and City designations.

CORRIDORS are linear edges and connectors of neighborhoods and districts, such as roads, railways, rivers, or parkways. The term “corridors” is a broad category and includes a diverse group of corridor types, including: automobile-oriented, pedestrian-oriented, natural, and both large- and small-scale. West Side corridors include: Interstate Highway Corridors, Commercial Corridors, Neighborhood Arterials, and Environmental & Recreation Corridors.

The descriptions and recommendations for each neighborhood, district and corridor provide a framework for evaluating future land use decisions and redevelopment proposals. Each “place” includes unique qualities to preserve and enhance. The place-based land use process is also intended to ensure that future redevelopment respects the various characteristics of the community, reflects the preferences of its citizens, and continues to support the West Side area’s role as a predominantly residential community within the City of Milwaukee.

This chapter provides a descriptive analysis of the West Side area in the context of these smaller neighborhoods, districts, and corridors. For each category, a matrix of policies, actions, and recommendations are recommended under the following structure:

Vision

The vision describes the general intent of city policies and establishes a guiding statement for each category. The Vision provides direction for overall urban design, land use, and the “form” land uses will take in the West Side, i.e. architecture, site design, landscape, and streetscape.

Use Policies

Use policies relate to land use and zoning, as well as the activities associated with land use and

zoning categories. For the West Side Plan, uses are identified within each neighborhood, district, or corridor for both existing conditions and preferred uses. Locations are identified for specific uses where appropriate.

Form Policies

Form policies address architecture, building placement, setback or built-to lines, massing, styles and defining characteristics of style (e.g. bungalows are recognized by their low eaves and wide porches). For the West Side Plan, form policies establish the desired styles and characteristics of properties and buildings and how the form should reinforce community character. Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood.

Redevelopment Strategies

As a part of plan implementation, redevelopment strategies are recommended to: help prioritize and direct future development decisions; identify critical areas; and assist property owners and city staff in determining redevelopment opportunities and impacts. Redevelopment also includes blight elimination, land assembly and major projects.

Actions

Site-specific projects are identified and next steps are recommended.

NEIGHBORHOODS

General Character

The West Side area is home to a variety of attractive residential structures with distinct architectural features. For older pre-WWII neighborhoods, the architecture is a rich blend of tudor-styled homes, Milwaukee bungalows, apartment buildings, and mostly owner-occupied duplexes. For newer post-WWII neighborhoods, there is a more modern blend of ranch-style homes and Cape Cods with very few duplexes. Where there are multi-family structures, they tend to be clustered on major

Figure 4-1. Median Year Built of Structures by Census Tract, West Side Area of Milwaukee.

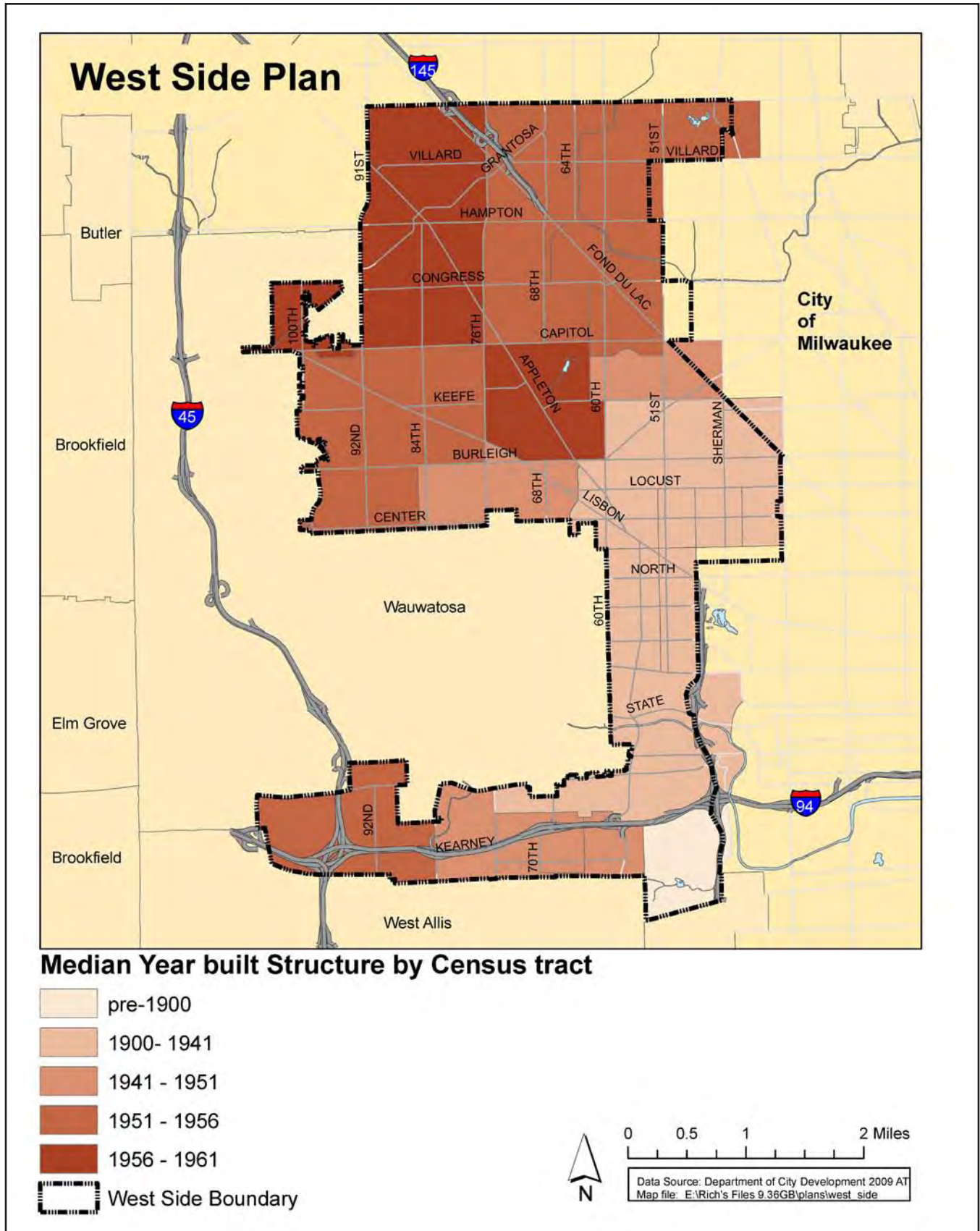
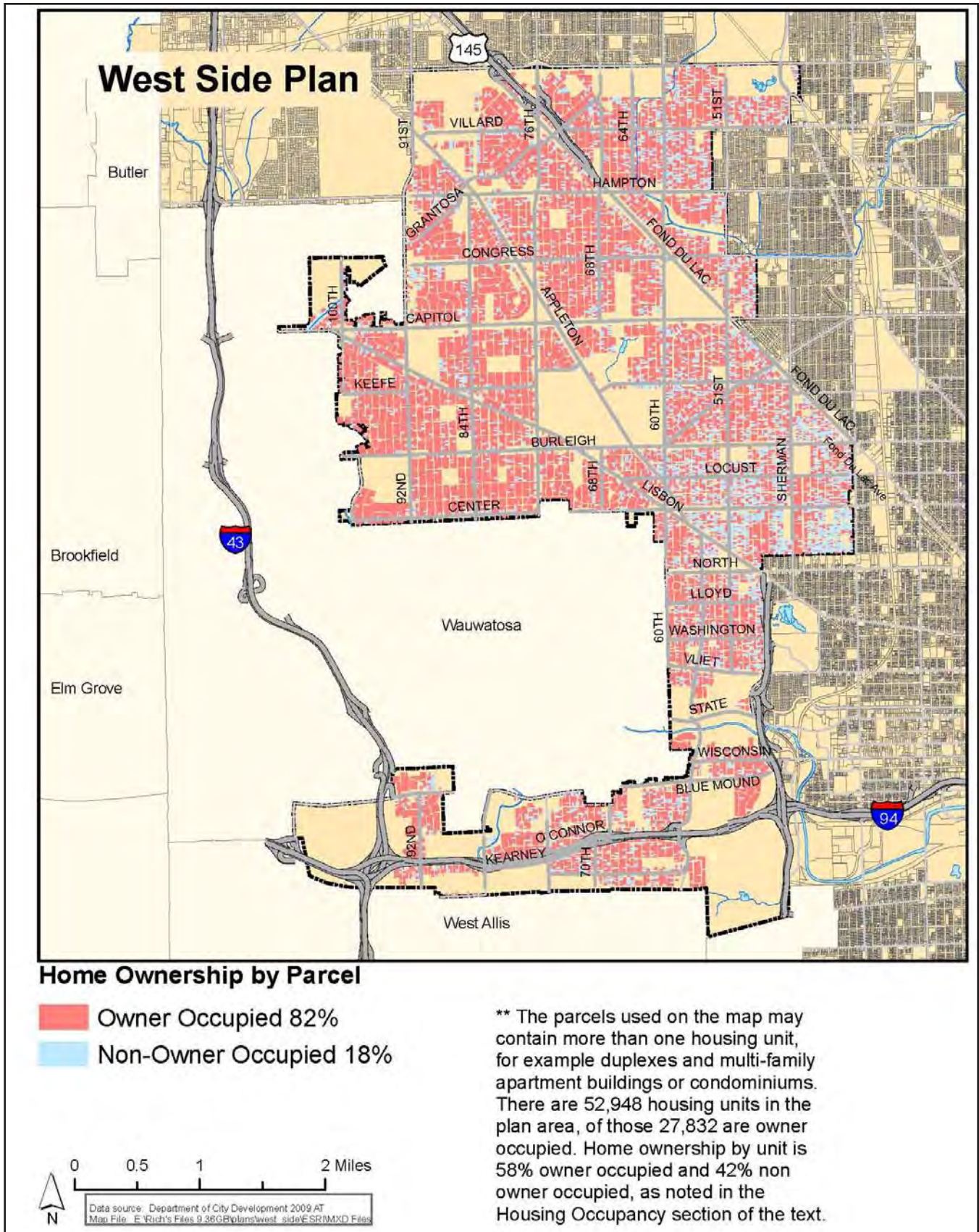


Figure 4-2. Owner Occupancy and Rentals, West Side Area of Milwaukee.





arterials separate from single-family homes. These structures were built throughout the 20th century, and represent distinct trends in design and construction. Figure 4-1 illustrates the median year of construction, by census tract, for all structures within each tract.

Observation of this figure reveals an expected pattern of growth in the West Side. As the central business district of Milwaukee lies to the east, earlier developments - in this case, development from 1900 to 1941 - are naturally located on the east end of the West Side area. Likewise, later developments (from 1941 through 1961) are accommodated in the western and northern portions of the West Side. The census tract with the oldest collection of structures is located in the southeastern corner of the West Side where the Veteran's Administration grounds are located.

The general character of a community is based upon more than the structures that compose each neighborhood. Character is also a factor of the level of investment demonstrated by local residents and property owners. One method for analyzing community investment is to observe the percentage of residential owner occupancy in a given area.

Of the 16.1 square miles of land in the West Side, 93% of that land is allocated to residential uses. Among these residential lands, approximately 82% is owner occupied, as shown in Figure 4-2. The remaining 18% are rental properties, the majority of which are blended into the Sherman Park and Washington Heights neighborhoods. Other rental properties are scattered throughout the west half of the area.

The high percentage of owner occupancy in the West Side suggests a considerable level of community investment. Residents and property owners in this area have a tangible investment in their neighborhoods, contributing largely to the existing and potential character of the West Side.

Opportunities for Reinvestment

In contrast with the level of investment and stability previously mentioned in the section on general character, the West Side has seen its share of foreclosures as mentioned and shown in Chapter 2 and shown in Figure 4-3. While the foreclosure crisis is recent and has had an impact on many areas throughout the City, the housing market appears to be stabilizing. Within the West Side, these foreclosures should be considered opportunities for the community to further support and reinvest in neighborhoods with an emphasis on homeownership.

The five categories provided in Figure 4-3 represent a range in the number of bank-owned foreclosures per census tract, with the largest potential number of foreclosed homes in a given census tract being between 15 and 33 units. Approximately one-fifth of the census tracts in the West Side fall within this category, while the remaining tracts show lower ranges in the number of bank-owned foreclosures.

Best of Both Worlds

The West Side is, according to residents, "ten minutes from everything." Centrally located, West Side residents have the advantage of being strategically placed between the best of what Milwaukee has to offer, including major employers, institutions, recreational and cultural opportunities, AND the best of what the suburbs have to offer in terms of shopping, entertainment, professional



Figure 4-3. Bank-Owned Foreclosed Properties, West Side Area of Milwaukee.

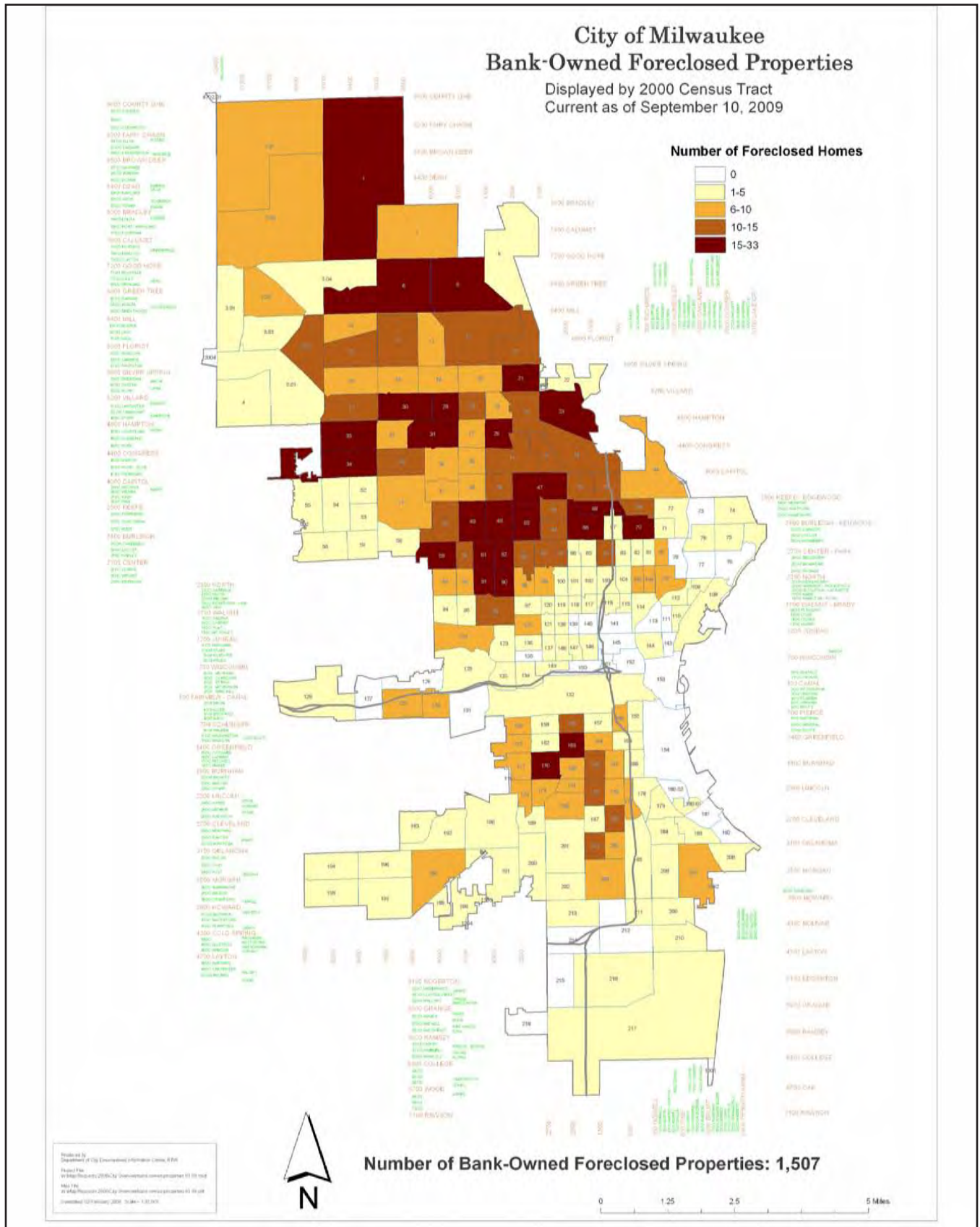
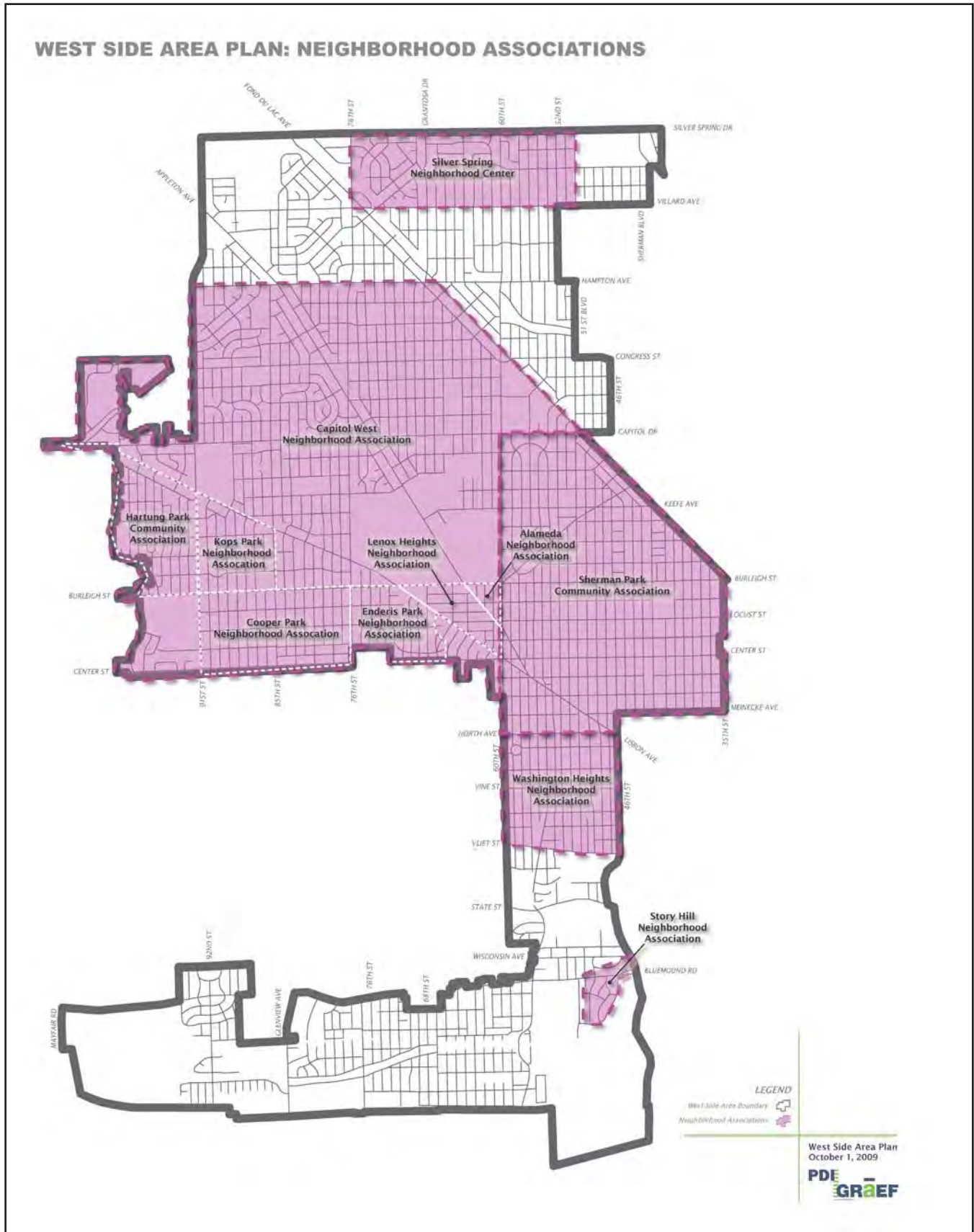


Figure 4-4. West Side Area Plan: Neighborhood Associations



services, etc. The West Side has easy access to major freeways allowing quick transport to other metro destinations. Then to make things even more convenient, most West Side neighborhoods are strategically placed between major arterials that allow efficient travel by car or public transit to virtually any destination in the greater Milwaukee area. Or if residents prefer more local flavor, there are neighborhood-serving stores with friendly merchants who know customers on a first name basis, that can be found within walking distance, i.e., if necessary, most Westsiders can obtain all their basic necessities without driving. This is truly the best of both worlds.

Neighborhood Associations

Throughout the City of Milwaukee are numerous neighborhood associations which contribute immeasurably to community organization, improvement programs, local problem-solving and development of a sense that “we’re all in this together.” The same holds true for the West Side, where many neighborhood and community associations have been established. Figure 4-4 offers a look at some of these neighborhood associations within the West Side. They include (but are not limited to) the following:

- Alameda Place Neighborhood Association
- Capitol West Neighborhood Association
- Cooper Park Neighborhood Association
- Enderis Park Neighborhood Association
- Hartung Park Community Association
- Kops Park Neighborhood Association



- Lenox Heights Neighborhood Association
- Sherman Park Community Association
- Silver Spring Neighborhood Center
- Story Hill Neighborhood Association
- Washington Heights Neighborhood Association

The following paragraphs provide brief descriptions of each of the neighborhood associations:

The **Alameda Place Neighborhood Association** is located just east of Enderis Park between West Burleigh Street, North 60th Street, and West Appleton Avenue. Although planning efforts in this neighborhood are fairly recent, the association has begun to provide recognition and attention to urban design issues such as environmental health and sustainability.

“Alameda Place neighborhood is the northwest Milwaukee gateway into urban life. Home to a microcosm of Milwaukee’s community, the most distinguishing feature is that this is a place ‘where friendships grow.’”

Resident Comment
West Side Plan Community Survey

The **Capitol West Neighborhood Association (CNWA)** is a membership-based, nonprofit organization that serves to address citizen concern and to achieve a safe, economically stable and inclusive neighborhood. CWNA, since its inception in 1995, has participated in reporting and removing graffiti, organized neighborhood cleanup

and beautification efforts, and held candidate forums and public meetings on important issues. CWNA is also participating in “Together We Save,” a community-based pilot project designed to encourage energy efficiency investments by homeowners in two Milwaukee neighborhoods (see Neighborhood and Community Building Case Study, Chapter 2).

The **Cooper Park Neighborhood Association (CPNA)** was formed to establish a cohesive, active neighborhood that supports and nurtures continuous improvement and to become a recognized, unique benchmark community. Activities are centered on Cooper Park, the only non-music park with a pavilion. CPNA was established in 2002.

The **Enderis Park Neighborhood Association** is part of Milwaukee’s Healthy Neighborhoods Initiative (HNI), a program which allows each Healthy Neighborhood to design their own strategy for promoting their neighborhood. The HNI seeks to engage residents around positive actions such as involving neighbors, promoting the neighborhood as a good place to live, improving neighborhood

appearance and encouraging homeowners to buy in the neighborhood. Enderis Park maintains its own website and newsletter, both of which are accessible to the general public.

The **Hartung Park Community Association (HPCA)** is a local community organization of Milwaukee and Wauwatosa residents dedicated to the development, maintenance, and improvements needed in the Hartung Park area. The HPCA maintains its own website and an active Board of Directors.

The **Kops Park Neighborhood Association** covers the area between Lisbon Avenue and Burleigh Street, and between 92nd Street and 85th Street. Central to the neighborhood is its namesake, Kops Park.

The **Lenox Heights Neighborhood Association** is bounded by West Appleton Avenue, West Lisbon Avenue, and West Burleigh Street. The association is also a part of Milwaukee’s Healthy Neighborhoods Initiative (HNI) and shares a community organizer with the Enderis Park Neighborhood Association.

The **Sherman Park Community Association (SPCA)** was founded in 1971 to identify and publicize the advantages of the geographical area in which the Association operates. The SPCA promotes innovative projects to initiate action designed to promote integrated urban living. In its thirty years, the SPCA has tackled issues of fair housing, school desegregation, racism, real estate practices, crime and transportation in an effort to

“Think about why people want to live in Enderis Park or Washington Heights. They have charm and their own identity. Focus on the charm of each area and formulate a plan around this.”

Resident Comment
West Side Plan Community Survey



find common ground for the approximately 43,000 residents in Sherman Park. The neighborhood also participates in Milwaukee's Healthy Neighborhoods Initiative (HNI).

"Plans need to focus on attracting new homeowners. We need to promote the good points. If enough responsible people move into the Sherman Park area, then other problems will solve themselves!"

Resident Comment

West Side Plan Community Survey

The **Silver Spring Neighborhood Center** is a private, not-for-profit organization committed to strengthening and enriching the Westlawn and neighboring communities by providing comprehensive programs and services. Since its inception in 1958, the neighborhood center has remained responsive to changing community needs.

The **Story Hill Neighborhood Association (SHNA)** represents an active community group in the southern part of the West Side area. The association maintains a website and is supported by several active board members.

The **Washington Heights Neighborhood Association (WHNA)** is a non-profit organization dedicated to improving quality of life, sense of community, and pride in its urban neighborhood. WHNA provides resources for special events and activities that promote community involvement, appreciation of diversity, education and safety, architectural preservation and restoration, small business opportunities, and effective communication. In addition to maintaining

"I love my beautiful old house in my beautiful historic neighborhood (Washington Heights). I like the proximity to downtown and to routes all over the city. I like my neighbors who are diverse and tend to be better educated and politically aware/active."

Resident Comment

West Side Plan Community Survey

a website, the WHNA regularly publishes The Highlighter, its neighborhood newsletter.

The **Silver Spring Neighborhood Center** has been a stabilizing presence for Milwaukee's northwest side and the **Westlawn** community for the past several decades. Established in 1958, Silver Spring Neighborhood Center is a private, not-for-profit organization committed to strengthening and enriching the Westlawn and neighboring community and its residents by providing comprehensive and collaborative programs and services which community residents identify and are responsive to changing community needs. A major community-based planning effort is underway to redesign Westlawn, a City of Milwaukee Housing Authority owned planned community of over 700 households -- the largest public housing development in the State of Wisconsin. Westlawn was built in 1952 and is currently in need of upgrades that would better meet the special needs of aging-in-place residents and many low-income families. The redevelopment of Westlawn also presents an opportunity to create a mixed use, mixed income development that blends in with neighboring communities and supports local businesses and commercial corridors. Federal funding is being requested to finance the design development of the master plan and the multi-year phased revitalization of Westlawn.

To ensure the success of this Plan, the recommendations and policies for West Side area neighborhoods should be implemented first and foremost at the local level. These neighborhood associations provide a critical avenue for the local implementation of recommendations and policies offered throughout this Plan.

Targeted Investment Neighborhoods

The City of Milwaukee Targeted Investment Neighborhood (TIN) initiative is designed to sustain and increase owner-occupancy, provide high quality affordable rental housing, strengthen property values, and improve the physical appearance and quality of life of neighborhoods. TINs focus resources for three years on a small area, generally six to twelve city blocks.

The Neighborhood Improvement Development Corporation (NIDC) offers three primary forms of assistance in the TINs:

- Home Rehabilitation Loan Program
- Rental Rehabilitation Loan Program
- Buy In Your Neighborhood

NIDC's TIN program works with residents to improve the quality of life in their neighborhood. NIDC's Community Outreach Coordinator is a liaison between the neighborhood and City departments. Staff also provides assistance with community-building and outreach. The West Side area of Milwaukee includes three TINs:

- Grasslyn Woods
- Metcalfe Park
- Sherman Park

Maps of these three TINs are provided in Figures 4-5, 4-6, and 4-7.

Vision

West Side area neighborhoods shall continue to strengthen their identity, community character, and physical environment. Proactive neighborhood associations and City staff shall work collaboratively to better "brand" these neighborhoods, encourage rehabilitation and reinvestment in underperforming properties, and establish avenues for regular communication between residents, property owners, and local leaders.

Use / Form Policies & Redevelopment Strategies

The use policies, form policies, and redevelopment strategies for neighborhoods in the West Side area are outlined in the Residential Land Uses section of Chapter 3: Land Use Policies.

Actions

The following actions should be undertaken in a collaborative effort between the City of Milwaukee and the appropriate neighborhood association, if any:

- Coordinate with the aldermen and City departments to hold area-wide and/or city-wide neighborhood association meetings, focused on addressing common issues on an as-needed-basis.
- Where bank-owned foreclosures exist, continue to work proactively to market these properties to potential homebuyers.
- Aggressively market foreclosed properties to local residents and encourage neighborhood reinvestment.
- Strengthen the idea of "neighborhood image and identity" throughout the West Side area by establishing new neighborhood associations for areas not included in an existing association.
- Encourage investing in neighborhood gateway features or installations at prominent intersections at the boundaries of these neighborhood associations to recognize entry and exit through each subarea.

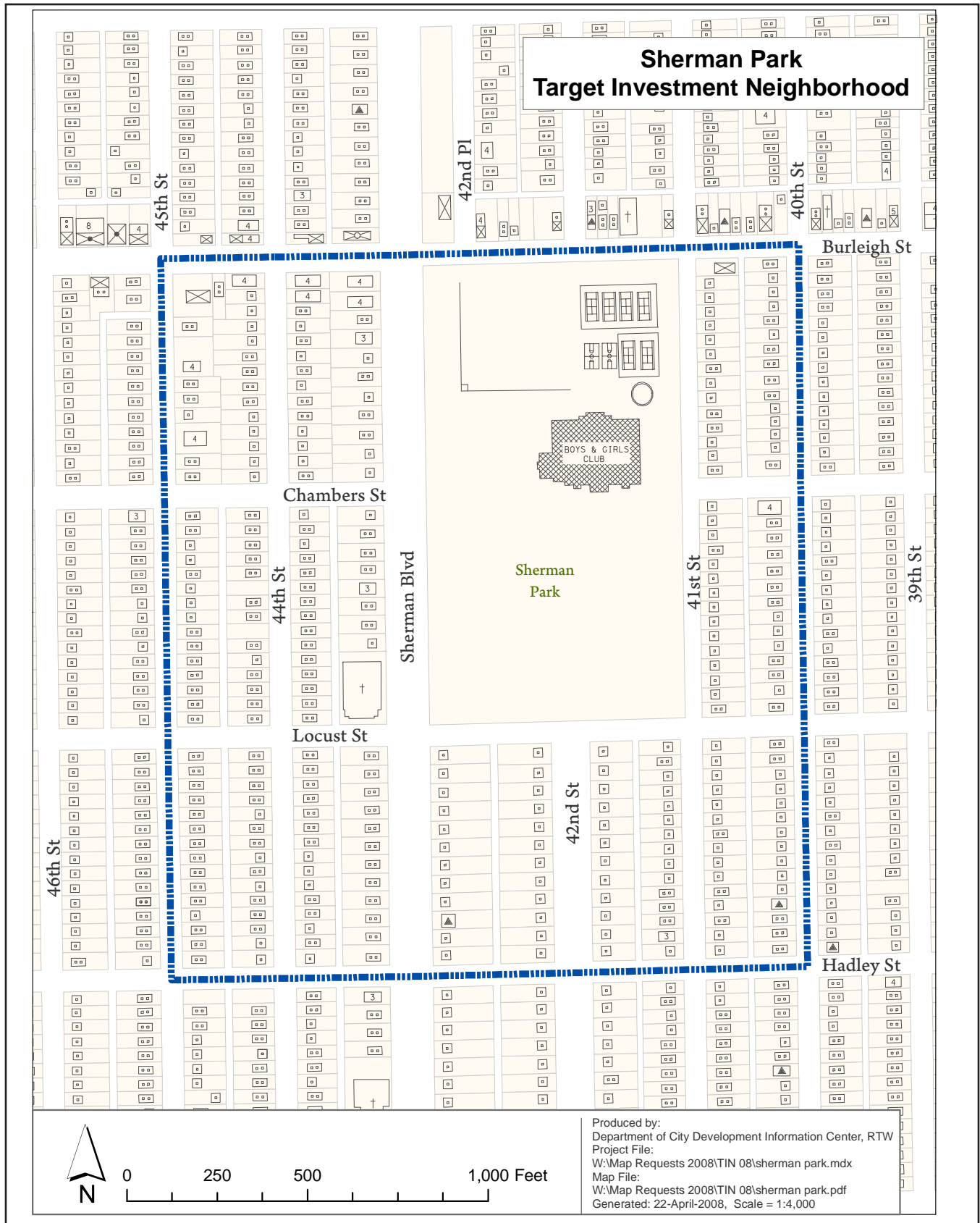
Figure 4-5. Grasslyn Manor Target Investment Neighborhood.



Figure 4-6. Metcalfe Park Target Investment Neighborhood.



Figure 4-7. Sherman Park Target Investment Neighborhood.



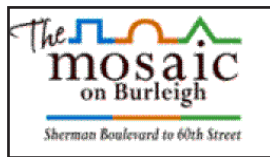
DISTRICTS

As mentioned at the start of this chapter, districts generally focus on a special single use or purpose, although they may contain a number of other uses and activities. Eleven districts are highlighted within the West Side area, and have been identified by use, geographic location, branding identities, and City designations (Figure 4-9).

This section provides a summary for all eleven districts, and is followed by a matrix outlining use policies, form policies, redevelopment strategies, and actions for each district.

Mosaic on Burleigh Main Street District & St. Joseph's Hospital District

The combined “trifecta” of the Burleigh Business Improvement District (BID #27), Burleigh Street Community Development Corporation, and Mosaic on Burleigh Main Street Program, are together the economic and organizing force for a commercial district that follows West Burleigh Street between 60th Street (west end) and 40th Street (east end). St. Joseph Hospital (Wheaton Franciscan Health Care) is the major institutional anchor for the district. Milwaukee County Transit System (MCTS) line #60 runs the full length of the district.



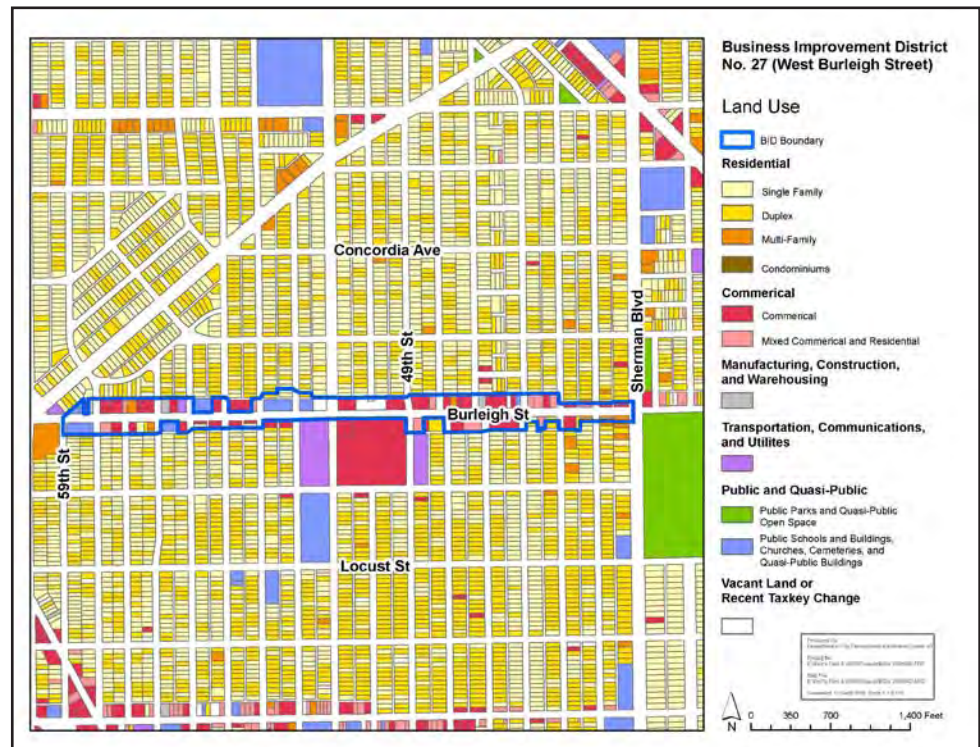
The Mosaic on Burleigh is one of four pilot “Main Street Milwaukee” Districts within the city. The Main Street program brings together an organizational “pattern book” of tried and true redevelopment approaches and resources with public and private resources, businesses and volunteers to jump-start the revitalization of



traditional neighborhood main streets. The Mosaic on Burleigh Main Street District stretches from 60th Street to Sherman Boulevard.

The Mosaic on Burleigh District is adding new park benches, flower planters, trash receptacles and obelisks that seek to represent the culturally diverse commercial district and surrounding neighborhood. The mosaic obelisks that serve as neighborhood

Figure 4-8. West Burleigh Street Business Improvement District.



identity markers are made from ceramic, china and porcelain pieces from neighborhood homes.

The Burleigh Business Improvement District (BID #27) and the Burleigh Community Development Corporation provide most of the organizational and financial support for the Mosaic on Burleigh Main Street Program. The West Burleigh Business Improvement District (BID) #27 overlaps the Main Street District boundaries, covering West Burleigh Street from 59th Street on the west to Sherman Boulevard on the east (Figure 4-8). The Burleigh Street Community Development Corporation is a key development partner and stakeholder in the BID.



Wheaton Franciscan Healthcare - St. Joseph Hospital is an academic, referral, tertiary level care facility providing acute and subacute services at its primary campus location - 5000 W. Chambers Street, Milwaukee. St. Joseph and its satellite locations continue to be recognized for their commitment to the latest treatments and technologies, patient satisfaction and clinical excellence - including the Top 100 National and Everest awards from Thomson Reuters and Magnet™ designation by the American Nurses Credentialing Center.

A committed member of the Milwaukee community for 130 years, St. Joseph is a leader in collaborating with neighborhood partners to enhance the immediate community within the primary market territory of the hospital. Neighborhood partners include educational, religious, neighborhood improvement and business development organizations. Most recent

activities include working with these organizations on neighborhood beautification, public safety, business development, health/wellness/fitness, and community programming.

Center Street Market Place Business District

The Center Street Market Place Business District is located centrally within the West Side Plan area along Center Street. The district stretches just north and south of Center Street, and is generally bounded by 60th Street on the west and 35th Street on the east. The Center Street Market Place Business District is a Business Improvement District (BID) in the City of Milwaukee. The boundaries of BID #39 along Center Street are 58th Street to 32nd Street (Figure 4-10).

In the BID, special tax assessments are collected annually from property owners within the BID boundaries (by the City) to fund activities, programs and management that will enhance the local business environment. These may include improvements to the streetscape, marketing efforts, business recruitment activity, and security programs.

The character of the district's western portion is automobile-oriented, and consists of a four-lane road with one- and two-story buildings, gas stations, automobile repair shops, and some minimal streetscape elements. The eastern portion of the district reflects the style of a main street. Center Street serves largely as a two-lane corridor with street parking on both sides, and integrates commercial uses with a few residential properties.

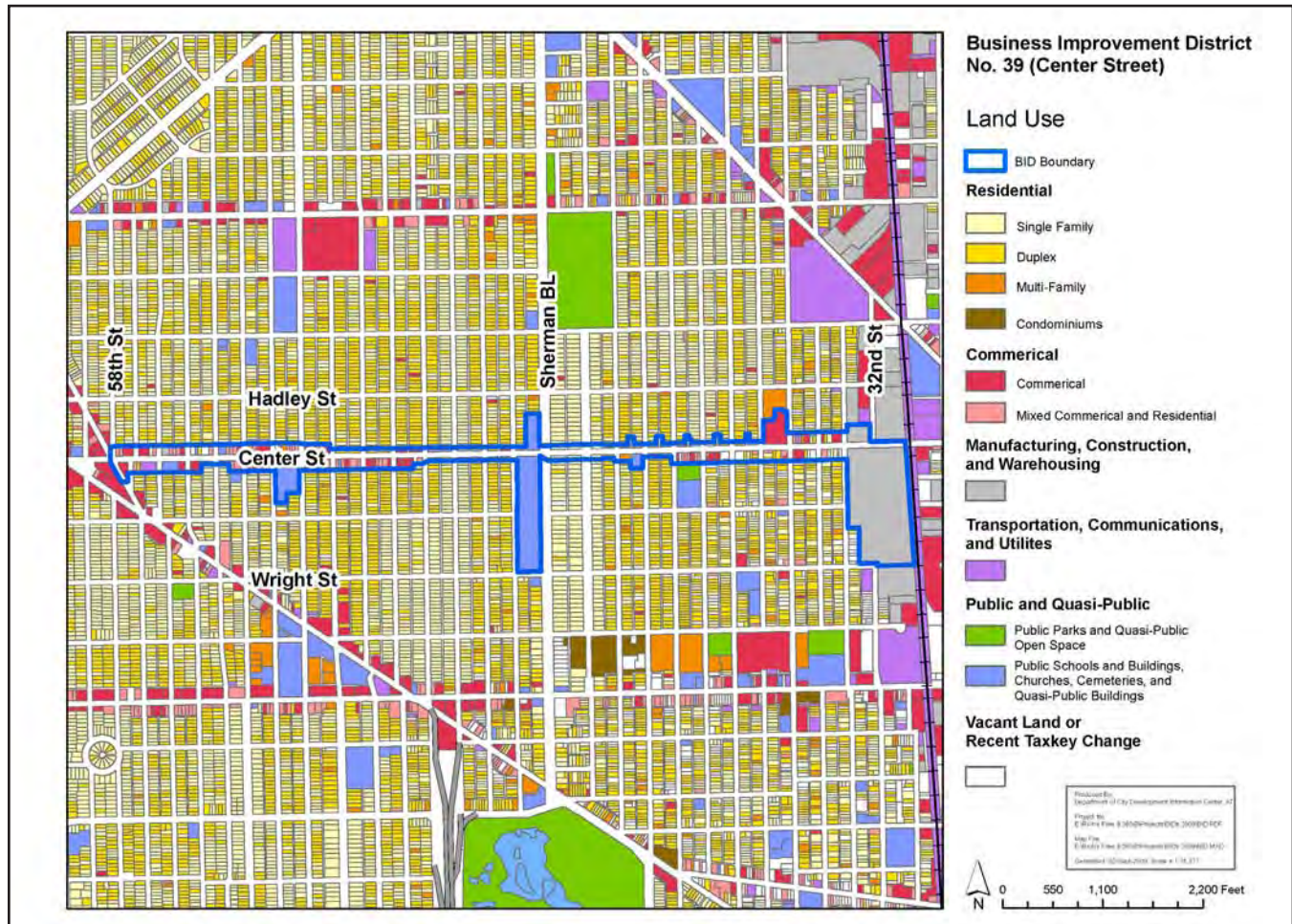


Sidewalks line Center Street throughout the corridor, and frequently intersect access points for surface parking. Most two-story buildings in the district offer distinct architectural features from the earlier part of the 20th century, while the majority of one-story buildings represent simple box construction.

MCTS line #22 runs the entire length of the Center Street Market Place Business District, providing regular transit access for residents and businesses. The majority of bus stops do not offer a shelter, but do provide signage indicating the existence of a bus line.



Figure 4-10. Center Street Business Improvement District.



Uptown Crossing Business District

Uptown Crossing is located centrally in the West Side area, and runs along West North Avenue from Sherman Boulevard on the east to 60th Street on the west, and along West Lisbon Avenue from 46th Street to 51st Street.



The Uptown Crossing area is a Business Improvement District (BID) in the City of Milwaukee. The West North Avenue BID #16 boundaries are 60th Street to Sherman Boulevard along North Avenue, and 51st Street to 44th Street along Lisbon Avenue (Figure 4-11). The Uptown Crossing BID was established in 1995 with the initial task of enhancing the district streetscape. Streetscape improvements included pedestrian lighting, tree planting, and curb push-outs along West North Avenue where street furniture, landscaping, and decorative brick pavers were installed. The BID board has investigated property acquisition, the addition of bus shelters, and the installation of public art pieces within the district.

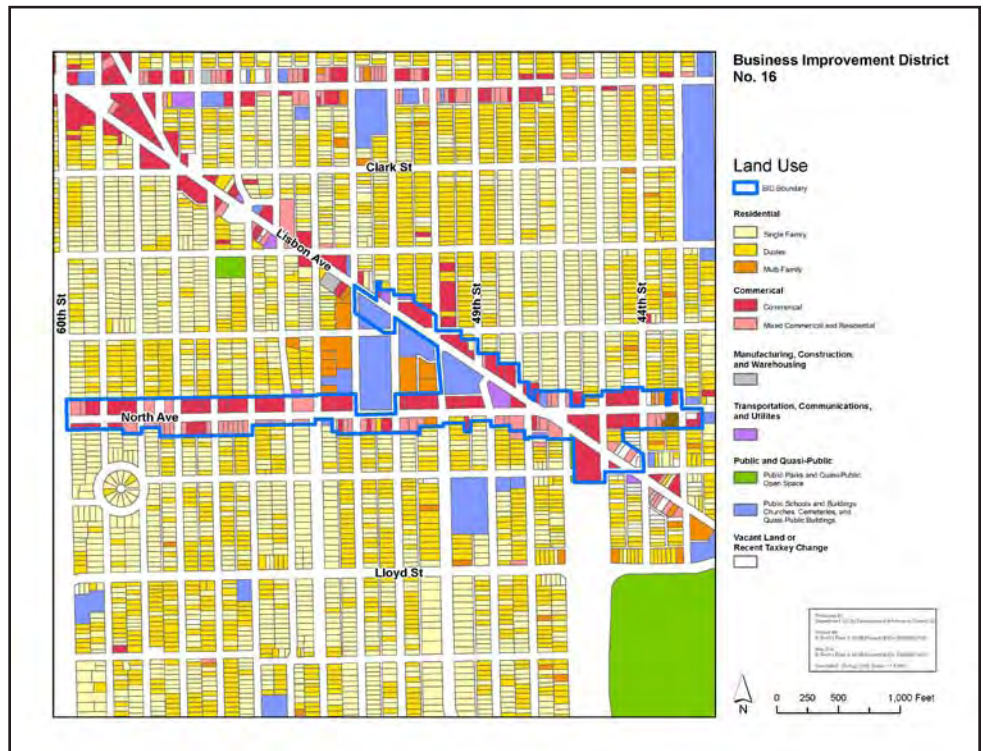
MCTS lines #21, #39, and #57 run along North Avenue and Lisbon Avenue, intersecting the district. Uptown Crossing offers a mix of uses including restaurants, shopping, and professional offices. Residential and institutional uses are also located in certain portions of the district. The Milwaukee Police Department Third District Station and Data Communications Center provides a non-retail anchor for the district. With the exception of the police district building and a few others, most structures in Uptown Crossing are one to two stories with little to no setback from the West North Avenue and West Lisbon Avenue rights-of-way. Streetscape in the district is uneven and ranges from very good to basic to minimal.

"I witnessed a huge transformation on Brady Street in the 90's. It would be great to see that on North Avenue between 60th and Sherman. More outdoor cafes, restaurants, etc. would increase foot traffic, increase home values and decrease crime."

Resident Comment
West Side Plan Community Survey



Figure 4-11. "West North Avenue" (Uptown Crossing) Business Improvement District.



Vliet Street Business Association

The Vliet Street Business Association sits in the south central portion of the West Side area. The district runs along Vliet Street between 60th Street to the west and 43rd Street to the east. MCTS line #31 runs the entire length of Vliet Street.



The Vliet Street serves residents of the Washington Heights neighborhood and surrounding areas. It is a successful commercial district with both broad and local appeal and has several businesses that have received Mayor’s Urban Design Awards. The business association hosts an annual artwalk, maintains a website that provides local information, and manages the Vliet Street Community Green Market. The market resulted from collaboration between local farmers and businesses, the Washington Park Senior Center, the Hmong American Friendship Association, Outpost Natural Foods, Neighborhoods United for Washington Park, and Making Connections.

In addition to the active area businesses, the district is home to the Milwaukee Teacher’s Education Association, Milwaukee Public Schools (MPS) Central Administration, and Wick Field.



Midtown Center District

The Midtown Center District lies in the northeastern portion of the West Side area. The district is generally bounded by Capitol Drive (south) and Congress Street (north). The western edge of the district is roughly 63rd Street, with Fond du Lac Avenue as its eastern boundary.



The district has long been centered on the shopping amenities offered at Midtown Center, formerly known as Capitol Court. Capitol Drive, 60th Street, and Fond du Lac Avenue border Midtown Center, offers a combination of big box anchor stores and smaller specialty retail stores, similar to what you



would find in a mall. The design concept combines a lifestyle center with Main Street or Town Square approach. The district combines a wide range of uses, including institutional, service, retail, and residential, but not all are integrated or unified within the “Town Square” network of streets and blocks. These uses and Midtown Center should function as a “retail village” and mutual support system.

Capitol Drive and Fond du Lac Avenue accommodate a sizeable amount of traffic, providing the district with access and visibility. In addition, MCTS route #62 runs along the Capitol Drive corridor, with routes #8 and #23 following both West Fond du Lac Avenue and West Congress Street.

Miller Park District

The Miller Park District, along with the Veteran’s Administration District, holds the southeastern corner of the West Side plan area. The park is located on a 265-acre plot of land just southwest of the intersection of Interstate 94, US Highway 41, and Miller Park Way.



Miller Park relies on both interstate exits and several local roads for access to the stadium.

Miller Park has been the home of the Milwaukee Brewers since April 6, 2001, when it replaced Milwaukee County Stadium. The stadium alone covers 1.2 million square feet and holds up to 42,400 spectators, and the parking lot has space for 12,000 vehicles.



In 2008, attendance at Miller Park was among the top 10 in Major League Baseball. That season, the Brewers broke their franchise attendance record with over 3,000,000 total spectators for the season.

In addition to baseball, Miller Park is home to other events. The events are produced by Brewers Enterprises, the event planning arm of the Milwaukee Brewers that stages non-baseball events throughout Miller Park and its surrounding grounds. Brewers Enterprises has expanded its view and is looking for creative events at Miller Park.

Although Miller Park receives seasonal transit, via MCTS, that takes visitors directly to the Park, the closest year-round routes are the #10 along

West Wisconsin Avenue, the #17 along West Canal Street, the #64 along Hawley Road, the #18 along West National Avenue, and routes #8 and #35 along North 35th Street. Opportunities to strengthen public transit and support services (e.g. restaurants, retail) for visitors exist throughout the district and are regularly included in transit proposals connecting Downtown to the West Side.

Veteran’s Administration District

The Clement J. Zablocki Veterans Affairs (VA) Medical Center and Grounds is located on a 125-acre campus at 5000 West National Avenue. The District sits in the southeastern corner of the West Side area. MCTS routes available to visitors of the VA grounds are the same as those listed for the Miller Park District.



The Medical Center includes 166 acute operating beds, a 113-bed nursing home, and 356 beds for the VA’s Substance Abuse Rehabilitation, Psychiatric Rehabilitation and Post Traumatic Stress Disorder care programs. The VA Medical Center also provides over 450,000 appointments annually through its outpatient program. Additionally, the VA Campus is home to a significant collection of historic buildings and sites, including the only remaining Civil War era “respite center” and the largest national cemetery outside of Arlington National Cemetery.

The VA has targeted a number of areas for expansion of services including smoking cessation, weight management, and spinal cord injury patients.

State Fair District

Wisconsin State Fair Park is a nearly 200-acre park located on South 84th Street in both Milwaukee and West Allis. The Park hosts hundreds of



events throughout the year, including agriculture events, auctions, cultural celebrations, animal shows, flea markets, seasonal celebrations, and philanthropic events. Several entities operate at the Fair Park including the Pettit National Ice Center, Wisconsin Exposition Center, Tommy G. Thompson Youth Center, and The Milwaukee Mile, the country's oldest raceway. State Fair Park attracts a total of over 2.5 million visitors annually.



Each summer, State Fair Park hosts a Wisconsin tradition, the Wisconsin State Fair. The 11-day fair offers live entertainment, food, horticulture, textiles, crafts, culinary competitions, activities, attractions and Wisconsin's largest agricultural showcase. The Wisconsin State Fair alone attracts nearly 850,000 people each year. MCTS routes available to visitors include the #18 along West National Avenue, the #44U circling the boundaries of the Park, the #67 along South 84th Street, and the #76 along South 76th Street.

In addition to the Wisconsin State Fair, annual events at State Fair Park include Harvest Fair, NASCAR racing, NARI's Fall and Spring Home Improvement Shows, MetroParent's KIDSfest, Greek Fest, and Olympic Speed Skating training and qualifiers. In 2010, the Fair Park Board and staff will expand its operations as management and operation of the Wisconsin Exposition Center is assumed.

Milwaukee County Zoo District

Just east of Highway 100 is the Milwaukee County Zoo District. The district is generally bounded by the city limits (south) and West



Bluemound Road (north), and extends east to 93rd Street. MCTS routes bordering the zoo include routes #10 and #85 along West Bluemound Road and route #28 along Highway 100.

The Milwaukee County Zoo opened in 1892 in Washington Park and moved to its present location on West Bluemound Road in 1958. Over the years, the zoo has undergone numerous expansions and today covers a total of 200 acres and is home to more than 1,800 mammals, birds, fish, amphibians and reptiles that represent over 350 species.



The Milwaukee County Zoo also has a conservation program for the protection of endangered species, which includes the largest group of bonobos outside of their native Democratic Republic of the Congo.

In addition to the zoo's exhibits and educational programs, the facility also hosts holiday celebrations like "Boo at the Zoo" for Halloween and "Breakfast and Lunch with Santa" for Christmas, and special events and festivals like the Great Lakes Bat Festival and the Milwaukee Journal Sentinel's A La Carte food and entertainment festival.

The Zoo recently completed a \$31 million program, with the next significant capital investment anticipated to be a \$10 million underwater hippo exhibit. The Zoo will also likely be undertaking a study examining a change in governance. This will be a strategic plan to examine the possibility of changing form a government agency to a private or non-profit agency.

The potential Zoo Interchange reconstruction offers a unique opportunity for the Zoo. It is currently estimated that the state will pay \$60 million in replacement costs for Zoo facilities which may be acquired as part of the reconstruction project.

In 2007, admissions to the zoo totaled more than 1.3 million. Opportunities for the zoo to expand are located along Highway 100 (Mayfair Road) and West Bluemound Road, where there is a proposal for a hotel/restaurant/waterpark with a bridge connection to the Zoo.

Wisconsin Lutheran College District

Wisconsin Lutheran College is a private, four-year Lutheran liberal arts college located on a 40-acre campus bounded by Wisconsin Avenue to the north, West Bluemound Road to the south, and North 84th Street to the west. The college was founded in 1973 and currently has an undergraduate enrollment of over 700 students.



The college's Gary Greenfield Building was designed by Milwaukee architect Andrew Eschweiler and was built in the 1880's. Since Wisconsin Lutheran College acquired the building in the early 1980s, additions to the campus have been designed to fit in with the character of the original building. In 2009, Wisconsin Lutheran College was ranked 128th out of 600 by Forbes on their list of America's Best Colleges.

MCTS routes #10, #67, and #85 run along West Wisconsin Avenue, Glenview Avenue (84th Street), and West Bluemound Road, respectively.

Mount Mary College District

The Mount Mary College District lies on the western edge of the West Side area. Mount Mary College is a private, four-year Catholic women's college located within a "gorgeous" park-like 80-acre campus on the North Menomonee River Parkway. It was founded in 1913 in Prairie du Chien, WI before moving to Milwaukee in 1929. Today, over 1,800 undergraduate and graduate students attend Mount Mary. Graduate programs are open to both men and women.



Within its sixty-plus majors (eight academic divisions) and seven graduate programs, Mount Mary provides a carefully orchestrated blend of liberal arts and sciences coupled with targeted skill training in job-oriented areas such as merchandise management, occupational therapy, dietetics, art therapy, etc. There is also a nursing program taught jointly with Columbia College of Nursing.

Since 1998, through grant funding, Mount Mary College has offered a College in the Community Program, which consists of partnerships with two community agencies, Milwaukee Achiever Literacy Services and Journey House. Journey House serves the near south side Hispanic community. Milwaukee Achievers serves the near north side African American community.

MCTS routes serving the Mount Mary College District include route #57 along North 92nd Street, and route #60 along West Burleigh Street.



	Mosaic on Burleigh Business District & St. Joseph Hospital District	Center Street Market Place Business District
Use Policies	<ul style="list-style-type: none"> Strongly discourage further non-commercial uses (e.g. social service uses, daycares, storefront churches) throughout the district. Strongly discourage businesses that employ predatory lending practices (e.g. check cashing stores, payday loans, title loans) Discourage the addition of any new auto-oriented uses, e.g., used car lots, car washes, auto body and repair shops, along the western portion of the district. Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees. 	<ul style="list-style-type: none"> Strongly discourage further non-commercial uses (e.g. social service uses, daycares, storefront churches) throughout the district. Strongly discourage businesses that employ predatory lending practices (e.g. check cashing stores, payday loans, title loans) Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees. Prohibit any new surface parking adjacent to the right-of-way. Encourage creative parking lot designs that allow for shared parking.
Form Policies	<ul style="list-style-type: none"> Continue facade renovation grants for the district. Require designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way. Reinforce streetscapes that slow traffic to enhance the safety and aesthetics of the district. Reconfigure parking lots that are located along Burleigh St. so the lots are not adjacent to the right-of-way. Where this is not feasible, encourage landscaping and streetscape elements along and within the parking lot. Encourage shared parking among retailers and limit curb cuts where possible. Improve the public right-of-way to include space for pedestrians and bicycles in addition to automobiles and mass transit. 	<ul style="list-style-type: none"> Address blighting elements such as board-ups, steel grates, vacant storefront windows, hand-painted signs, facade deterioration, graffiti, etc. Reinforce streetscapes that enhance pedestrian safety throughout the district. Ensure that sidewalks in the district are an adequate width to accommodate pedestrian circulation. Discourage commercial buildings with blank walls that lack articulation. Prohibit chain link fences as an acceptable form of outlining the commercial and residential properties along Center St. Improve the public right-of-way to include space for pedestrians and bicycles.
Redevelopment Strategies	<ul style="list-style-type: none"> Encourage collaboration between Main Street Milwaukee and the BID to fully implement the four-point Main Street program for the district. Promote the reuse of vacant buildings and lots in commercial areas with uses that support and contribute to the main street emphasis (vision) of the corridor. Provide adequate funding for the maintenance of public spaces, boulevards, and streetscapes. Select customized street lighting, where possible; replace older styles (e.g. cobra, shoebox) throughout the district. Redevelop Sherman Park Theater building as anchor for the district. 	<ul style="list-style-type: none"> Focus heavily on district “greening” through the implementation of a landscaping program. Install street trees, walkway landscaping, and landscaped medians wherever feasible. Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the corridor. Recruit businesses to fill in vacant storefronts that are either neighborhood-serving or local, or have an artistic character that is unique or one-of-a-kind. Where vacant property windows have been covered, establish an “unveiling event” to uncover or replace boarded windows and use the space to showcase local artists or children’s school projects.
Actions	<ul style="list-style-type: none"> Work with area businesses to explore partnerships for maintenance of public spaces and enhancement of storefronts, street frontages, and streetscape elements. Create safe pedestrian and bicycle access points to allow both types of traffic along Burleigh St. Where landscaping does not exist adjacent to pedestrian walkways, encourage the expansion of the Mosaic on Burleigh public art and landscaping program. Encourage the replacement of lower-quality facade elements with higher-quality elements, such as painted board signs with internally illuminated individual channel letter signs. Maximize opportunities for St. Joseph Hospital spin-off development. Hire a consultant to do strategic business development plan for the eastern end of the district. 	<ul style="list-style-type: none"> Use aggressive code enforcement to bring properties up to code and to address building neglect and deferred maintenance. Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. Assertively market the corridor through the establishment of a logo, the installation of signage and banners, and the creation of a website. Capitalize on the high traffic intersection of Center St. with Sherman Blvd. by creating a prominent eastern gateway into the district. Encourage the installation of signage, landscaping, and pedestrian crosswalks to enhance the formal appearance of the gateway.

	Uptown Crossing Business District	Vliet Street Business District
Use Policies	<ul style="list-style-type: none"> Focus on filling vacant commercial uses where they occur throughout the district with local businesses that cater to residents, pedestrians, and area employees. Encourage infill on parking lots that are either underused or interim uses throughout the district. Limit the concentration of social service uses (daycare, storefront church, check cashing stores) throughout the district. 	<ul style="list-style-type: none"> Continue to bring destination retail to the commercial district (e.g. Elements East, Cold Spoons, Meritage). Redevelop the parking lots at 50th Pl. and Vliet St. and 51st St. and Vliet St. to accommodate commercial retail and parking in the rear (north). Support the continued use of the police district building just west of Highway 41. Support the mixed-use nature of the shopping district along Vliet St., and encourage expansion of those uses through infill development.
Form Policies	<ul style="list-style-type: none"> Consider establishing design and development guidelines for the district as a way to ensure a consistently high standard of development. Explore streetscape and road design options to facilitate traffic calming. Require the installation of significant landscaping features in all new developments along both North Ave and Lisbon Ave. Add green streetscape elements (trees, planters, etc.) to blocks that have nothing but hard surfaces (concrete, asphalt, etc.) along street frontages. Seek to bring all parking lots up to the City's landscape code. Replace broken or missing fencing and dead or missing plant materials. Locate garages so that they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages. Reconfigure Lisbon Ave to accommodate bicycle traffic. 	<ul style="list-style-type: none"> Prohibit the construction of any additional vehicular access points along Vliet St. Seek to bring all storefronts and street frontages up to a high standard of design and prohibit inappropriate design elements, such as chain link fences, concrete block walls, etc. Encourage shared parking among retailers, and require designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way. Reinforce streetscapes that naturally slow traffic to promote businesses and enhance safety in the Vliet Street Business Association. Improve the public right-of-way to include space for bicycle traffic. Utilize the Highway 41 overpass as a marketing tool for the district. Install planters and signage to demonstrate a positive image, and to transform the overpass into a pedestrian parkway.
Redevelopment Strategies	<ul style="list-style-type: none"> Recruit businesses that take advantage of high traffic counts on North Ave, but have a local neighborhood or ethnic appeal. Use aggressive code enforcement to bring all buildings and properties up to code. Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible. Consider small parking lots adjacent to major park access points, both current and new access points, to allow for residents to drive to the parkway. 	<ul style="list-style-type: none"> Continue to work with existing businesses to have a broader market appeal. Continue innovative marketing and promotion to increase awareness of "V-Street" as a special district. Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the corridor. Encourage the reuse of vacant industrial buildings with new businesses that are appropriate for the neighborhood. Provide appropriate funding for the maintenance of public spaces, boulevards, and streetscapes.
Actions	<ul style="list-style-type: none"> Encourage the replacement of existing business signage with signs constructed of higher-quality, durable materials. Use the talents and skill sets of the members of the Uptown Crossing Business Improvement District to ensure the continuation of regular district meetings and targeted problem solving. Coordinate with the City of Wauwatosa, the Tosa East Towne Business District, and the East Tosa Neighborhood to ensure a more consistent and well-integrated transition along North Ave. 	<ul style="list-style-type: none"> Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. Work to improve storefronts and street frontages throughout the district and bring all up to the same high standard. Install median plantings along Vliet St., specifically on the east side of Highway 41. Improve amenities and landscaping offered at Wick Field. Provide a stronger physical and visual connection to Vliet St. (e.g. special pedestrian crosswalks and median landscaping). Use sign placement and design to encourage visitors to Wick Field to use the large adjacent MPS parking lot.

	Midtown Center District	Miller Park District
Use Policies	<ul style="list-style-type: none"> Continue to implement a balanced mix of uses with both regional and local market appeal. Promote commercial infill development on vacant parcels along the edges of Midtown Center and along Lisbon Ave. Encourage the integration of office, institutional, and residential uses throughout the Midtown Center development. Continue treatment of parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees. 	<ul style="list-style-type: none"> Explore opportunities to redevelop excess parking areas with year-round commercial uses that support Miller Park and surrounding neighborhoods. Actively look for opportunities to utilize Miller Park during non-game days. Improve public rights-of-way to include space for pedestrians and bicycles.
Form Policies	<ul style="list-style-type: none"> Create a significant gateway at the intersection of Capitol Dr., Fond du Lac Ave, and 51st St. Expand the facade grant program for adjacent businesses on major arterials Capitol Dr. and Fond du Lac Ave. Continue to expand the “Town Square” network of streets and blocks. Extend Midtown Center’s “Town Square” approach to unifying all businesses on the triangle. Add pedestrian connections and infill buildings where feasible. To lessen the impact of impervious surfaces in the Midtown Center area, encourage green roofs, parking lot bioswales, and additional landscaping throughout the shopping district. Encourage shared parking among retailers. Improve the public right-of-way to include space for pedestrians and bicycles in addition to automobiles and mass transit. Prohibit chain link fences as an acceptable form of outlining commercial properties throughout the district. 	<ul style="list-style-type: none"> Add landscaping to the sizeable surface parking area to “green” the district and provide landscape islands, limited shade for tailgaters, meeting/gathering places for groups, and better way finding. Encourage shared parking among new retailers and the Park. Discourage additional surface parking within the district. Consider use of parking area as a transit stop and park-and-ride lot in the event that future rapid transit plans for high speed commuter rail can include Miller Park. Establish pathway connections between the VA grounds and Miller Park.
Redevelopment Strategies	<ul style="list-style-type: none"> Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible. Provide appropriate funding for the maintenance of public spaces, boulevards, and streetscapes. Create safe access points to the Midtown Center that accommodate pedestrians and bicyclists. Encourage signage and way-finding elements that identify public access the Center from surrounding neighborhoods. Extend a “Park Once” strategy to the entire Midtown Triangle district, where customers can park once and walk to any business within the district. Support the establishment of Midtown Center as a significant transit destination. Over time, make the entire Midtown Triangle district a walkable “retail village” with amenities similar to Old Orchard in Chicago or Bayshore in Glendale. 	<ul style="list-style-type: none"> Allocate sufficient funds for maintenance and improvement of public spaces and streetscape elements. Create safe pedestrian and bicycle access points to the Park. Continue to support the transit connections from Miller Park to the seven-county metro area. Consider use of parking area as a transit stop and park-and-ride lot in the event that future rapid transit plans for high speed commuter rail can include Miller Park.
Actions	<ul style="list-style-type: none"> Continue to recruit businesses for infill and other redevelopment opportunities that contribute to the existing retail mix. Add amenities and public art that enhance the district. Install enhanced landscaping and streetscaping along the rights-of way of all corridors surrounding and intersecting Midtown Center. Focus on “greening” strategies that not only enhance environmental and public health within the district, but also provide a significant aesthetic improvement for the area. Work with property owners to identify opportunities for clustered facade and streetscape improvements. 	<ul style="list-style-type: none"> Explore partnerships between Miller Park, surrounding neighborhoods, and local artists to improve public spaces, gateway entrances, and boulevards. Continue use of Helfaer Field for youth baseball/softball, as well as other community public relations and outreach events. Continue the community programs of Brewers Charities.

	Veteran's Administration District	State Fair District
Use Policies	<ul style="list-style-type: none"> • Ensure the continuation of uses on the VA grounds, and discourage the development of VA land for incompatible uses. • Seek grant funding to maintain the existing uses and facilities throughout the district. 	<ul style="list-style-type: none"> • Promote infill development where feasible and compatible with existing uses/activities at State Fair Park. • Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.
Form Policies	<ul style="list-style-type: none"> • Continue to support preservation of individual buildings and the configuration of buildings as a district. Also, preserve historic artifacts that are part of the site. • Preserve and maintain natural landscaping in the area, and continue efforts to incorporate open space features that cater to visitors. • Improve the "street appeal" of the VA grounds along National Ave. • Establish strategies for funding continued historic preservation efforts on the grounds. • Prohibit new surface parking in the district. • Improve public rights-of-way to include space for pedestrians and bicycles. 	<ul style="list-style-type: none"> • Reinforce streetscapes that slow traffic around and within State Fair Park. • Create less paved surfaces for the district overall (internal and external) and add more green space for shade, sitting areas, gathering places, and public art within State Fair Park. • Focus heavily on adding landscaping to the vast parking area surrounding State Fair Park. • Continue to encourage shared parking for Park visitors and park and ride users. • Improve the public right-of-way to accommodate pedestrians and bicyclists.
Redevelopment Strategies	<ul style="list-style-type: none"> • Encourage preservation and renovation of all structures in the district. • Create safe access points to all trails and parkways. Encourage signage and way-finding elements to direct the public through the grounds. • Find ways to increase recognition of the district as a historic site. For example, guided walking and audio tours such as those provided by the National Parks Service. 	<ul style="list-style-type: none"> • If realignment of I-94 creates an additional development site, consider redevelopment opportunities (other than additional parking) that would capitalize on its location and proximity to the I-94 freeway corridor, as well as the Park. • Provide adequate funding for the maintenance of public spaces, boulevards, and streetscape elements.
Actions	<ul style="list-style-type: none"> • Establish meetings on an as-needed basis between the VA, local Aldermen, City departments, and other parties as required to resolve problems and opportunities of mutual interest. 	<ul style="list-style-type: none"> • Continue to work to increase the number of year-round uses for the Park. • Work with area businesses and the Park to explore partnerships for maintenance of public spaces and boulevards. • Create safe pedestrian and bicycle access points that provide a connection between adjacent housing and the Park. • Coordinate with the City of West Allis and other stakeholders to determine appropriate strategies for redevelopment in and around State Fair Park.

	Milwaukee County Zoo District	Wisconsin Lutheran College District
Use Policies	<ul style="list-style-type: none"> Continue to support the Zoo as a public facility, open year-round, hosting a wide range of community events, with generous amenities and landscaping. Allow infill development on the northwestern portion of the zoo property along Highway 100 and Bluemound Rd. Maintain an open space buffer between any new development on the property and the boundaries of the zoo. 	<ul style="list-style-type: none"> Maintain campus as a private liberal arts college, with value-oriented Evangelical Lutheran focus on education and service opportunities.
Form Policies	<ul style="list-style-type: none"> Preserve and maintain natural landscaping in the area, and continue efforts to incorporate prominent open space features in any new developments. Continue to maintain high standards of habitat design for open (wild) and enclosed areas of the Zoo. Make updates and improvements for the good of the Zoo's inhabitants and visitors. Encourage pedestrian pathway connectivity along Bluemound Rd. leading to the zoo entrances. Highlight pedestrian crossings with landscape and streetscape elements, including bump outs, brick pavers, etc. Maintain and improve signage for the zoo along the Highway 100 and Bluemound Rd. 	<ul style="list-style-type: none"> Maintain campus environment that allows students and faculty to safely walk to destinations. Continue to make signage and wayfinding improvements to the campus. Create a controlled intersection and marked pedestrian crossing connecting WLC to the park and lagoon on the other side of Wisconsin Avenue. Reinforce streetscapes that naturally slow traffic to enhance the safety and aesthetics of campus thoroughfares. Preserve and maintain natural landscaping on campus, and continue efforts to incorporate open space features that cater to students, faculty, and area residents and employees.
Redevelopment Strategies	<ul style="list-style-type: none"> Continue to market the Zoo as a family-oriented destination for the Milwaukee area, serving both tourists and residents. Create safe access points to all zoo entrances and throughout the district. Encourage signage and way-finding elements that identify public access to parks, trails from surrounding neighborhoods. Focus on "greening" techniques to enhance the environmental health of the zoo parking area and the aesthetics of the lot. Install bioswales, pervious pavement along pedestrian walkways, and additional landscaping. 	<ul style="list-style-type: none"> Consider expansion of the college campus in a way that does not unduly disturb the residential patterns of the surrounding neighborhoods. Encourage the allocation of campus funds for the maintenance of public spaces, boulevards, and streetscape elements. Create safe access points from both campuses to all trails and parkways. Encourage signage and way-finding elements that identify access to parks, parkways, and trails.
Actions	<ul style="list-style-type: none"> Address public concerns regarding funding and privatization of the Zoo. Coordinate with the City of Milwaukee, the Milwaukee County Zoo, and other stakeholders to determine the appropriate strategies for potential development adjacent to the zoo facility. 	<ul style="list-style-type: none"> Continue promoting a high number of programs that can be enjoyed by both students, residents of the surrounding neighborhoods, and the community at large. Work with area businesses to explore partnerships for workforce development opportunities.

	Mount Mary College District	Westlawn District
Use Policies	<ul style="list-style-type: none"> Maintain campus as a private liberal arts college with a Catholic focus on education, emphasizing service and leadership. Continue enhancing liberal arts and technical degree programs that add to the range of career options for students. Continue public outreach as part of academic curriculum. 	<ul style="list-style-type: none"> Create a mix of uses that serves the local community and encourages growth and development of the surrounding neighborhoods. Attract new businesses to the area and design buildings to integrate Westlawn residents into the surrounding neighborhoods. Develop a mix of low income and market rate single-family housing to fit the area. Allow increases in density and transit-oriented design.
Form Policies	<ul style="list-style-type: none"> Maintain campus environment that allows students and faculty to safely walk to destinations. Reinforce streetscapes that naturally slow traffic to enhance the safety and aesthetics of campus thoroughfares. Reconfigure and add landscaping to large parking lots throughout both campuses. Preserve and maintain natural landscaping on campus, and continue efforts to incorporate open space features that cater to students, faculty, and area residents and employees. 	<ul style="list-style-type: none"> Reconnect street grid to integrate development with the existing network of streets and blocks. Employ community-oriented urban design features such as front porches and individual yards. Design for safety. Use Crime Prevention Through Environmental Design (CPTED) principles. If feasible, allow space for community gardens in proximity to Browning Elementary School.
Redevelopment Strategies	<ul style="list-style-type: none"> Preserve historic buildings and surrounding campus landscape and amenities. Encourage the allocation of campus funds for the maintenance of public spaces, boulevards, and streetscape elements. Create safe access points from both campuses to all trails and parkways. Encourage signage and way-finding elements that identify access to parks, parkways, and trails. 	<ul style="list-style-type: none"> Create a master plan to redevelop Westlawn by replacing the old “housing project” design with one that has 21st century appeal. Improve outdated shopping centers on Silver Spring Drive. Add commercial businesses that also serve the Havenwoods neighborhoods. Consider replacing the old brick residences along heavily trafficked Silver Spring Drive with businesses.
Actions	<ul style="list-style-type: none"> Continue active marketing and promotion of unique assets and attributes of academics and campus life. Work with area businesses to explore partnerships for workforce development opportunities. 	<ul style="list-style-type: none"> Review master plan concepts with stakeholders such as the City’s Housing Authority, Westlawn residents, area residents, businesses and property owners. Devise a redevelopment plan that covers all aspects of design and development. Include funding sources and cost estimates for construction of buildings and infrastructure. Consider a 2010 tear down of 56 housing units in Westlawn’s southeastern corner for a demonstration project. Consider moving displaced residents temporarily into renovated foreclosed houses in the surrounding area.

CORRIDORS

Corridors, as mentioned in the beginning of the chapter, are linear edges and connectors of neighborhoods and districts. Roads, railways, rivers, pedestrian trails, or parkways can constitute a “corridor,” and can be automobile-oriented, pedestrian-oriented, natural, and both large- and small-scale. West Side Corridors are categorized as Interstate Highway Corridors, Commercial Corridors, Neighborhood Arterials, or Environmental & Recreation Corridors. Eighteen corridors are highlighted in this section, which are further described below (4-12).

Interstate Highway Corridor

Interstate 94 traverses the southern portion of the West Side from east to west, and serves as a regional connection between the West Side area and surrounding municipalities. There are roughly six exits along Interstate 94 that fall within the West Side boundaries, impacting traffic counts and economic activity in the plan area.

On the western edge of the Interstate 94 corridor is the Zoo Interchange, which collects vehicles from Interstate 94, Interstate 894, Highway 45, and moves goods for commerce from the Fox Valley to Madison, Chicago to Minneapolis. As a consequence, the Zoo Interchange is the busiest interchange in the state. The Interchange is being considered for reconstruction by the Wisconsin

Department of Transportation; a preferred alternative has not yet been identified.

On the eastern edge, the Zoo Interchange corridor study boundary is 70th Street. The City of Milwaukee, in its resolution on the WisDOT Draft Environmental Impact Statement, requested that alternatives be considered that incorporate geometric improvements to improve safety but do not increase the number of lanes in the east leg in the City of Milwaukee.

Commercial Corridors

Commercial corridors in the West Side maintain a variety of retail, restaurant, office, institutional, and residential uses in a wide range of development patterns; e.g. neighborhood shopping districts made up of a collection of buildings on a shopping street; and strip malls with individual tenants, big box retail, fast food franchises, drive-up and drive-through establishments. These corridors support a wide variety of businesses that cater to customers traveling by car, bus, bike, and on foot. However, with the exception of older neighborhood arterials that were originally designed to be accessed on foot, the majority of West Side commercial corridors are not pedestrian friendly. In fact, the biggest threat to older neighborhood arterials (apart from absentee owners) is the encroachment of automobile-oriented development and oversized parking lots that eliminate the historic buildings and erase the sense of place that maintains their

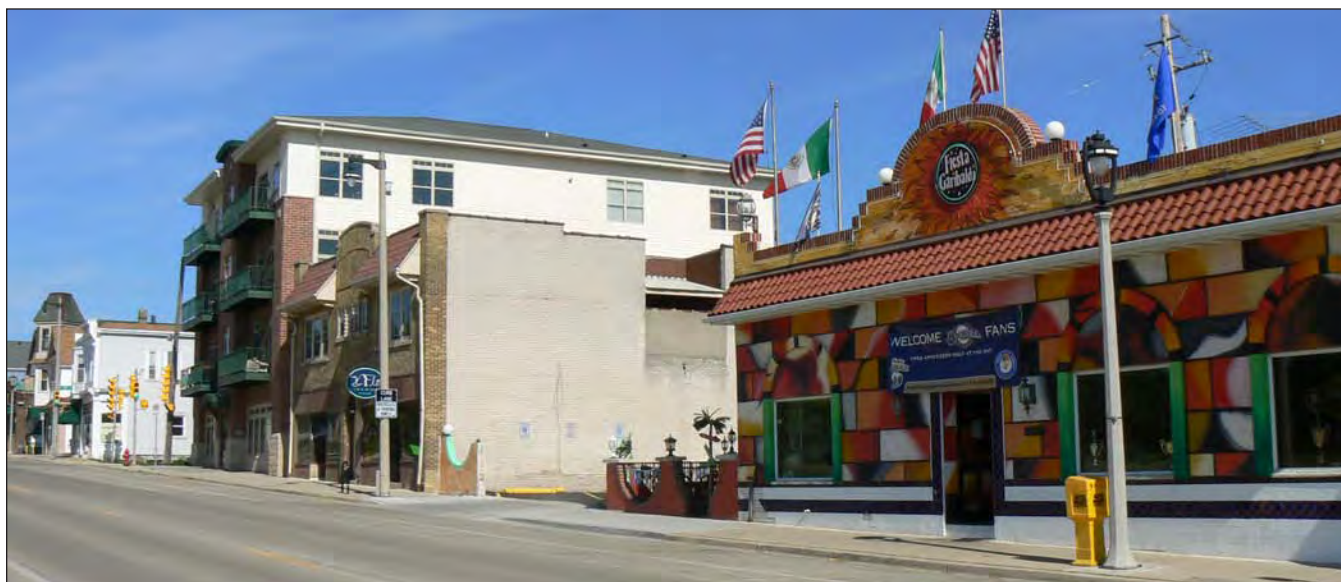
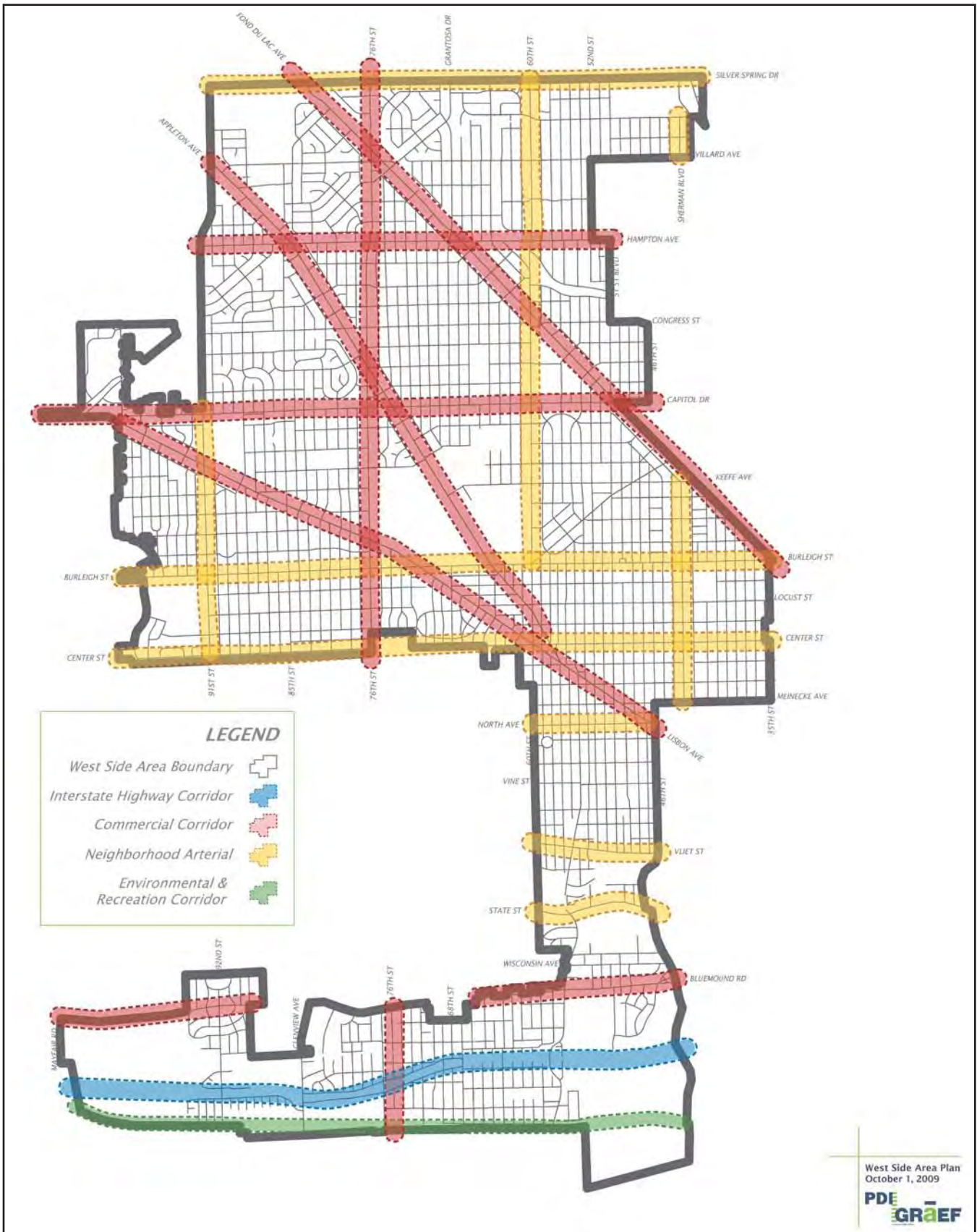


Figure 4-12. Corridors in the West Side Area of Milwaukee.



appeal and keeps them viable as commercial districts. West Side commercial corridors generally are centered around wider roadways that are intended to accommodate higher traffic counts and increased speeds. Commercial corridors in the West Side area tend to be automobile-oriented, and many are state or county highways. West Side corridors include the following:

- 76th Street
- Appleton Avenue
- Capitol Drive
- Fond du Lac Avenue
- Hampton Avenue
- Lisbon Avenue
- West Bluemound Road

Because West Side corridors have been developed and redeveloped at different times over more than a century, they exhibit a range of overlapping development patterns and economic activity, not always in harmony of form or use. Building types range from local businesses in older main street areas to larger retail operations located in strip centers. Whether following an older streetcar route pattern of development or an auto-oriented commercial strip pattern, commercial uses are typically distributed in a linear pattern along these thoroughfares. Uses generally serve those traveling by automobile, although these uses are also served by transit. Limited bicycle access is available, and the need for traffic calming devices is apparent throughout most corridors. West Side corridors in general need to be more multi-modal in design to accommodate a greater range of vehicle and pedestrian users.

Neighborhood Arterials

West Side neighborhood arterials support local businesses, specialty shops, unique venues, and also offer numerous amenities for area residents and visitors. They provide opportunities for economic development, options for transportation, meeting locations for networking or other purposes, a “third place” for working residents, and most importantly, a sense of place. These amenities often cannot be quantified, but contribute significantly to the overall value of the arterials.

“I think we need to revitalize the Burleigh and Lisbon retail establishments--76th Street and west. Also, the look of some of the businesses is so outdated. I would like to see a renewed sense of community through local shops where neighbors could benefit.”

Resident Comment
West Side Plan Community Survey

Neighborhood arterials in the West Side area include:

- 60th Street
- 91st Street
- Bluemound Road*
- Burleigh Street
- Center Street
- North Avenue
- Sherman Boulevard
- Silver Spring Drive
- State Street
- Vliet Street

**Note: Some of the older unreconstructed sections of Blue Mound Road fit the neighborhood arterial category.*

West Side neighborhood arterials are mixed use corridors. Following a pattern typical of transit routes (old streetcar routes), they have clusters or nodes of commercial uses with housing interspersed. Because these arterials are part of the neighborhood and have a residential component, traffic calming is of particular concern. Even though neighborhood arterials may safely accommodate pedestrians and bicycles more so than the heavily trafficked commercial corridors (commuter routes), they still need to do a much better job of offering a friendly, safe and walkable environment for all ages and abilities.

“I like the beautification of the boulevards city-wide and would like to see a ‘Main Street’ feeling on the major thoroughfares.”

Resident Comment
West Side Plan Community Survey



Hank Aaron State Trail Environmental & Recreation Corridor

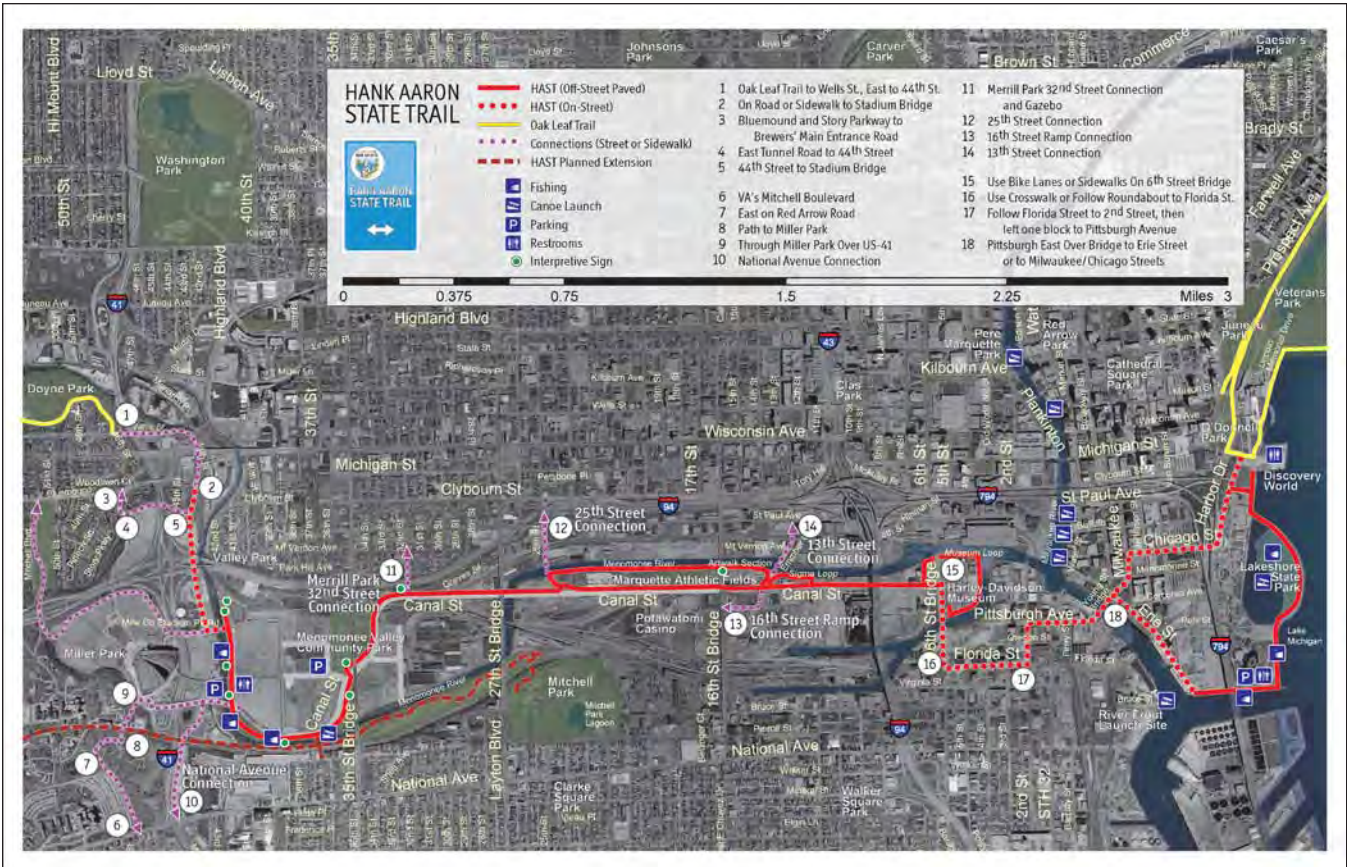
The Hank Aaron State Trail (Figure 4-13) was established as a collaborative effort between the Wisconsin Department of Natural Resources (DNR) and the Friends of the Hank Aaron State Trail. The Friends of Hank Aaron State Trail is a nonprofit organization dedicated to promoting, developing,

and maintaining the Trail. August 2009 marked the 10th anniversary of the Hank Aaron State Trail 5K Run/Walk.

The creation of the Hank Aaron State Trail along the Menomonee River through a former industrial valley provided a high-quality opportunity to combine recreation with environmental improvements. Its unique siting and design have been a spur to economic growth, making the Menomonee River Valley more of an industrial park in the real sense of “green infrastructure” or green network. As a natural resource and trail used by bikers, walkers, runners and skaters, it has also improved urban quality of life.

The Trail currently provides a 7-mile continuous connection via dedicated trails and marked streets between the lakefront and Milwaukee’s west end. The Trail starts at Lakeshore State Park near the Henry W. Maier Festival Grounds, meanders through the Historic Third Ward and Menomonee River Valley, past Miller Park, and ends in Doyne Park. Both ends of the Trail link to Milwaukee

Figure 4-13. Hank Aaron State Trail Map.



County's 96-mile Oak Leaf Trail, making it possible to bike from Lake Michigan to the Ice Age National Scenic Trail and Military Ridge State Trail.

The recent acquisition of a 5-mile former rail corridor by the DNR will eventually extend the Trail from Miller Park west to the Milwaukee-Waukesha county line. In 2010, construction will begin on the westerly extension of the Trail to 94th Place. At 94th Place, it will temporarily transition to on-street use to make the connection west to the Oak Leaf Trail. The new Trail will feature a new bridge over Hawley Road, redecked bridges, and asphalt pavement. When work is completed on the Zoo Interchange, the remaining off-road section of the Trail west of 94th Place will be completed out to Underwood Creek and the connection to the Oak Leaf Trail.

"Milwaukee is too focused on auto owners and their wants and needs. Living in an urban area, auto ownership shouldn't be considered a necessity. Improve public transportation. Be more walker friendly!"

Resident Comment
West Side Plan Community Survey

Points of interest along and adjacent to the Trail include Discovery World at Pier Wisconsin, Milwaukee Art Museum, Lakeshore State Park, Summerfest & Ethnic Festivals, Historic Third Ward, Historic Walkers Point, Harley-Davidson Museum, Potawatomi Casino, Marquette Playing Fields, Mitchell Park Domes, Miller Park, Menomonee Valley Stormwater Park, Soldiers Home Historic District, and the restorative peace of the Menomonee River.



	Interstate Highway Corridor	Commercial Corridors
Use Policies	<ul style="list-style-type: none"> Establish appropriate buffers between the interstate and residential areas abutting the corridor. Support higher-intensity development along the corridor that caters to high speed transit. 	<ul style="list-style-type: none"> Promote commercial, office, and institutional infill development on vacant parcels, and encourage concentrations of commercial development at major nodes. Allow and encourage shared parking for all existing parking lots and future developments. Limit large concentrations of multi-family units along all commercial corridors. Avoid concentration (more than three per block) of non-owner-occupied multi-family rental units along commercial corridors.
Form Policies	<ul style="list-style-type: none"> Continue to support designs that safely move traffic. Ensure that on-ramps and entrance areas to the interstate do not detract from bicycle and pedestrian circulation for surrounding areas. Continue to limit billboards and off-premise signs along the corridor. Continue the design aesthetic established for the Lake Freeway and the already reconstructed eastern sections of I-94, e.g. concrete finishes and colors, steel girders, columns, barrier walls. Incorporate public art where feasible, similar to the underpass connecting Winnebago and Fond du Lac at I-43. Green medians and embankments. Use wildflowers and native plants to add seasonal color. 	<ul style="list-style-type: none"> Preserve and maintain landscaping in all corridors, and continue efforts to incorporate open space features in all new developments. Consider opportunities for improving stormwater quality through the use of bioswales and alternative stormwater management. Improve access to civic places (e.g. the Capitol Library) for those traveling on foot and by bike/vehicle/public transit. Promote traffic calming devices (bump outs, landscaping, brick-paved crosswalks, etc.) in all corridors, particularly in areas that have transit stops. Bring all parking lots up to code, i.e., meet the landscaping and fencing requirements established in the City's landscape code.
Redevelopment Strategies	<ul style="list-style-type: none"> Explore the option of enhancing stormwater collection and retention along the interstate to prevent excess runoff from negatively impacting the storm sewer system. Consider pooling funds for the incorporation of landscaping features similar to that found in the Baltimore-Washington Parkway. Encourage "green" medians in areas that are raised. 	<ul style="list-style-type: none"> Encourage the formation of business improvement districts to manage economic, marketing, design and organizational issues for commercial districts and corridors. Encourage renovation or replacement of outdated malls and strip centers. Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible. Encourage on-site property management of all multi-family buildings. Create safe access points to adjacent neighborhoods. Encourage signage and way-finding elements that identify public access to parks, parkways, and trails.
Actions	<ul style="list-style-type: none"> Promote alternatives to the Zoo Interchange that incorporate geometric improvements to improve safety, but that do not increase the number of lanes in the east leg within the City of Milwaukee. 	<ul style="list-style-type: none"> Actively promote all corridors through creative branding and marketing techniques. Support the maintenance and expansion of transit.

	Neighborhood Arterials	Hank Aaron State Trail Environmental & Recreation Corridor
Use Policies	<ul style="list-style-type: none"> Encourage the continuation and expansion of vibrant business districts within all neighborhood arterials. Discourage non-commercial uses from locating in former commercial buildings. Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees. 	<ul style="list-style-type: none"> Allow small, low-impact commercial uses to be located along the edges of the corridor, particularly at intersections with neighborhood arterials. Review the quantity and quality of access points connecting the West Side area and the Trail.
Form Policies	<ul style="list-style-type: none"> Renovate and upgrade buildings to a high standard of architectural design. Require designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way. Improve the public right-of-way to include space for pedestrians and bicycles. Reinforce streetscape elements and pedestrian amenities that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. Reconfigure and add landscaping to large parking lots. Encourage shared parking among retailers. Surface parking lots, garages and covered parking should be placed to the side or rear of buildings. Residential uses on neighborhood arterials should maintain a street-friendly appearance and avoid fences, walls and other visual barriers. 	<ul style="list-style-type: none"> Maintain and improve visibility to and within the Trail area. Preserve and maintain natural landscaping in the area, and continue efforts to incorporate open space features in all new developments. Create periodic rest areas along the trail, preferably at scenic locations. Incorporate public art where feasible and integrate with trail design and native plantings.
Redevelopment Strategies	<ul style="list-style-type: none"> Seek a Main Street mix of destination retail and local neighborhood-serving businesses that will effectively compete with nearby suburban malls and big box retail. Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the arterial. Provide adequate funding for the maintenance of public spaces, boulevards, and streetscapes. 	<ul style="list-style-type: none"> Create safe access points to all trails and parkways. Encourage signage and way-finding elements that identify public access to parks, parkways, and trail from surrounding neighborhoods. Consider small, informal parking areas adjacent to major Trail access points to encourage visitors traveling by automobile to visit the corridor.
Actions	<ul style="list-style-type: none"> Work with local businesses to improve storefronts and street frontages. Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. Create safe pedestrian and bicycle access points that between neighborhood arterials and adjacent neighborhoods. 	<ul style="list-style-type: none"> Continue to actively promote the Hank Aaron State Trail as a regional connector and tourist attraction. Work with representatives from various destinations along the trail to create amenities and promote economic development activity adjacent to the corridor.

Chapter 5

CATALYTIC PROJECTS & INITIATIVES

INTRODUCTION

Throughout the planning and public input process for the West Side Area Plan, several redevelopment projects and programs aimed at increasing both economic value and community identity were identified. The implementation of these “catalytic” projects and programs will represent a significant financial investment in the neighborhood, enhance the visual character of the West Side, and potentially attract additional reinvestment in neighboring properties.

A series of catalytic projects have been selected for the West Side, as illustrated in Figure 5-1, including: redevelopment principles and concepts for commercial corridors and gateways; redevelopment opportunities and illustrated design principles for local business and neighborhood shopping districts; a neighborhood improvement demonstration project; and summaries of two significant ongoing planning/implementation projects.

Each recommended project and initiative provides users with a community-supported vision, as well as general guidelines and tools for redevelopment. In some cases, illustrated design concepts

have been included to provide a sample vision for the selected site and to supplement the text descriptions. The spirit of these concepts is to assist property owners, developers, investors, and City departments in understanding and supporting a consensus-based vision for the area. The illustrations explain and provide detailed examples that are consistent with the goals, objectives, and policies identified in previous Plan chapters. However, it is important to understand that the catalytic design concepts are not intended to constitute finalized site plans or redevelopment projects. They do not negate individual property rights or zoning requirements, nor do they represent an intent to override ongoing planning efforts. The concepts are a useful tool for depicting design alternatives at different levels of investment or for different approaches to development or “build-out.” They typically include guiding principles for long-term economic success and environmental sustainability of the area.

In summary, catalytic projects for the West Side were identified through the public input process and selected for (1) their ability to have a large, significant and positive economic impact on the immediate and surrounding area, e.g., job creation,

improvements to services, shopping, or quality-of-life for Milwaukee residents; (2) their potential for leveraging investment both in the project area and in surrounding or spin-off projects that add long term value to the property tax base; and (3) their demonstrated basis for partnership with both the private sector businesses and community-based organizations in the project area, to ensure that project goals are met and a high standard of development is achieved.

- Mosaic on Burleigh - Visioning & Strategic Planning for the Burleigh Main Street District and BID #27 (*page 145*)

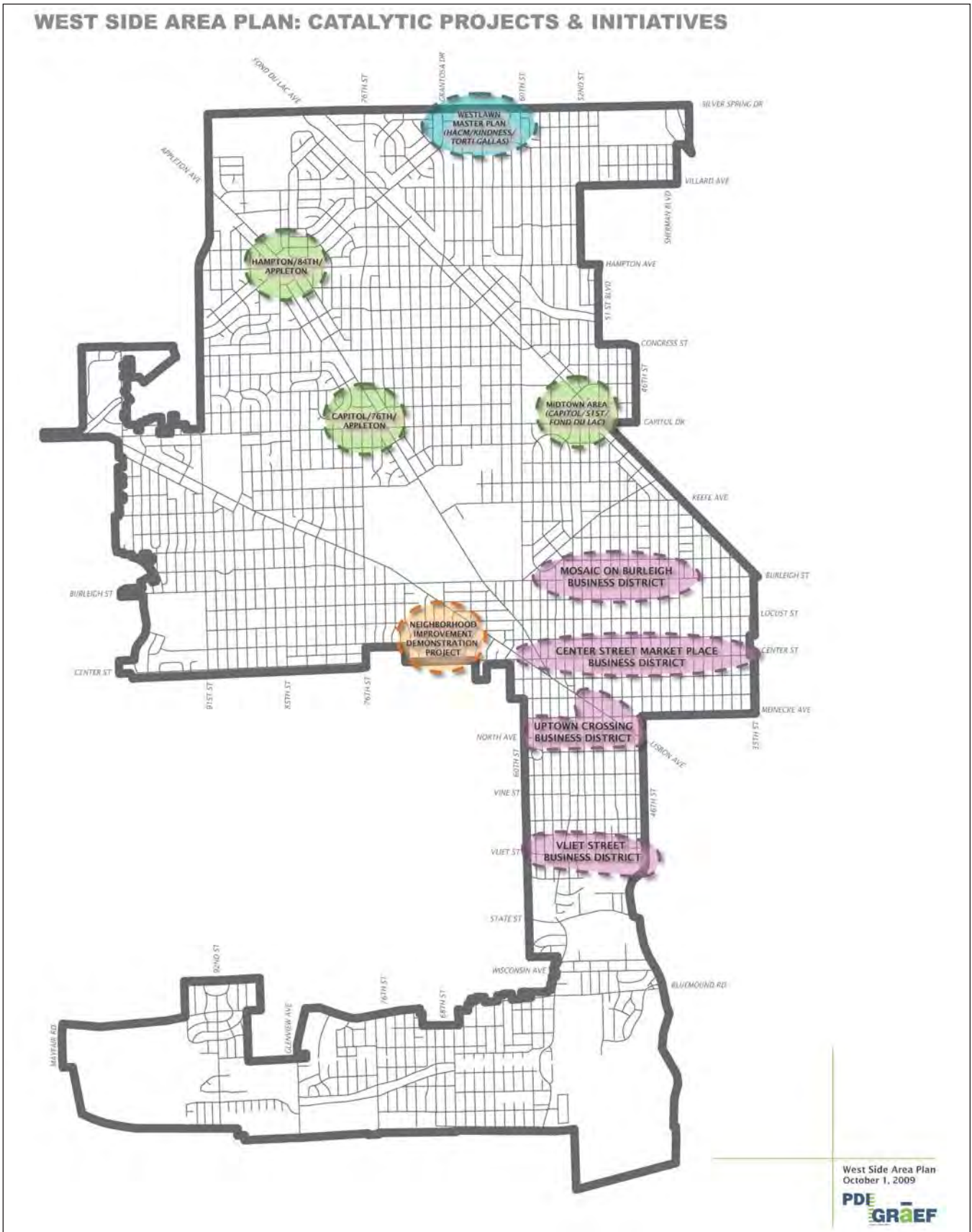
CATALYTIC PROJECT STRUCTURE

Each catalytic project or initiative includes: a detailed description of existing conditions; an overall vision for the selected study area; a series of strategies and recommendations, which may include an illustrated design concept; identified responsible parties; and a recommended timeline for implementation. The aforementioned design concepts are intended to be illustrative possibilities or design scenarios for how the project goals could be achieved.

Catalytic Projects and Initiatives Include:

- Gateway Zones & Aging Commercial Corridors (*page 108*)
 - Midtown Gateway Area (*page 109*)
 - Capitol Drive / 76th Street / Appleton Avenue (*page 113*)
 - Hampton Avenue / Appleton Avenue / 84th Street / Grantosa Drive (*page 118*)
- Local Business & Neighborhood Shopping Districts (*page 123*)
 - Redevelopment Opportunities (*page 123*)
 - Illustrated Design Manual (*page 142*)
- Neighborhood Improvement Demonstration Project (*page 143*)
- Major & Ongoing Initiatives (*page 144*)
 - Master Plan for the Revitalization of Westlawn (Housing Authority of the City of Milwaukee) (*page 144*)

Figure 5-1. Catalytic Projects & Initiatives



GATEWAY ZONES & AGING COMMERCIAL CORRIDORS

The West Side plan area includes several commercial corridors, many of which converge or intersect to create significant nodes of activity, shopping districts and gateways to the various neighborhoods. In these circumstances, “Gateway Zones” are formed and present special opportunities - and, at times, challenges - to the businesses, property owners, and various users of the corridors. The first set of catalytic projects identifies the components of gateway zones and then applies the concept to three specific areas within the Plan boundary. In addition to diagramming the gateway zones for the three target study areas, illustrated design concepts are included to show how the concept could be applied within the built environment.

Introduction: Gateway Zones

Gateway Zones offer opportunities for creating highly visible improvements and establishing community identity at key intersections. Within each “gateway,” there may be several zones - each with its own characteristics and purpose. The intent of identifying Gateway Zones is to identify possible redevelopment and/or property enhancement opportunities, set a framework to support the long term vitality and sustainability of the corridors/nodes over the long-term, and to create a sense of place for the neighborhoods.

The following zones may be found within a “Gateway Zone”:

Intersection Zones

The Intersection Zone (highlighted in yellow) is the most visible part of the gateway with the most potential for establishing an inviting character and distinct identity.



Block Zones

Block Zones (illustrated with heavy, solid blue lines) are contiguous pieces of property where there are opportunities for joint improvement efforts between businesses and property owners.



Block Transition Zones

Block Transition Zones (illustrated with dashed blue lines) include properties where there may be opportunities for “multi-block” investment as a result of property consolidation or joint improvement plans by adjacent property owners and businesses.



Arterial Traffic Corridors

Primary business corridors (indicated by heavy red dashed lines) with significant, multi-modal traffic. Investments along arterial traffic corridors should be coordinated between property owners and businesses in order to create an impression of continuous investment and identity.



Secondary Traffic Corridors

Secondary Traffic Corridors (indicated by smaller red dashed lines) link to major arterials and may offer opportunities for smaller, lower-intensity investment, such as improvements to existing properties and/or redevelopment at the discretion of property owners.



GATEWAY ZONES & AGING COMMERCIAL CORRIDORS

MIDTOWN GATEWAY AREA

Existing Conditions

The Midtown Area is generally located within the boundary of Capitol Drive, 51st Street, Fond du Lac Avenue, and 60th Street. Formerly home to the Capitol Court Shopping Center, this area went through an extensive transformation and redevelopment in 2001, allowing confidence to be restored to the area and its surrounding neighborhoods.



High traffic counts and strong residential density create a vibrant market for the Midtown Area, along with recent commercial and retail investments. The intersection of Capitol, 51st, and Fond du Lac makes this visibly active area a prime location for



additional investment and redevelopment due to its readily accessible location for both vehicular and pedestrian traffic.

Building on the recent improvements of this area will: strengthen its identity; support its long-term vitality; and encourage property investment and redevelopment. Ultimately, this benefits not only the Midtown Area, but increases and stabilizes the value of the neighborhood at large.



Vision

The Midtown Area includes several strong assets; this catalytic project highlights opportunities to capitalize upon these strengths and extend them to the rest of the Midtown Triangle and along the adjacent corridors. Critical emphasis is given to the Town Square/Main Street design of the Midtown Center which could be extended or expanded upon; gateways (see *Intersection Zones*) which heighten awareness of the district and strengthen the area's identity; and the potential of the surrounding commercial corridors for increasing the Midtown area's attractiveness as a retail destination.

The goals of this catalytic project include (but are not limited to):

- Expand upon Midtown Center's success
- Heighten visual prominence and establish gateway identities
- Identify opportunities for redevelopment and property enhancement
- Improve pedestrian amenities and continue to support transit
- To the extent possible, extend the Midtown design concept (walkable, pedestrian-friendly, Main Street) to the surrounding area
- Increase land value and provide stability to the area
- Improve the perception of the area surrounding Midtown Center

Midtown Gateway Area

The following gateway zones are described below and illustrated for the Midtown Gateway Area in Figure 5-2.

Intersection Zones

The intersection zone of Capitol and Fond du Lac should include a strong gateway feature that establishes a distinct identity for the Midtown area and draws upon the character of the Midtown shopping center. This could include significant streetscaping and/or signage. As an alternative to using a landscape feature (at the property owner's discretion) - a signature building could become a gateway feature for the Midtown triangle. For example, an architecturally significant building with a zero setback could serve as a visual landmark for the area. A signature bus shelter could at a minimum, add an identifying feature.



Existing median at the intersection of Capitol Dr., Fond du Lac Ave, and 51st St. Applying recommendations for the intersection zone, the median could be improved with improved landscaping to screen utilities and define the pedestrian zone. Alternatively, if the above ground utility boxes are not required, a public art feature could become a welcoming gateway feature (see image at right from the Uptown Crossing BID).



Block Zones

Within the block zones, a contiguous streetscape program should be encouraged along the pedestrian right-of-way. Surface parking between the principal building facade and the pedestrian right-of-way should be discouraged along the block zone, located behind the buildings or concentrated in the middle of the zone, so as to minimize interruption to the building pattern.

Block Transition Zones

Block transition zones highlight opportunities for properties to establish a joint improvement or redevelopment proposal. In these cases, the improvement would have an impact on multiple block faces at once and represents a much larger coordinated effort. There are also opportunities to incorporate public plazas and/or open spaces into these larger redevelopment projects.

Arterial Traffic Corridors

Compatible architectural styles should be utilized along the arterial traffic corridor to create an identity for the Midtown area. Increased streetscape and landscaping should also be introduced, as well as key points-of-entry for each building.

Secondary Traffic Corridors

The secondary traffic corridors should incorporate access to surface parking, as well as secondary points-of-entry for each building. If service areas are necessary, they should be accessed from the secondary traffic corridor and adequately screened with landscaping or high-quality fencing materials.

Figure 5-2. Midtown Gateway Area



GATEWAY ZONES: MIDTOWN AREA (CAPITOL DR, 51ST ST, FOND DU LAC AVE, 60TH ST)

Legend

-  Intersection Zones
-  Block Zones
-  Block Transition Zones
-  Arterial Traffic Corridors
-  Secondary Traffic Corridors

Strategies & Recommendations

The catalytic diagram created for the Midtown Area (Figure 5-3) focuses around the intersection of Capitol Dr. with Fond du Lac Ave and 51st St. and illustrates the following recommendations:

- Establish a significant pedestrian zone at the primary intersection, which could include landscaping, pedestrian amenities, and traffic calming measures to increase pedestrian safety
- Encourage additional streetscaping, which may include planters within the sidewalk or garden-style boulevards within the medians, along the primary corridors
- When there are opportunities for infill redevelopment or business expansion, encourage buildings to reinforce the street edge and locate parking to the side or rear of the principal building facade.
- Support and expand facade grant opportunities for the properties within the Midtown area, which further supports the identity of the larger area

- Incorporate pedestrian and bicycle linkages between the neighborhoods and shopping/service areas, when possible
- Improve vehicular circulation by limiting curb cuts and consolidating access drives as much as possible

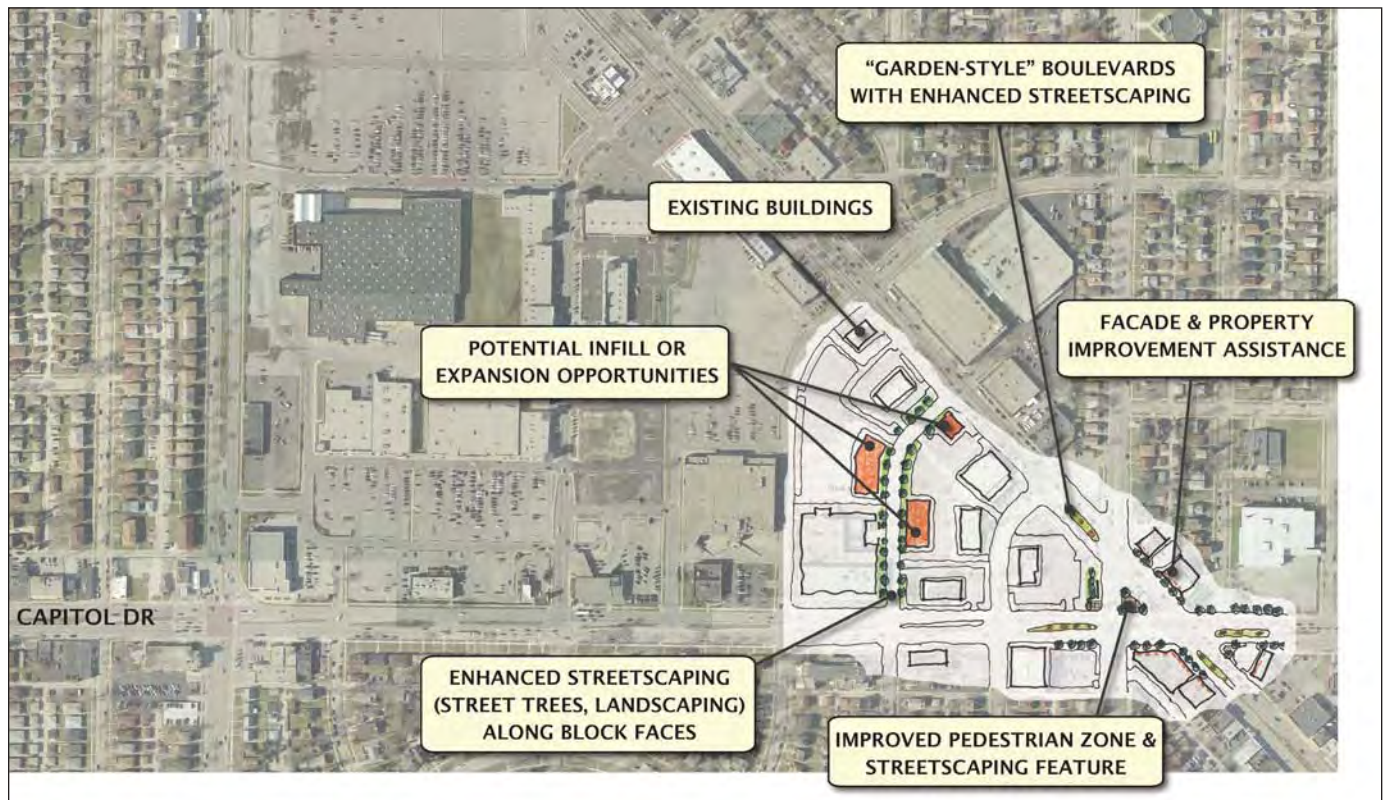
Responsible Parties

- Developer(s)
- Property Owner(s)
- Department of City Development
- Redevelopment Authority of the City of Milwaukee
- Department of Public Works

Timing

This option should begin with a discussion between the City, Midtown Business Association, and other key stakeholders to analyze and determine potential opportunities that are a result of the current economic climate and local market conditions.

Figure 5-3. Midtown Gateway Area Concept

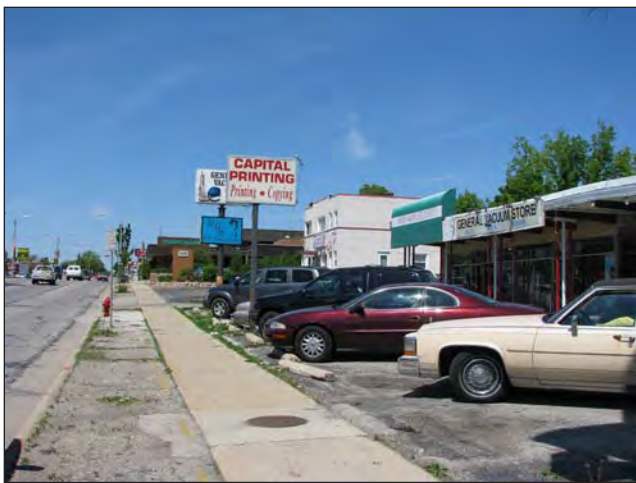


GATEWAY ZONES & AGING COMMERCIAL CORRIDORS

CAPITOL DRIVE / 76TH STREET / APPLETON AVENUE

Existing Conditions

The intersection of Capitol Dr., 76th St., and Appleton Ave represents a major node with high volumes of both local and commuter vehicular traffic. This active area is a prime location for development due to its exceptional visibility and accessibility, as well as its proximity to several established neighborhoods. In addition to retail



and office uses, there are many options for transit and civic services available within the study area. Strengthening the identity of this node, while encouraging a stable mix of uses, will increase the economic and social value of the immediate area, as well as the surrounding neighborhoods.



Vision

The vision for this active destination node focuses on enhancing the positive aspects of the area by capitalizing on its strengths. Through this process, the node will develop a distinct identity as a destination - this is something the neighborhood residents currently feel is lacking along many of the auto-oriented corridors.

The goals of this catalytic project include (but are not limited to):

- Heighten visual prominence and establish gateway identities
- Increase land value and provide stability to the area
- Identify opportunities for redevelopment and property enhancement
- Encourage additional investment along the primary corridors (Capitol Dr., 76th St., and Appleton Ave)
- Provide high quality residential options where opportunities exist to blend residential with commercial uses.
- Create public green space/open space, plazas, and/or landscaped courtyards.
- Improve pedestrian amenities and continue to support transit
- Work with property owners to address building and landscape code violations. Bring all properties up to code.
- Improve the perception of the area

Capitol Drive /76th Street /Appleton Avenue Gateway Area

The following gateway zones are described below and illustrated for the Capitol Drive/76th Street/Appleton Avenue Gateway Area in Figure 5-4.

Intersection Zones

The intersection zones displayed on the diagrams should all include strong gateway features that establish a clear identity for the Capitol/76th/Appleton area. Opportunities could include a building, significant landscaping, signage, or other special feature located at the street edge in the specific locations noted in the diagram.

Block Zones

Within the block zones, a contiguous streetscape program of improvements should be encouraged along the pedestrian right-of-way. Surface parking between the principal building facade and the pedestrian right-of-way should be discouraged along the block zone, located behind the buildings or concentrated in the middle of the zone, so as to minimize interruption to the building pattern.

Block Transition Zones

Block transition zones highlight opportunities for properties to establish a joint improvement or redevelopment proposal. In these cases, the improvement would have an impact on multiple block faces at once and represents a much larger coordinated effort. There are also opportunities to incorporate public plazas and/or open spaces into these larger redevelopment projects.

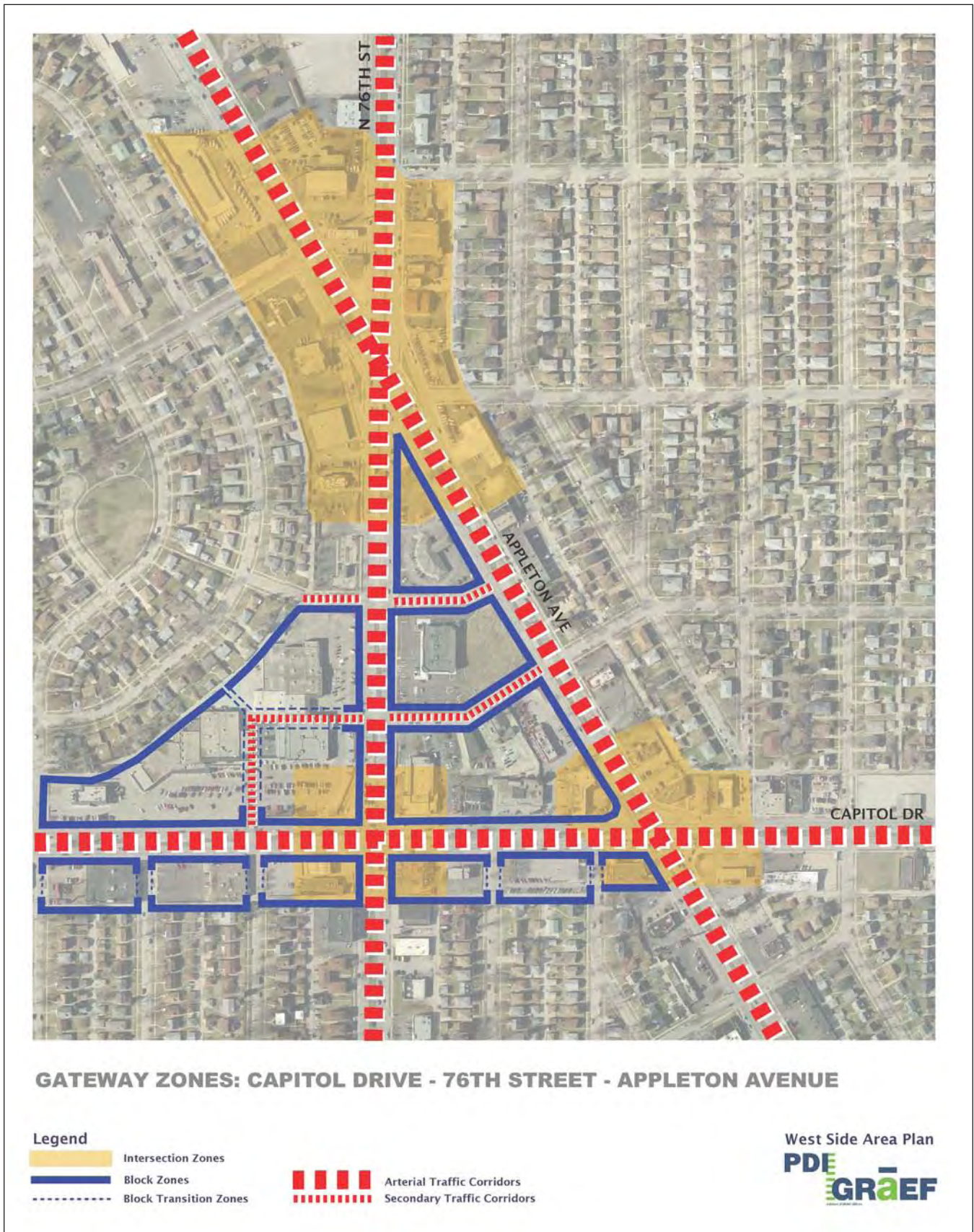
Arterial Traffic Corridors

Compatible architectural styles should be utilized along the arterial traffic corridor to create an identity for the Capitol Drive area. Increased streetscape and landscaping should also be introduced, as well as key points-of-entry for each building.

Secondary Traffic Corridors

The secondary traffic corridors should incorporate access to surface parking, as well as secondary points-of-entry for each building. If service areas are necessary, they should be accessed from the secondary traffic corridor and adequately screened with landscaping or high-quality fencing materials.

Figure 5-4. Capitol Drive/76th Street/Appleton Avenue Gateway Area



Strategies & Recommendations

Two alternate catalytic diagrams were created for the Capitol Drive / 76th Street / Appleton Avenue Gateway Area. The following bullet points describe the alternatives presented in Concept 1 (Figure 5-5) and Concept 2 (Figure 5-6).

Concept 1

- Establish a significant pedestrian zone at the primary intersections, which could include landscaping, pedestrian amenities, and traffic calming measures to increase pedestrian safety
- Introduce a gateway feature at the intersection of Appleton and Capitol
- Eliminate the right-turn bypass lane at the northwest corner of the intersection of Capitol and 76th Street

- Where there are opportunities for infill redevelopment or business expansion, encourage buildings that reinforce the street edge by locating parking behind or alongside the building
- Include a “green” focal point within the parking courtyard of the block that is defined by Capitol to the south and Appleton to the east, which also provides a green link into the adjacent neighborhoods
- Incorporate pedestrian and bicycle connections between the neighborhoods and shopping/service areas
- Improve vehicular circulation by limiting curb cuts and consolidating access drives

Figure 5-5. Capitol Drive/76th Street/Appleton Avenue Gateway Area Concept 1



Concept 2

In addition to the strategies and recommendations shown in Concept 1, the alternative for Concept 2 proposes a different building configuration with new, high-quality residential options and integrated green space/open space, linking into adjacent neighborhoods.

Timing

This option should begin with a discussion between the City, developers, investors, neighborhood groups, and area property owners to analyze and determine potential opportunities that are a result of the current economic climate and local market conditions.

Responsible Parties

- Developer(s)
- Property Owner(s)
- Department of City Development
- Redevelopment Authority of the City of Milwaukee
- Department of Public Works

Figure 5-6. Capitol Drive/76th Street/Appleton Avenue Gateway Area Concept 2



GATEWAY ZONES & AGING COMMERCIAL CORRIDORS

**HAMPTON AVENUE / APPLETON AVENUE /
84TH STREET / GRANTOSA DRIVE**

Existing Conditions

The intersection of Hampton Ave, Appleton Ave, and Grantosa Dr. is well traveled with significant traffic counts, commercial uses, residential uses, and pedestrian activity. The intersection's proximity to US 45, STH 145, and the Lawrence J. Timmerman Airport makes this active node a prime location for



development due to its exceptional visibility and accessibility. An existing vacant building (former Kohl's store), as well as underutilized parking lots, provide the opportunity to re-envision the area as a destination for the adjacent neighborhoods as well as the larger community.



Recent Developments

Given Milwaukee County's current budget and planned cuts for the Milwaukee Public Library System, there is a real likelihood that the Capitol and Mill Road Libraries will be closed at some point in the near future. Based on that eventuality, there is a compelling argument for taking the vacant Kohl's store at the intersection of Appleton and Hampton and making it the site of a new larger library. The lease space has been unused for several years. It has excellent parking and access from two major streets. The structure is in good

condition and may make the site a good candidate for a building retrofit to create a library rather than build a new structure from the ground up. To add to the viability of this re-use, a developer could place a coffee shop with an expanded seating area in an adjacent space to add to the attractiveness of the library. This redevelopment strategy is explicitly mentioned under Concept 1 as a way to reinvest in the existing "medium box" that is the former Kohl's store.

Vision

The vision for the Hampton Avenue / Appleton Avenue / 84th Street / Grantosa Drive node focuses on building upon existing strengths, reusing underutilized spaces, and integrating the neighborhood into the study area. The intent is to develop a unique identity for the area, which is something that many residents expressed is lacking.

The goals of this catalytic project include (but are not limited to):

- Establish an identifiable character for the area
- Increase land value and provide stability to the area
- Encourage new investment along Hampton and Appleton Avenues
- Identify opportunities for redevelopment and property enhancement, including the reuse of vacant or underutilized properties
- Provide opportunities for high quality residential options that will blend into the existing neighborhoods
- Use green spaces, community gathering places and a strong pedestrian network to link surrounding neighborhoods to the center of commercial activity or "destination node"
- Improve pedestrian amenities and overall walking environment
- Continue to support transit and transit-oriented development
- Improve the perception of the area

Hampton Avenue /Appleton Avenue /84th Street /Grantosa Drive Gateway Area

The following gateway zones are described below and illustrated for the Hampton Avenue/Appleton Avenue/84th Street/Grantosa Drive Gateway Area in Figure 5-7.

Intersection Zones

The intersection zones displayed on the diagrams should all include strong gateway features that establish a strong character for the Hampton/Appleton/Grantosa area. Opportunities could include a building, significant landscaping, signage, or other special feature located at the street edge in the specific locations noted in the diagram.

Block Zones

Within the block zones, a contiguous streetscape program of improvements should be encouraged along the pedestrian right-of-way. Surface parking between the principal building facade and the pedestrian right-of-way should be discouraged along the block zone, located behind the buildings or concentrated in the middle of the zone, so as to minimize interruption to the building pattern.

Block Transition Zones

Block transition zones highlight opportunities for properties to establish a joint improvement or redevelopment proposal. In these cases, the improvement would have an impact on multiple block faces at once and represents a much larger coordinated effort. There are also opportunities to incorporate public plazas and/or open spaces into these larger redevelopment projects.

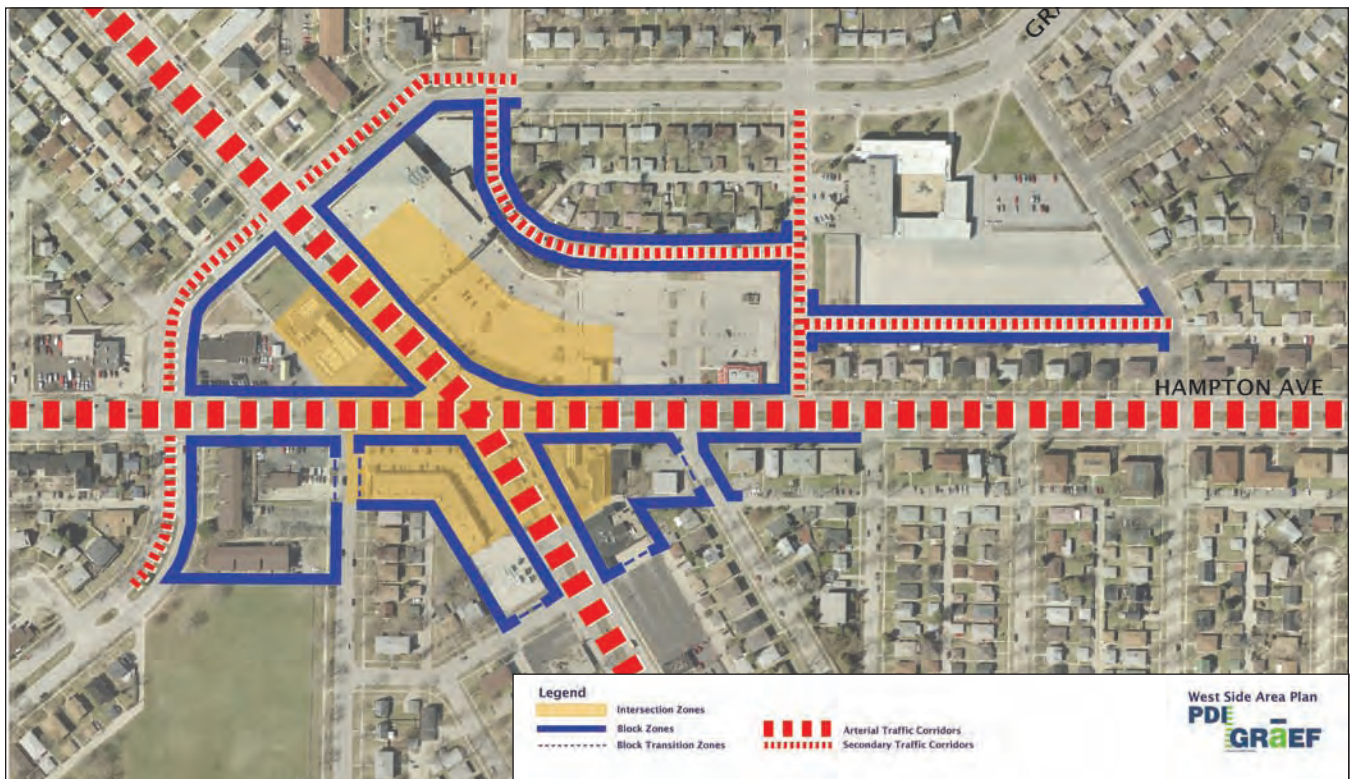
Arterial Traffic Corridors

Compatible architectural styles should be utilized along the arterial traffic corridor to create an identity for the area. Increased streetscape and landscaping should also be introduced, as well as key points-of-entry for each building.

Secondary Traffic Corridors

The secondary traffic corridors should incorporate access to surface parking, as well as secondary points-of-entry for each building. If service areas are necessary, they should be accessed from the secondary traffic corridor and adequately screened with landscaping or high-quality fencing materials.

Figure 5-7. Hampton Avenue/Appleton Avenue/84th Street/Grantosa Drive Gateway Area



Strategies & Recommendations

Two alternate catalytic diagrams were created for the Hampton Avenue/Appleton Avenue/84th Street /Grantosa Drive node. The following bullet points describe the alternatives presented in Concept 1 (Figure 5-8) and Concept 2 (Figure 5-9).

Concept 1

- Establish a significant gateway and pedestrian feature at the primary intersection, which could include a public plaza, landscaping, pedestrian amenities, and traffic calming measures to increase pedestrian safety
- When there are opportunities for infill redevelopment or business expansion, encourage buildings that reinforce the street edge by locating parking behind or alongside the building

- Incorporate green focal points, which may include community gardens, with pedestrian trails throughout the study area, which adds value to the neighborhood and encourages sustainable stormwater management
- Reinvest in the existing “medium box” as a multi-tenant reuse with compatible commercial and institutional users. For example, the building could be retrofitted to include a neighborhood library paired with companion commercial uses like a small coffee shop.
- Define “green” parking courtyards with buildings that hold the street edge; establish internal parking and vehicular circulation
- Incorporate pedestrian and bicycle linkages between the neighborhoods and shopping/ service areas, where possible

Figure 5-8. Hampton Avenue / Appleton Avenue / 84th Street / Grantosa Drive Gateway Area Concept 1



- Improve vehicular circulation by limiting curb cuts and consolidating access drives

Concept 2

The alternative presented in Concept 2 builds upon the objectives in Concept 1. In addition to supporting the bullets outlined above, Concept 2 proposes:

- Dissolve the existing “medium box” and redevelop with mixed-use, residential units, and green space
- Surround the public plaza space with mixed-use buildings to create a courtyard condition
- Incorporate new, high-quality residential options into redevelopment efforts, which include green space and links into the adjacent neighborhoods

Responsible Parties

- Developer(s)
- Property Owner(s)
- Department of City Development
- Redevelopment Authority of the City of Milwaukee
- Department of Public Works

Timing

This option should begin with a discussion between the City, developers, and affected property owners to analyze and determine potential opportunities that are a result of the current economic climate and local market conditions.

Figure 5-9. Hampton Avenue / Appleton Avenue / 84th Street / Grantosa Drive Gateway Area Concept 2



LOCAL BUSINESS AND NEIGHBORHOOD SHOPPING DISTRICTS

Within the West Side area, there are several local business and neighborhood shopping districts, each with a distinct identity and charm. Throughout the planning process, residents and business owners have expressed their support for these business districts, as well as their belief that vibrant local business and neighborhood shopping districts are an important part of their neighborhood and significantly improve their quality of life.

The following catalytic opportunities and tools aim to enhance these unique local business and neighborhood shopping districts and support their continued growth.

LOCAL BUSINESS AND NEIGHBORHOOD SHOPPING DISTRICTS

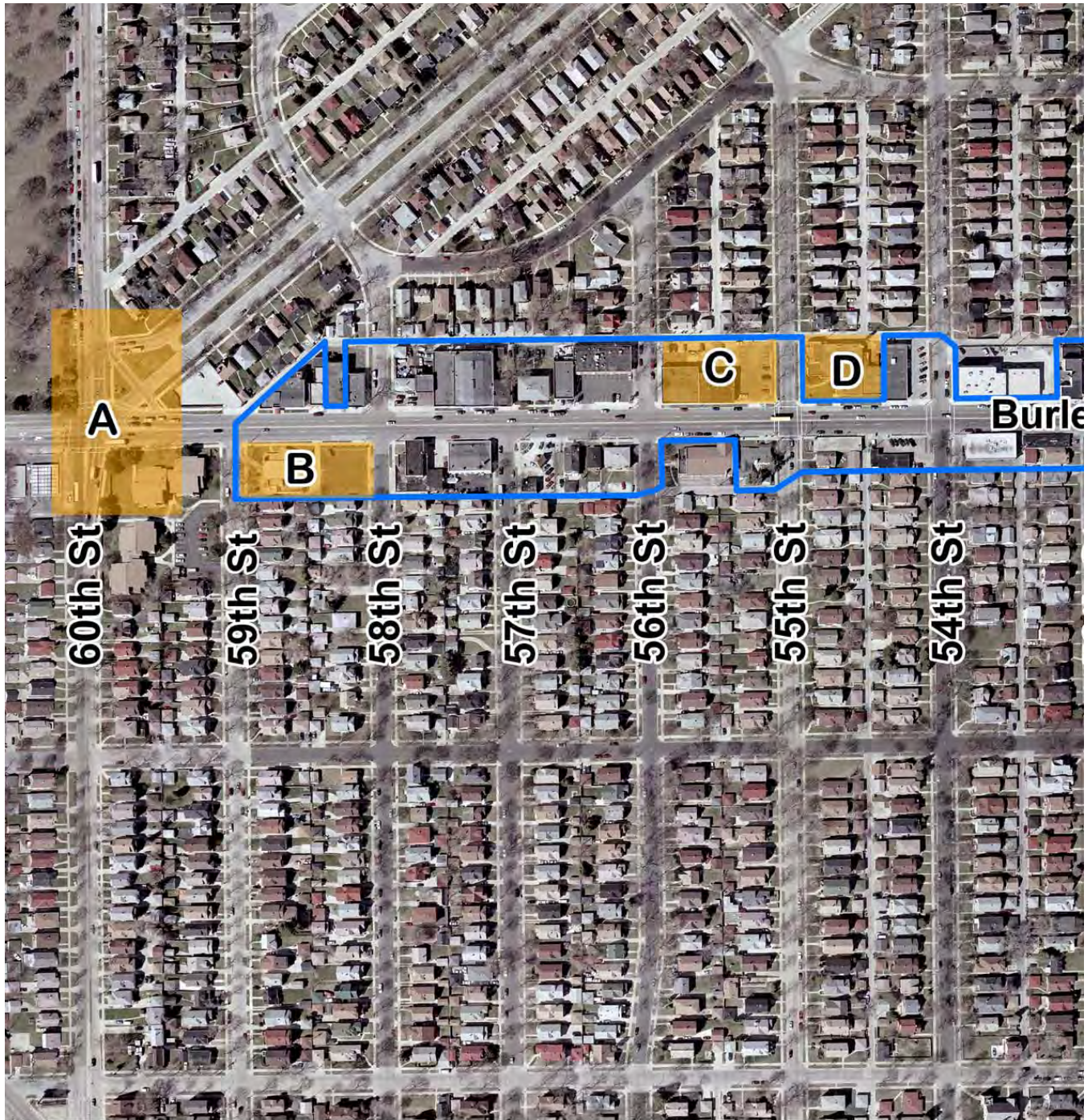
REDEVELOPMENT OPPORTUNITIES

The following maps are intended to further describe redevelopment opportunities within a limited number of neighborhood-oriented commercial districts. The identified assets and opportunities consist of the following: (1) anchors and landmarks; (2) destination retail; (3) historic structures; (4) gateway areas or locations; (5) buildings where rehab and renovation will improve the marketability of the district; (6) public places where improvements are needed; (7) building maintenance or code items that need to be addressed; (8) opportunities for public art, green space, or streetcape; (9) areas that will further specific business district goals and advance marketing efforts; and (10) sites that are susceptible to change or have experienced a recent change in ownership.

Redevelopment opportunity maps and descriptions are included for the following neighborhood-oriented shopping districts:

- Burleigh Street, BID #27
- Center Street Marketplace, BID #39
- Midtown Center
- North Avenue “Uptown Crossing,” BID #16
- Vliet Street Commercial District

BURLEIGH STREET BID #27

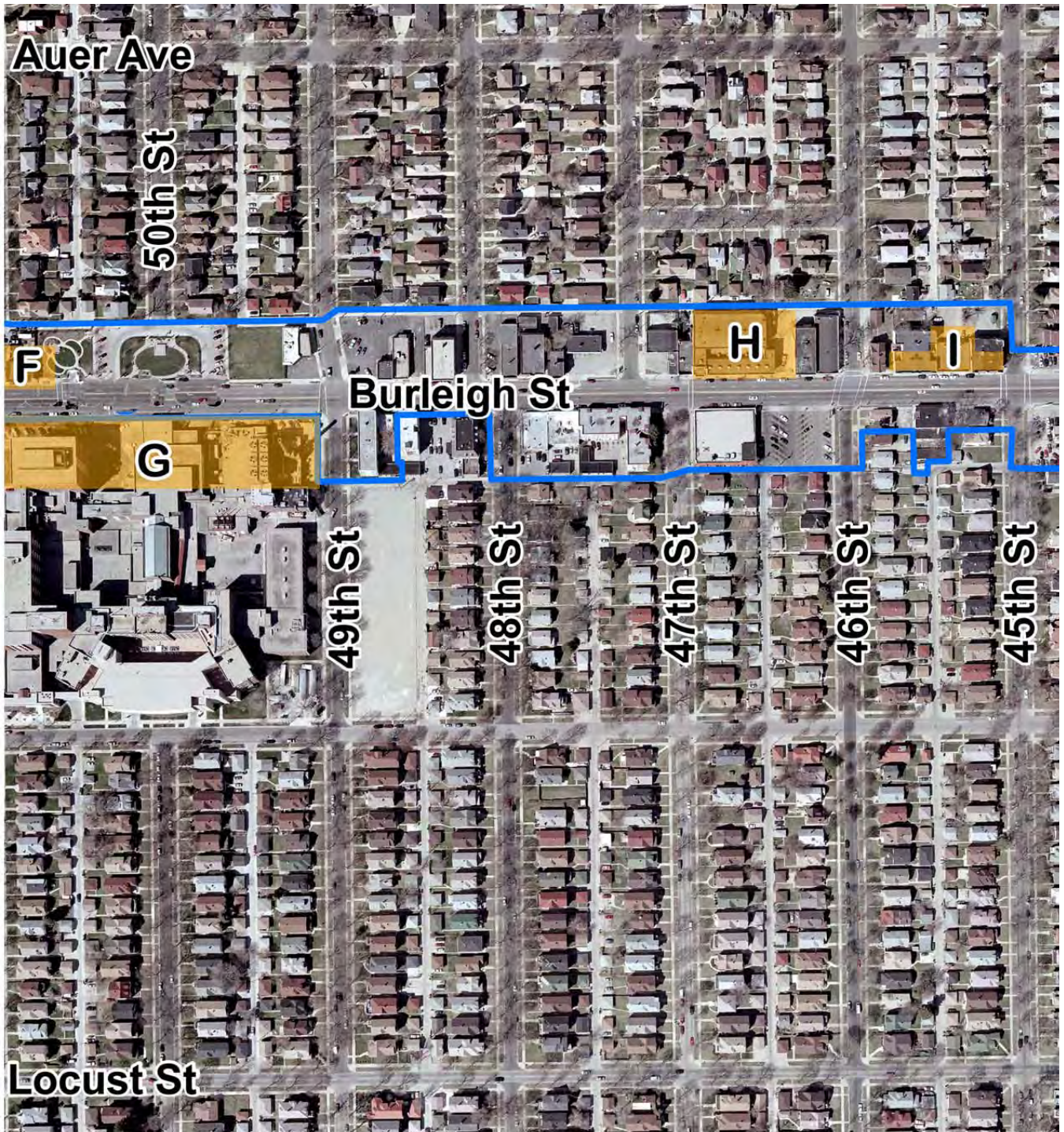


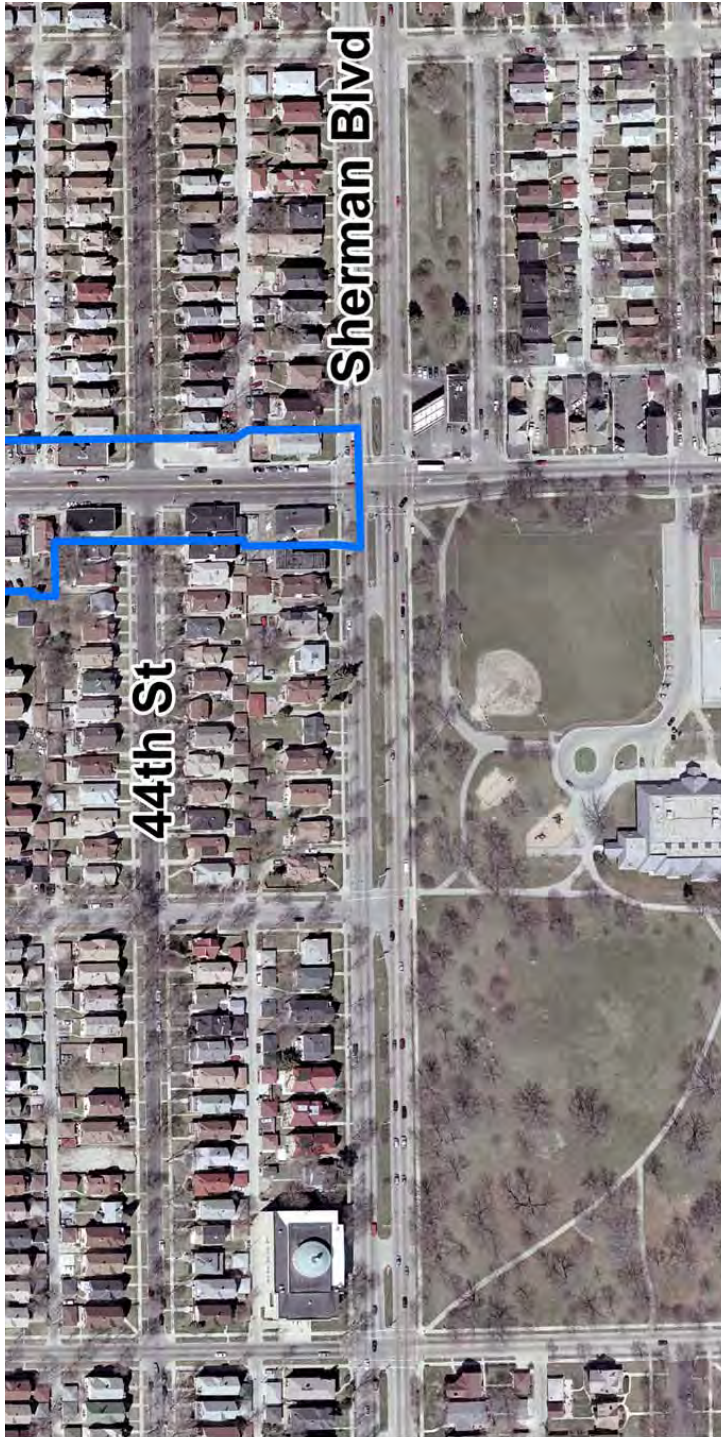
Notes:

- | | |
|---|--|
| 1: NE Corner 45th/Burleigh
Car Champs, needs landscape and street edge improvements | 5: South side of Burleigh 46th to 47th Street
Lena's Food Store Sherman Park is destination retail, needs landscape improvements to parking lot |
| 2: SE Corner 45th/Burleigh
TNT Auto Repair, needs landscape and street edge improvements | 6: BID plans to fund facade improvements for architecturally significant buildings |
| 3: Southside of Burleigh 45th to 46th Street
Isolated residences may be converted to commercial use | |
| 4: SE Corner 48th/Burleigh
Kosher Market is destination retail for Sherman Park Orthodox Jewish community, needs more street-friendly appearance | |



- A: Intersection of 60th/Roosevelt/Burleigh
Should be rationalized and improved for safety and appearance
- B: SE Corner of 59th and Burleigh St
Former funeral home could become a family restaurant or other viable reuse
- C: North side of Burleigh St between 55th and 56th
Derelict building should be acquired, rehabbed, and storefront restored
- D: NE Corner of 55th and Burleigh St
Building should be acquired and rehabbed
- E: NW Corner 51st and Burleigh St
Former BP gas station redevelopment site (adjacent to synagogue)
- F: NE Corner of 51st and Burleigh St
Vacant property next to Pacific Orient needs retail tenant, opportunity to do outdoor cafe overlooking St Joe's park

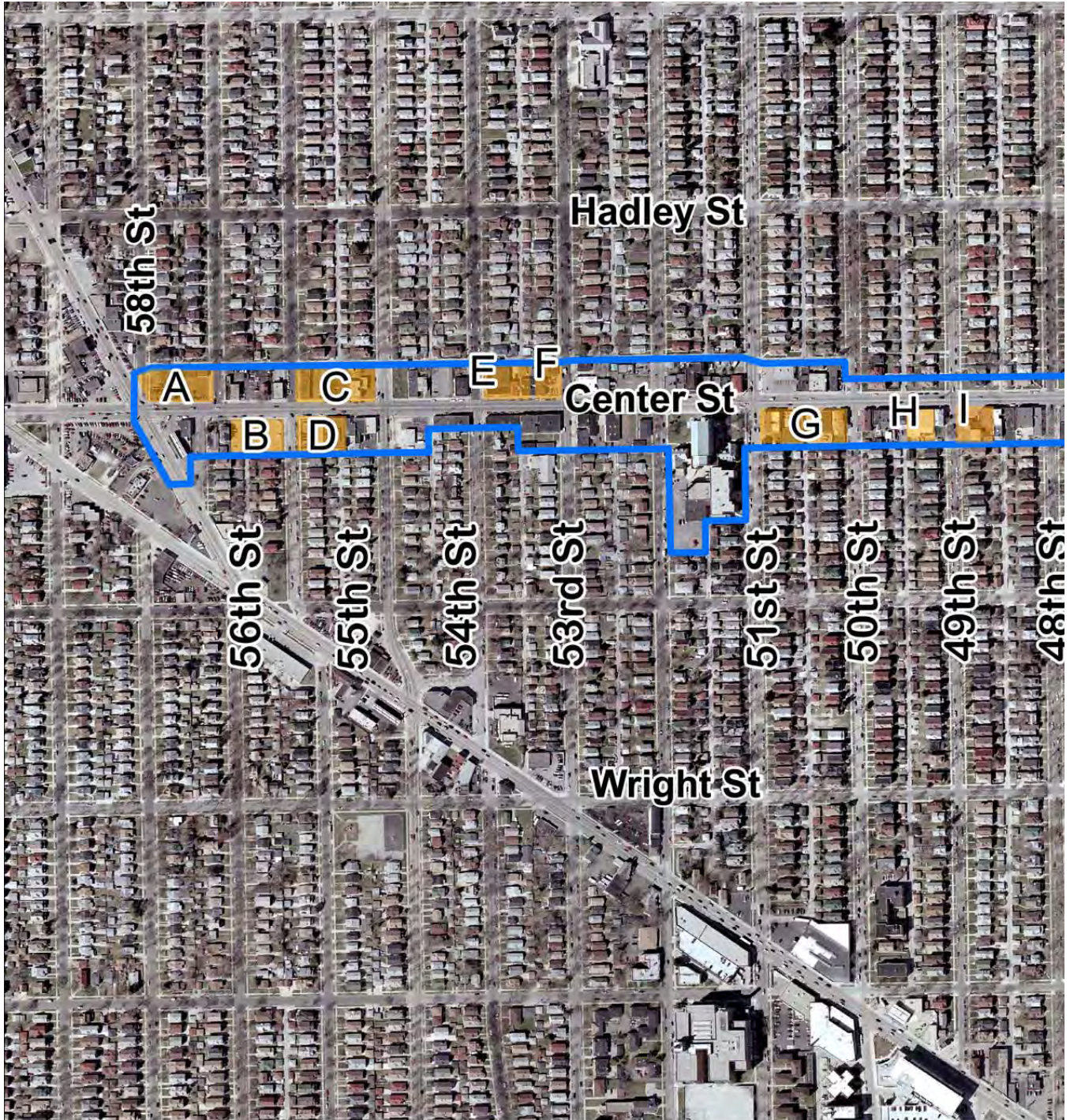




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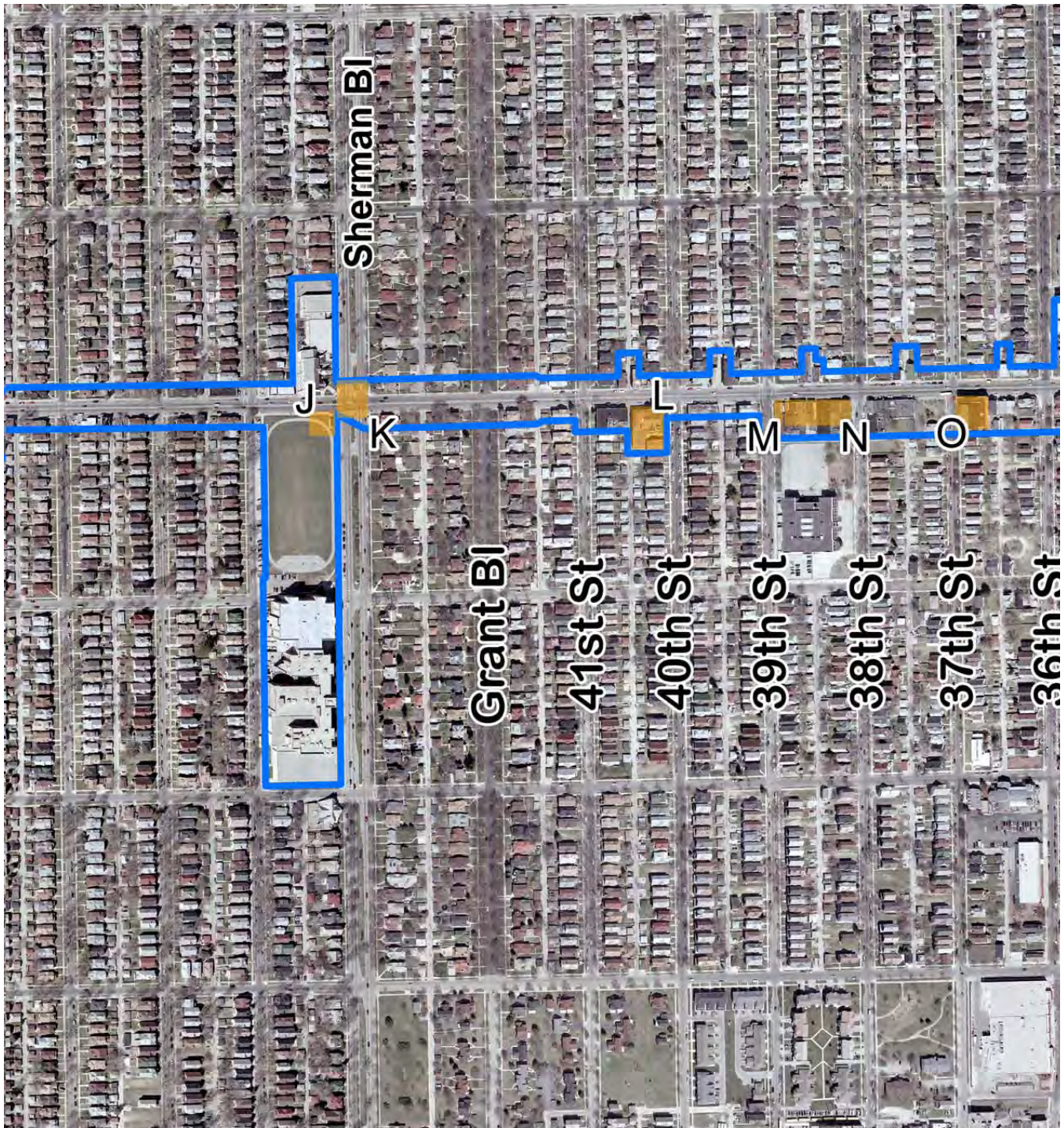
- G: South side of Burleigh St between 49th and 51st
St Joseph's Hospital (Wheaton Franciscan Health Care) is major anchor
- H: North side of Burleigh St between 46th and 47th
Sherman Theater Building (landmark building) needs anchor tenant
- I: North side of Burleigh St between 45th and 46th
Building in mid block presents redevelopment opportunity

CENTER STREET MARKETPLACE BID #39





- A: NE Corner of 58th and Center St
Law Office, anchor property
- B: SW Corner of 56th and Center St
Redevelopment opportunity, Post Office lot
- C: North side Center St between 55th and 56th St
Model block with street level retail and
apartments above
- D: SE Corner of 56th and Center St
Redevelopment opportunity, needs improvement
in appearance
- E: NW Corner of 53rd and Center St
Building up for auction, redevelopment
opportunity
- F: North side Center St between 53rd and 54th St
Building up for auction, redevelopment
opportunity
- G: South side Center St between 50th and 51st St
5048 W Center is redevelopment opportunity
- H: SW Corner of Center and 49th
Vacant corner store is a redevelopment
opportunity
- I: SE Corner of Center and 49th St
Redevelop corner as pedestrian oriented
commercial use
- J: SW Corner of Sherman Blvd and Center St
Washington High School needs
identity features, landscaping
- K: Intersection of Sherman Blvd and Center St
Needs to read more as a gateway intersection



- notes:
- 1: SE Corner 55th/Center
Large lot used for outdoor storage of antennas, needs screening (special use that does not contribute to commercial district)
 - 2: SE Corner 38th/Center
Possible candidate for facade grant
 - 3: Blocks between Sherman Blvd and 41st
Maintain as residential near 41st and Center St
 - 4: South side Center, 53rd to 54th Street
Facade grants would improve appearance

- 5: SE Corner 53rd/Center
Vacant buildings in need of facade work, signage
- 6: NW Corner 52nd/Center
Mr. P's Tires, needs facade/site improvements
- 7: NE Corner 52nd/Center
Barber shop, needs to clean up facade, remove weeds
- 8: SW Corner 36th/Center
Boarded up building in need of facade repair
- 9: NE Corner 51st/Center
Parking lot needs landscaping, fencing



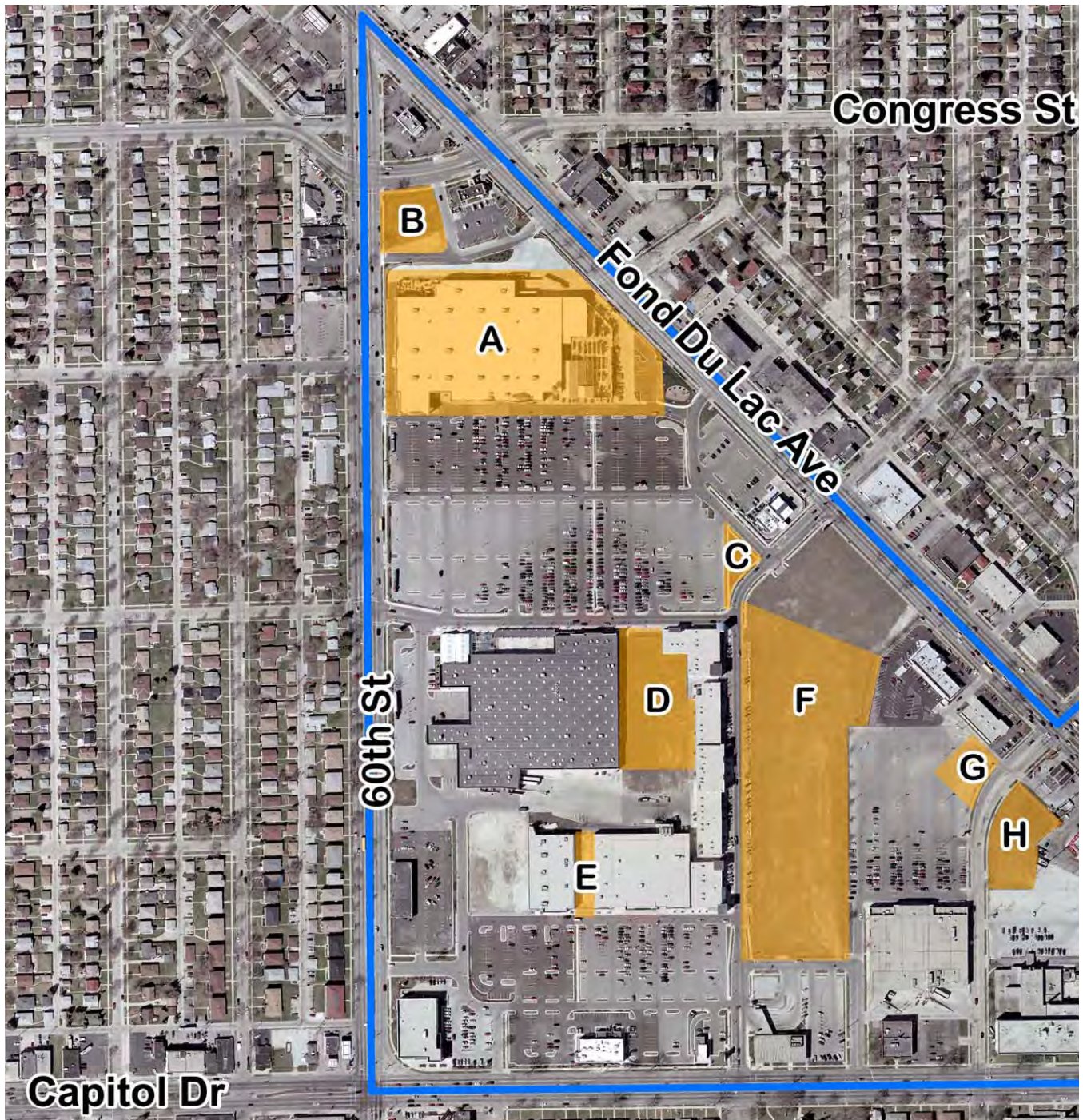
continued...

- J: SW Corner of Sherman Blvd and Center St
Washington High School needs identity features, landscaping
- K: Intersection of Sherman Blvd and Center St
Needs to read more as a gateway intersection
- L: SW Corner of 40th and Center St
Holy Cathedral Church, landmark building
- M: SE Corner of 39th and Center St
Gray block building (convenience store) needs facade improvement, signage
- N: South side Center between 38th and 39th St
Vacant buildings and board-ups need to be addressed
- O: SE Corner of 37th and Center St
Redevelopment opportunity, (demolition by neglect)
- P: SW Corner of 35th and Center St
Derelict Properties need to be addressed

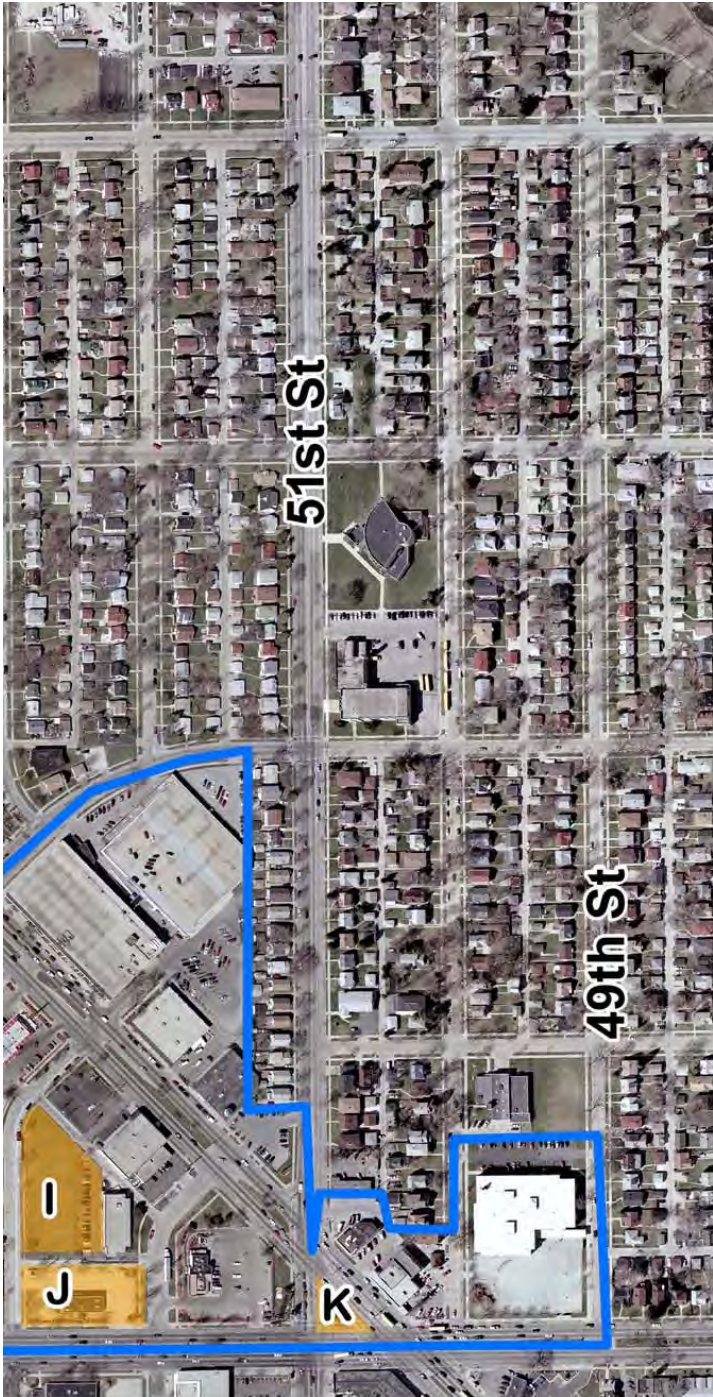
- 10: SE Corner 51st/Center
Corner store, facade needs repairs, replacement windows
- 11: North side Center, 50th to 51st Street
Board-ups and vacant properties need to be rehabbed, returned to tax base
- 12: NW Corner 50th/Center
Buildings need facade improvements
- 13: South side of Center, 49th to 50th Street
Buildings need facade improvements
- 14: South side of Center near 47 Street
Billboard on top should be relocated

- 15: NE Corner of 47th/Center
Family Sweets needs facade, parking lot improvements
- 16: South side of Center, 46th to 47th Street
Video store needs storefront windows, signage
- 17: SE Corner of 46th/Center
Day care playground needs improved fencing/landscaping
- 18: SW Corner of 34th/Center
Vacant city-owned property, redevelopment opportunity
- 19: SE Corner of 34th/Center
Architecturally unique older building currently boarded up
- 20: SE Corner of 35th/Center
Alliance Food Market needs building, site improvements

MIDTOWN CENTER

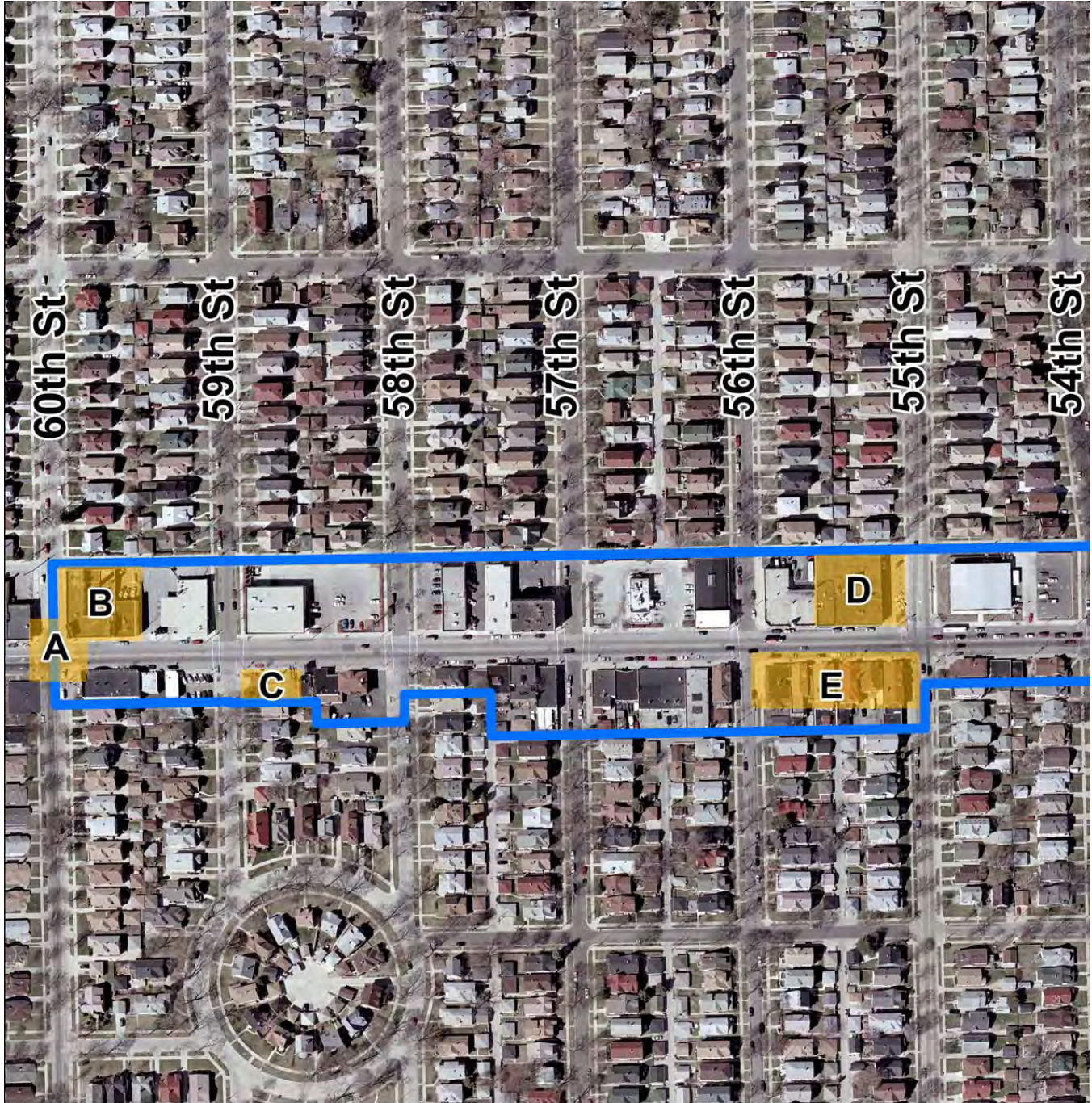


- notes:
- 1: Improve corridors surrounding Midtown Center
 - 2: Redevelop interior streets
 - 3: Improve connections between Midtown and peripheral uses.
 - 4: Add landscaping and streetscaping



- A: Former Lowe's Store - Redevelop as commercial "big box" compatible with Midtown Center uses
- B: Out lot available for lease
- C: Green area would provide a gateway opportunity for sculpture or landscaping
- D: Potential expansion site for Wal-Mart
- E: Potential infill site/expansion
- F: Vacant land and retail space is an opportunity for new businesses
- G: Out lot Possibility
- H: Vacant parking lot - re-use as infill development
- I: Infill site
- J: Rehabilitation near completion
- K: Gateway opportunity

NORTH AVENUE "UPTOWN CROSSING" BID #16



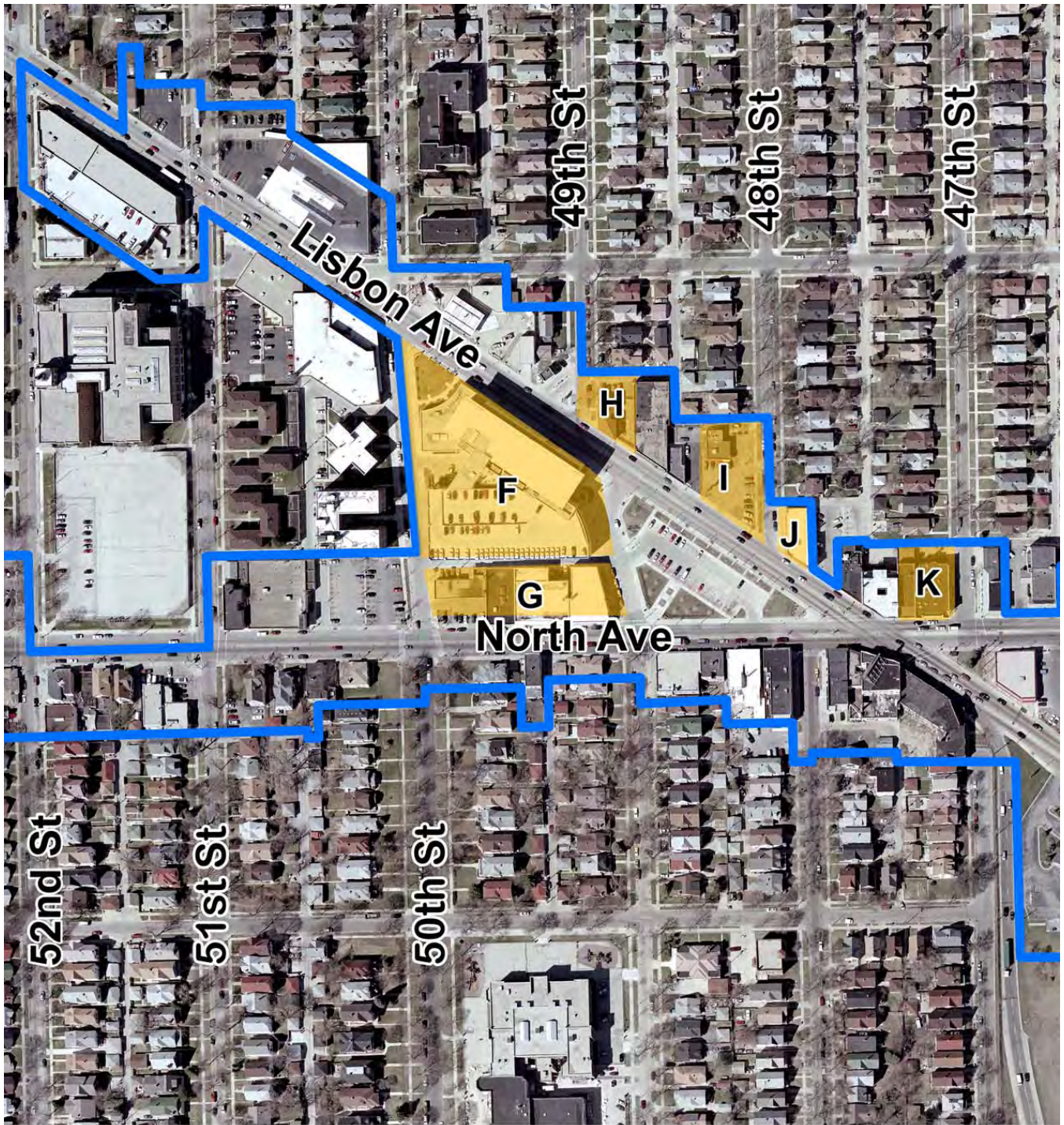
Notes:

1. Updown triangle at Lisbon/North/49th
Landscaped public parking lot with public art at point of triangle (Lisbon/North/48th) used to host public events, outdoor markets, etc.
2. North side of 51st/Lisbon
Lisbon Storm & Screen, anchor tenant but street edge is harsh, needs greening and streetscape treatment
3. SW corner of 59th/North
Used car lot, needs more attractive street frontage



- A: Gateway Intersection at 60th and North Ave
Needs further enhancement and Identity features
- B: NE Corner of 60th and North Ave
Gaslight Building has potential for adaptive reuse
- C: SE Corner of 59th and North Ave
Tire center needs landscaping, screening, and
a more positive appearance
- D: NW Corner of 55th and North Ave
Mecca Store is vacant and available for new
tenants
- E: South side between 55th & 56th along North Ave
Several storefronts are vacant and available
for new tenants

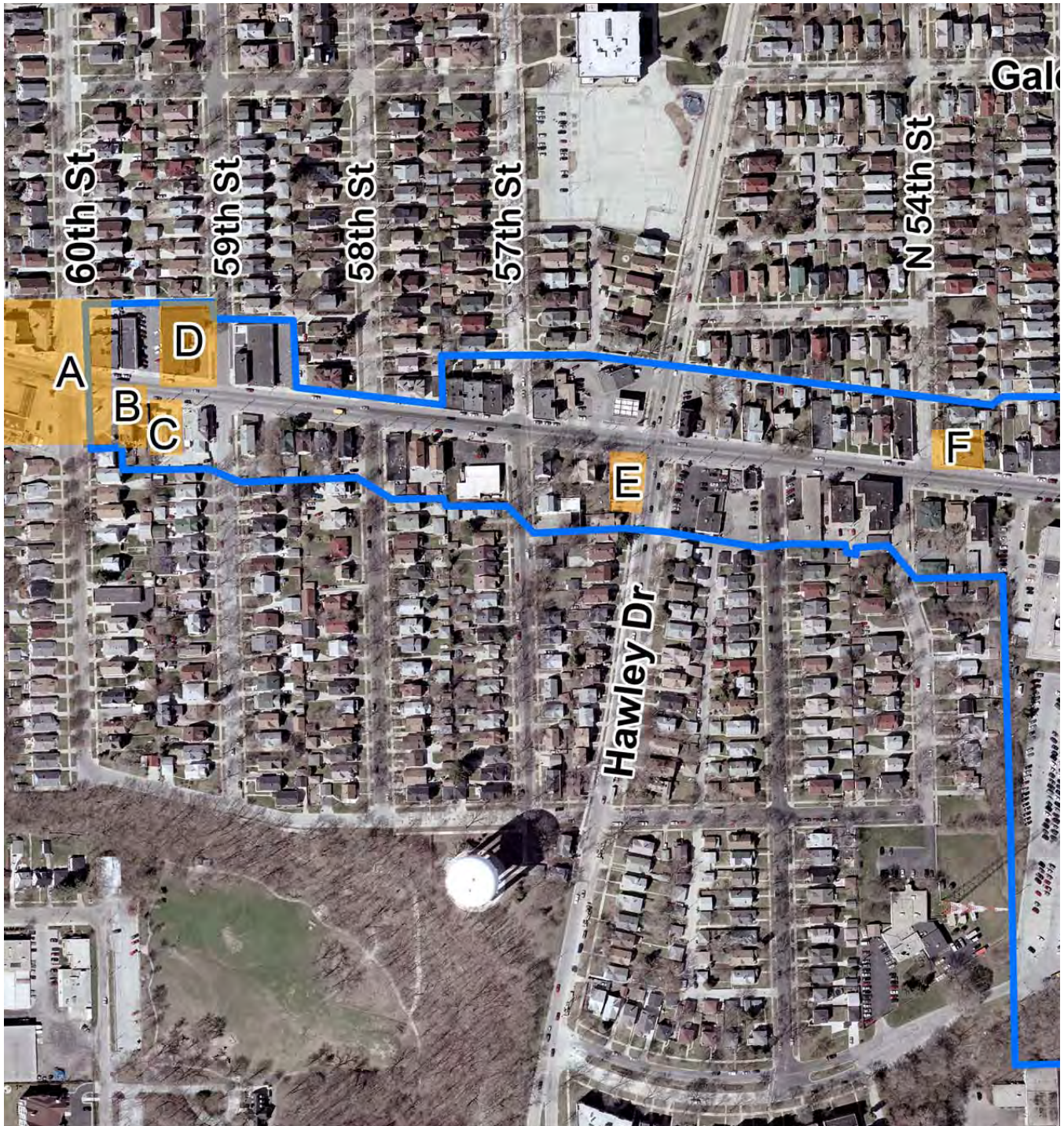
- 4. NW corner of 53rd/North
Former funeral home, now successful charter school
- 5. Southside of 52nd/North
Nicely renovaed cluster of businesses (critical mass)
- 6. SW side of 48th/Lisbon/North Triangle
Need for traffic calming to help viability of business at "Hwy 41 on ramp"
- 7. North side of 51st/North
MPS French Immersion School, opportunity for landscape improvements and benches along North Ave

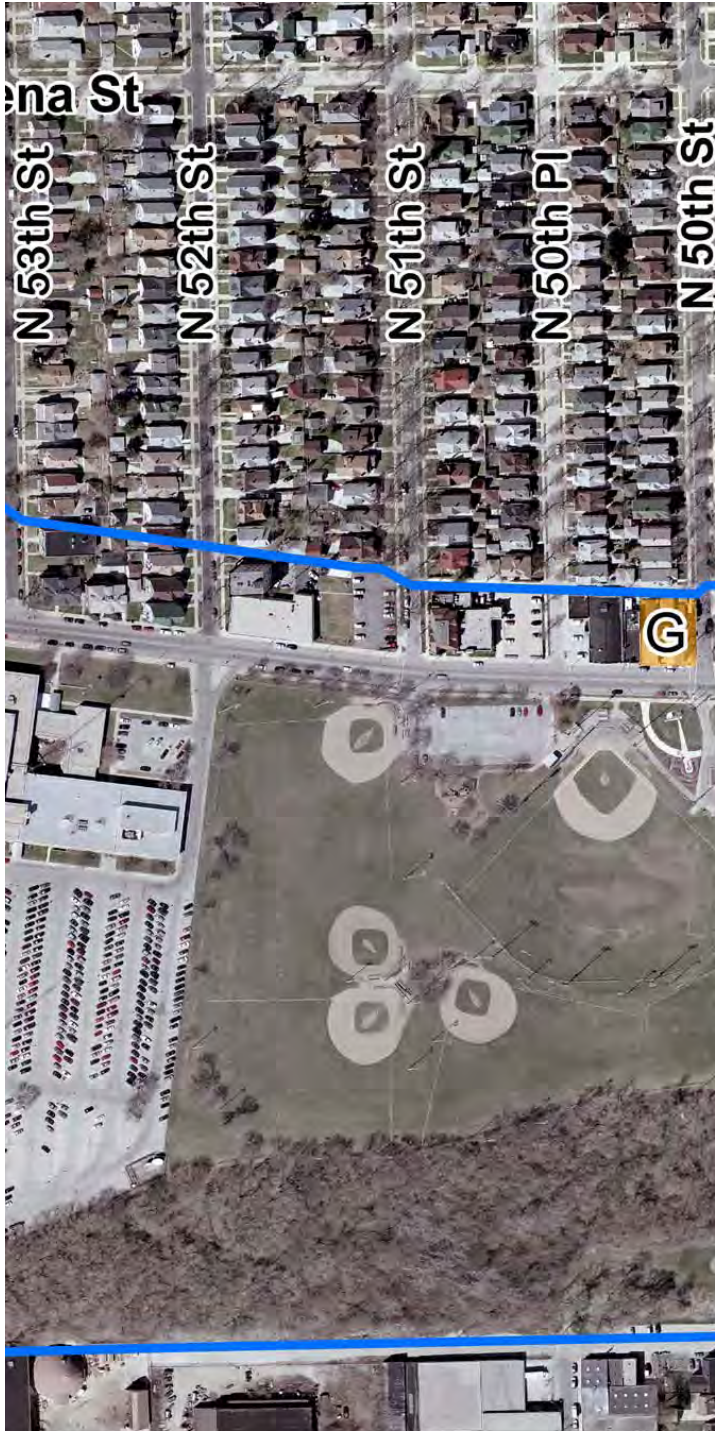




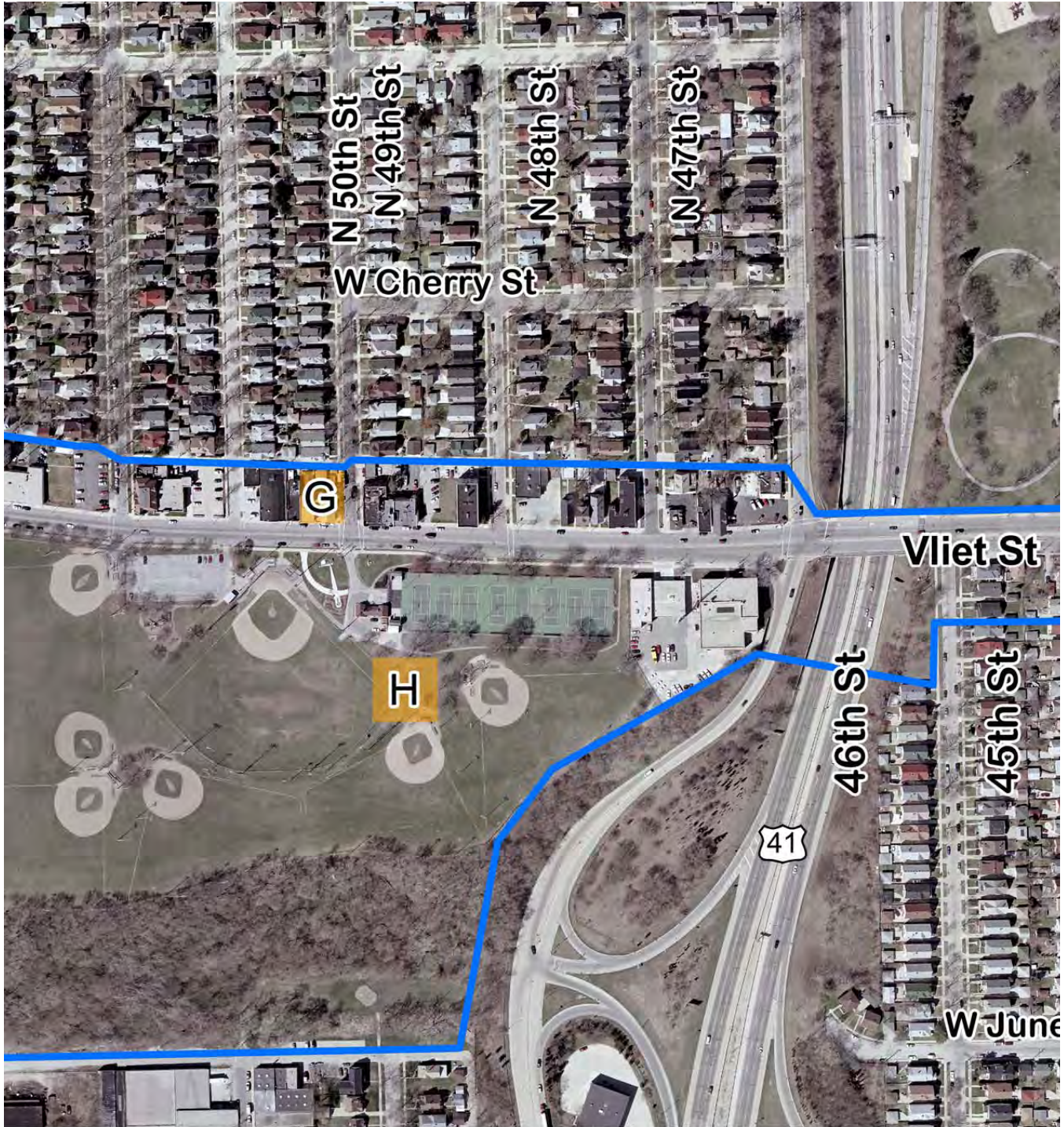
- F: SW Corner of 49th and Lisbon Ave
Third District Police Station/Data Communications Center serves as non-retail anchor for district
- G: NW Corner of 49th and North Ave
Successful grocery (Viet Hoa) has potential for increasing market -- needs facade improvement, expansion of store could include a cultural center to serve Hmong population in area
- H: NE side of 48th/Lisbon Ave/North Ave Triangle
Two historic buildings with potential for reuse
- I: NW Corner of 48th and Lisbon
Building and parking lot of (Judy's) in need of improved street edge
- J: North side of Lisbon Ave/ North Ave intersection
Vacant Lots (tax delinquent building) are a redevelopment opportunity
- K: NW Corner of 47th and North Ave
Problem properties, opportunity to cluster rehab and infill redevelopment
- L: NW Corner of 45th and North Ave
Potential for new Walgreen's prototype at same location
- M: North side of 44th to 45th on North Ave
Vacant properties in need of rehab, tenants (vacant lot NE Corner of 45th/North is a redevelopment opportunity)
- N: SW Corner of 45th and North Ave
New Y-Mart, redevelopment or rehab opportunity
- O: SE Corner of 45th and North Ave
Convenience store/grocery in need of facade improvements
- P: Gateway intersection at Sherman Blvd / North Ave
Needs identity features, landscaping
- Q: Vacant lot north side of Lisbon is a redevelopment opportunity
- R: Vacant lot north side of Lisbon is a redevelopment opportunity

VLIET STREET COMMERCIAL DISTRICT





- A: 60th/Vliet
Gateway intersection needs identity features and landscaping
- B: 5921 W Vliet
Meritage, destination restaurant
- C: 5911 W Vliet
Westside Garden Center, nursery/greenhouse is an anchor for district
- D: 5906 W Vliet
Times Cinema, one of district's original anchors, family-oriented entertainment
- E: SW Corner of Hawley/Vliet
Property needs parking lot and facade improvements
- F: NE Corner of 54th/Vliet
Redevelopment opportunity, former bakery
- G: 5000 W Vliet
Elements East, upscale Asian artifacts and furniture (destination retail)



- notes:
- | | |
|--|--|
| <p>1: SE Corner 59th/Vliet
Building needs facade improvements</p> <p>2: SW Corner 57th/Vliet
Building needs facade improvements</p> <p>3: SE Corner of 43rd/Vliet
Nut Company building needs better facade, more street-friendly appearance</p> <p>4: NW Corner of 53rd/Vliet
Gietl Sign Company, concrete block wall needs facade improvement, opportunity for landscaping at street edge</p> | <p>5: 5308 W Vliet
House could be commercial redevelopment opportunity</p> <p>6: South side of Vliet between 52nd and 50th
Wick Field needs improvements/amenities, also needs better signage in regard to availability of MPS Central Administration parking lot</p> <p>7: Vliet Street Commons in Wick Field - remove unnecessary electrical poles and junction boxes</p> <p>8: Extend harp lights to east end of district (42nd to 47th St)</p> |
|--|--|



G: 5000 W Vliet

Elements East, upscale Asian artifacts and furniture (destination retail)

H: Wick Field

Make improvements to Wick Field (fencing, parking lot, landscaping, facilities, and lighting)

I: SW Corner of 43rd/Vliet

Model cluster of renovated buildings, consider that block a gateway, green the median, improve surrounding properties to same high level.

LOCAL BUSINESS AND NEIGHBORHOOD SHOPPING DISTRICTS

ILLUSTRATED DESIGN MANUAL

The Illustrated Design Manual (located in Appendix 2) is intended to provide a range of stakeholders - including BID boards, property owners, business owners, developers, designers, and the City - with a set of evaluation parameters and illustrated examples for a range of enhancement concepts - from new signage to facade improvements - by which infill development proposals can be created and evaluated.

The following are the important objectives of the guidelines:

- To aid the successful implementation of the City's general urban design standards
- To ensure that high quality development creates a vibrant, diverse, clean, and safe destination with sustainable economic vitality
- To create meaningful and active public places and streets through effective design and proper placement of building entrances and landscape features
- To ensure that building and site designs create a safe, attractive, and interactive street for pedestrians, cyclists, and motorists
- To ensure that the character of future development complements existing uses and the scale of neighboring development
- To allow designers and developers reasonable flexibility in the creation of specific designs to meet current and future market and economic realities
- To create and maintain optimal economic and social value as these areas develop and redevelop over time
- To see that vehicular access and parking needs are effectively addressed while any negative impacts on the urban form and pedestrian experience are minimized

There are two basic components to the Illustrated Design Manual. The first is a Design Review Checklist that provides a series of topics and subsequent questions intended to guide the review process and call attention to design features that must be considered. This portion of the manual is an important tool when reviewing proposed building improvements or a development proposal, but is also useful for property owners to use during the design process.

The second component incorporates a wide variety of photographic examples into a series of tables. Organized by feature categories (architectural design, site design, landscape and streetscape, and signage), the table shows users which examples are substantially compliant or partially compliant. As with the Design Review Checklist, the tables are meant to provide visual examples to ensure that significant property improvements and development projects add value to the neighborhood, while respecting the context of the established shopping district.

As a supplement to the West Side Area Plan, the Design Manual provides the basic framework and guidance needed to begin a structured review process. However, it is intended to serve as a foundation and not a finished product, as each local business and neighborhood shopping district is unique. It is recommended that either the City and/or each individual BID/Business Association take ownership of the manual and tailor the questions to suit their distinct identities. Further, the manual could also be tailored for the many aging, commercial corridors on the West Side.

NEIGHBORHOOD IMPROVEMENT DEMONSTRATION PROJECT

The combined Enderis Park “Neighborhood Image Plan” and Lenox Heights “Neighborhood Improvement Plan” (see Appendix 3 for the full text of both Plans) will be the West Side’s first Neighborhood Improvement Demonstration Project. As such, it demonstrates a number of ways to build upon the assets and strengths of an established urban neighborhood. The Neighborhood Improvement Demonstration Project supports the vision of creating a sustainable neighborhood with a clear identity within the West Side community. In addition to establishing an action plan for Enderis Park and Lenox Heights, the Demonstration Project serves as a model for other West Side Neighborhoods.



Above: An example of existing, standard City signage within the Enderis Park neighborhood. The signage does not give identity to the neighborhood and appears cluttered. Below: A gateway monument sign for the Enderis Park neighborhood, which serves as a gateway into Milwaukee from Wauwatosa as well as the neighborhood.



The Neighborhood Improvement Demonstration Project (NIDP) is centered around the following organizing principles:

- Enhance and maximize assets and strengths of the neighborhood, particularly parks and green space, but not limited to those.
- Market and promote the neighborhood to attract visitors or potential homebuyers and to endear the neighborhood to longtime residents.
- Create an internal neighborhood organization that takes advantage of residents’ talents and willingness to volunteer.
- Organize activities that people enjoy such as youth activities, holiday celebrations, chess tournaments, ice cream socials or concerts in the park.
- Provide a social network for residents that strengthens communications, and ensures that problems or challenges are dealt with in a timely and inclusive way.
- Make stronger user-friendly walkable connections between residential blocks and local business and neighborhood shopping district(s). Work to improve the mutually beneficial relationship between stores that serve the needs of neighborhood residents, and residents who provide a stable “walking distance” market for goods and services.
- Find ways to enhance neighborhood identity and “personalize” the standard kit of parts that make up the City’s basic infrastructure, such as streets, street furniture, public right-of way improvements, landscaping, streetscape elements, sidewalks, intersection paving and crosswalks, bike paths/lanes, traffic signs, light fixtures, utility boxes (public and privately owned), public art and other identity features.

MAJOR & ONGOING INITIATIVES

Within the West Side, as well as every other part of the City, a range of agencies, neighborhoods, and other organizations are involved in various planning processes. While these initiatives are independent efforts and not directly a result of the larger area planning process, they play an important part in the larger picture. The intent of the West Side Area Plan is to support these diverse efforts, serving as a larger umbrella policy plan at the city government level. In that spirit, the following two initiatives are major undertakings in the area. The Master Plan for the Revitalization of Westlawn is currently in the planning phase with implementation anticipated in the near future. The visioning and strategic planning effort for Mosaic on Burleigh was completed in 2005 and is in an ongoing implementation phase.

MAJOR & ONGOING INITIATIVES

MASTER PLAN FOR THE REVITALIZATION OF WESTLAWN

Built on a 75 acre campus, Westlawn is Wisconsin's largest multi-family development with 726 housing units, 709 of which are occupied. The development is located south of Silver Spring Drive, between 60th and 68th Streets, and includes a school, neighborhood center, and many other resources that are utilized on a daily basis by residents and surrounding neighbors. However, the existing site layout does not connect to the street grid, isolating residents from the adjacent neighborhoods and limiting potential for commercial development along Silver Spring Drive.

The Housing Authority of the City of Milwaukee (HACM) is currently in the process of working with consultants (Torti Gallas and Partners, Kindness Architecture + Planning) and area residents to create a master plan for the site. The goals guiding the planning process and, ultimately, the

Figure 5-10. Illustrated Design Concept for Westlawn, working draft (Source: Torti Gallas)



redevelopment of the Westlawn neighborhood are listed below and generally illustrated in Figure 5-10:

- Reintegrate the neighborhood into the surrounding street grid and broader community
- Establish a mixed-use neighborhood, including retail and service uses along Silver Spring Drive
- Create a mixed-income neighborhood with a variety of housing choices and opportunities for community interaction (e.g. front porches, shared open spaces, community center)

“Modern urban design emphasizes connecting people through the use of elements such as front porches. There’s more consideration to how people are engaging each other and how they are engaging the street. There’s also more attention to safety or “eyes on the street.” ”

Westlawn Resident Association

It is anticipated the Master Plan for the Revitalization of Westlawn will be completed by the end of 2009. Redevelopment of the HACM site is expected to follow in 2010.

MAJOR & ONGOING INITIATIVES

MOSAIC ON BURLEIGH - VISIONING & STRATEGIC PLANNING FOR BURLEIGH MAIN STREET DISTRICT AND BID #27

Background

The Burleigh Main Street Visioning and Strategic Planning Report, drafted by Downtown Professionals Network (DPN), was introduced in July 2005 as a way to kick-off a Burleigh Main Street program. The Burleigh Main Street District “spans Burleigh Street from Sherman Boulevard



west to 60th Street. The district developed as a commercial center serving the needs of residents in the neighborhoods immediately surrounding the district and, historically, from throughout the Sherman Park neighborhood.”



The DPN team held a three-day Vision Design session, and all activities, findings, and direction based on public input are summarized in the report. Concepts and strategies that were taken that were taken to the next level of design and development included streetscape enhancements, image enhancement, recognition of current area character, and the creation of “activity generators.”

The framework also encompassed the project area, built environment, streetscape, business mix and investment climate.

Recommendations & Guiding Principles

The widely varied character of “development spanning the Burleigh Main Street district corridor, along Burleigh Street from Sherman Boulevard west to 60th Street, poses both challenges to, and opportunities for, achieving the community’s vision for the district as a safe and pedestrian-friendly neighborhood commercial center for Sherman Park.”

Through a comprehensive public participation process, which included stakeholders from diverse backgrounds and varied interests, the Visioning Team was able to gain consensus around a series of basic principles and common causes. This provided a foundation for the Burleigh Main Street District “Guiding Principles for Design & Development,” as follows:

1. Induce traffic to move at neighborhood appropriate speeds (traffic calming).
2. Encourage pedestrian activity along and across Burleigh Street.
3. Recognize the diverse character of development along the length of Burleigh Street.
4. Focus on the creation of “Third Places” (places for social interaction) at key locations along the street.
5. Renovate buildings in a way that respects the existing architecture. Develop new buildings that reflect present-day architecture but are compatible with its surroundings.
6. Foster a high-quality, vibrant business mix that is representative of, and that caters to, the diverse tastes and needs of area residents and employees.

These principles played a critical role in developing a series of design concepts (Figure 5-11). The redevelopment and revitalization design concepts focus on “activity zones” that are created by “diverse development patterns found along Burleigh Street.” Enhancement concepts are also introduced. The concepts address the following areas:

- East End - Sherman Boulevard to 49th Street
- Central Burleigh - 49th Street to 54th Street
- West End - 54th Street to 60th Street

Implementation Strategies

According to the report, “The outcome of the process [tailored to engage Burleigh Main Street residents, business persons, stakeholders, and civic leaders in a series of community-oriented visioning and strategic planning activities] provides direction for short- and long-term initiatives and a framework for the Burleigh Main Street program’s first year work plan outlining strategic actions and projects that are highly relevant to Burleigh Main Street stakeholders’ vision for the district.

The visioning and strategic planning process also helped generate consensus around short- and long-term goals and objectives, fostered a strong sense of ownership in local Main Street program plans and projects, and instilled a spirit of “teamwork” that is critical to building the capacity and sustaining the efforts of Burleigh Main Street.”

Specialty shops are the neighborhood's trademark! Located here are European bakeries, Kosher delis, and stores packed with health foods, unique clothing, fine furniture, antiques, music and musical instruments, gardening supplies, and decorating/renovation materials. Walking along the commercial strips is a treat as storefronts introduce one pleasant surprise after another.

Sherman Park Website

Implementation recommendations, including goals, objectives, and prioritized action steps, were outlined to correspond with the Main Street Program’s committee structure. This ensured that each recommendation had a responsible party for implementation within the existing organizational structure of the Mosaic on Burleigh.

To assist in implementing design concepts for the Mosaic on Burleigh Main Street Program (resulting from the visioning and strategic planning process)-Burleigh BID #27 has hired a consultant to do a strategic business development plan for the eastern end of the district. Its goal is to make that area a catalytic development node for the district.

The two major opportunities for improvement of the business climate on Burleigh are the renovation of the former Sherman Park Theater Building and spin-off development related to and near St. Joseph Hospital. The Sherman Park Theater (in the building named for it) is a local landmark. It was at one time a popular neighborhood cinema and an ornate theater that brought vaudeville productions to Sherman Park. It is currently under renovation and will reopen soon. St. Joseph Hospital reinforces what is already a strong local economy and significant consumer base in Sherman Park.

Ongoing Efforts

Over the past few years, the Burleigh Main Street District and its associated committees have made the Milwaukee Main Street program a successful work in progress:

- The Promotion Committee has developed a series of strategies: tapping into consumer markets, hosting special events, providing a framework for retail events and activities, and consistently promoting image enhancement.
- The Design Committee is working to promote historic preservation and aesthetics, appearance and maintenance, improved parking conditions, and streetscape of the corridor.
- The Main Street Economic Restructuring Committee is in the process of strengthening the existing economic base by providing data collection and analysis, focusing on business retention and expansion, recruiting new businesses, and embracing new redevelopment opportunities.
- The Crime and Grime Committee is beginning to address crime and the perception of crime in the district. Its strategies include internal communication and partnerships, external communications and partnerships, tracking, monitoring, and reporting, and promoting positive public relations.

The success of the Burleigh Main Street District depends on the continued work of the committees, as described, and the help and cooperation of the businesses within the district. Building on this foundation, the district has the potential for becoming a leader for traditional neighborhood shopping districts elsewhere in the West Side Area and the City at large.

Success of the Burleigh Main Street Program also depends on organizing capacity and funding resources from BID #27. Principal activities from the BID #27 Operating Plan are as follows:

- Put out timely information on topics such as police patrol, garbage clean-up, marketing opportunities, and other topics of local concern, to members, retailers and others in the form of articles, fliers, e-mails and other appropriate methods.
- Create a business directory and encourage businesses to relocate to the district.
- Direct and/or collaborate with other appropriate agencies in the implementation of streetscape and other long-range plans approved by the board of directors.
- Encourage all commercial buildings to be maintained graffiti-free and financially support and coordinate the means to accomplish this goal.
- Encourage and financially support façade improvements to properties within the BID.
- Advise area businesses on safety and security measures and to serve as liaison



Left: An existing vacant lot, adjacent to a former theater building and several storefronts. Below: A concept developed during the strategic planning effort to create an outdoor cafe, adjacent to the theater building



with the security offices of area institutions and the Milwaukee Police Department.

- Liaison with owners of private and public property to encourage quality maintenance and management of said property.
- Provide staff assistance to property owners and developers who are engaged in property improvements and redevelopment actions.
- Market and work to achieve visual enhancement of the Commercial District.
- Engage in building exterior enhancement work for select properties within the BID.

Chapter 6

SMART GROWTH PRINCIPLES & IMPLEMENTATION STRATEGIES

The **Smart Growth Principles** in this chapter are intended to promote traditional neighborhood development through community-oriented design standards, such as a high level of home ownership; walkable pedestrian-friendly neighborhoods and commercial corridors; a high overall level of amenities; local services and shopping within walking distance of homes; green space and infrastructure, i.e., a network of well-planned interconnected parks, streets and pathways; and architecture, streetscape and landscape design that support a strong sense of community.

The **Implementation Strategies**, grouped by development type or land use category, are intended to provide approaches and tools for achieving the goals described in the various sections of the plan: well-integrated pedestrian-oriented districts and corridors; preservation of special districts with unique design features; preservation of desirable, marketable neighborhood characteristics; conservation of irreplaceable environmental resources and opportunities; and sustainable development strategies that apply broadly to urban development and redevelopment.

I. SMART GROWTH PRINCIPLES & STRATEGIES - OVERALL DEVELOPMENT

Overall Development Principles:

- A. **Build on community assets and opportunities** as a way to help businesses and institutions create jobs and help residents and property owners re-invest in the neighborhoods and commercial districts where they live, work, shop and socialize.
- B. **Create family-supporting jobs** by reinvesting in key sectors of the local economy, and building wealth not just for the few but expanding opportunity and creating upward momentum for all of Milwaukee's citizens.
- C. **Promote "Livable Cities" standards** for all neighborhoods and commercial corridors: reasonably compact and/or walkable; well-planned well-integrated parks and land use; multi-modal and transit-oriented arterials; street-friendly buildings wherever possible; a range of housing options for different incomes and lifestyles; and a healthy complement of

unique or special places that add value to districts and preserve local history and culture.

Overall Development Strategies:

1. **Target public resources** to preserve, enhance or transform neighborhoods, districts and corridors based on the stakeholders' vision as defined by a participatory public process.
 - Use public resources to build on existing assets and expand upon opportunities created by recent investments.
 - Identify and enhance landmarks and other places of special significance to the community through community-based initiatives.
 - Establish special districts such as Business Improvement Districts and Neighborhood Conservation Districts as a way of maintaining and reinforcing an area's urban, architectural and landscape character.
 - Reinforce the character and purpose of special districts with unique or "signature" design features. For example, a cultural and entertainment district might have public art and customized or themed benches or shelters, designer walls, parks or streetscape, seasonal indoor/outdoor cafés, etc.



2. **Develop public-private community partnerships to coordinate and maximize investment.**
 - Develop comprehensive plans with community partners that provide a clear and coherent framework for investment.
 - Enlist the community from all walks of life, ages, incomes, etc. in planning and visioning for the future of neighborhoods, commercial districts, industrial centers, parks and transit.
3. **Develop catalytic projects to spur large-scale investment**, leverage resources, maximize assets, and enhance the identity of important districts and corridors throughout the city.
4. **Taxable uses are generally preferred over non-taxable uses in projects requiring public support or subsidy.** Exceptions or exemptions include instances where there is a compelling reason or a strong case can be made that the non-taxable use supports the quality of life of the surrounding community, enhances its value in an indirect way, or may lead to investment that spurs economic development. For example, parkland is a non-taxable use that enhances property values and quality of life in the surrounding community.
5. **The Redevelopment Authority of the City of Milwaukee (RACM) should assemble land for public purposes with broad public support**, such as redevelopment projects, elimination of blight, remediation of environmentally contaminated lands, and long-term reinvestment in the city.
 - Preservation and neighborhood conservation goals should be incorporated in decisions regarding land assembly, so that the redevelopment projects represent context sensitive design solutions and not "urban removal" or "scrape-off" approaches to redevelopment.

6. **Historic buildings, sites and districts** are irreplaceable assets that should be treated as such, and should be used to enhance existing districts and redevelopment projects.

- Exercise architectural “best practices” in adaptation of historic buildings for reuse.
- Follow U.S. Department of Interior guidelines for restoration or repair of buildings in National Register and Local Landmark Districts.
- Conduct regular property condition reports or surveys for historic properties. Prevent the kind of deferred maintenance that leads to demolition by neglect.
- Historic buildings (sites and districts) should be designated and protected so their eventual redevelopment potential can be realized.
- Whenever possible, channel new development to vacant and underutilized land (e.g. surface parking lots) before allowing tear-downs of historic and noteworthy buildings.



- Permit selective demolition of structures that act as a blighting influence on the neighborhood or can no longer be restored to a safe condition for use or occupancy.

7. **Minimize parking for all new development and redevelopment projects**, i.e. build no more than is necessary.

- Encourage shared parking and treat parking as a component of the overall use or mix of uses.
- Over-landscape rather than under-landscape parking lots.
- Reduce or eliminate parking requirements where good transit options are available. As a city-wide initiative, couple parking area reductions with transit improvements over time.

8. **Promote green infrastructure** (network of parks, trails, wildlife habitat, environmental corridors, greenways, urban gardens, tree canopy, etc.) as a critical part of sustaining a healthy urban environment for all citizens. Continue what already exists of this network and build new developments to support and conserve it where feasible.

9. **To create safer neighborhoods, employ Crime Prevention through Environmental Design (CPTED) strategies in all new development and redevelopment projects.**

- Make the most of surveillance opportunities in building design. Maintain good visibility and sightlines between buildings and their surroundings. The standard or target



should be that all streets, yards, parking lots and parks are visible from adjacent buildings.

- Encourage a direct physical and visual sense of ownership and responsibility for public, private and semi-private spaces.
- Discourage common areas that end up as a “no man’s land,” i.e. where there is no obvious connection to an “owner” or responsible party.
- For large park-like areas, campuses or building complexes, secure the perimeter so that entries and exits can be monitored.
- Avoid security measures (particularly on commercial corridors) that send a message that the area is unsafe and should be avoided, such as visible steel grates and roll-down shutters, fences topped with barbed or concertina wire, threatening signs, etc.

10. To create safer neighborhoods, promote community policing.

- Police assigned to neighborhoods work with community partners to develop analysis of area crime problems and strategies to address them (Neighborhood Policing Plan).
- Create dedicated patrols to eradicate a variety of criminal activity affecting quality of life.

- Develop resident partnerships in restoring health, stability and order to the district.
- Develop long-lasting relationships between neighborhood residents and community police.
- Create “clean” neighborhoods after the “broken glass” theory that neighborhoods that appear to tolerate less disorder, criminal activity and anti-social behavior will in fact, experience less disorder, criminal activity, and anti-social behavior. To the extent possible, eliminate physical signs of disorder, such as board-ups, broken windows, graffiti, litter, unkempt vacant lots, illegally parked or abandoned cars, etc.

11. Support and promote Safe Streets initiatives

(enforcement strategies with prevention and intervention projects). Use citizen patrols to increase neighborhood awareness of potential problems and decrease opportunity for crime to occur.

- Support programs and ongoing police efforts to reduce number of firearms in Milwaukee.
- Use existing data resources, such as COMPASS (Community Mapping and Analysis for Safety Strategies) which provides crime, housing, education, and economic development data to Milwaukee citizens and identifies crime



patterns and trends by location and category

- Support programs for teens and young adults, particularly summer jobs and recreation programs.
- Create an active block watch program (one that meets regularly, covers every block in the neighborhood and involves both renters and homeowners) that works as a cooperative effort to increase safety, strengthen neighbor-to-neighbor contact and prevents crime.
- Help local schools, churches, libraries and youth centers to provide a safe place for after-school activities (age-appropriate, supervised, recreational and educational activities).

II. SMART GROWTH PRINCIPLES & STRATEGIES - RESIDENTIAL DISTRICTS

The following residential principles and strategies address: land use compatibility; redevelopment, rehabilitation and preservation of existing housing stock; development of ownership, investment (real estate interest); and marketing/promotion that creates resident loyalty to the neighborhood.

Residential Principles

- A. **Create housing options that accommodate a diversity of households and incomes.** West Side neighborhoods already do offer a wide range of housing types to fit different incomes, household types and stages of life. There may be some need for senior housing that is not currently being met, but most needs are being met within various communities in the plan area.
- B. **Reinforce and reinstate traditional patterns of development** characteristic of older West Side Milwaukee neighborhoods, specifically with regard to: layout of streets and blocks; traditional design elements of sites, buildings and districts; and all the elements that create a sense of place.

- C. **Restore neighborhood character where it has been eroded.** New infill development or redevelopment should return these buildings/areas to economic health and social well-being, and in so doing, restore their architecture, historic character, streetscape, and sense of place.
- D. **Seek to retain and increase owner occupancy where feasible.** Property owners are vested in neighborhoods and have a fundamental long term interest in protecting its current and future assets. Homeowners, landlords and tenants should build associations that allow them to work together to improve neighborhoods and strengthen personal investment in neighborhoods.

Residential Strategies:

1. **Preserve traditional neighborhood use patterns** and adapt and update to fit changes in households, markets, lifestyles, etc. Design infill development and new construction to blend in with the existing context.
2. **Strongly discourage non-residential uses in residential areas** or the introduction of development that is incompatible in either form (building type) or use (activity type) with the existing residential context.
 - Discourage commercial encroachment into residential neighborhoods.
 - Discourage placement of social services and/or outreach facilities in residential neighborhoods.
 - Discourage the location of manufacturing facilities in residential neighborhoods.
 - Discourage the location of outdoor storage in residential neighborhoods.
 - Discourage changes in use that are intrusive or present a nuisance to existing property owners, such as excessive noise, security measures, additional parking or loading areas, traffic, or change to what is essentially a non-residential use.

3. **Support the creation of National Register Districts** in order to make property owners eligible for state and federal historic tax credits that make it easier for them to afford repairs, maintenance and reinvestment in historic properties.
4. **Use Neighborhood Conservation Districts** where appropriate, to preserve and enhance neighborhood character while rehabbing older structures, and adding new or infill development. Add financial incentives if possible.



5. **Use Neighborhood Improvement Districts as a way to finance public improvements** (such as lighting, distinctive signage, park equipment, landscaping and streetscaping) that will improve quality of life, upgrade property values, and provide amenities over and beyond what can be provided by local municipal government (particularly in this current climate of fiscal restraint and limited budgets for capital improvements).
6. **For developers--in neighborhoods where property values are lower than the city average, cluster new development to have the greatest positive impact** on surrounding property values. Concentrations of higher property values will have a greater impact than the same values widely dispersed throughout the neighborhood.
7. **Public housing and subsidized housing should be evenly distributed throughout the Milwaukee metro area.** Avoid

overconcentration of public and subsidized housing in one part of the metro area, the City of Milwaukee, or in any one Milwaukee neighborhood.

- Continue efforts to reduce the density and isolation in all public housing, particularly those developments built in the 1960s and 1970s that created “islands of poverty.”
- Continue to apply community building (New Urbanism and “HOPE VI”) principles to the redesign of public housing projects to make them more humane, desirable, and family-friendly places to live.
- Continue to add scattered site subsidized housing throughout the metro area, without over concentrating subsidized housing in any one area. Design should conform to or be compatible with existing neighborhood character.
- Develop mixed income and market rate housing (in addition to existing public housing units) at public housing developments and at new areas throughout the metro area.

8. **Use a Target Investment Neighborhood (TIN) strategy** in a preventive way to reverse signs of neighborhood decline at the earliest recognition of those signs. (TINs may include grants for home rehab, assistance for home loans, aggressive enforcement of building code violations, nuisance properties, tax delinquencies,



additional policing, etc.).

- Work with homeowners to repair, rehab and improve properties.
- Work to turn stable long term tenants into homeowners.
- Target absentee landlords who depreciate properties and disinvest, resulting in devaluation of surrounding properties. In these cases, address issues at the earliest opportunity or as soon as the nuisance can be documented and addressed.
- When code enforcement actions accumulate for a given property, work with the property owner to resolve. If necessary, use spot acquisition to prevent damage to surrounding property values.
- Accelerate the timetable for acquiring tax delinquent properties in an area with a high percentage of tax delinquencies.
- Coordinate information and actions of various city departments in a better effort to correlate the whole cycle of negative occurrences that may be affecting a neighborhood or subarea of a neighborhood.

9. **Couple new construction with rehab,** renovation and preservation of surrounding properties to maximize benefit to the neighborhood.

10. **Use collaboration as an economic development tool.** Collaboration between citizens, businesses, government and non-profits to achieve common goals, can be a means of improving quality of life, preserving assets, and increasing the desirability and marketability of neighborhoods.
- Amenities, public art and functional or artistic elements that benefit local residents (e.g. kiosks, bike racks, benches) present a positive image to potential home buyers by representing a community that is working together to achieve common goals. This level of public engagement also helps retain existing residents and businesses.



III. SMART GROWTH PRINCIPLES & STRATEGIES - COMMERCIAL CORRIDORS

The following commercial principles and strategies address: redevelopment and revitalization of existing commercial corridors, land use compatibility, and marketing/promotion to increase local market share for these commercial corridors while serving the needs of neighborhood residents.

Commercial Principles

A. **Create revitalized neighborhood shopping streets and commercial districts** by using a Business Improvement District or Main Street type approach to redevelopment, preservation/design, organization, economic restructuring, marketing and promotion.



B. **Redevelop and market commercial corridors in a balanced way** that increases destination retail and regional market share while also promoting local businesses and serving the needs of neighborhood residents (e.g. hardware stores, grocery stores, specialty stores, dry cleaners, banks, etc.).

C. **Design new structures (or rehab existing structures) to reinforce and build** upon the assets of historic districts. Incorporate modern architecture that respects and is compatible with successful traditional development patterns and historic buildings.

D. **Make automobile-oriented corridors green and pedestrian-friendly.** Use traffic calming to reduce traffic noise and pedestrian conflicts.

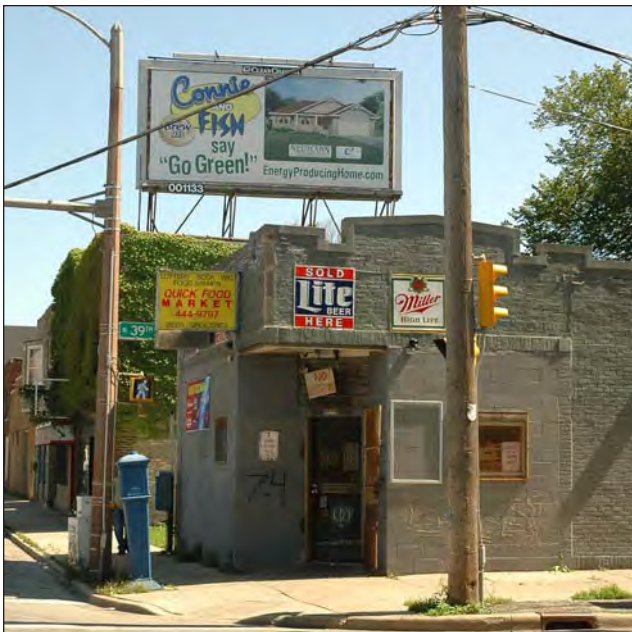
Use streetscape to make areas pedestrian friendly. Make parking areas greener (better landscaped), more attractive (fencing, lighting) and friendlier to pedestrians (clearly marked and walkable connections).

Commercial Strategies

1. **Maintain and enhance existing commercial corridors** and neighborhood shopping streets as continuous street-active street-friendly facades. Provide incentives for business owners such as facade improvement grants, low interest loans, streetscape improvements, etc.
2. **Employ a “Buy Local” strategy** to make neighborhood residents aware of the benefits of local businesses and the need to actively support them, particularly those that serve a niche market, or those located in out-of-the-way places or in smaller shopping districts.
3. **Create Business Improvement District program or Main Street strategies** that will create a balanced mix of uses, promote and improve the image of the commercial district, address district problems such as lack of off-street parking, need for security, etc., recruit new desirable tenants, sponsor events, and determine overall direction of development.



4. **Use preservation combined with adaptive reuse and infill** as the preferred and pragmatic approach to saving vacant or neglected historic buildings on commercial corridors. New infill buildings should be compatible with the historic context of the corridor.
5. **Discourage location of high traffic, automobile-oriented commercial uses** such as gas stations, convenience stores, liquor stores, and drive-thru establishments in pedestrian-oriented business districts (if necessary, phase out auto-oriented uses over time to a use standard of no more than one per block remaining).



6. **Discourage location of marginal businesses in Business Improvement or Main Street Districts**, e.g. payday or title loan, check cashing, convenience and dollar stores, or short-term furniture or appliance rental stores that give an area, block or street a negative image or the appearance of being economically unstable or in decline.
7. **Discourage location of non-commercial uses on commercial corridors**, such as institutional (State and County welfare providers) and other religious or social

service uses in commercial storefronts, e.g., day care facilities, storefront churches, and similar uses.

8. **Consider high-density multifamily housing within commercial districts** only if the architecture is in keeping with the scale and character of those districts.
9. **Encourage streetscape elements that improve and add value to the area.**
 - Public art, gateway features, kiosks, benches, pedestrian lighting, planters, pavers and paving patterns, way-finding devices, and other landscape elements are amenities that improve and add value to commercial districts and corridors.
 - Streetscape elements can be unified or themed by district to reinforce the district's marketing strategy and to create a distinctive "brand."
 - Personalized architectural elements that are custom-designed by property owners, such as sign murals, seating areas, custom fencing, or other similar elements, can reinforce district identity and appeal to both the local market and a much broader regional segment of the market.
10. **Discourage gaps in commercial blocks** that detract from the intensity and appeal to shoppers gained by concentration and continuity of storefronts.
 - Seek to infill retail gaps caused by overly large or poorly placed surface parking lots, by vacant lots or portions of lots, and by the presence of empty or underutilized lots.
 - Promote redevelopment of vacant or underutilized properties.
 - Discourage residential demolition for building of commercial surface parking lots.



11. **Allow demolition of buildings that are blighted, deteriorated or damaged beyond repair.** Occasional removal of blighted properties may be necessary to protect existing investment in the surrounding area. If demolition is granted, seek to immediately or as soon as feasible, replace the lost property with a context-compatible infill property.
12. **Where older commercial buildings are still embedded within neighborhoods** (for example, small neighborhood corner stores, taverns near factories, etc.), continue to allow or maintain only if the use and structure are still well-maintained and viable, and only if current activities do not cause a disturbance or nuisance to surrounding residents.
13. **Continue traditional architectural patterns** where the market will still support them, e.g., upper story residential over street level retail, and adapt buildings to the needs of commercial districts where the market will not.
 - Office uses that have located in former storefronts (at street level) should continue to have visible or transparent storefront windows that have displays and are inviting and engaging to passersby.
 - For adaptive re-use of older buildings with unusually large floor plates, consider a mall type pattern of breaking the interior into smaller pieces with a central atrium or court. Typically these buildings have a principal street entrance and rear connection to parking.
 - Encourage the visual and physical extension of the main floor of shops and restaurants to the street or an adjacent plaza in order to welcome and engage passersby, activate and enliven the street (for example: outdoor cafes, sidewalk sales, etc.)
14. **Employ a “Park Once” concept**, where customers may park once (using either a public parking, shared parking, merchant-stamped parking, or no time limit parking strategy) and then walk to multiple stores or destinations within a commercial or mixed use district.
 - Restrict or limit parking to the minimum number of spaces necessary to accommodate customers/visitors to the commercial corridor, individual business or shopping center.
 - Promote shared parking as a way to minimize the number of surface lots.
 - Place off-street parking to the rear or side of commercial corridor buildings, not in front of the building creating a separation between the pedestrian and the storefront façade or front facade whichever the case may be.

IV. SMART GROWTH PRINCIPLES & STRATEGIES - LARGE FORMAT USES

The following principles and strategies for Large Format uses, i.e., Building Complex, Campus, Industrial Park or Large-scale Facility, are intended to create a desirable marketable workplace environment for employers, employees (both residents and non-residents of the neighborhood), customers and visitors. They are also intended to increase the sense of security within large format building complexes, campus environments, industrial parks and other grouped facilities.

Large Format Principles

- A. **Create jobs that create regional wealth.** Regional income is increased by the number of high multiplier, high “spin off” jobs that tap into emerging markets; or that are part of growing sectors in the global economy; or that generate demands that then spur the local economy to respond by generating parts, products, services, or linked supporting jobs.
- B. **Create welcoming campus or business park environments** that exhibit a desirable marketable workplace environment for employers, employees, customers and visitors, and do not appear to be cut off or divorced from the surroundings in a compound-like way, unless it actually is a military-style compound in which case the appearance is warranted.



Large Format Strategies

1. **For existing campuses within the West Side, continue to develop landscape and site design features** that support an attractive, marketable campus with consistent landscape elements such as identity or gateway features, public art, special lighting, planted beds, paving, benches, fencing, signage, etc. that add value to the environment.
2. **Create walk-to-work neighborhoods** where employees can easily get to work on foot. This usually means continuous public sidewalks or walking paths to enable workers to directly go from home to work, without cutting across lots, fields, or walking in traffic.
3. **Locate large format industrial uses in areas such as the Menomonee Valley Industrial Park, or the 30th Street Industrial Corridor** where intensive land use can occur without conflict with other uses; and where buildings can be configured campus or business park style on parcels (or land assembly) large enough to accommodate a grouping of large scale facilities within a landscaped setting.
4. **Create public-private partnerships to assemble, “bank” or hold land within areas** that have the potential to attract large format uses that will support the city’s job base.
5. **Use existing resources (BIDs, TIFs, or other program funds) to green large scale facilities, business parks or corporate centers**, where effective landscaping can be achieved, such as landscape borders, fencing, screening, foundation planting, etc.
6. **Identify buildings or sites that qualify as “blight” in residential or commercial areas.**
 - Gradually rehab, replace, or remove buildings and site elements that detract from the positive things that the area has to offer.

- Remove “eyesores” or anything that creates a negative image that deters visitors to the area and undermines marketing efforts.
- Use aggressive code enforcement to gain compliance from absentee owners on either abandoned or derelict properties.
- Use available federal and state brownfield funds to remediate and market environmentally contaminated sites.

7. **Increase security, both real and perceived, within building complexes or business parks and in the surrounding neighborhoods.**

- Especially for older facilities, remove, clean up or replace unsightly elements—rusted fences, barbed wire, broken glass, etc. Signs of disrepair give the wrong impression, and may inadvertently encourage negative activity. These should be addressed in as comprehensive a way possible in an effort to “clean up” the image of districts and corridors.
- Consider district-sponsored private security forces to police large scale facilities during hours when there are limited or few active operations, and as a consequence, relatively few “eyes on the street.”

V. SMART GROWTH PRINCIPLES & STRATEGIES - GREEN SPACE/OPEN SPACE

The following principles and strategies for green and open spaces are intended to enhance destinations and neighborhood gathering places for residents (plazas and shopping streets, parks and playfields), as well as create amenities for customers and visitors to commercial districts.

Green Space/Open Space Principles

- A. **Provide accessible neighborhood open space for all residents.**
- B. **Use open space as an amenity and economic development tool.**
- C. **Support neighborhood collaboration “success stories” where local groups have designed different types of open space** (varying sizes, amenities, approaches to public art and landscape treatment) to meet the recreational needs of different user groups.
- D. **Enhance streets and provide places of respite on busy commercial corridors.**
- E. **Create open space to serve different user groups:** skateboarders, soccer players, naturalists, birders, hikers, bikers, gardeners, etc.
- F. **Increase overall sense of security in public parts of the neighborhood.**



Green Space/Open Space Strategies

1. **Incorporate green space in all new development.** Use parks and open space as a way of adding value and increasing the impact of housing reinvestment in the neighborhood.
 - Nature preserves and environmental corridors require landscape programming and maintenance and add value to urban neighborhoods if they are properly cared for.
 - Avoid wild, unmaintained, or overgrown areas within urban neighborhoods, even for trails or nature preserves, or planned areas for native plantings such as rain gardens.
 - Vacant land should be carefully maintained, and signs that imply lack of ownership or responsibility, should be promptly addressed.
2. **Encourage community collaboration** (City/County/State, local artists and resident property owners) in programming and managing parks and other green space/open space.
 - Work with homeowner associations to enhance public parks.
 - Work with residents, local artists and other groups to add enhanced landscaping to boulevards, neighborhood “gateways” and other places where public art and showcase landscaping will add value to a neighborhood or commercial district.
 - Work with responsible groups to create community gardens on vacant or other underused land.
3. **Consider urban agriculture a form of small scale farming** and allow in parts of neighborhoods or commercial corridors where uses such as greenhouses or garden retail would be allowed.



4. **Use parks, trails and open space to enhance surrounding property values**, and add value to districts and corridors.
 - As redevelopment occurs, protect valuable or irreplaceable natural resources and seize opportunities to extend existing park and trail systems such as the Henry Aaron State Trail.
 - Create focal points and community gathering spaces within neighborhood parks, along urban trails, and as an integral part of other destinations popular with local residents (space permitting).
 - Locate public plazas or “art spaces” in the most intensely planned/developed districts and corridors to add value and market appeal to those districts.
 - Use open space (can be community gardens or urban agriculture if managed and maintained) to add balance to densely developed housing or mixed use complexes.
 - For an industrial campus or large-scale complexes such as Miller Park or State Fair Park, include green spaces or plazas that serve area residents, visitors, and workers.
 - Private homeowner association owned and managed parks are acceptable ways of adding value to residential subdivisions.

5. **Return city owned vacant lots to active neighborhood-supporting uses.** Hold lots for the minimum time necessary to find a responsible owner and use that will add value to the neighborhood. All City of Milwaukee land sales are subject to standards of neighborhood-compatible design and use.
6. **Return vacant lots to productive uses** as soon as possible. Unimproved vacant lots, while they may be an interim or temporary use of property, may be a safety hazard for neighborhood children. As such they should be kept free of junk and litter, closely monitored and if possible, assigned to a responsible party such as a neighborhood association or block watch, church or faith-based organization, or civic-minded non-profit organization.

VI. SMART GROWTH PRINCIPLES AND STRATEGIES - CIVIC AND INSTITUTIONAL

Religious, Civic and Public Institutions all exist in some way to serve the “public good.” These facilities/uses range from health care, religious worship, educational, library to athletic training. The principles and strategies for Civic and Institutional uses place civic uses at the center of public life, anticipate a better than average response and regard for the public realm, and also attempt to increase the compatibility between institutions and their adjacent surroundings.

Civic And Institutional Principles

- A. **Civic and institutional uses should enrich the public realm** with a high standard of architecture, landscape architecture, sustainable or green building design, and social or urban design (plazas, seating, shaded areas for the public to sit, landscape features, etc.).
- B. **Civic and institutional uses should to the extent possible, be perceived as welcoming places for people to gather.** For security reasons, parts of a public building may not be open to the public, but the more public and

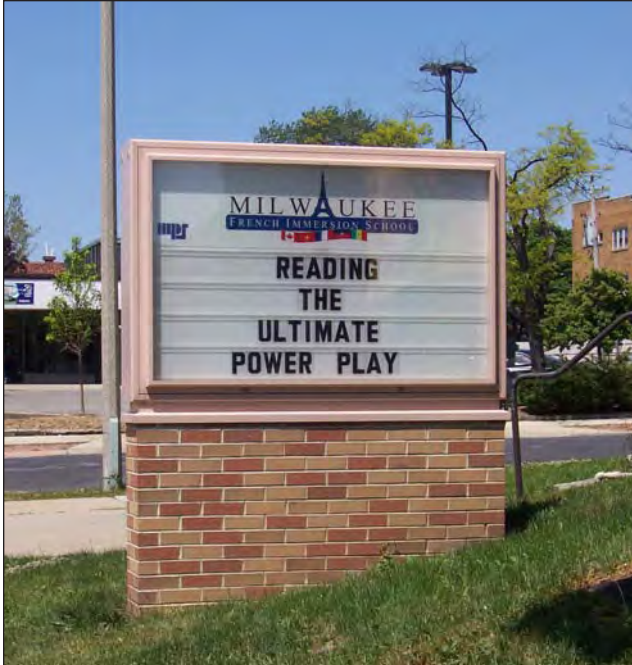
visible parts should be open places for people to sit or gather.

- C. **Civic and institutional uses should incorporate public art**, and if possible, make prominent elements of building design and site design serve as public symbols or icons for the community.
- D. **Important public buildings should be placed in highly visible, prominent places** and should have distinctive architecture, landscape features and public art to enrich the public realm.

Civic And Institutional Strategies

1. **Place major civic buildings at prominent locations**
 - Use the center of a town square or visual terminus of a view corridor as a natural hub of activity. Also use commercial nodes, central places within a district, or the intersections of well-trafficked streets.
 - Give major civic buildings distinctive iconic architecture (grand theaters, for example), site design, landscape features and gathering spots that will enrich the public realm.
2. **Decentralize civic uses such as schools, libraries, and community centers** so that they are within walking/biking distance or accessible by transit to neighborhood residents.





3. **Develop civic and institutional uses that are welcoming places** for people to gather, provide plazas, courtyards and other landscape elements that support community life.
4. **Create a well-landscaped park-like setting or square** that sets off civic and institutional uses from their surroundings. This setting creates a public amenity and underscores the value and significance of the civic/institutional use.
5. **Surface parking lots and parking garages that accompany large civic/institutional uses should be hidden or screened**, buried mid-block or placed below-grade or behind “liner uses” that are compatible with the surrounding area. A parking garage should not be the most visible feature, nor should it provide the principal entry to a civic building.
6. **Blend large scale civic and institutional uses into surrounding neighborhoods and commercial districts** by incorporating liner uses such as ticket booth, gallery space, a gift shop or coffee shop, restaurant, educational/training space, or a community meeting room. Place supporting uses close to the street or

visible from the main entry.

7. **Actively seek to reduce the negative impacts of large institutions or large-scale facilities** on surrounding neighborhoods, e.g., excessive traffic, large parking lots, barrier walls and fences, or environmental impacts such as noise and stormwater run-off.
8. **Use cooperative forums for community outreach or neighborhood problem-solving**, such as the Sherman Park Association of Religious Communities or similar groups, where civic-minded institutions want to be open and accessible to neighborhood residents.

VII. SMART GROWTH PRINCIPLES AND STRATEGIES - TRANSPORTATION AND TRANSIT

The following transportation/transit principles and strategies are intended to provide safe, pleasant, and efficient access to all parts of the West Side by enhancing multi-modal transit options (bus, bike, auto, carpool, and rapid transit); by seeking a better design balance between transportation and land use; and by restoring good pedestrian connections wherever possible.

Transportation/Transit Principles

- A. **Ensure good journey to work transit connections to major employers on the West Side**, e.g. Wheaton Franciscan Hospital campus (St. Joe's), Midtown Center, Mount Mary College, Wisconsin Lutheran College, and others; the near west suburbs, e.g., Wauwatosa, West Allis; and the farther west suburbs, such as Waukesha, Brookfield, etc.



- B. Employ context-sensitive design.** Strengthen the mutually reinforcing relationship between transportation and land use, i.e., streets that are designed to effectively support the character and intensity of the surrounding land use.



- C. Use transit as an economic development tool** that provides an enhanced development environment along transit routes and confidence for investors that the route is fixed for long-term cumulative investment; that it is there to stay.
- D. Transit should connect people to jobs;** and get the majority of transit users to major employment centers in the most efficient way possible. To gain the most ridership, transit routes should travel through compact walkable densely developed neighborhoods and travel along major commercial or mixed use corridors.

Transportation/Transit Strategies

- 1. On major and minor arterials, create an effective multi-modal public right of way** for pedestrians, bicycles, automobiles, and mass transit.
 - Maintain and restore the multi-option and hierarchical street grid system (network of streets and blocks) as effective traffic management.
 - Design public rights-of way to jointly and effectively serve the needs of

mass transit, automobiles, bicycles and pedestrians.

- Keep two-way streets two-way to avoid increasing the speed and flow of traffic.

- 2. Expand and improve bike lanes.** Provide bike lanes on all major arterials to increase bicycle usage as alternative mode of transportation through the West Side Plan. Address issues for design and accommodation of bike lanes, e.g., width, marking, placement, degree of separation from traffic, and other features.
- 3. Employ context sensitive street design** that fits the surrounding land use.
 - For quiet residential streets, narrow the public right-of-way and add traffic-calming measures.
 - For neighborhood shopping streets, use measures to make walking areas more pedestrian-friendly such as pavers, planters, street trees, street furniture, public art.
 - As major arterials pass through commercial districts, take measures to slow or calm traffic to reduce noise and safety hazards to pedestrians, and to create a better retail environment.
- 4. Use a Main Street model for major arterials that also serve as commercial corridors.**
 - Create a high activity pedestrian friendly zone (that includes residential or mixed-use blocks surrounding a commercial district) with significant traffic calming, two lanes both directions with parking on both sides, limited curb cuts, and shared parking.
 - On all commercial corridors, maximize shared parking and pedestrian connections to adjacent uses.
 - Gradually improve the rights-of-way of all streets with neighborhood input regarding traffic calming and amenities.
 - Use an assessable menu of public works improvements to enrich and customize

public rights-of-way for neighborhoods, special districts and corridors, and parkways.

5. **Place transit-oriented development along transit routes.**

- Support transit-oriented development (intensified mixed use development and enhanced streetscape at transit nodes and transfer points).
- Use Business Improvement Districts to fund transit-oriented streetscape elements.

6. **Develop an integrated, overlapping system of connections from one mode of travel to another**, so that people can easily transfer for example, from streetcar to bus or taxi, automobile park and ride lot, bicycle or foot travel without encountering gaps or obstacles.

7. **Support the efforts of City, County and State government to develop regional transit** that will connect the West Side to other parts of the City of Milwaukee and the larger metro region.

- Create a dedicated funding source that will ensure the proper design, development, maintenance and expansion of regional transit.
- As part of the city's overall transit strategy (intersecting the West Side

Plan area), develop a fixed-route transit system with a street-embedded guideway or rail for speed, efficiency and smoothness of travel.

- Develop high speed commuter rail (intersecting the West Side Plan area), that connects Minneapolis, Madison, Milwaukee and Chicago as a regional jobs growth engine and way to better connect these major employment centers.

8. **Avoid increasing the traffic capacity of street and highway rights-of-way**

where expansion would negatively impact investment in transit, or adversely impact the viability of the adjacent land use. Use scarce infrastructure dollars wisely by prioritizing reinvestment in transit over expansion of roadway.

9. **Create a better I-94 Freeway Corridor**

that connects workers to jobs in the metro area, and can potentially incorporate transit or high-speed rail with connections to shopping, residences and employers; and that supports major institutions already there.



VIII. SMART GROWTH PRINCIPLES AND STRATEGIES - SUSTAINABLE DEVELOPMENT

Principal source: Sustainable Design Guidelines for the Menomonee River Valley <http://design@renewthevalley.org/>

Sustainable Development Principles

- A. **Use sustainable development practices for new construction in all neighborhoods, districts, and corridors in the West Side**, in order to reduce environmental impact and improve ecological and economic sustainability.
- B. **Promote the use and adaptive reuse of lands that recognizes ecological context**, river influence, existing landmarks, neighborhood and cultural context, and existing building stock.
- C. **Design and retrofit buildings for energy efficiency** to generate environmentally responsible building operations and cost savings.
- D. **Reduce impact on natural resources** to achieve cost reductions, increased performance and improve aesthetics of exterior and interior environments (e.g. renewable materials, daylighting).
- E. **Improve construction and demolition waste management practices** to reduce wastes, costs, and environmental impacts of demolition.
- F. **Reclaim and remediate contaminated brownfield sites.**

Sustainable Development Strategies

1. **Promote Green Infrastructure:** Create an interconnected system or network of parks, trails, walking paths, scenic river routes, and other green space/open space. Strategically plan and manage this overall network of parks, greenways, conservation easements, wilderness, and working lands, so that it attains a conservation value that supports native species, maintains

natural ecological processes, sustains air and water resources, and contributes to the health and quality of life of local communities.

2. **Natural Landscape:**

- Consider, preserve, and protect natural environmental corridors, such as the Menomonee River corridor, when planning and implementing redevelopment or new development.
- Landscape with native plant and tree species whenever possible. Use deciduous shade trees, vegetative cover, and exterior structures such as arbors and trellises to provide shade over non-roof impervious areas.



- Whenever possible, utilize green infrastructure to connect and extend green spaces, open spaces, natural areas, wetlands, agricultural land and park spaces. Green infrastructure is an interconnected network of lands and pathways/trails that protects native plants and animals and unique landscapes, improves water quality, manages stormwater, provides paths for wildlife, protects natural ecosystems and fosters a stronger sense of community cohesiveness.

3. **Parking and Transportation:**

- Encourage transportation alternatives for residents, employees, and visitors by providing bicycle racks, covered bus shelters, and pleasant and accessible walkways.

- Incorporate green spaces into parking areas where possible to break up large expanses of concrete.
- Consider using porous paving systems to extend the life of the pavement, allow for stormwater infiltration, reduce maintenance costs, and reduce the urban heat island effect in summer.
- Include on-street and shared parking wherever possible. Consider concrete or porous pavement rather than asphalt to keep parking areas cool.

4. Site Planning:

- Ensure scale, design, and use of new buildings are environmentally compatible with adjacent buildings and uses.
- Design parking facilities and open spaces to work together to manage stormwater.
- Redesign older parking lots to absorb water and prevent stormwater run-off.
- Preserve and enhance cultural/archeological resources that may exist on or near development sites.

5. Site Lighting:

- Use high efficiency lighting (metal halide or high pressure sodium lamps) and try to maintain an overall “low-lighting profile”.
- When calculating or assessing lighting for public spaces or rights-of-way, take into account indirect sources of lighting such as storefronts in commercial districts, porch lighting in residential

districts, etc. to reduce dependence on direct, high-wattage electrical lighting.

6. Building Design:

- Consider the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) environmentally sustainable standards when constructing new buildings.
- Design to accommodate areas for recycling of waste materials.
- Where possible, orient buildings along an east-west axis for maximum daylighting benefits.
- Promote “healthy buildings” that minimize potential environmental hazards. Indoor environmental quality issues should be addressed when redeveloping, renovating, or upgrading existing structures (e.g. material emissions, lead paint abatement, thermal comfort, and air ventilation).

7. Energy Efficiency:

- Design for energy performance that improves upon Wisconsin State Building Code. Use thermal mass such as masonry or concrete to moderate interior temperatures. Use passive solar techniques to reduce or moderate energy demands.
- Use Energy Star equipment and appliances when rehabbing an old building, or constructing a new building.
- Use State of Wisconsin and We Energies tax credits for updating appliances such as refrigerators and furnaces.



- Use established methods for insulating, sealing and weatherizing older homes to reduce energy costs year-round.
8. **Alternative Energy:**
- Purchase power generated from renewable sources (e.g. solar, wind, biomass, or low-impact hydro).
9. **Materials and Resources:**
- Utilize local, recycled, sustainable materials when possible (e.g. brick, fly ash concrete, wood, recycled glass). Use Wisconsin Green Building Alliance's 'Wisconsin Built Directory' to locate sources for these materials.
 - Selection of building materials and resources should take into account available and renewable natural resources in addition to more cost, durability, performance, and aesthetics.
 - Reuse existing building shells and components where feasible.
 - For historic buildings, make changes to exterior in accordance with US Department of the Interior Rehabilitation Guidelines.
10. **Construction & Demolition:**
- Reduce, reuse, and recycle construction and demolition waste to protect on-site materials and reduce environmental impacts.
11. **Increase Tree Canopy:**
- Tree cover is directly related to environmental quality. Maintaining a robust enough tree cover to function as green infrastructure reduces the need and expense of building infrastructure to manage air and water resources. A greater tree canopy represents tremendous energy savings for an urban area. Trees improve air quality, reduce stormwater flow and conserve energy.
 - Build ecosystem and economic value of trees into public policies and programs.
- Increase trees planted on private property, public right of way, open spaces, parking and other paved areas. Milwaukee's current tree canopy is close to 16%. For the West Side, meet the city-wide target of increasing the tree canopy to 25-40%.
- Increase the interior landscaping requirements for parking lots, to reduce asphalt heat islands, improve stormwater absorption as opposed to run-off, and create a healthier and less harsh urban environment.
12. **Stormwater Management:** Use green roof systems, rain gardens, drought resistant plantings, vegetated swales, rain barrels, and permeable pavement for on-site stormwater management.
13. **Support urban farming** (small scale intensive farming, an updated modern version of "victory gardens") in residential and mixed use neighborhoods as a way to:
- Build self reliance for those who grow healthy, fresh food for themselves and their families.
 - Provide extra family income for those who create food for sale in neighborhood farmers markets.
 - Advance community building, as neighbors enjoy the beauty of urban farms and gardens, participate in growing community and food together, and provide gainful work for neighborhood residents, especially the young and the old.



Appendix 1

WEST SIDE AREA PLAN MARKET ANALYSIS

Houseal Lavigne Associates

Cross Management Services, Inc.

West Side Area Plan Market Analysis

Milwaukee, Wisconsin

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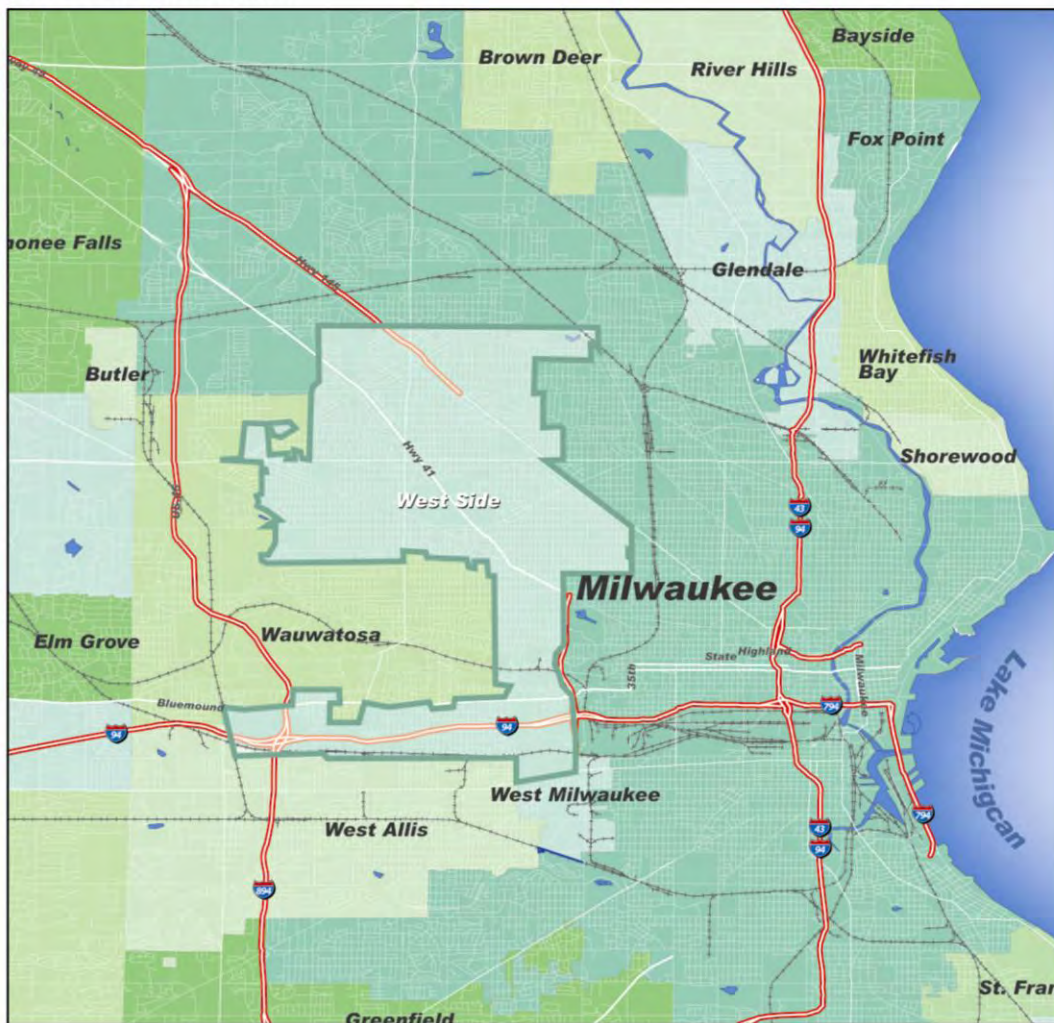
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Introduction

The City of Milwaukee's West Side (See Figure 1) is generally located in the area located to the south of Silver Spring Road, west of 35th Street, north of the West Allis city limit, and east of the Wauwatosa city limit. For purposes of this analysis, market and demographic data related to the West Side is assessed independent of and in comparison to the larger City of Milwaukee and the neighboring communities of West Allis and Wauwatosa. In an effort to document anticipated demographic shifts within the West Side and surrounding area, current figures as of 2009, within both the West Side and the City of Milwaukee will be contrasted with 2014 projections. Projections have not been made beyond this time frame as the degree of accuracy in which market potential can be assessed would be reduced. Market data for this analysis were obtained from *ESRI Business Analyst*, a nationally recognized provider of market and demographic data.

This market overview and analysis has been provided to determine the general trends, supply, demand, and potential for residential and commercial uses. This overview analysis examines the West Side's competitive position within the market, identifies the issues the community is facing and will likely face, and creates a foundation to assist with future land use designation and planning objectives.

**FIGURE 1.
WEST SIDE STUDY AREA**



Executive Summary

Demographic Overview

Both the West Side and the City of Milwaukee have witnessed a moderate decline in population since 2000. Despite recent population loss, however, the West Side and the larger city are projected to experience positive growth reaching a 2014 population of 122,714 (+0.3%) and 592,648 (+0.5%) respectively. It is estimated that households earning less than \$50,000 will decrease significantly (-6.5%) while the number of households earning more than \$50,000 will increase significantly (8.7%). The West Side population is also projected to grow younger. As middle aged households decrease in number, the number of households aged 25 to 34 and 54 to 75 are both projected to increase. An increase in higher income households within these two age groups may indicate a **growing demand for multi-family rental and for-sale housing within the West Side and the larger city.**

Residential Market

Housing Stock

The West Side experienced its most significant period of population growth in the post-WWII era leading into the 1970's, and has a significant amount of housing from this time as a result. The rate of owner occupancy in the West Side is slightly higher than that of the City of Milwaukee and rental housing comprises a significant component of the local housing stock. The majority of housing units in the West Side area are **single family and two-family homes with two to three bedrooms**. The number of new construction permits issued between 2004 and 2008 indicates that the majority of new housing built in the West Side area has been a **mix of infill, single-family and multi-family housing**.

Home Sales

Since 2005, overall home sales and prices in the West Side have declined significantly. The single family home market has declined relatively uniformly across the market area which includes the West Side, Wauwatosa, and West Allis. In the two-family home market, which includes townhomes, rowhomes, and condominiums, sales prices have declined. However, **two-family sales in the West Side have increased significantly as sales have declined in neighboring communities.**

Rental Housing

Rental units comprise approximately 42% of the West Side housing stock and are projected to remain a significant component of the local housing market. Lease rates range widely from approximately \$0.70 to \$1.20 per square foot and are generally lower than in neighboring Wauwatosa but even with properties for rent in West Allis. **Local rental housing is affordable to the majority of West Side households.** It is estimated that in 2014 monthly rent for a typical two-bedroom unit will require a household to earn approximately 80% of the projected market area median income.

Housing Demand

The demographic shift projected to occur within the West Side population indicates there may be an opportunity for new multi-family development. This is supported by a consistent increase in the sale of two-family homes over the past five years. Any residential component of opportunity site development within the West Side should **strongly consider the incorporation of a townhome or rowhome product type.**

Labor & Employment

It is estimated that over half of the West Side's 52,000 workers are employed in service industries. Service industries are projected to grow faster than any other industries through the year 2016. ***Service related industries and financial activities are projected to add 4,100 and 600 jobs respectively to the local economy between 2000 and 2016.*** Growth in these sectors will likely represent the largest source of demand for commercial space in the West Side.

Commercial Market

The West Side has over 605 retail businesses scattered throughout the area. Several arterials with moderate to high traffic counts pass through the West Side and may represent the best opportunities for new retail development, particularly along Route 41, Fond du Lac Avenue, and Capitol Drive. Site availability and proximity to surrounding retail concentrations in Brookfield, Wauwatosa, West Allis and adjacent portions of the City will play significant roles in determining the scale and location of commercial development. Although the West Side retail market is fairly saturated, ***the Building Material and Supplies Dealers; General Merchandise; and Food Services & Drinking Places retail categories appear to have a significant unmet retail demand.*** The ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites. For example, the development of new retail in the *General Merchandise* category within the West Side will likely require the development of a community level retail center on a site of at least 15 acres.

Office Market

An assessment of local and regional labor and employment trends indicates that ***financial activities and service related industries such as education and health care may represent a potential source of demand for office space within the West Side.*** Office space in the West Side is currently being offered at rates that are slightly below the larger Milwaukee office market average. Given the availability of space at the Honey Creek Corporate Center, new office development in the West Side is not likely in the near term.

Industrial Market

As in many urbanized areas, the demand for industrial space within the West Side has declined in recent years as users of industrial space have downsized or relocated to other areas. It is estimated that West Side employment in the manufacturing sector decreased by over 3,600 (-36%) between 2000 and 2009. Though vacancy rates have increased over the last year and new construction has slowed, the Milwaukee industrial market appears to be stabilizing. ***Given site availability and employment projections, new construction of industrial space is not likely to occur in the West Side.***

Demographic Overview

Population and Households

Table 1 compares changes in population and number of households between the West Side and the larger City of Milwaukee. *Population* is defined as the overall number of people within a specified geography. A *household* is defined as the group of individuals who live in the same dwelling unit with household by age based on the age on the individual consider head of household. . Overall, household and population growth in the West Side are anticipated to be positive, but relatively minimal over the next five years.

- After experiencing a loss of 2,004 individuals (-1.6%) since 2000, the West Side is projected to grow by 311 (.3%) households between 2009 and 2014.
- The City of Milwaukee also experienced a decline of 1.2% between 2000 and 2009. However, as with the West Side, the City is projected to witness an increase in population (0.5%) through the year 2014 to reach a population of nearly 593,000.
- Over the next five years, it is anticipated that the population of both the West Side and larger city will grow at an annual rate of 0.1%.

Table 1. Estimated & Projected Population Change,
West Side and City of Milwaukee: 2000, 2009, 2014

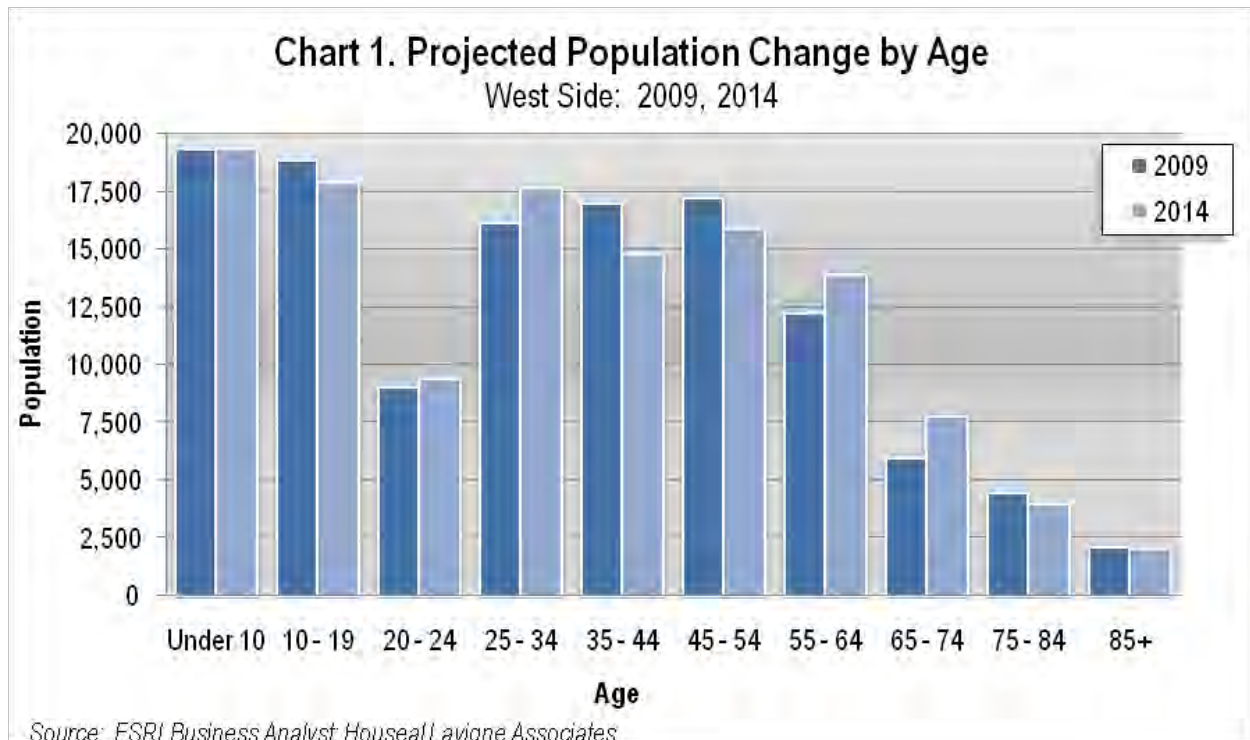
	<i>West Side Area</i>			<i>City of Milwaukee</i>		
	2000	2009	2014	2000	2009	2014
Population	124,374	122,370	122,714	596,974	589,619	592,648
<i>Change in Population</i>	-	-2,004	344	-	-7,355	3,029
<i>Annual Rate of Population Growth</i>	-	-0.2%	0.1%	-	-0.1%	0.1%
Households	49,321	49,149	49,460	232,188	234,120	236,698
<i>Change in Households</i>	-	-172	311	-	1,932	2,578
<i>Annual Rate of Household Growth</i>	-	0.0%	0.1%	-	0.1%	0.2%

Source: ESRI Business Analyst; Houseal Lavigne Associates

Age Characteristics

Chart 1 illustrates projected population change within age cohorts of the West Side area over the five year period between 2009 and 2014. In general, projections indicated that while the West Side population is growing younger as a whole, the population aged 55 and older will come to comprise a more significant portion of the population.

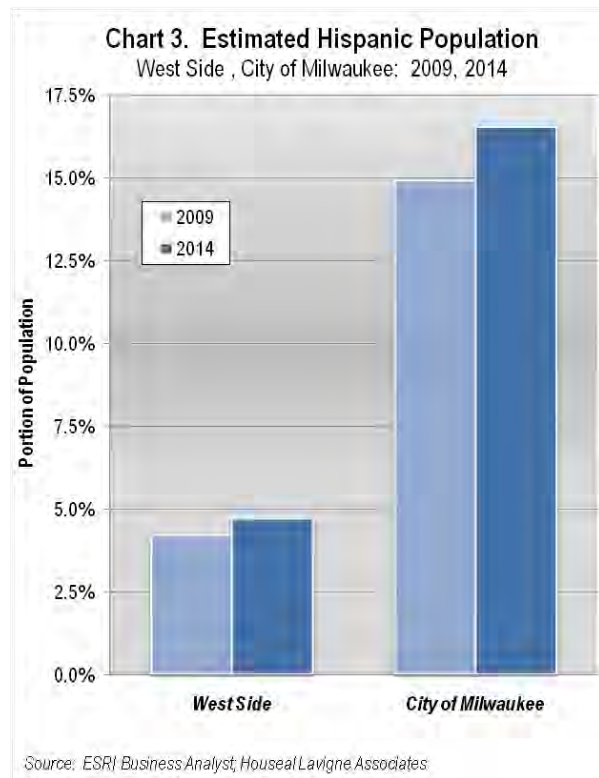
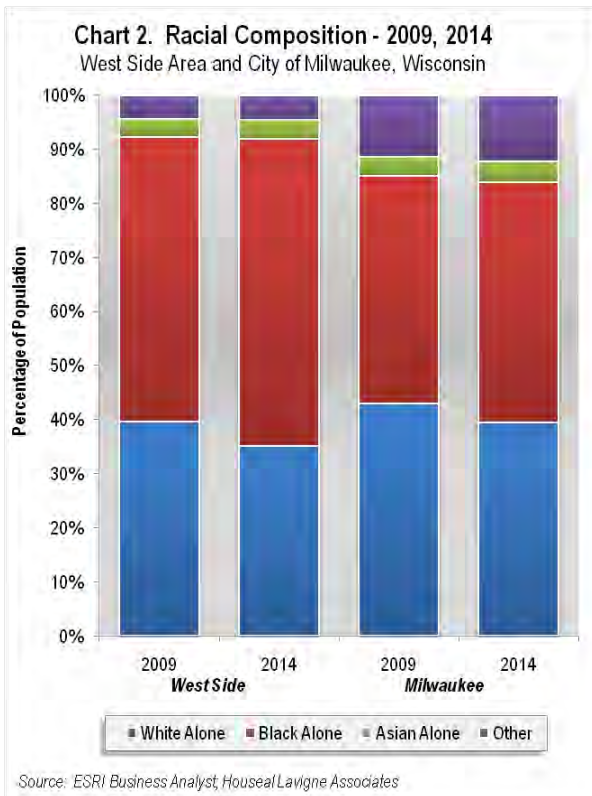
- The population under the age of 20 is projected to decline by 979 (2.6%) over the next five years.
- It is anticipated that the number of individuals between the ages of 20 and 34 will have increased by nearly 1,850, or 7.3%, between 2009 and 2014.
- A significant increase of over 19% is projected to occur in the population aged 55 to 74 between 2009 and 2014.
- The estimated 2009 median age in the West Side is 33.5 years which is slightly more than two years higher than that of the City of Milwaukee. This difference in median age is projected to decrease slightly through the year 2014, reaching 33.2 in the West Side and 31.5 in the larger city.



Racial and Ethnic Composition

Charts 2 and 3 illustrate the racial and ethnic composition of the West Side area and the City of Milwaukee.

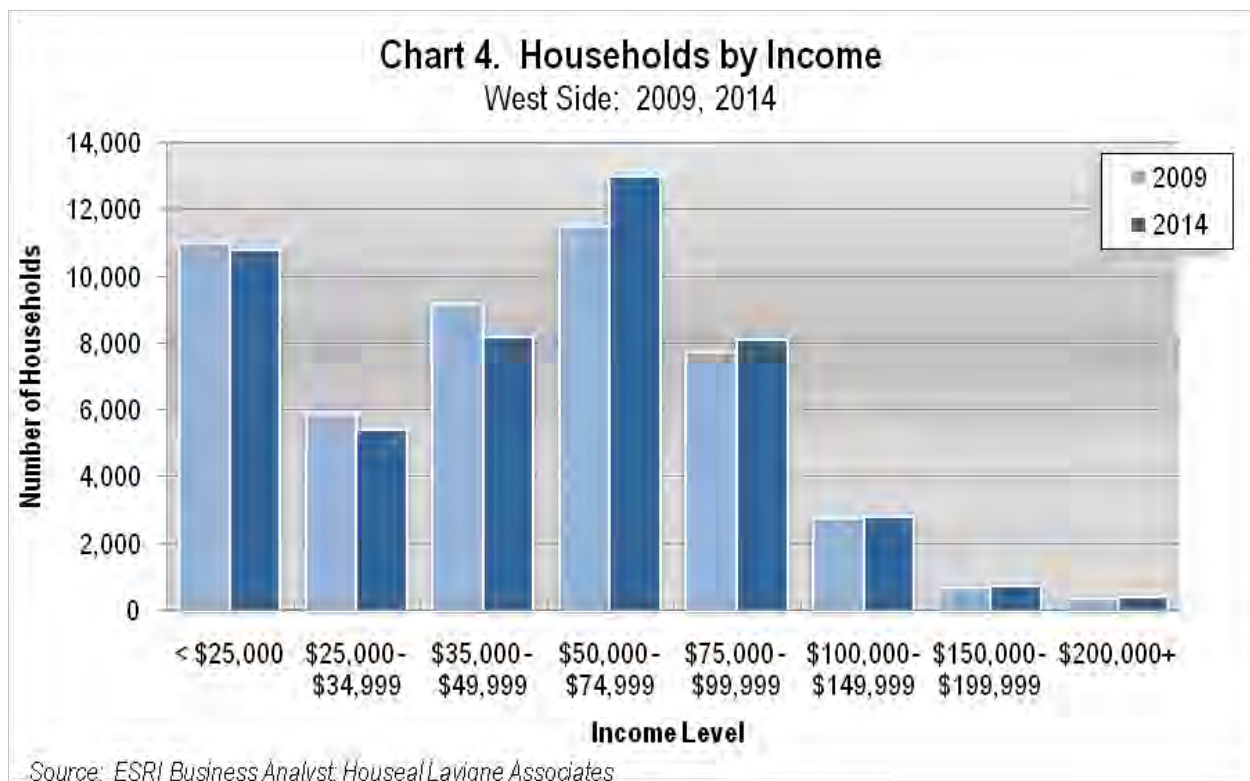
- In 2009, it is estimated that 43.0% of the City of Milwaukee’s population is comprised of individuals who are considered White Alone (as classified by the U.S. Census). At 39.7%, the White Alone population is estimated to be slightly lower in the West Side area.
- During the five year period between 2009 to 2014, it is projected that the White Alone population will have decreased by 11.0% and 7.7% in the West Side and City of Milwaukee respectively.
- The Black Alone (as classified by the U.S. Census) population comprises 52.6% of the 2009 West Side population.
- The most significant increase in population for the West Side is projected to occur in the Black Alone population which is projected to gain over 5,233 individuals (8.1%) over the next five years.
- It is estimated that by the year 2014, the Black Alone population will grow to comprise the largest proportion of the City of Milwaukee’s population (44.5%).
- It is estimated that in 2009, the West Side’s population was 4.2% Hispanic (5,085 individuals).
- The Hispanic population is projected to grow by 14.2% and 11.4% within the West Side and City of Milwaukee respectively.



Households and Income

Chart 4 depicts anticipated West Side area household growth between 2009 and 2014 within several household income categories.

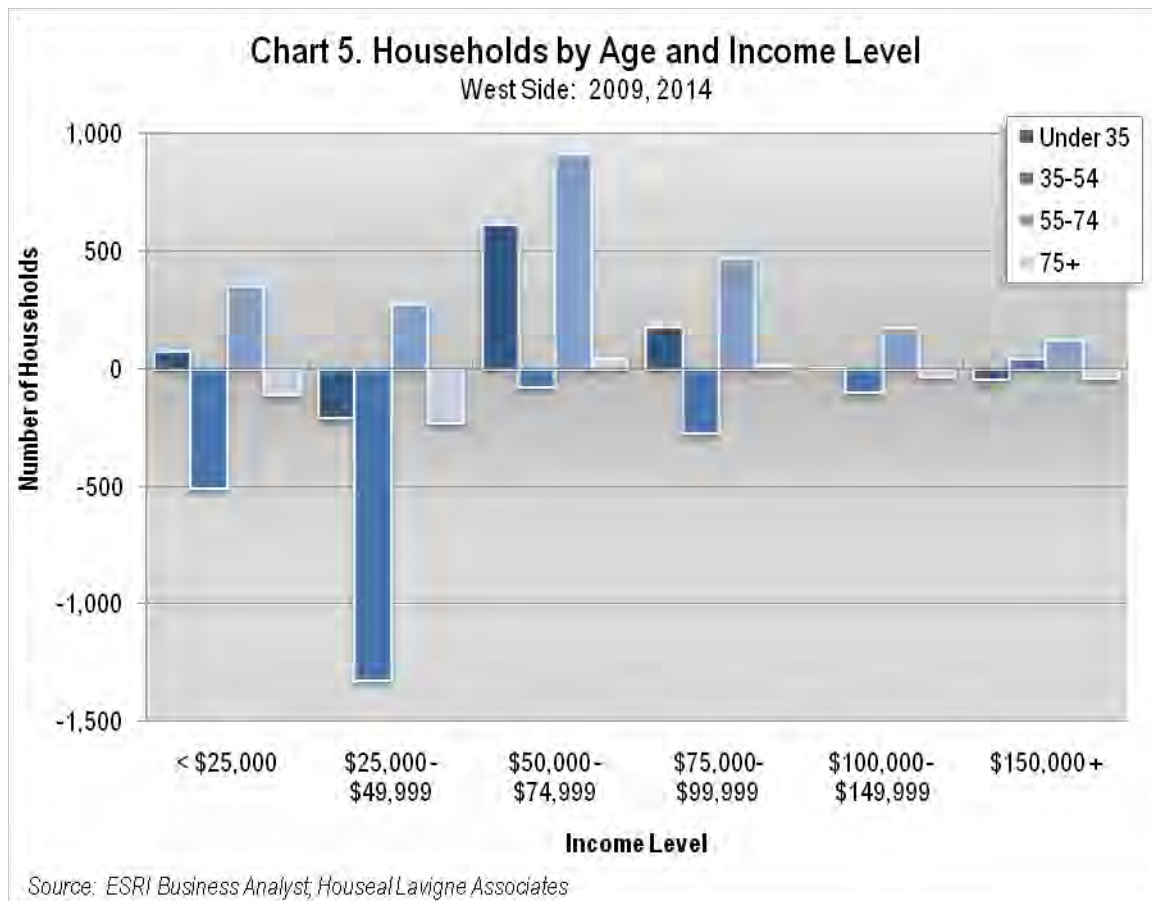
- In 2009, the estimated median household income for the West Side was approximately \$47,128.
- Over the next five years, median household income is projected to increase by 7.0% to reach \$50,418 by 2014.
- In 2009, approximately 53.0% of households have annual incomes of less than \$50,000.
- Between 2009 and 2014, the number of households earning less than \$50,000 per year is projected to decline by 1,687 households to comprise approximately 49.3% of total households by 2014.
- The greatest anticipated increase is expected to occur in households earning between \$50,000 and \$99,999. This population is projected to increase by 9.8%, or 1,879 households, and comprise nearly 43% of total households by 2014.
- The number of households earning over \$100,000 is anticipated to increase by 123 (3.2%) over the same five year period.



Age by Income

Charts 5 illustrates the projected change in household population according to the age of the head of household and household income. Changes projected to occur between 2009 and 2014 are shown as they pertain to each respective household age cohort in the West Side Area.

- Over the next five years, the projected changes within the West Side household age and income profile are similar to those projected for the larger city.
- It is anticipated that the number of households earning between \$50,000 and \$74,999 will increase by nearly 1,500 (13%) between 2009 and 2014.
- The number of households aged 55 to 74 is projected to increase in all income ranges. It is anticipated that this age cohort will increase by 2,309 households, or 19.7%.
- The largest increase of 915 households is projected to occur among household aged 55 to 74 earning between \$50,000 and \$74,999.
- The largest anticipated decline in households (-1,325) is projected to occur among households aged 35 to 54 earning between \$25,000 and \$49,999.



Residential Market

Age of Housing

As indicated in Table 2, the housing stock within the West Side area is largely comprised of structures whose construction dates to between 1940 and 1969. The West Side experienced its most significant period of population growth in the post-WWII era leading into the 1970's, and has a significant amount of housing from this time as a result.

- Over one-quarter of the West Side's homes were built prior to 1940.
- Nearly half (47%) of all housing units in the West Side were constructed over the twenty year period between 1950 and 1969.
- The number of housing units constructed in the West Side was relatively minimal over the most recent thirty year period, growing by no more than 2.1% in a given decade.
- New construction permits issued between 2004 and 2008, which is the most recent data available, indicate that the majority of recent housing constructed in the West Side has been in infill single family development.
- There were two multi-family projects with a combined total of 39 units built in the West Side between 2004 and 2008.

Table 2. Age of West Side Housing Structures

Year Built	Number	Percent	New Construction Permits, 2004 - 2008	104	100.0%
Built Before 1940	12,842	26.2%	Single Family	61	58.7%
Built 1940 to 1949	7,445	15.2%	Two-Family	4	3.8%
Built 1950 to 1959	17,645	36.0%	Multi-Family	39	37.5%
Built 1960 to 1969	5,566	11.4%			
Built 1970 to 1979	3,256	6.6%	New Construction Permits, 2009	1	100.0%
Built 1980 to 1989	871	1.8%	Single Family	1	100.0%
Built 1990 to 1999	348	0.7%			
Built 2000 or After*	1,027	2.1%			
Estimated 2009 Total Housing Units**	49,000	100.0%			

* Based on estimated number of housing units in 2009.

** 2009 estimate from ESRI Business Analyst adjusted by difference between 2000 ESRI estimate and 2000 Census tract data.

Source: City of Milwaukee; ESRI Business Analyst; Houseal Lavigne Associates

Housing Types

The majority of housing units in the West Side area are owner-occupied, single family homes with two to three bedrooms.

- Owner-occupancy in the West Side (58%) is higher than in the larger City of Milwaukee (42%).
- In the West Side nearly 51% of units are single family detached, approximately 25% are duplex units, and another 20% are in multi-family buildings with three or more units. There are few single family attached units (4%).
- Two- and Three-bedroom units are both common within the West Side, comprising 38% and 39% of all units respectively.

Table 3. Housing by Tenure, Type and Number of Bedrooms

West Side, Milwaukee: 2000

	West Side		Milwaukee	
Occupied Housing Units	49,391	100.0%	232,178	100.0%
Owner-occupied	28,741	58.2%	105,186	45.3%
Renter-occupied	20,650	41.8%	126,992	54.7%
Units in Structure -				
All Units	51,547	100.0%	249,215	100.0%
Single Family Detached	26,241	50.9%	98,341	39.5%
Single Family Attached	2,255	4.4%	14,626	5.9%
Duplex	13,105	25.4%	57,712	23.2%
Multi-family	9,793	19.0%	77,564	31.1%
Other	153	0.3%	972	0.4%
Number of Bedrooms -				
All Units	51,547	100.0%	249,215	100.0%
Studio	702	1.4%	9,633	3.9%
1 Bedroom	5,060	9.8%	42,087	16.9%
2 Bedrooms	19,677	38.2%	88,219	35.4%
3 Bedrooms	20,129	39.0%	80,346	32.2%
4 Bedrooms	4,913	9.5%	22,473	9.0%
5+ Bedrooms	1,066	2.1%	6,457	2.6%

Source: City of Milwaukee; Houseal Lavigne Associates

Existing Home Sales

There are no significant new residential developments currently being marketed in either the West Side or surrounding communities. As indicated by permit data, any new construction that has occurred in recent years has come in the form of small infill projects and has been largely comprised of single family homes. The resale of existing homes offers the best means of understanding housing costs in the West Side. This section of the market analysis assesses trends in historic home sales for the West Side and the neighboring communities of Wauwatosa and West Allis. Data from the Multiple Listing Service has been pulled regarding the annual total number of sales, average sales price, average unit size, and average market time (in days) for the five year period between October 2004 and October 2010.

Given the significant size of the West Side area, data from the Multiple Listing Service has been pulled for three subareas of the West Side. For the purposes of this analysis, 35th Street and the Milwaukee city limit were used as the common eastern and western borders of each West Side subarea. As shown in **Figure 2**, the West Side was split based on three north-south address ranges including the North subarea (4100 to 6000 North), Central subarea (2700 to 4000 North), and South subarea (100 to 2600 North).

FIGURE 2.
RESIDENTIAL MARKET AREA



Single Family Home Sales

The impact of the current downturn in the national housing market is made evident at the local level through decreases in both the number of home sales and the sales prices of those homes sold. Table 4 and Chart 6 illustrate change in single family home sales over the five year period between October 2004 and October 2009 in the West Side, the City of West Allis, and the City of Wauwatosa. Overall, the total number of sales and average sales price for both single family homes and two-family homes over the last five year in the West Side has dropped more significantly than have those of Wauwatosa and West Allis.

- In the West Side, the number of homes sold in 2009 was 16.6% higher than in 2008, but 29.6% lower than in 2005. Over the same five year period, the number of single family home sold fell by 20.8% and 33.9% in Wauwatosa and West Allis respectively.
- The 2009 average sales price in the West Side was 26.4% lower than in 2008 and 30.2% lower than in 2005. Over the same five year period, single family home prices fell by between 7.6% and 9.2% in Wauwatosa and West Allis respectively.
- Single family homes in the West Side are generally more affordable than homes in neighboring communities. With the exception of 2009, sale prices in the West Side have consistently been 50% that of those in Wauwatosa and 75% that of those in West Allis.
- The average market time for homes being sold in the West Side increased 35 days (74%) to reach 81 days over the five year period between 2005 and 2009.
- Single family homes in Wauwatosa are typically larger than homes in the West Side and West Allis by between 300 and 400 square feet.

Table 4. Single Family Home Sales
West Side Milwaukee, Wauwatosa, and West Allis, Wisconsin: 2005 - 2009

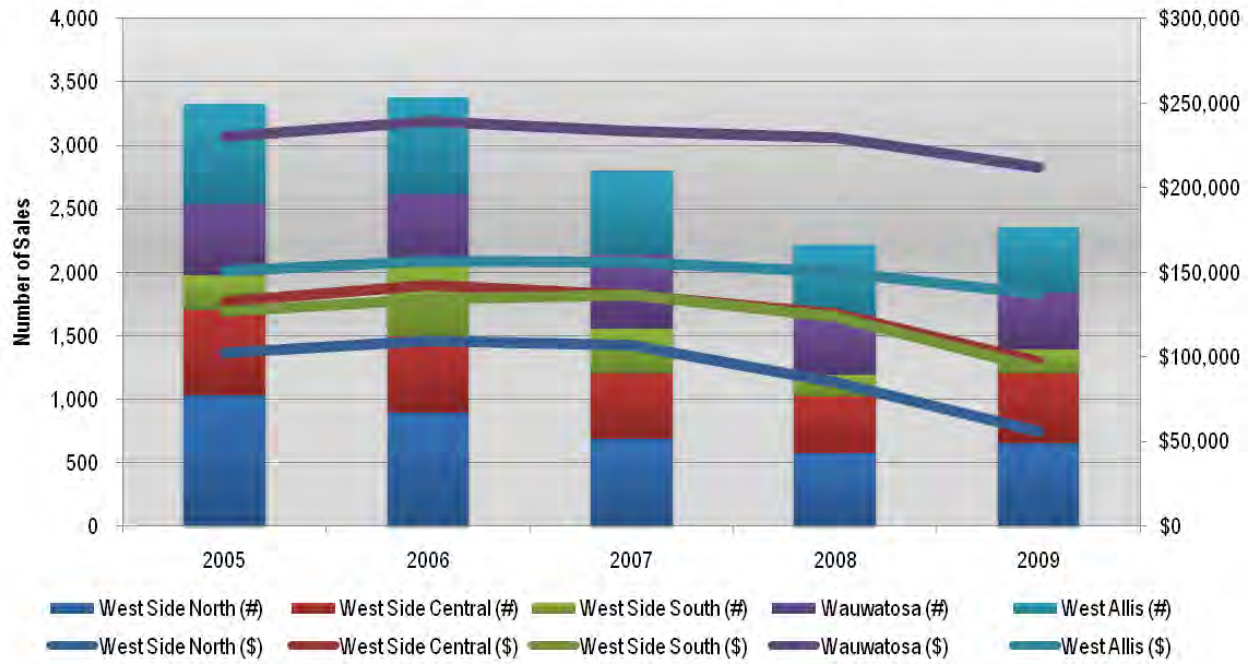
	Sales					Average Sales Price				
	West Side			Wauwatosa	West Allis	West Side			Wauwatosa	West Allis
	North	Central	South			North	Central	South		
2005	1,025	675	275	562	788	\$102,170	\$132,643	\$126,928	\$229,890	\$150,809
2006	889	606	559	560	764	\$109,381	\$142,231	\$134,094	\$239,159	\$156,498
2007	683	514	360	579	669	\$106,953	\$136,511	\$136,728	\$233,604	\$155,779
2008	571	452	169	477	550	\$84,980	\$125,273	\$123,656	\$229,530	\$150,336
2009	653	547	190	445	521	\$55,856	\$96,899	\$93,146	\$212,399	\$136,943

	Average Home Size (sf)					Average Market Time				
	West Side			Wauwatosa	West Allis	West Side			Wauwatosa	West Allis
	North	Central	South			North	Central	South		
2005	1,156	1,331	1,534	1,647	1,291	46	43	49	43	37
2006	1,139	1,314	1,499	1,633	1,270	63	59	72	54	47
2007	1,140	1,294	1,523	1,658	1,291	72	71	76	64	58
2008	1,140	1,317	1,531	1,722	1,309	96	79	79	74	77
2009	1,132	1,308	1,485	1,668	1,298	88	84	78	74	85

Source: Metro/MLS; Houseal Lavigne Associates

Chart 6. Single Family Home Sales

West Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 - 2009



Two-Family Home Sales

The category of two-family residential units includes both townhome and duplex condominium units. Duplex structures are common throughout the Milwaukee area. The sales price of two-family units in the West Side and neighboring Wauwatosa and West Allis have decreased at levels similar to the single family market. However, unlike single family home sales that have declined in recent years, the number of two-family units sold increased significantly in the five year period between October 2004 and October 2009. Table 5 and Chart 7 show home sales statistics for two-family units.

- In the West Side, the number of two-family homes sold in 2009 was 22.0% higher than in 2008 and 80.6% higher than in 2005. Over the same five year period, the number of two-family units sold fell by 51.7% and 50% in Wauwatosa and West Allis respectively.
- Two-family units are not as common in Wauwatosa as they are in the West Side or West Allis and are typically between 100 and 300 square feet larger.
- The 2009 average sales price in the West Side was 27.0% lower than in 2008 and 41.6% lower than in 2005. Over the same five year period, two-family unit prices fell by 18.8% and 17.1% in Wauwatosa and West Allis respectively.
- Prior to 2009, two-family homes in the West Side sold for between 75% and 50% less than in Wauwatosa and West Allis respectively. In 2009, the average sales price for a two-family unit in the West Side was one-third that of Wauwatosa and half that of West Allis.
- The average market time for homes being sold in the West Side nearly doubled from 47 days to reach 81 days over the five year period between 2005 and 2009.

Table 5. Two-Family Home Sales

West Side Milwaukee, Wauwatosa, and West Allis, Wisconsin: 2005 - 2009

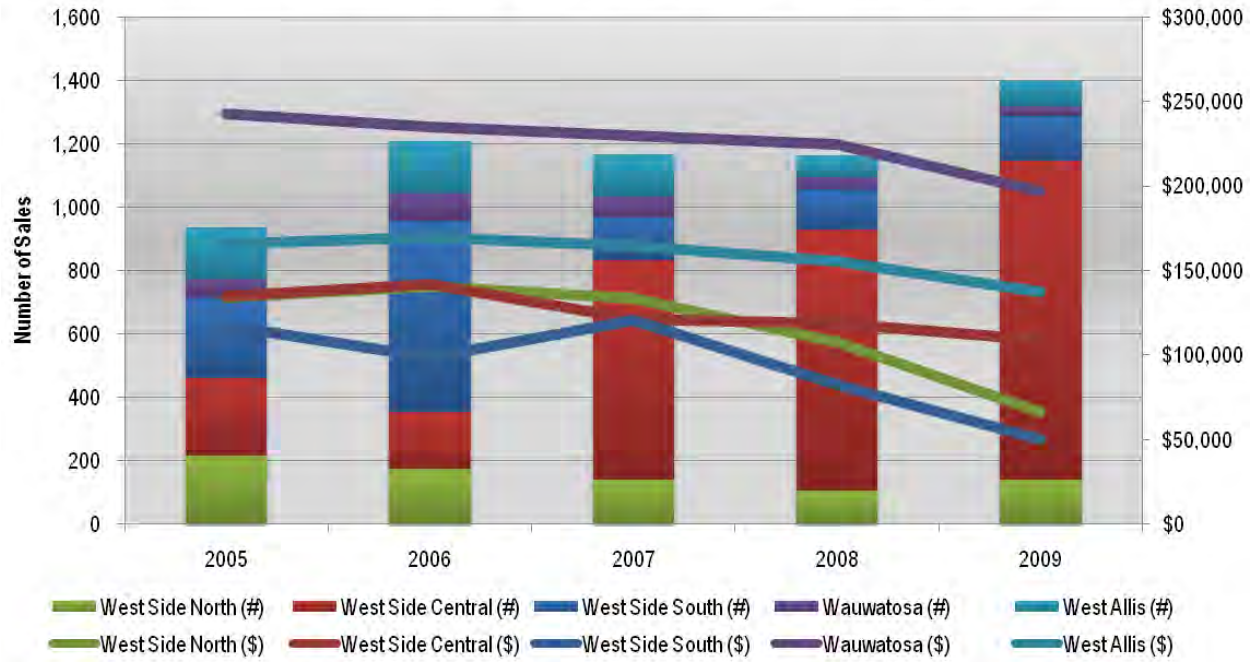
	Sales					Average Sales Price				
	West Side			Wauwatosa	West Allis	West Side			Wauwatosa	West Allis
	North	Central	South			North	Central	South		
2005	217	242	254	60	162	\$133,824	\$134,827	\$117,118	\$242,387	\$165,628
2006	175	179	602	85	167	\$140,763	\$142,001	\$98,440	\$234,643	\$169,461
2007	139	694	135	65	132	\$133,632	\$121,102	\$120,805	\$229,944	\$164,801
2008	106	824	126	37	71	\$107,709	\$118,631	\$82,211	\$224,234	\$155,183
2009	139	1,006	143	29	81	\$66,049	\$109,120	\$50,162	\$196,782	\$137,328

	Average Unit Size (sf)					Average Market Time				
	West Side			Wauwatosa	West Allis	West Side			Wauwatosa	West Allis
	North	Central	South			North	Central	South		
2005	1,139	1,245	1,216	1,304	984	45	48	47	61	41
2006	1,119	1,220	1,296	1,271	1,038	50	63	74	40	48
2007	1,124	1,198	1,224	1,266	1,148	75	58	72	79	77
2008	1,297	1,216	1,266	1,240	1,043	90	64	75	99	90
2009	1,178	1,253	1,597	1,307	1,099	92	66	86	139	98

Source: Metro/MLS; Houseal Lavigne Associates

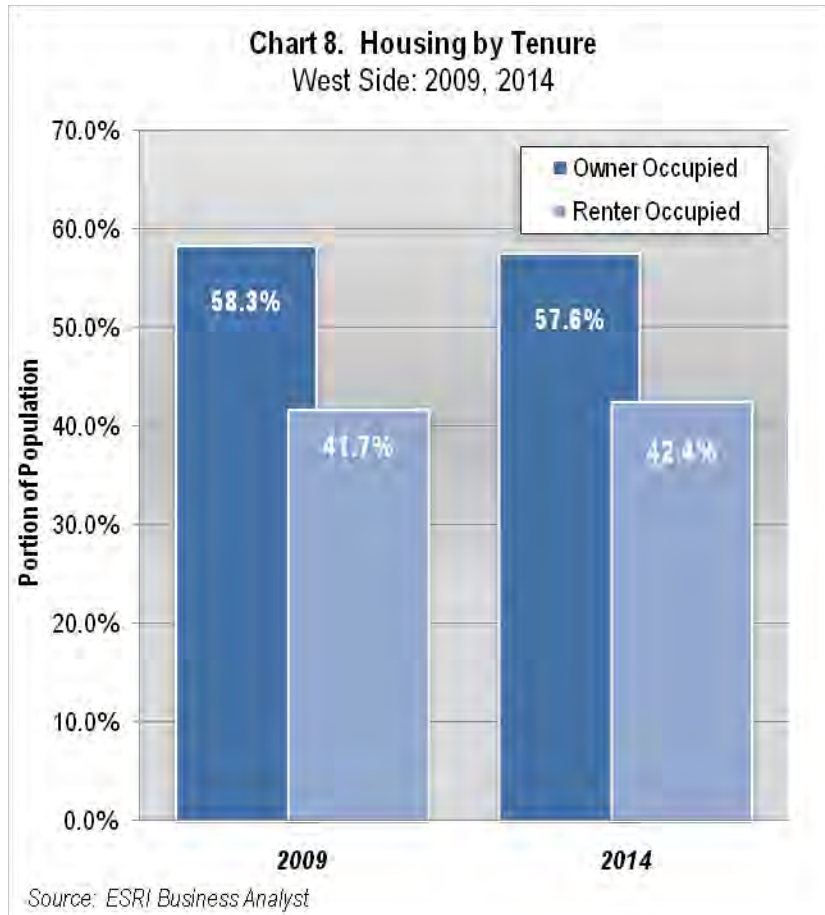
Chart 7. Two-Family Home Sales

West Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 - 2009



Rental Housing

The West Side has a significant amount of housing units that are renter occupied. In 2009, it is estimated that 42% of the area's nearly 46,000 occupied housing units were rental units (See Chart 9). This proportion is projected to remain significant into 2016. The West Side's 58% rate of owner-occupancy is slightly higher than that of the City of Milwaukee which is 45% owner-occupied.



In 2009, rents in the West Side (Table 6) range from as low as \$450 for a studio unit to \$855 for a 1,125 three-bedroom unit. These rates are generally less than in neighboring Wauwatosa, but even with rental rates in West Allis. Given an estimated 2009 median household income of \$47,000 for the West Side, these rates appear to be relatively affordable. Housing is considered affordable if 30% or less of a household's gross annual income is spent on housing costs. With an income of \$47,000, the typical West Side household could afford to pay an estimated \$1,175 per month for rent and utilities. The next section of the residential market assessment examines the issue of housing affordability more closely.

Table 6. Select Market Area Rental Properties:

West Side, Wauwatosa, West Allis - October 2009

<i>West Side</i>	<i>BR</i>	<i>BA</i>	<i>Rent Range</i>	<i>Size (sf)</i>	<i>Rent Range PSF</i>
Hampton Garden*	2	1.0	\$670	900-940	\$0.71-\$0.74
	3	1.5	\$825	1,025-1,125	\$0.73-\$0.80
Grantosa Apartments*	2	1.0	\$720	875	\$0.82
	3	1.5	\$855	1,025-1,125	\$0.76-\$0.83
Lisbon Court Apartments*	1	1.0	\$613	650	\$0.94
	2	2.0	\$783	850-875	\$0.89-\$0.93
	3	1.5	\$855	1,125	\$0.76
HiMount Gardens*	Studio	1.0	\$450	400	\$1.13
	1	1.0	\$515-\$545	450	\$1.14 - \$1.21
	2	1.0	\$650	700	\$0.93
Hawley Terrace	1	1.0	\$580-\$595	515-700	\$0.85-\$1.13
<i>Wauwatosa</i>	<i>BR</i>	<i>BA</i>	<i>Rent Range</i>	<i>Size (sf)</i>	<i>Rent Range PSF</i>
Normandy Village**	1	1.5	\$785-\$855	706	\$1.11-\$1.21
	2	1.5	\$950	975	\$0.97
	2	2.0	\$1,250	1,575	\$0.79
Mayfair Apartments	1	1.0	\$499	660	\$0.76
	2	1.0	\$685 - \$735	950	\$0.72 - \$0.77
Mayfair Manor	2	1.0	\$670	900	\$0.74
	3	1.5	\$765	1,000	\$0.76
Underwood Station***	1	1.0	\$925	773	\$1.20
	2	2.0	\$1,100-\$1,300	1,157-1,186	\$0.95-\$1.10
Serafino Square**	1	1.0	\$840-\$1,020	825-941	\$1.02-\$1.08
	2	1.0	\$1,015-\$1,115	1,078-1,188	\$0.94
	2	2.0	\$1,015-\$1,115	1,077-1,117	\$0.94-\$1.00
The Reserve at Wauwatosa Village****	1	1.0	\$905-\$935	803	\$1.13-\$1.16
	2	1.0	\$1,120	1,037	\$1.08
	2	2.0	\$1,290	1,293	\$1.00
TheFountains of Wauwatosa*	3	2.0	\$1,600-\$1,650	1,518	\$1.05-\$1.09
	1	1.0	\$715	980	\$0.73
	1	2.0	\$875	1,350	\$0.65
	2	1.5	\$790	1,150	\$0.69
	2	2.0	\$830	1,250	\$0.66
<i>West Allis</i>	<i>BR</i>	<i>BA</i>	<i>Rent Range</i>	<i>Size (sf)</i>	<i>Rent Range PSF</i>
Cleveland***	1	1.0	\$620	521	\$1.19
	2	1.0	\$690 - \$720	681	\$1.01-\$1.06
French Quarter Apartments**	1	1.0	\$630	735	\$0.86
	2	1.0	\$750 - \$765	946	\$0.79-\$0.81
Six Points Apartments***	1	1.0	\$835 - \$990	-	-
	2	2.0	\$1,075 - \$1,275	1,143-1,289	\$0.94-\$0.99

* Rent includes water, heat, and gas

** Rent does not include Gas

*** Rent includes cable, water, sewer, and trash

**** No utilities included.

Source: Various online apartment search engines; Houseal Lavigne Associates

Housing Demand & Affordability

A more detailed analysis of household income estimates for the West Side helps quantify the relative level of housing affordability for both owner- and renter-occupied units. Table 7 compares the projected 2016 income for households in the West Side to the price of housing in the area. The asking price indicated in the table entitled *Household Demand & Affordability* is the rolling average of the average sales price for single family homes and two-family units, indicated in Tables 4 and 5, over the three year period between October 2007 and October 2009.

To gauge market supportable demand for housing units, it is assumed that the mortgage payment resulting from the purchase of a home at this price, combined with property taxes, should comprise no more than 30% of a household's income. Households earning less than the income necessary to meet this benchmark cannot afford to purchase a home in the West Side area. Based on the anticipated asking prices, a household will need to earn at least an estimated:

- \$40,000 to afford a single family home in the West Side in 2014
- \$36,000 to purchase a unit in a two-family building (e.g. townhome or duplex)

Lease rates for rental housing were also included in Table 7 to demonstrate demand for market rate rental units. The 2009 rent for a two-bedroom unit in the West Side is near \$700 per month (See Table 6). Assuming an annual rent increase of 3%, the rent for a similar unit in 2014 will be near \$815. This indicates that renting an average sized two-bedroom apartment will require a household income of approximately \$35,000.

To put these estimates in perspective, it should be noted that the projected 2014 median household income for the West Side is \$50,415. The lower portion of Table 7 provides further detail regarding the number of new households projected to locate in the West Side within several age and income categories and related housing demand.

Target Age Groups

The home sales and rent information provided in Tables 4, 5, and 6 can be intersected with projected household age and income data to provide a fuller understanding of the future demand for housing in the West Side. Put simply, the demand for housing will be determined by the age composition of the local household population, the sales price or rental rates of residential units, and the types of housing offered. By examining how many householders fall into specific age and income cohorts, the demand for units of a given type of housing can be estimated.

- Single-family homes are the predominant housing type within the West Side. Middle-aged households (age 35 to 54) are the predominant buyer of single family homes. For the purposes of this analysis, it is assumed that all middle aged households who can afford to purchase a single family home, as well as those earning more than \$250,000 annually, will choose to do so.
- Two-family units (duplexes, condominiums, and townhomes) are also common within the West Side. Traditionally, young professionals (under 35) and empty nester (age 55 and over) households are the predominant buyer of two-family units. For the purposes of this analysis, the households in these two age groups that can afford to do so will purchase a two-family unit.

- Rental units comprise an estimated 42% of the West Side housing market with two-bedroom apartments being the most commonly offered unit type. The rental market is also comprised of a combination of younger households and senior households. For the purposes of this analysis, it is assumed that those households unable to afford a two-family unit, as well as very young (less than 25) and old (over 75) households, will rent their housing.

Table 7. Household Demand & Affordability - West Side, 2014

Product	Single Family	Two-Family		Rental - 2 BR
Asking Price	\$107,000	\$101,000		
Downpayment	10%	10%		
Interest Rate	6.50%	6.50%		
Monthly Mortgage Payment	\$609	\$575	Monthly	
Annual Mortgage Payment	\$7,304	\$6,895	Rent	\$815
Annual PMI	\$501	\$473	Annual	
Annual Property Taxes	\$4,000	\$3,500	Rent	\$9,780
Housing Costs as % of Income	30%	30%		30%
Minimum Income Required	\$39,350	\$36,224		\$35,317

Population Change - 2009, 2014

2014 Age & Income	< 25	25-34	35-44	45-54	55-64	65-74	75+
<\$15,000	-36	104	-129	-115	67	128	41
\$15,000 - \$24,999	-45	53	-129	-138	41	116	-153
\$25,000 - \$34,999	-45	-15	-243	-197	36	81	-92
\$35,000 - \$49,999	-87	-64	-522	-363	29	128	-139
\$50,000 - \$74,999	27	589	-115	36	488	427	43
\$75,000 - \$99,999	12	164	-194	-80	247	224	12
\$100,000 - \$149,999	-22	26	-46	-55	94	80	-32
\$150,000 - \$199,999	-21	-10	11	21	46	43	-26
\$200,000 - \$249,999	-11	-4	1	3	18	5	-12
\$250,000 - \$499,999	-1	0	0	4	8	4	-1
\$500,000 +	0	0	0	2	-1	0	-1

Income & Age Qualifying Households

Single Family Home	(1,289)
Two-Family Unit	2,530
2-Bedroom Rental Unit	(256)

Source: ESRI Business Analysts; Houseal Lavigne Associates

Projected Demand

In 2014, given the income requirements and target age groups for each housing type, it is projected that there will be:

- A surplus of single family homes as middle aged households decline in number;
- A significant demand for over 2,500 two-family units as the number of young professional and empty nester households increase; and,
- A surplus of over 250 market-rate apartment units.

Housing Market Implications

The projected demand for housing in the West Side is largely driven by the age and income shifts occurring within the local population. The calculations indicated in this demand analysis are not indicators of future development, but rather illustrate the potential for a shift in the housing products West Side residents may desire. For this demand to be met, many changes will have to occur within the local, regional, and national housing markets. Much of the demand for two-family units and rental units is derived from empty nester households downsizing from a single family home to a lower maintenance housing option. A slow housing market may hinder the ability to sell currently occupied units. This may, in turn, decrease demand for owner-occupied, two-family housing while simultaneously increasing demand for rental housing.

The West Side functions as an affordable alternative to neighboring communities with the advantage of being within convenient access to Downtown Milwaukee and several regional shopping nodes. There is a negligible difference (5-6%) between the average sales price for a single family and two-family home in the West Side. This indicates that the West Side is not a price driven market, but rather a product driven market where unit type and quality is a stronger influence on a potential home owner's decision to buy a home.

The demographic shift projected to occur within the West Side population indicates there may be an opportunity for new multi-family development. This is supported by a consistent increase in the sale of two-family homes over the past five years despite the fact that both Wauwatosa and West Allis witnessed a significant decrease in the number of two-family home sales. The majority of two-family homes in the market are older duplex units and the construction of new two-family units has been limited.

The potential identified in the demand analysis indicates that there may be potential for modern townhome and condominium development in the West Side. Development concepts for two opportunity sites identified in Chapter 5 of this Plan include residential development. Any residential component of such development should strongly consider the incorporation of a townhome or rowhome product type.

Labor & Employment

Employment by Industry

As shown in Table 8, it is estimated that at the time of this study (2009), the West Side currently employs over 52,000 workers. Employment is concentrated in a handful of industries, namely manufacturing (12.6%), retail trade (10.0%), and services (51.1%), which includes the health care and educational services industries among others. These proportions are on par with employment by industry for the larger City of Milwaukee.

It is estimated that between 2000 and 2009, the City of Milwaukee lost nearly 20,000 jobs in the private sector, the majority of which were in manufacturing. This represents a decline in employment of approximately 7.8%. Over the same nine year period, total employment in the West Side area decreased by approximately 7.8%, or 4,415 jobs. Within the West Side, the Services industry was the only industry that grew over this time period, growing almost 6% and adding nearly 1,500 jobs to the local economy. As shown in the following section, the Services industry is growing throughout the larger region.

Table 8. Employment by Industry, West Side: 2000 - 2009

	2000		2009		Change	
	Number	Percent	Number	Percent	Number	Percent
Industry Total	56,677	100.0%	52,262	100.0%	-4,415	-7.8%
Industry						
Agriculture/Mining	170	0.3%	157	0.3%	-13	-7.8%
Construction	1,927	3.4%	1,516	2.9%	-411	-21.4%
Manufacturing	10,202	18.0%	6,585	12.6%	-3,617	-35.5%
Wholesale Trade	1,700	3.0%	1,516	2.9%	-185	-10.9%
Retail Trade	5,554	9.8%	5,226	10.0%	-328	-5.9%
Transportation/Utilities	3,061	5.4%	2,613	5.0%	-447	-14.6%
Information	1,870	3.3%	1,463	2.8%	-407	-21.8%
Finance/Insurance/Real Estate	4,194	7.4%	4,076	7.8%	-118	-2.8%
Services	25,221	44.5%	26,706	51.1%	1,485	5.9%
Public Administration	2,720	4.8%	2,509	4.8%	-212	-7.8%

Source: ESRI Business Analyst; Houseal Lavigne Associates

Regional Employment Projections

The regional employment projections, shown in Table 9, indicate that service related industries will have grown faster than any other industries between the year 2006 and 2016. While it is anticipated that the manufacturing industry will continue to shrink through the year 2016, all of the other industries are projected to increase by between 2% and 19%.

**Table 9. Industry Employment Projections -
Milwaukee-Waukesha-West Allis MSA: 2006-2016**

	2006		2016		Change	
	Number	Percent	Number	Percent	Number	Percent
Industry Total	827,220	100.0%	907,690	100.0%	80,470	9.7%
Industry						
Construction/Mining/Natural Resources	34,660	4.2%	38,030	4.2%	3,370	9.7%
Manufacturing	133,860	16.2%	131,470	14.5%	-2,390	-1.8%
Trade	123,280	14.9%	127,440	14.0%	4,160	3.4%
Transportation and Utilities	35,210	4.3%	38,560	4.2%	3,350	9.5%
Financial Activities	56,950	6.9%	64,930	7.2%	7,980	14.0%
Leisure and Hospitality	70,520	8.5%	78,750	8.7%	8,230	11.7%
Services	333,190	40.3%	388,010	42.7%	54,820	16.5%
Educational Services	57,690	7.0%	60,150	6.6%	2,460	4.3%
Hospitals	34,540	4.2%	40,950	4.5%	6,410	18.6%
Government	39,540	4.8%	40,520	4.5%	980	2.5%

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, November 2008; Houseal Lavigne Associates

NOTE: These projections were made utilizing data from the 2006 Quarterly Census of Employment and should be utilized with an understanding that economic conditions have changed... Although the overall growth of the regional economy may be slower than projected given recent economic activity, the underlying projected pattern of growth may still be accurate. For example, while the region may not gain 6,410 jobs in the health care industry, that industry is still likely to remain one of the faster growing industries in the Milwaukee MSA.

It is reasonable to assume that the proportion of the regional workforce employed within the West Side will remain somewhat constant over the next seven years. For example, if the West Side employs 10% of the region’s construction jobs in 2009, it will likely employ 10%, or slightly above or slightly below that proportion, of the region’s construction jobs in 2016.

Table 10 indicates the estimated number of jobs that the West Side area will have gained or lost within each industry between 2006 and 2016 given existing employment proportions. If the region grows by a projected 9.7% between 2006 and 2016, the West Side employment base will grow by an estimated 5,150 jobs; the majority of which will occur in the service sector.

Table 10. Local Share of Employment Loss/Gain by Industry - West Side and Milwaukee MSA: 2006 - 2016

	2009 Share of MSA Employment	Estimated Employment Loss/Gain: 2006 - 2016*
Total Employment	6.4%	5,150
Industry		
Construction, Mining & Natural Resources	5.3%	175
Manufacturing	5.5%	-125
Trade	5.9%	250
Transportation, Warehousing & Utilities	9.6%	325
Financial Activities	7.4%	600
Services	7.5%	4,100

* Rounded to the nearest 25.

Source: Houseal Lavigne Associates

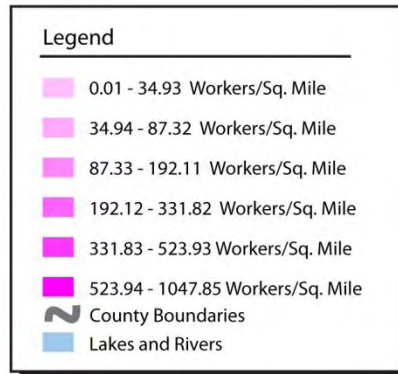
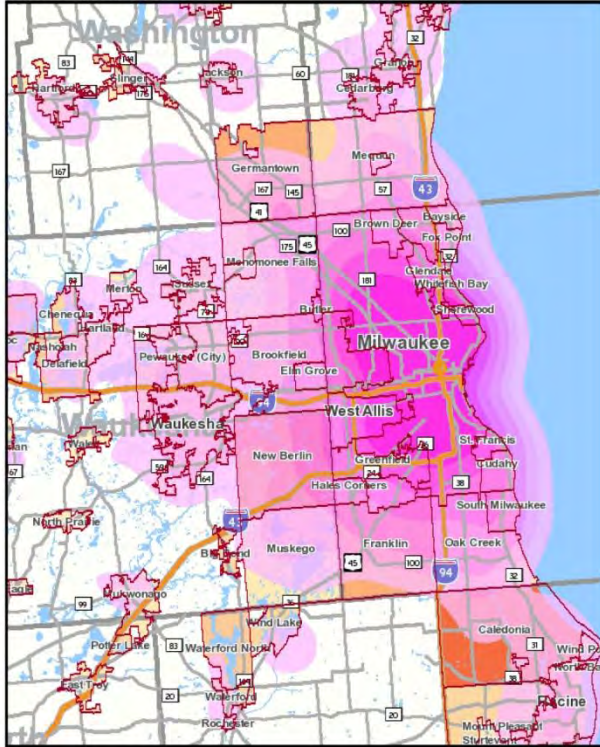
Employment Shed

Figure 3 depicts where people who work in the City of Milwaukee live within the region as measured by the number of workers per square mile (See ‘Labor Shed’). Nearly half (45%) of the jobs offered in Milwaukee are performed by workers who also live in Milwaukee. No other communities within the region comprise more than 3% of Milwaukee’s workforce population. It is estimated that approximately 67% of Milwaukee’s workforce resides in Milwaukee County and an additional 12% resides in neighboring Waukesha County.

Figure 3 also highlights where residents of the City of Milwaukee work within the region as measured by the number of workers per square mile (See ‘Commute Shed’). Approximately 51% of Milwaukee residents work within Milwaukee. Another 7% of Milwaukee residents are employed in the neighboring City of Wauwatosa. No other cities or towns have a significant proportion (greater than 4%) of Milwaukee residents working within their boundaries. It is estimated that approximately 74% of the City’s residents have jobs located within Milwaukee County.

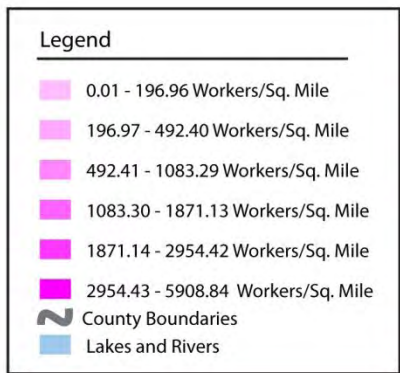
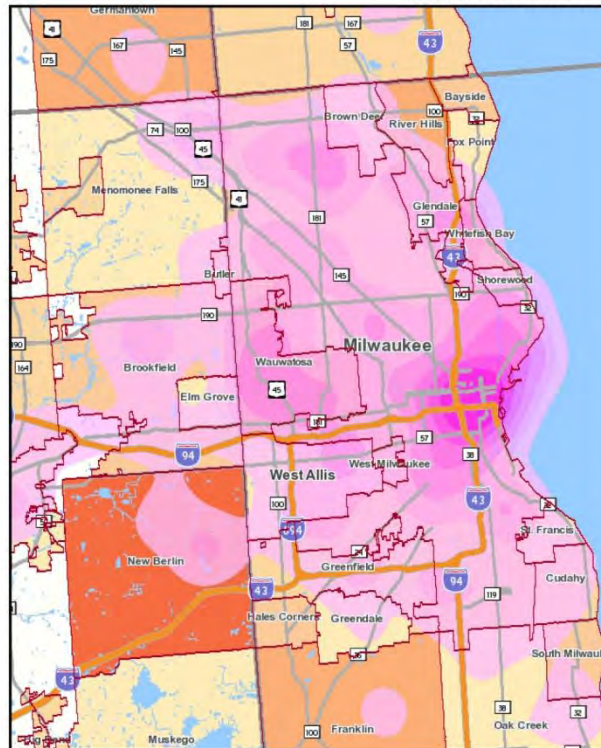
FIGURE 3.
CITY OF MILWAUKEE LABOR SHED AND COMMUTE SHED, 2006

LABOR SHED



5 mi

COMMUTE SHED



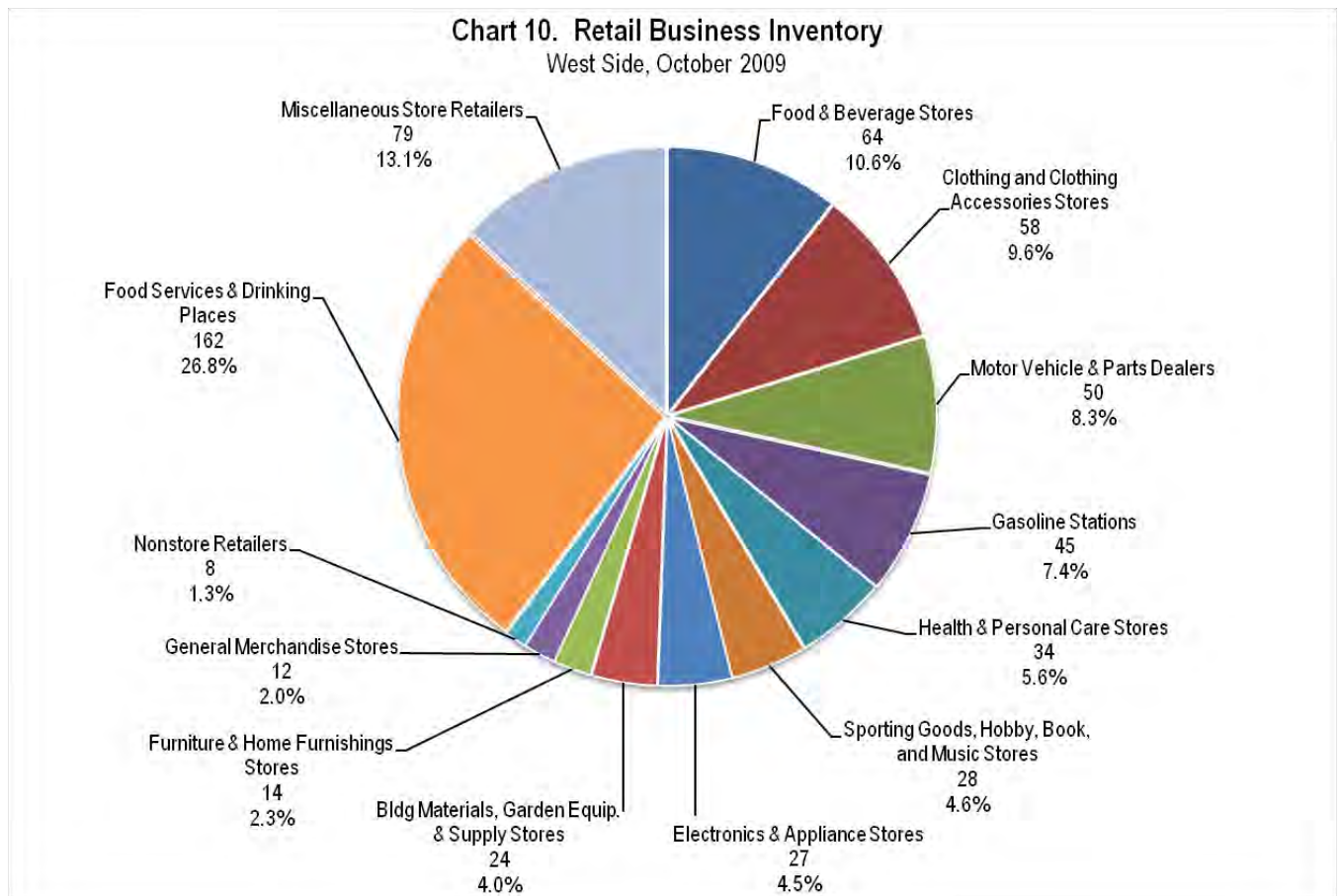
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Commercial Market Assessment

The potential for retail development at any given location is influenced by several factors including local and regional retail demand, the physical limitations of available sites, the health of the local commercial districts, the location of surrounding commercial nodes, and the consumer expenditure patterns of the regional population.

West Side Retailers

In 2009, it is estimated that the West Side has over 605 retail businesses scattered throughout the area. There a variety of retailers present within the West Side including over 160 restaurants and drinking establishments (27%), 64 food and beverage stores (11%), and 58 clothing retailers (10%). The largest retailer in the area is a Walmart located in the 300,000 square foot Midtown Center shopping center at W. Capitol Drive and W. Fond du Lac Avenue.



Traffic Counts

Large national retailers outline a very specific set of standards when evaluating a potential site. One determining factor is a location's minimum Average Daily Traffic (ADT). The ADT figure measures the amount of traffic on a given street on any given day. Retailers typically look for an ADT count of between 20,000 and 30,000 when deciding if a particular site is good for future development. Based on these standards, there are several locations throughout the West Side Area which may be suitable sites for large national retailers to consider establishing a store.

- **Silver Spring Drive** forms the northern boundary of the West Side area. Silver Spring Drive has an ADT of between 21,000 and 27,000 as it passes through the West Side.
- **West Capitol Drive** is also a primary east-west thoroughfare through the West Side Area. ADT counts along Capitol Drive range from a low of 27,000 to the east of 60th Street and a high of 40,000 vehicles per day and a high of 35,000 vehicles per day near Fond du Lac Avenue.
- **Burleigh Avenue** is an east-west street with ADT counts ranging between 11,000 and 15,000 for the majority of its length. Traffic counts along Burleigh Avenue rise to nearly 20,000 as the corridor passes by Mt. Mary College and approaches a major intersection with Mayfair Road in the neighboring Wauwatosa.
- **Fond du Lac Avenue** is a diagonal thoroughfare which runs through the majority of the northern half of the West Side. Fond du Lac Avenue has ADT counts as it travels northwest between 20,000 and 26,000 between 35th and 62nd Streets. Traffic counts reach as high as 31,500 as Fond du Lac approaches Capitol Drive.
- **Route 41 (Appleton Avenue)** travels roughly parallel to Fond du Lac Avenue to the west. Near its intersection with Capitol Drive, Route 41 has an ADT count of between 23,000 and 24,000. Traffic counts are highest along Route 41 as it intersects with major east-west routes including Hampton Avenue, Capitol Drive, and Center Street. To the south of Center Street, Appleton Avenue merges with Lisbon Avenue and ADT counts increase significantly, reaching 37,000 as the corridor approaches North Avenue.
- The **76th Street Corridor** is a major north-south street in the West Side area, particularly to the north of Center Street. ADT along 76th street hovers between 17,500 and 25,000 vehicles, reaching its highest level at intersections with major east-west streets including Silver Spring Drive, Hampton Avenue, and Route 41.
- As it enters the West Side and intersects with Silver Spring Drive, 76th Street has an ADT 21,400. Moving southward the ADT drops to 17,600 but quickly recovers and rises to 24,900 at Hampton Avenue. Traveling further south, where 76th Street intersects Route 41, the ADT falls slightly to 19,600.
- **Interstate 94** forms the core of the southern portion of the West Side area. Average daily traffic along I-94 is between 140,000 and 170,000 vehicles. Commercial development along the corridor is dependent on access to the interstate. Interchanges currently exist at or near Hawley Road, 70th Street, 76th Street, and 84th Street.

Sites located along these major roadways will represent some of those most likely to undergo commercial development. When assessing the potential for commercial development, other factors in addition to traffic counts must also be taken into consideration. While a site may have high traffic counts, site characteristics such as lot depth or size, existing structures, or adjacent uses may limit its potential to accommodate successful commercial development. Conversely, other advantages a site offers may make a site with less favorable traffic counts an attractive place for new commercial development.

Competitive Retail Context

The potential for retail demand is based on several factors, perhaps the most significant being travel time. Consumer decisions are motivated by the amount of time that it takes to get from point to point. A site located two miles from a heavily populated subdivision may take longer to get to than a site five miles away due to traffic, road infrastructure, highway access, at-grade train crossings and other influences. The relationship of retail concentrations is equally impacted by these influences. A particular retailer may have two stores located relatively close together in terms of mileage, but when measured in travel time, they are catering to entirely different market areas.

Exactly how far a consumer will travel and where retailers are located, is primarily dictated by store type and characteristics of a retail node. The International Council of Shopping Centers (ICSC) and The Urban Land Institute (ULI) categorize shopping centers utilizing several criteria. The following is an overview of shopping center classifications.

- **Large regional and super regional malls** containing department stores (Macys, Nordstrom), fashion and apparel (Talbots, Ann Taylor) and home furnishings (Restoration Hardware, Crate and Barrel) attract customers from a trade area that can extend up to 25 miles.
- **Lifestyle Centers** include some of the same users as Regional Malls, including large format bookstores (Borders, Barnes & Noble) but do not have anchors. The typical trade area is approximately 8 to 12 miles.
- **Community Centers** include big box discount stores (Target, Kmart), home improvement stores (Home Depot, Menards), Sporting Goods (Sports Authority, Dick's) and attract from a three to six mile trade area.
- **Neighborhood Centers** typically attract from within three miles or a drive of under 10 minutes and are anchored by a grocery store (Pick 'n Save, Jewel).

Table 11 provides additional information on retail center types and characteristics.

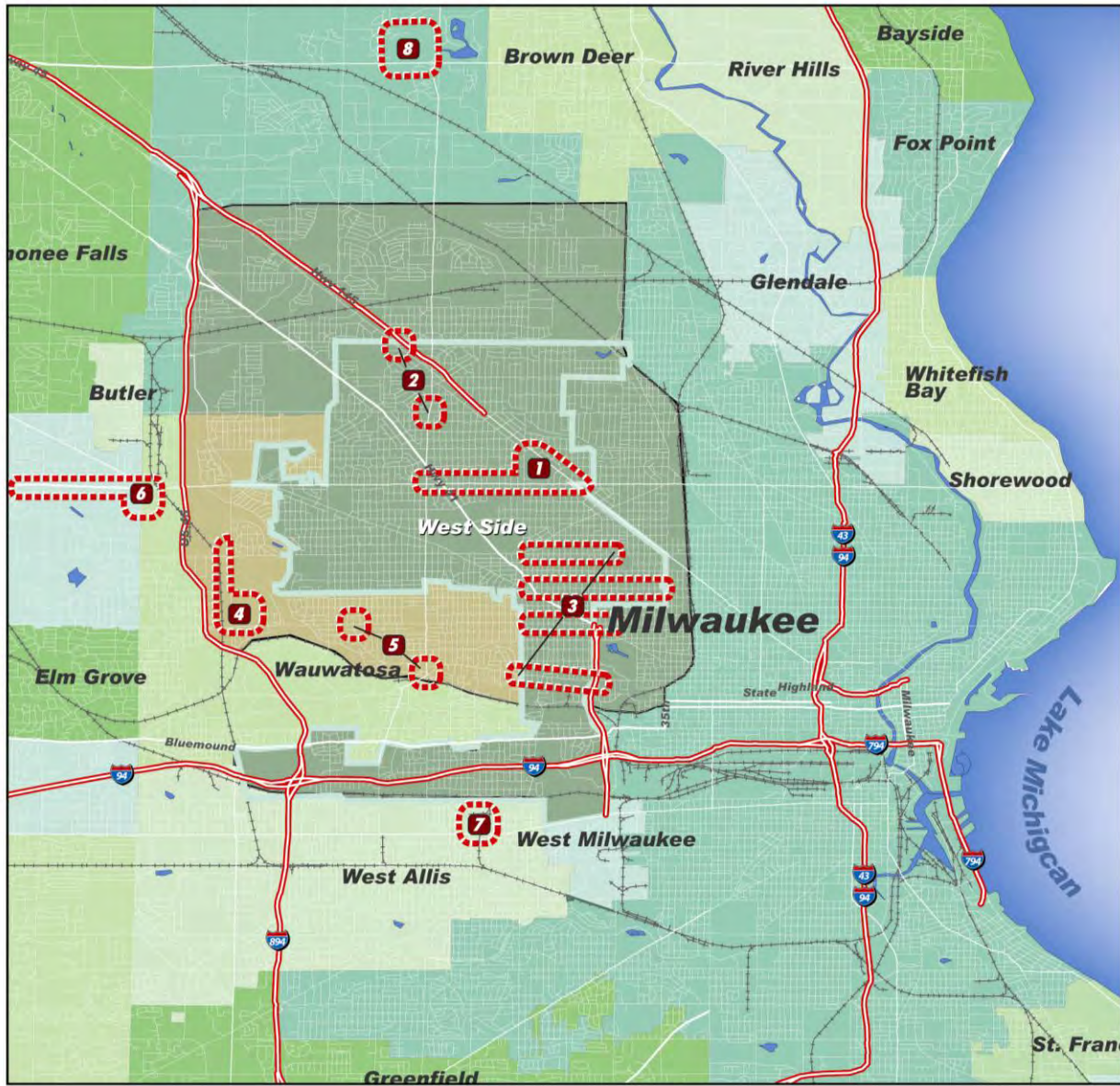
Table 11. Shopping Center Characteristics

Type of Shopping Center	Concept	Square Feet (including)	Acreage	Typical Anchors		Anchor Ratio	Primary Trade Area	Approximate Drive Time
				Number	Type			
Convenience	Convenience	10,000 to 30,000	3 to 8	1	Convenience store, mini market, deli, coffee shop	30-50%	0-3 miles	Less than 5 minutes
Neighborhood	Convenience, Personal Services	30,000 - 150,000	3 to 15	1+	Supermarket	30-50%	3 miles	5-7 minutes
Community Center	General Merchandise, Convenience	100,000 - 350,000	10 to 40	2+	Discount department store, supermarket, drug store, home improvement, large specialty/ discount apparel	40-60%	3-6 miles	Up to 15 minutes
Regional Center	General Merchandise, Fashion (mall, typically enclosed)	400,000 - 800,000	40 to 100	2+	Full-line department store, junior department store, mass merchant, discount department store, fashion apparel	50-70%	5-15 miles	Up to 30 minutes
Superregional Center	Similar to regional center, but has more variety and assortment	800,000+	60 to 120	3+	Full-line department store, junior department store, mass merchant, fashion apparel	50-70%	5-25 miles	Up to 45 minutes
Fashion/Specialty Center	Higher end, fashion-oriented	80,000 - 250,000	5 to 25	N/A	Fashion	N/A	5-15 miles	Up to 30 minutes
Lifestyle Center	Upscale national chain specialty stores, dining and entertainment in outdoor setting	Typically 150,000 - 500,000 but can vary	10 to 40	0-2	Not usually anchored in the traditional sense but may include book store, large-format specialty retailers, multiplex cinema, small department store	0-50%	8-12 miles	Up to 30 minutes
Power Center	Category-dominant anchors, few small tenants	250,000 - 600,000	25 to 80	3+	Category killer, home improvement, discount department store, warehouse club, off-price	75-90%	5-10 miles	Up to 20 minutes
Outlet Center	Manufacturers' outlet stores	50,000 - 400,000	10 to 50	N/A	Manufacturers' outlet stores	N/A	25-75 miles	Up to 90 minutes

Source: International Council of Shopping Centers; Houscal Lavigne Associates

Defining the retail market for the study area requires understanding the context in which development would reasonably occur. In addition to the commercial areas and businesses that currently exist within the West Side area, as indicated in Figure 4, several other commercial corridors and nodes of activity exist in neighboring areas. These competing retail market areas are highlighted in Figure 4 below.

**FIGURE 4.
MARKET AREA RETAIL CONCENTRATIONS**



RETAIL CONCENTRATIONS	
Retail Market Area	West Side
1 Midtown Center	5 Wauwatosa Retail
2 Hampton Ave./Silver Spring Rd.	6 Capitol Drive Corridor - Brookfield
3 Burleigh St./Center St./North Ave./Vliet St. BIDs	7 West Allis Towne Center - West Allis
4 Mayfair Mall/Mayfair Road - Wauwatosa	8 Former Northridge Mall Area

West Side Retail

- The **Capitol Drive Corridor** is an east-west corridor bound by N. 76th Street to the east and Fond du Lac Avenue to the west. The corridor has several shopping centers including the Times Square Shopping Center, a 90,000 square foot neighborhood retail center at 76th Street and Capitol Drive. **Midtown Center** at 5500 W Capitol Drive is the West Side area's largest retail center. Major tenants at the 300,000 square foot center include AJ Wright, Pick 'n Save, Office Depot, and Walmart.
- Other neighborhood scale retail centers in the West Side include the **Hampton Shopping Center**, an 85,000 square foot center with a Save-A-Lot and Family Dollar, as well as the 89,000 square foot **Silver Spring Shopping Center** which is anchored by Family Dollar.
- The **Burleigh Street, Center Street, North Avenue, and Vliet Street Corridors** are the location of several smaller scale and convenience oriented retailers. These corridors represent the "Main Street" corridors of the various neighborhoods located in the West Side. Portions of these corridors are contained in City of Milwaukee Business Development Districts (BIDs).

Surrounding Retail Locations

- Located on 2500 N Mayfair Drive, **Mayfair Mall** is a superregional shopping mall with over one million square feet of retail space. Mayfair is anchored by Boston Store, Macy's and an AMC Movie Theatre. It also holds a variety of apparel shops, as well as electronics, books, and other major chain retailers and sit-down restaurants. The **Mayfair Road** corridor stretching north from North Avenue to Burleigh Street is the location of several bog box retailers, including Kmart, and neighborhood retail centers as well.
- Wauwatosa is the location of several neighborhood retail centers including **Wauwatosa Colony Shopping Center** (38,482 sf) located near the intersection of 88th Street and North Avenue. The **Promenade Shopping Center** is another 36,000 sf neighborhood retail center located near the intersection of Mayfair Road and Potter Road. Other retail centers in Wauwatosa include **Lefeber Square** and **Village Square**, both located near 76th Street and Watertown Plank Road.
- The **Capitol Drive Corridor** is located between Brookfield Drive and 124th Street in the City of Brookfield to the west. The corridor contains a series of neighborhood retail centers including The Stonewood Village Shops (34,000 sf), Capitol West Plaza (31,500 sf), Capitol Plaza (65,603 sf), Triangle Plaza, Brookfield Place, Capitol Plaza East, and several smaller shopping centers. Major tenants include Target, Jewel-Osco, Pick 'n Save, Marshalls, TJ Maxx, Office Max, Burlington Coat Factory, and Home Depot.
- The **West Allis Towne Center**, located at Greenfield and 68th Street is a 329,000 square foot center anchored by Kohl's, Kmart, and Office Depot. Other nearby retailers include Big Lots and the 150,000 square foot **Market Square** which is anchored by Pick n' Save.
- Several community shopping centers, whose anchor tenants include Target and Walmart, are located along Brown Deer Road at 76th Street. This area is also the location of the **vacant Northridge Mall**, a nearly 890,000 square foot complex that is currently for sale.

Retail Gap Analysis

The retail market area is roughly defined as the area bounded by Good Hope Road to the north, Hopkins Street and Canadian Pacific Railway right-of-way to the east, the Milwaukee city limit to the south, and US 45 to the west (See Figure 4). This incorporates not only the West Sides major commercial areas, but the retail concentrations found in others areas of Milwaukee and the adjacent communities of West Allis, Wauwatosa, and Brookfield. To assess the potential for retail development projected spending by market area households was compared to the existing supply of retail space.

This analysis provides an indication of “surplus” or “leakage” for each retail category. A surplus in any given category indicates that there is at least enough retail space in that category to accommodate demand from households in within the designated market area. Conversely, leakage (also known as a “gap”) indicates that demand for goods in a given retail category have exceeded the supply and consumers are spending their dollars outside of the market area. In this context, leakage serves as a means of gauging retail competition and identifying potential opportunities for growth within the market area.

A determination as to whether there is enough leakage to support additional retail space is made by dividing the “gap” amount by an average sales-per-square-foot. While leakage is represented as a monetary loss, this calculation translates dollar amounts into the potential square feet of supportable retail space. If the resulting square footage is within the range of the typical retail format of a given type of retailer, a preliminary conclusion can be made that the market can support additional development in that particular category. For example, if it is determined that there is a “gap” in consumer expenditures of \$1 million in a store type that averages \$200 per square foot in sales revenue, then it can be estimated that the market is underserved by approximately 50,000 square feet in that particular category. If the average store for that category is 50,000 square feet, then the market indications are that there is support for one more store. If the average store size is 20,000 square feet, the market could potentially support two to three more stores. However, if the “gap” indicates support for an additional 20,000 square feet and the average store size is 50,000 square feet, there is not enough demand to support an additional store.

As such, figures relating to sales per square foot and typical store size can be utilized to equate consumer expenditures to a preliminary indication of development potential. Though sales-per-square-foot revenues vary by individual retailer, general assumptions of supportable square footage can be made by using benchmark averages for each respective retail category. Sales-per-square foot values of between \$150 and \$430 were derived from data published by the Urban Land Institute. As shown in Table 12, these per-square-foot sales values were used to translate uncaptured consumer expenditures to a potential number of square feet that could be supported within either the West Side or the greater City of Milwaukee.

NOTE: The *Motor Vehicles and Parts Dealers*, *Gasoline Stations*, and *Nonstore Retailers* retail categories are not addressed in the following discussion. While these two retail categories may demonstrate unmet demand, this demand cannot be easily converted to demand for retail space given the nature of the products sold in these categories. Opportunities for auto parts sales, automobile sales, or gas stations may exist within the West Side and should not be excluded from consideration as development opportunities arise.

Table 12. Consumer Spending Profile - West Side Area and City of Milwaukee

Summary	West Side		City of Milwaukee	
	Retail Gap (\$M)	Potential*	Retail Gap (\$M)	Potential*
Total Retail Trade and Food & Drink	\$365.4	1,218,011	\$209.80	699,344
Total Retail Trade	\$354.3	1,181,086	\$467.00	1,556,752
Total Food & Drink	\$11.1	36,925	(\$257.20)	(857,408)
Industry Group				
Motor Vehicle & Parts Dealers	\$144.4	-	\$352.6	-
Furniture & Home Furnishings Stores	(\$5.7)	(27,065)	\$52.6	250,476
Electronics & Appliance Stores	\$8.7	28,860	\$3.5	11,667
Bldg Materials, Garden Equip. & Supply Stores	\$14.0	35,954	\$8.1	20,761
Building Material and Supplies Dealers	\$10.2	26,094	\$9.2	23,518
Lawn and Garden Equipment and Supplies Stores	\$3.8	9,860	(\$1.1)	(2,757)
Food & Beverage Stores	(\$15.8)	(38,518)	(\$158.7)	(387,073)
Health & Personal Care Stores	(\$9.5)	(21,991)	(\$7.6)	(17,674)
Gasoline Stations	\$73.5	-	\$119.7	-
Clothing and Clothing Accessories Stores	(\$75.4)	(314,361)	\$68.7	286,250
Sporting Goods, Hobby, Book, and Music Stores	(\$2.0)	1,840	(\$16.6)	(55,484)
General Merchandise Stores	\$148.5	993,004	\$263.0	1,759,197
Department Stores Excluding Leased Depts.	(\$25.7)	(172,059)	\$18.0	120,401
Other General Merchandise Stores	\$174.2	1,165,063	\$245.0	1,638,796
Miscellaneous Store Retailers	(\$1.9)	(7,443)	(\$28.0)	(112,000)
Nonstore Retailers	\$75.5	-	(\$190.2)	-
Food Services & Drinking Places	\$11.1	25,762	(\$257.2)	(598,140)
Full-Service Restaurants	\$32.3	72,569	(\$78.3)	(176,037)
Limited-Service Eating Places	(\$25.3)	(60,861)	\$35.3	85,105
Special Food Services	\$5.9	-	(\$26.2)	-
Drinking Places - Alcoholic Beverages	(\$1.9)	(4,720)	(\$188.0)	(470,118)

* Potential is based on average annual sales per square foot within each retail category as indicated in *Dollars & Cents of Shopping Centers*®/ *The SCORE*® 2008 which is published by the Urban Land Institute and the International Council of Shopping Centers.

Source: ESRI Business Analyst ; ULI; and Houseal Lavigne Associates

As indicated in Table 12, there is a gap of approximately \$365 million within the local market while the larger market for the City of Milwaukee has an estimated retail gap of \$210 million. This means, overall, there are retail dollars leaving that could otherwise be spent in the market area and City. Although the majority of retail categories within the West Side are fairly saturated, there are a couple of key retail categories that have a significant shortage of supply.

- The **Building Materials, Garden Equipment & Supply Stores** retail category is under supplied within the West Side market area by an estimated 36,000 square feet. The majority of leakage is in the Building Material and Supplies Dealers subcategory. While large users such as Lowe's or Home Depot comprise a significant portion of sales within this category, smaller users such as hardware stores and lighting fixture suppliers are also contained within this category.
- The **General Merchandise** retail category has the most unmet retail demand within both the West Side market area and the City of Milwaukee. This retail category is comprised of two subcategories, only one of which (Non-Department Store General Merchandise Stores) is underrepresented within the West Side market. This retail category is represented by stores such as supercenters, warehouse clubs, or general stores and may represent a good fit for new commercial development within the West Side.
- **Food Services & Drinking Places** category exhibits a significant amount of leakage of local spending potential to restaurants and drinking places outside of the West Side market area. While this retail category is comprised of four subcategories, Full Service Restaurants are the only users that demonstrate a significant level of unmet retail demand. The market area may be able to support several additional sit-down restaurants.

Retail Development Potential

While there is significant demand for new places to shop within the West Side, the ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites. Table 13 shows the median size and sales per square foot for tenants typically found in community shopping centers. It also highlights the typical size of neighborhood and community centers and the typical acreage of the site upon which they are developed.

Table 13. Typical Community Shopping Center Tenant Characteristics

Tenant Classification	Median GLA (sf)	Median Sales PSF
Motor Vehicle & Parts Dealers	6,000	\$240
Furniture & Home Furnishings Stores	6,700	\$210
Electronics & Appliance Stores	2,600	\$300
Bldg Materials, Garden Equip. & Supply Stores	8,100	\$390
Food & Beverage Stores	39,000	\$410
Health & Personal Care Stores	10,000	\$430
Gasoline Stations	-	-
Clothing and Clothing Accessories Stores	3,200	\$240
Sporting Goods, Hobby, Book, and Music Stores	3,200	\$220
General Merchandise Stores	20,000	\$150
Miscellaneous Store Retailers	2,000	\$250
Nonstore Retailers	-	-
Food Services & Drinking Places	4,000	\$430

Shopping Center Type	Average GLA (sf)	Median GLA (sf)	Typical Site (ac.)*
Typical Neighborhood Center	60,000	54,000	5 - 6
Typical Community Center	216,000	156,000	16 - 22

* Based on a typical yield of 10,000 sf or retail per acre

Source: ULI; Houseal Lavigne Associates

NOTE: The store sizes and median sales per square foot estimates provided in Table 13 are based on community shopping centers nationwide. These estimates are not necessarily indicative of what is typical for stores located in the market area and do not necessarily represent benchmarks required to capture market potential.

Given existing estimated demand within both the local market and the larger city, the West Side could likely support several general merchandise stores. These stores range in size from 5,000 sf for a small local general store to nearly 150,000 sf for a large warehouse club. While some retailers may develop a general merchandise store as a standalone location, these stores are frequently anchor tenants of community or regional shopping center. The development of new retail in the **General Merchandise** category within the West Side will likely require a site of at least 15 acres.

The demand estimated for the **Building Materials, Garden Equipment & Supply Stores** category indicates the West Side could likely support one or two additional small scale stores. There is currently not significant demand within the retail market area to support a large format home center. There is an estimated demand for an additional 36,000 square feet of space in this retail category; however, Lowe's and Home Depot stores are typically between 105,000 and 115,000 square feet in size. This may provide some indication as to why the Lowe's located at the Midtown Center recently closed.

Smaller users within the **Building Materials, Garden Equipment & Supply Stores** category include paint and wallpaper stores, hardware stores, and specialty home improvement stores. The median store size for these retailers is between 3,700 and 6,500 square feet. Retailers in this category typically occupy small spaces within neighborhood centers or independent storefronts within urban retail environments. The development of new retail in this category within the West Side could take place as a component of larger scale development or as new leases within existing retail space. New retail development accommodating the needs of building material and supplies dealers will likely require a site of at least 5 acres.

Full-service restaurants have a typical footprint of between 3,000 and 8,000 square feet typically require frontage along main thoroughfares. Restaurants also require a significant capital investment related to outfitting a space with necessary equipment, a factor that may influence the ability to accommodate restaurant uses in existing commercial spaces. A sit-down restaurant is a relatively flexible use with regard to size requirements in that they located in a multitude of settings from regional malls, to community centers, to neighborhood main street storefronts. The West Side is a large area with numerous commercial areas and commercial spaces, some of which can be more readily adapted to meet the needs of a full service restaurant than others.

New retail development will require significant amounts of land along the primary arterials that pass through the West Side. While much of the West Side is built out, there may be sites available that meet the space requirements discussed above, in the form of underutilized sites or outmoded existing development. Site assembly may also be required to accommodate larger users. Development strategies and opportunity sites within the West Side are discussed in further detail in Chapter 5 of the West Side Area Plan.

Although other retail categories shown in Table 12 may have potential for expansion within the West Side market area or the City of Milwaukee, the level of unmet demand in most categories is either negative or small in comparison to average sales-per-square-foot and average store size within that category. Growth in these categories is possible and likely to occur in small, locally-owned or niche retailers. Retailers in these categories may represent good tenants for small vacant spaces within existing community and neighborhood centers throughout the West Side or as small users in new centers to be anchored by larger tenants in other retail categories.

Office Market Summary

While portions of the West Side area are located in several different submarkets, the majority of the West Side is located in the Milwaukee Northwest suburban submarket of the Milwaukee office market as defined by CB Richard Ellis, a nationally recognized provider of commercial real estate research. The Milwaukee Northwest submarket is roughly defined as the portion of the City of Milwaukee that lies to the north of Capitol Drive and to the west of Interstate 90/43 and does not include any neighboring suburban areas. Table 14 summarizes key office market statistics for the Northwest Milwaukee submarket, adjacent submarkets within the region, and the Milwaukee region as a whole.

Office space is typically classified into three categories:

- Class A - Characterized as buildings that have excellent location and access, attract high quality tenants, and are managed professionally. Building materials are high quality and rents are competitive with other new buildings.
- Class B - Characterized by good location, management, and construction with high tenant standards. Minimal functional obsolescence and deterioration.
- Class C - Characterized by aging buildings (15 to 25 years old), but maintaining steady occupancy.

Table 14 provides inventory and vacancy information for office space in all three classes. Rental information is also provided for Class A properties within each submarket. Leasing rates are one indicator of relative demand for office space in a given area compared to neighboring submarkets.

Table 14. Milwaukee Office Market Statistics, Q3 2009

Sub-Market	Rentable Area (sf)	Direct Vacancy	Class A Asking
			Lease Rates (Gross/sf)
Milwaukee Northwest	2,332,682	22.8%	\$20.22
Adjacent Suburban			
Brookfield	5,881,709	14.7%	\$21.15
Mayfair / Wauwatosa	3,571,174	19.9%	\$23.25
Milwaukee East	1,141,763	26.5%	-
Milwaukee North Shore	1,831,848	16.6%	\$21.92
Milwaukee West	1,062,397	23.9%	\$23.60
Waukesha North	1,104,269	5.3%	\$22.39
West Allis	1,988,821	23.2%	\$18.00
Total Suburban	28,740,388	16.2%	\$20.77
CBD			
Downtown East	2,803,802	26.5%	\$24.00
Downtown West	4,743,880	22.8%	\$16.47
Third Ward / Walker's Point	8,672,173	13.2%	\$17.91
Milwaukee Office Market	44,960,243	16.9%	\$20.97

Source: CB Richard Ellis; Houseal Lavigne Associates

Office space located in the West Side's office submarket is commanding rents that are slightly below the regional average. Office space located in the I-94 corridor that forms the West Side area's southern extent may be more in line with the Mayfair/Wauwatosa submarket with regard to vacancy and lease rates.

- Office space in the Milwaukee Northwest submarket (2.3 million sf) comprised 8.1% of all space in the Suburban Milwaukee market and 5.2% of the total Milwaukee office market.
- In the second quarter of 2009, the average gross asking lease rate for Class A office space in the West Side was \$20.22 per square foot which is (3.6%) lower than the average asking rent among all properties of the greater Milwaukee office market (\$20.97).
- With the exception of West Allis, asking lease rates are \$1 to \$3 higher in submarkets neighboring the West Side area.
- In third quarter 2009, the vacancy rate among Northwest Milwaukee properties was nearly 23%, a moderate figure compared to surrounding submarkets wherein the vacancy rate ranged from 5.3% to 26.5%.
- The Northwest Milwaukee vacancy rate is significantly higher than the 16.2% vacancy rate among all suburban submarkets and 16.9% vacancy rate of the overall Milwaukee office market.

Honey Creek Corporate Center

The Honey Creek Corporate Center, located at the northwest corner of the I-94 S 84th Street interchange, is comprised of three four-story and one three-story Class A office buildings. Honey Creek has a total gross leasable area of 427,000 square feet. Significant tenants include Baker Tilly Virchow Krause, GRAEF, and CH2M Hill. In October 2009, asking lease rates at the office park were between \$14.00 and \$20.00 per square foot. Over 111,000 square feet of the center was being marketed indicating that nearly one-quarter of the space in the 22-acre office park was vacant or available for lease in the near future. Given the amount of space currently on the market, Honey Creek will likely absorb any near term demand for Class A office space within the West Side.

Industrial Market

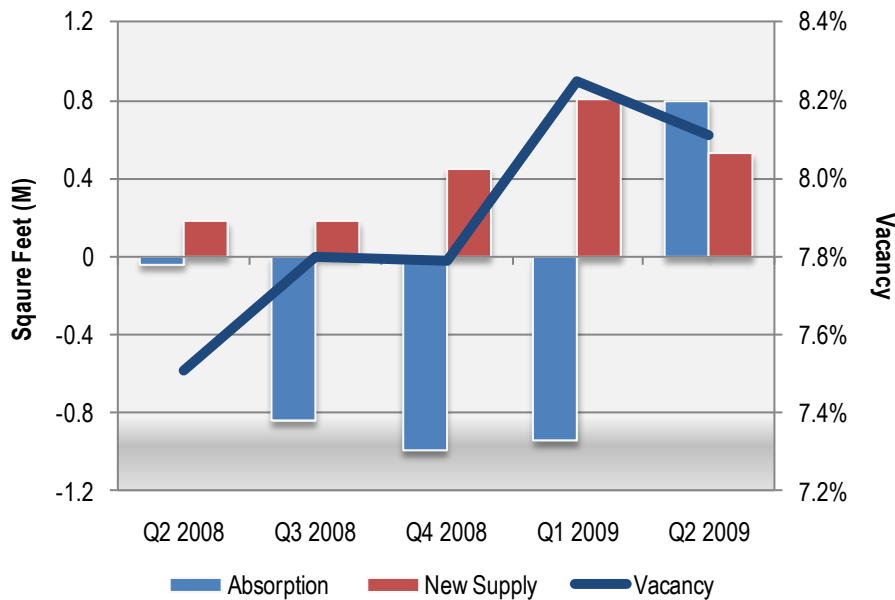
As in many urbanized areas, the demand for industrial space within the West Side has declined in recent years as users of industrial space have downsized or relocated to other areas. The manufacturing sector is a significant user of industrial space and the need for new industrial development within the West Side will correlated with demand within this and related sectors. It is estimated that West Side employment in the manufacturing sector decreased by over 3,600 (-36%) between 2000 and 2009. Regional employment projections indicate that the decline in manufacturing will continue into the year 2016. Growth in other industries that utilize industrial space (e.g. wholesale trade) is also projected to be minimal in the near future.

Chart 11 illustrates vacancy, absorption, and new construction within the regional industrial market over 15-month period between the second quarter of 2008 and second quarter of 2009.

- The vacancy rate in the Milwaukee industrial market has increased from 7.5% in the spring of 2008 to over 8% in the spring of 2009.
- The second quarter of 2009 witnessed the first decline in vacancy in five quarters, with over 0.5 million square feet of new construction and approximately 0.8 million square feet of space being absorbed.
- While new construction may occur, any growth in the industrial market is not likely to occur within the West Side given local site availability and employment projections.

Chart 11. Milwaukee Industrial Market Statistics

Q2 2008 - Q2 2009



Source: Colliers-Barry; Houseal Lavigne Associates.

In the second quarter of 2009, there was an estimated 220 million square feet of industrial space and over 17 million square feet of vacant space in the Milwaukee market. Speculative construction has largely given way to the reuse and subleasing of existing space. As such, the vacancy rate has remained somewhat stable, despite lessened demand due to the fact that new space is not being added to the competitive supply. Build-to-suit projects have essentially been the sole source of recent construction starts.

Given the West Side's competitive position within the context of the larger market area, the potential for mid- to long-term development is limited. There are several well located industrial areas, such as the 30th Street corridor and areas near the interstate, with newer existing vacant space and/or room for expansion. Any industrial development within the West Side, is likely to be a build-to-suit project where the unique needs and preferences of the end user drive the decision to locate to the area. Demand for space by others will be accommodated within the existing inventory.

In light of the above, it may be possible for industrial property owners, brokers and West Side representatives to position the area as an attractive alternative for smaller businesses that do not have stringent space or locational requirements. Being competitive does not always relate to having the newest or best available (Class A) space. In a down market, higher end spaces often have a higher rate of vacancy than lesser rated properties. There will continue to be a market for end users that are more price-driven with site and building attributes being secondary. As long as available space meets the needs of a particular segment of the market, the West Side will be in a position to compete for those tenants and buyers.

Appendix 2

ILLUSTRATED DESIGN MANUAL

PDI/GRAEF

FINAL DRAFT - November 17, 2009

**WEST SIDE
AREA PLAN**

**MILWAUKEE
WISCONSIN**

ILLUSTRATED DESIGN MANUAL

*LOCAL BUSINESS &
NEIGHBORHOOD SHOPPING DISTRICTS*

INTRODUCTION

These guidelines are intended to provide designers, developers, and the City with a set of parameters by which detailed development proposals can be created and evaluated. The following are some important objectives of the guidelines:

- To aid the successful implementation of the City's general urban design standards
- To ensure that high quality development creates a vibrant, diverse, clean, and safe destination with sustainable economic vitality
- To create meaningful and active public places and streets through effective design and proper placement of building entrances and landscape features
- To ensure that building and site designs create a safe, attractive, and interactive street for pedestrians, cyclists, and motorists
- To ensure that the character of future development complements existing uses and the scale of neighboring development
- To allow designers and developers reasonable flexibility in the creation of specific designs to meet current and future market and economic realities
- To create and maintain optimal economic and social value as these areas develop and redevelop over time
- To see that vehicular access and parking needs are effectively addressed while any negative impacts on the urban form and pedestrian experience are minimized

**DESIGN REVIEW
CHECKLIST**

The following checklist should be used by designers, City staff and plan reviewers to discuss some of the important features that must be addressed in design proposals. The checklist provides questions to be asked and should be used as a discussion tool for reviewing and assessing key elements of the design proposal to ensure that a high standard of architecture and urban design is met.

1.0 Building Placement

- 1.1 Does the building / do design elements create a continuous pattern along the street edge (build-to zone)?
- 1.2 Is the buildings' front façade parallel to the right-of-way (or be tangent to curves) and located within the build-to zone?
- 1.3 Does the building fully occupy the corner of a corner lot? Zero-lot line developments and common wall structures are permitted and should be encouraged.

2.0 Building Facades, Composition, and Articulation

- 2.1 Does the architecture complement surrounding uses and buildings?
- 2.2 Does the height of the building meet minimum and maximum requirements?
- 2.3 Does the architecture utilize elements of rhythm, scale, massing and proportion to create an attractive and timeless design?
- 2.4 Does the façade use design elements to articulate and break up the building scale and massing?

3.0 Building Materials

- 3.1 Are high quality building materials used throughout the building?

4.0 Additional Facade Features

- 4.1 Does the upper levels of residential allow for balconies and terraces overlooking the main street?

5.0 Glazing

- 5.1 Does the design utilize clerestory windows rather than opaque false second story windows?
- 5.2 If there is ground level commercial, does the street facade and those facing publicly accessible areas meet the glazing requirement?
- 5.3 Does the design incorporate clear glazing rather than spandrel glass?
- 5.4 Does the placement of the windows allow for maximin transparency from publicly accessible/visible areas?
- 5.5 Does the Interior building layout allow for active spaces, such as shopping areas, product displays and office spaces, to abutt the windows to further enhance the visual connection and activity outside of the building?

6.0 Entrances and Entry Features

- 6.1 Is there a public entrance along the street terrace?
- 6.2 Is there a pedestrian entrance on each side of the facade?
- 6.3 If the building is at an intersection, how does it address activation at the corner?
- 6.4 Are public entries a distinguishable or prominent feature in the building's architecture and visible to the general public?

7.0 Vehicular Entries

- 7.1 Is the design solution cohesive with the overall architectural treatment & minimize the overall impact on the urban experience?
- 7.2 Does the layout and location allow for safe pedestrian and vehicular travel?

**DESIGN REVIEW
CHECKLIST**

8.0 Shared Cross Easements

- 8.1 Does the design utilize shared access points and cross-access easements?

9.0 New Access Drives

- 9.1 Does the design facilitate a safe, accessible drive?

10.0 Traffic Calming

- 10.1 Does the design utilize traffic calming methods to slow traffic and prevent vehicular / pedestrian conflicts?
- 10.2 Does the design utilize existing linkages of local streets that incorporate major traffic calming devices integrated with pedestrian movement?

11.0 Pedestrian and Bicycle Movement

- 11.1 Does the pedestrian & vehicular circulation create a connected network inside and between parcels?
- 11.2 Does the proposed circulation encourage safe pedestrian travel and connect to public networks?
- 11.3 Does the use create an active pedestrian street?
- 11.4 Does the pedestrian and bicycle trails link to surrounding trails and provide an inviting system for internal campus movement?

12.0 Pedestrian Entry Features

12.1 Are enhanced pavement materials, such as brick, pavers or textured concrete used at key locations such as crosswalks, sitting areas, & entries?

13.0 Design and Screening of Garage Doors, Service/ Loading Areas and Vehicles

13.1 Is the service area shared with parking?

13.2 Is the service area entries designed in an organized manner that will integrate with parking movements and pedestrian needs?

13.3 Is the service area located in the rear or side of the building away from public areas and screened from the public view or designed to be aesthetically comparable with the building and site?

14.0 Street Edge Landscaping

14.1 Does the landscape design meet or exceed City standards and does it utilize approved plant materials?

14.2 Does the proposed landscape enhance the buildings and entries, help define outdoor space and screen unattractive features?

14.3 Does the design integrate planting areas or porous paving materials to help mitigate stormwater runoff?

14.4 If garden walls or fencing are used as design elements, what types of materials are used?

14.5 Does the street frontage landscape complement building architecture and create a rich and attractive street frontage?

14.6 Does the design utilize streetscape elements and landscape features to create a comfortable pedestrian zone along public rights-of-way and private streets?

**DESIGN REVIEW
CHECKLIST**

- 14.7 Does the landscape incorporate recommended or approved materials, site furnishings and other landscape elements?

15.0 Landscape Features in Large Surface Parking Lots

- 15.1 Does the lot landscaping help define garden-like outdoor spaces?
- 15.2 Is the layout comprised of simple geometric patterns that allow for safe movement of vehicles and pedestrians?
- 15.3 Does the parking lot create an integrated vehicular/pedestrian space while still providing an aesthetic garden-like courtyard?
- 15.4 Is the parking lot screened from public rights-of-way, public spaces and residential uses?
- 15.5 Does the design incorporate shared parking and on-street parking to reduce the parking lot footprint and overall requirements?

16.0 Open Space and Natural Resource Protection

- 16.1 Does the design provide outdoor gathering spaces?
- 16.2 Does the site design create meaningful open spaces such as parks, greens, and plazas that enhance the overall urban experience rather than a collection of leftover spaces which do not add significant value?

17.0 Linkages to Pathways Environmental Features and Public Places

- 17.1 Does the space link to existing and/or new pathways, environmental features, and public places?

18.0 Outdoor Activities, Displays and Public Art

18.1 Does the space allow for outdoor activities, displays, and public art to occur?

19.0 Multiple Uses for Outdoor Areas

19.1 Does the area allow for a common open space?

19.2 Does the public plazas have direct links to the street area?

19.3 Does the street allow for informal gatherings, sidewalk cafes, seating and similar activities?

20.0 Outdoor Lighting

20.1 Does the design incorporate pedestrian scaled and vehicular lighting of the recommended types?

21.0 Signs

21.1 Does the signage reflect and complement design characteristics and materials of the building and neighborhood?

21.2 Does the sign fit within the elements of the building and is the scale appropriate to a pedestrian friendly environment?

21.3 Do the signs promote the retail establishments and enhance the overall pedestrian experience with interesting and decorative graphics and use of materials?

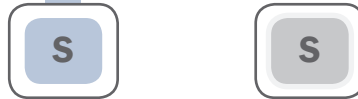
21.4 Is the sign constructed of durable materials?

21.5 If the sign is to be lit, does it utilize attractive fixtures and not distract vehicle and pedestrian vision.

**ARCHITECTURAL
DESIGN - FACADE**



Building Placement



**Building Facades, Composition,
& Articulation**



Building Materials



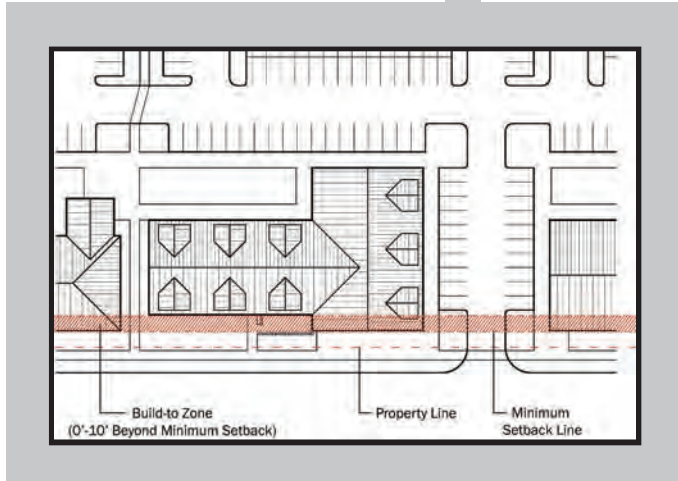
Additional Facade Features



Glazing



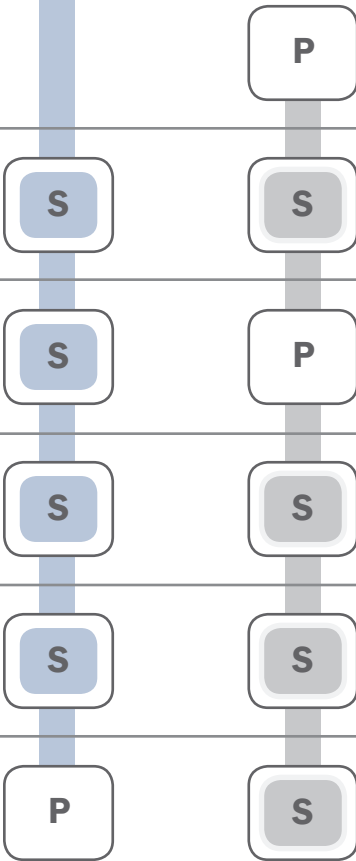
Entrances & Entry Features



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**ARCHITECTURAL
DESIGN - FACADE**



Building Placement

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**Building Facades, Composition,
& Articulation**

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Building Materials

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Additional Facade Features

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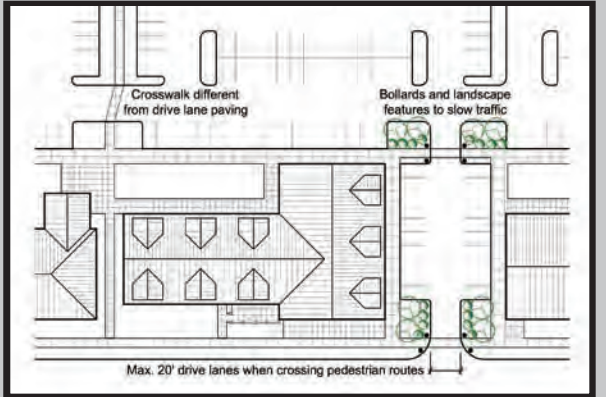
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**SITE DESIGN -
PARKING AND ACCESS**



Vehicular Entries

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Shared Cross-Easements

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Traffic Calming

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Pedestrians and Bicycle Movement

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Pedestrian Entry Features

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Design and Screening of Garage Doors, Service/Loading Areas, and Vehicles

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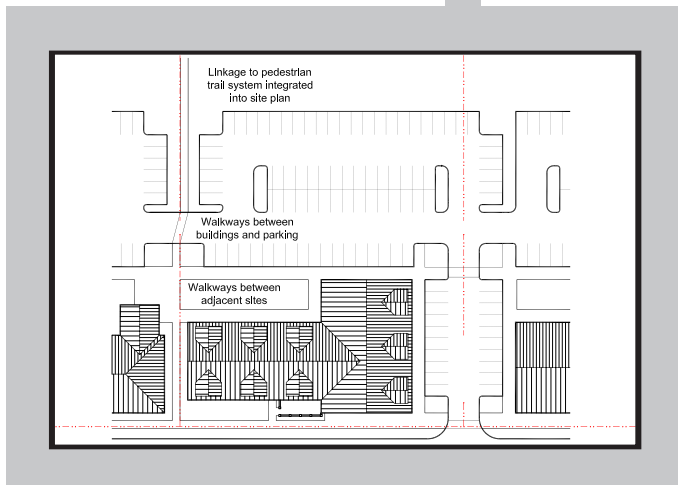
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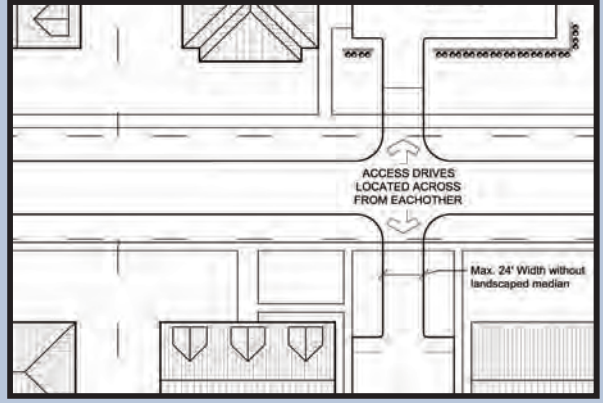


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**SITE DESIGN -
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Vehicular Entries

Shared Cross-Easements

New Access Drives

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Design and Screening of Garage Doors, Service/Loading Areas, and Vehicles

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**LANDSCAPE AND
STREETScape**



Street Edge Landscaping

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**Landscape Features in Large
Surface Parking Lots**

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**Open Space and
Natural Resource Protection**

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**Linkages to Pathways,
Environmental Features, and
Public Places**

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**Outdoor Activities, Displays, and
Public Art**

Multiple Uses for Outdoor Areas

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Outdoor Lighting

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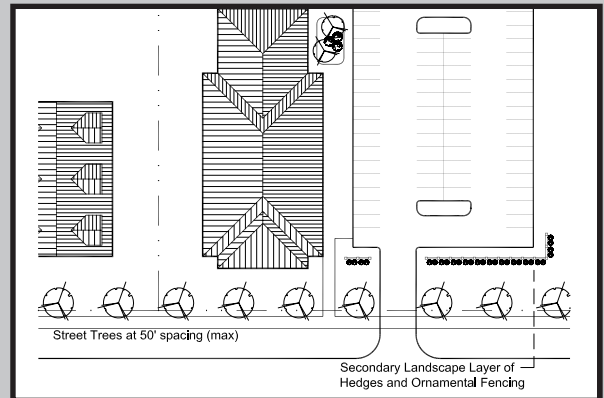
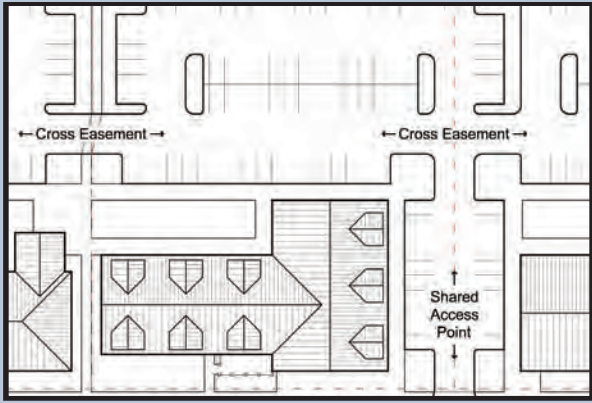
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LANDSCAPE AND STREETScape



Street Edge Landscaping

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Landscape Features in Large Surface Parking Lots

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Open Space and Natural Resource Protection

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Linkages to Pathways, Environmental Features, and Public Places

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Outdoor Activities, Displays, and Public Art

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Multiple Uses for Outdoor Areas

Outdoor Lighting

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SIGNS



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Letters and Symbols

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Monument



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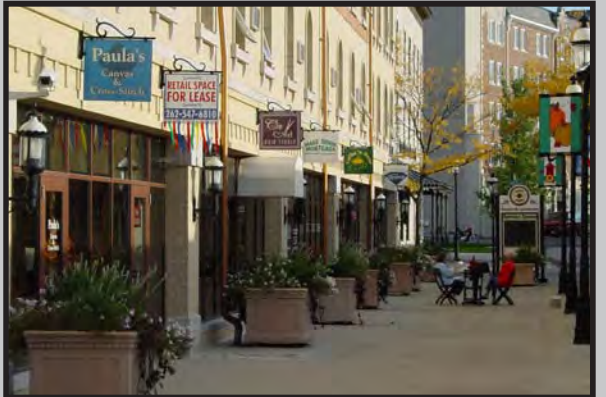
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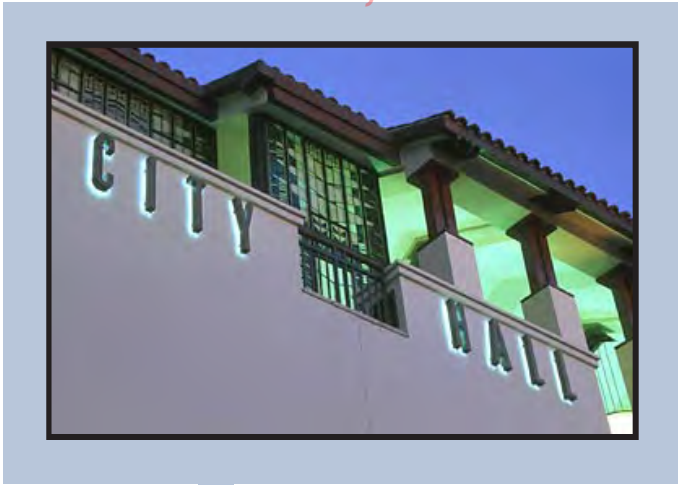
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LEGEND

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Appendix 3

NEIGHBORHOOD IMPROVEMENT DEMONSTRATION PROJECT

Enderis Park & Lenox Heights Neighborhoods

**NEIGHBORHOOD IMPROVEMENT
DEMONSTRATION PROJECT (NIDP)**

Vision

Neighborhoods begin to add value beyond the immediate property value of homes, coupled with schools, shopping and recreation in the area, when they begin to add amenities and lifestyle benefits. Social ties serve to further strengthen loyalty and longevity of residents. In parts of the West Side, strong ties to a religious community reinforce this loyalty and longevity.



The following is a program of improvements that could be applied to any of the organized neighborhoods in the West Side, coupled with a two-part demonstration project developed by the Enderis Park Neighborhood Association (EPNA) and the Lenox Heights Neighborhood Association (LHNA), in cooperation and partnership with the West Side Area Plan.

Organizing Principles:

The Neighborhood Improvement Demonstration Project (NIDP) is centered around the following organizing principles:

1. Enhance and maximize assets and strengths of the neighborhood, particularly parks and green space, but not limited to those.
2. Market and promote the neighborhood to attract visitors or potential homebuyers and

to endear the neighborhood to longtime residents.

3. Create an internal neighborhood organization that takes advantage of residents' talents and willingness to volunteer.
4. Organize activities that people enjoy such as youth activities, holiday celebrations, chess tournaments, ice cream socials or concerts in the park.
5. Provide a social network for residents that strengthens communications, and ensures that problems or challenges are dealt with in a timely and inclusive way.
6. Make stronger user-friendly walkable connections between residential blocks and neighborhood shopping district(s). Work to improve the mutually beneficial relationship between stores that serve the needs of neighborhood residents, and residents who provide a stable "walking distance" market for goods and services.
7. Find ways to enhance neighborhood identity and "personalize" the standard kit of parts that make up the City's basic infrastructure, such as streets, street furniture, public right-of-way improvements, landscaping, streetscape elements, sidewalks, intersection paving and crosswalks, bike paths/lanes, traffic signs, light fixtures, utility boxes (public and privately owned), public art and other identity features.

**INTRODUCTION & NEIGHBORHOOD CONTEXT:
ENDERIS PARK AND LENOX HEIGHTS**

Milwaukee's Enderis Park and Lenox Heights neighborhoods are among the city's most stable, best maintained, and most attractive communities. Developed primarily during the Depression Era of the 1930's, the Enderis Park neighborhood is bordered by W. Lisbon Avenue on the north, W. Center Street on the south, N. 76th Street on the west, Appleton Avenue and the intersection of Center and Lisbon on the east. Lenox Heights is directly northeast and adjacent to Enderis Park, and

is bordered by Appleton Avenue, Burleigh Street, Lisbon Avenue, and 60th Street.

At the heart of these two neighborhoods is Enderis Park, an almost 10 acre green, urban oasis. The park/playfield was named after Dorothy Enderis, a Milwaukee Public Schools teacher and a key figure in creating the MPS Recreation and Adult Education Program.



Approximately 4,000 people are proud to call the roughly one-quarter square mile Enderis Park neighborhood home. As illustrated by the map, Enderis Park is only one of several public green spaces scattered throughout the neighborhood. These green spaces help give the neighborhood its identity and contribute considerably to its desirable quality of life.

The Enderis Park and Lenox Heights neighborhoods are not just “green” in the literal sense of the term, however. As tightly knit walkable neighborhoods, they also exhibit several characteristics of sustainable communities. The development

pattern is compact and mixed-use. Many close and convenient, day-to-day shopping services are within walking distance including both grocery and drug stores. Sidewalks line both sides of all streets in the neighborhoods making walking to retailers convenient for those so inclined. The neighborhood’s central location within the Greater Milwaukee Area also affords easy access to region-wide employment, shopping, and recreational facilities. Public transportation while not perfect, is readily available to help people get to them.

The Enderis Park Neighborhood Image Plan is intended to build upon these already existing neighborhood programs and strengths. Because the neighborhood is now completely developed, there will likely be little if any new private construction for the foreseeable future. The Image Plan, therefore, emphasizes actions to enhance public spaces within our community and to promote Enderis Park’s reputation as Milwaukee’s Green Neighborhood.

While current residents of both Enderis Park and Lenox Heights share a positive and reasonably well-defined image of their neighborhoods, it’s unlikely that that image is widely recognized outside the immediate area. Clearly these neighborhoods lack the name recognition of neighborhoods such as Bay View, The East Side, The Historic Third Ward, and Story Hill, and would like to change that. EPNA has, therefore, developed an Enderis Park Neighborhood Image Plan to be incorporated into the City of Milwaukee’s West Side Area Plan. Along similar lines, the Lenox Heights Neighborhood Association has developed a Neighborhood Improvement Plan. It is hoped that the City will use these as the basis for a variety of future actions that affect the



area, and as a demonstration project for other neighborhoods seeking to enhance their image, improve their assets, resolve immediate problems, and enrich their overall quality of life.

The following specific, recommended actions in Part I constitute the Enderis Park Neighborhood Image Plan and Part II, the Lenox Heights Neighborhood Improvement Plan. The Enderis Park and Lenox Heights Neighborhood Associations would like to take the lead in demonstrating how implementation of these organizing principles can enhance a neighborhood's livability and, ultimately, its value to the broader community. After each action item, a responsible party or lead actor (for example, the City of Milwaukee, EPNA or LHNA) is noted along an indication as to whether the action is anticipated to be implemented in the short term (1 to 3 years), intermediate term (4 to 7 years), or over the long term (more than 7 years). Assumptions have been made regarding funding and feasibility, which will affect responsibility and projected term of action.

DEMONSTRATION PROJECT PART I: ENDERIS PARK NEIGHBORHOOD IMAGE PLAN

(1) *Enhance and maximize assets and strengths of the neighborhood, particularly parks and green space, but not limited to those.*

- Continue to embrace the concept of sustainable communities and sustainable development. Enderis Park is already a green neighborhood in the most literal sense of that term. The park, along with many other green spaces, give the neighborhood an open and relaxed ambiance. The existing green spaces provide practical environmental benefits as well, e.g., permeable surfaces for the absorption of storm water, habitats for birds and small mammals, and spaces where large scale trees can thrive.
- The Enderis Park Neighborhood Association (EPNA) will continue to sponsor a number of programs designed to improve and promote the neighborhood's public green areas as well as to encourage enhancement of private green spaces. These include: Working with the City of Milwaukee a few years ago to upgrade Enderis Park. EPNA's participation included the contribution of several thousand dollars in private funds to help cover the cost of improvements.

Lead Agency: EPNA

Timeframe: Ongoing

(2) *Market and promote the neighborhood to attract visitors or potential homebuyers and to endear the neighborhood to longtime residents.*

- The Enderis Park Neighborhood Association (EPNA) will continue to sponsor a number of programs designed to improve and promote the neighborhood's image, such as the EPNA annual Garden Tour showcasing some of the more spectacular homeowner' yards in the neighborhood; and an EPNA program that provides matching grants

to homeowners who make landscaping improvements to their property.

- Promote or “brand” Enderis Park as “Enderis Park, Milwaukee’s Green Neighborhood”.

Lead Agency: EPNA

Timeframe: Ongoing

(3) Create an internal neighborhood organization that takes advantage of residents’ talents and willingness to volunteer.

- Continue to recruit neighborhood residents to volunteer their time and talents and to become part of the Enderis Park Neighborhood Association (EPNA). Continue EPNA as a community-based “grass roots” neighborhood organization that is self-organized.
- Continue organizing efforts and communications.
- Continue working with a community organizer as part of the Greater Milwaukee Foundation’s Healthy Neighborhoods Initiative pilot program.

Lead Agency: EPNA, Greater Milwaukee Foundation

Timeframe: Ongoing

(4) Organize activities that people enjoy such as youth activities, holiday celebrations, chess tournaments, ice cream socials or concerts in the park.

- EPNA will continue to coordinate a summer-long series of concerts in Enderis Park. Not only do these concerts offer free entertainment for neighborhood families but they also promote neighborhood pride and increase resident awareness of our neighborhood’s wonderful open space resources.

Lead Agency: EPNA

Timeframe: Ongoing

(5) Provide a social network for residents that strengthens communications, and ensures that problems or challenges are dealt with in a timely and inclusive way.

- Once the West Side Area Plan is approved, EPNA will appoint a Plan Implementation Committee to work with the City to accomplish the various actions identified in the Neighborhood Image Plan.
- Continue to incorporate comments from Enderis Park neighborhood residents and other interested parties in the planning and review process (still underway).

Lead Agency: City of Milwaukee and EPNA

Timeframe: Short term (actual improvements may be short or long term).

(6) Make stronger user-friendly walkable connections between residential blocks and neighborhood shopping district(s). Work to improve the mutually beneficial relationship between stores that serve the needs of neighborhood residents, and residents who provide a stable “walking distance” market for goods and services.

- Explore traffic calming improvements on N. 68th Street and elsewhere within the neighborhood where automobile traffic presents a deterrent to residents’ walking to local destinations (as opposed to driving which adds to traffic and the direct and indirect costs of having more people in



automobiles as opposed to on foot. While traffic generally is not a problem in the Enderis Park neighborhood, the speed of traffic (more than the actual traffic count) can be annoying and is potentially dangerous for residents, particularly along N. 68th Street. Traffic hazards (along with noise) present a real deterrent to walking and force or reinforce driving to local destinations.

Background: The City now considers this street segment to be an arterial (arterials are throughways not usually considered appropriate for traffic calming) even though it carries only around 2,000 vehicles per day and terminates at W. Burleigh Street (does not go “through”).

Also note: The curb-to-curb pavement width is currently 36 feet. By comparison, the curb-to-curb width of 68th street just to the south in Wauwatosa is only 30 feet. Wauwatosa’s 68th Street appears to carry just as much traffic as, if not more than, Milwaukee’s section of the same street. But the speed of that traffic is noticeably slower. The yellow dashed center stripe on the Milwaukee section gives the street the appearance of a rural highway. Unfortunately, many motorists tend to drive accordingly. N. 68th Street is also lined with residences. Young children play in front yards and ride their bikes on adjacent sidewalks. Speeding traffic presents a very real danger to them and compromises the livability and quality of life of the neighborhood.

EPNA would like to work with the City’s traffic planners to evaluate traffic impacts and come up with a strategic traffic calming plan for the neighborhood with an emphasis on N. 68th Street.

Lead Agency: City of Milwaukee and EPNA

Timeframe: Short term (actual improvements may be short, intermediate, or long term).

- (7) **Find ways to enhance neighborhood identity and “personalize” the standard kit of parts that make up the City’s basic infrastructure, such as streets, street furniture, public right-of way improvements, landscaping, streetscape elements, sidewalks, intersection paving and crosswalks, bike paths/lanes, traffic signs, light fixtures, utility boxes (public and privately owned), public art and other identity features.**

Implementation (multiple action items listed):

- **Install additional neighborhood entry monuments.**

EPNA has previously installed neighborhood entry monuments on the north side of N. 68th Street at W. Center Street (see Photo #1). Additional entry monuments could be erected at other key neighborhood entry points such as N. 68th at W. Lisbon and W. Locust at N. 76th.



- **Illuminate entry monuments with solar lighting.**

The effectiveness of the existing monuments is somewhat diminished at night. Solar up-lighting will solve this problem via a renewable energy source.

- **Enhance the commercial areas along W. Burleigh Street (N. 76th to W. Lisbon) and W. Lisbon Avenue (W. Burleigh to N. 70th).**

Two specific improvements are proposed. (a) Add street trees in the tree lawn area adjacent to the service station at Lisbon and Burleigh. (b) Install landscaping along the Lisbon Avenue frontage of the Sentry parking lot.

- **Revitalize commercial districts (neighborhood shopping districts) in and around the Enderis Park neighborhood.**

In addition to these specific improvements, EPNA wants to work with commercial development experts in the Department of City Development along with business leaders of successful enhancement programs in other commercial districts to devise a revitalization plan for our commercial areas.

- **Illuminate the Magic Tree Grove in Enderis Park.**

Lighting would add nighttime drama to this charming sculpture and would create a visual counterpoint to the illuminated softball field at the park's north end. If possible, solar lighting should be utilized.



- **Serve as demonstration neighborhood for LED street lighting. If LED lights are installed, utilize more attractive street light fixture.**

If and when the City of Milwaukee decides to pursue replacement of existing street lights with more energy efficient LED lights, Enderis Park offers to be a demonstration neighborhood for the first such installation. More attractive, more neighborhood oriented (pedestrian-oriented) street light fixtures should replace the existing highway-style, cobra overhead light fixtures.

- **Evaluate and upgrade, as appropriate, municipal street signing.**

The Enderis Park neighborhood borders Wauwatosa. It serves as an entry point to the city. At some locations, the City's street signing appears jumbled, deteriorated, and unattractive (see Photo #2). The image of the city and of our neighborhood suffers as a result.

- **Install customized street name signs as has been done elsewhere in the city (e.g. Brady Street).**



Such signs can help give the neighborhood a unique and more recognizable image. The design of the street signs would reflect our "Green Neighborhood" theme.

- **Erect small neighborhood identification monuments in neighborhood green spaces.**

These monuments would also be intended to give the neighborhood a unique and more recognizable image. The design of

the monuments would reflect our “Green Neighborhood” theme.

- **Expand effort to install special house number plaques throughout the neighborhood.**

EPNA is already providing unique house number plaques to neighborhood homeowners. The plaques meant to increase neighborhood identity. EPNA’s efforts to promote the plaques will be intensified.



- **Explore the idea of placing landscape planters at all four corners of key intersections within the neighborhood.**

To emphasize Enderis Park’s green credentials while beautifying the neighborhood, EPNA proposes to work with the City and corner property owners to place landscape planters at several key intersections. The planters would have internal water reservoirs and would be planted with low maintenance, sustainable plant materials.

- **Work with the City to identify small sections of the neighborhood’s public green spaces that could be used for community gardening.**

Most private lots in the Enderis Park neighborhood are relatively small offering only limited opportunity for gardening. Community gardening areas in neighborhood green spaces could provide gardening opportunities for those who are unable to use their own property for that purpose. A variety of issues would have

to be addressed such as the availability of water for irrigation. EPNA would like to work with the City to see what may be possible.



Lead Agency: EPNA, City of Milwaukee, Alderman (District 10)

Timeframe: Short term, intermediate or long term if project is determined not yet feasible by the City or if significant fundraising is involved.

DEMONSTRATION PROJECT PART II: LENOX HEIGHTS NEIGHBORHOOD IMPROVEMENT PLAN

(1) Enhance and maximize assets and strengths of the neighborhood, particularly parks and green space, but not limited to those.

- Rebuild concrete triangles at Appleton and Moltke and at 64th Street and Lisbon to make them green areas and appealing entrances for visitors into the community.
- Purchase former Fred's Nursery on Burleigh, tear it down, and construct green space for community garden
- Improve Center Street Park – not directly part of the Lenox Heights area, but an important part of the overall community. For example – a makeover of the field house, inside and out, and the creation of a pavilion-like picnic area structure would create amenities that add value to the park and the surrounding area.

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10)

Timeframe: Short term, intermediate or long term if project is determined not yet feasible by the City or if significant fundraising is involved.

(2) Market and promote the neighborhood to attract visitors or potential homebuyers and to endear the neighborhood to longtime residents.

- Place three more large Lenox Heights signs near major entrances to the neighborhood. For example:
 - Corner of Lisbon, Burleigh, and 70th – at tip of the Citgo Gas Station
 - Intersection of Burleigh and Appleton
 - Near 60th and Appleton
- Increase the number of already existing Lenox Heights signs on additional light

posts inside and on the borders of the neighborhood.



Lead Agency: LHNA, City of Milwaukee, Alderman (District 10)

Timeframe: Short term, intermediate or long term if project is determined not yet feasible by the City or if significant fundraising is involved.

(3) Create an internal neighborhood organization that takes advantage of residents' talents and willingness to volunteer.

- Continue to recruit volunteers to support Lenox Heights Neighborhood Association (LHNA), which has existed as a special entity for the last 15 years with officers, a board, and members who have taken on different events and activities.
- Continue working with a community organizer as part of the Greater Milwaukee Foundation's Healthy Neighborhoods Initiative pilot program.
- Continue LHNA work with Alderman and the City Council to create, design, print and pay for the Lenox Heights Neighborhood of Friends signs posted in 25 strategic places on the borders and within the neighborhood.
- Continue to address nuisance properties. For example, LHNA worked with the Alderman and the City Council to close Club Rendezvous on the corner of Appleton and

Burleigh when it became a problem property (nuisance use) for the neighborhood residents. The building is now a daycare.

- Continue to work closely with Milwaukee Police Department. For example, LHNA has worked with the police in identifying and closing three drug houses in the neighborhood.
- Continue traffic calming solutions where they may apply. For example, LHNA worked with the Alderman and the City Engineers to have a speed hump constructed in the 6300 block of Chambers. This may be the first of its kind on the west side of Milwaukee and may set a precedent for future neighborhoods to follow suit in order to slow down traffic.

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10), Milwaukee Police, Greater Milwaukee Foundation

Timeframe: Ongoing

(4) Organize activities that people enjoy such as youth activities, holiday celebrations, chess tournaments, ice cream socials or concerts in the park.

- LHNA will continue to sponsor an April spring clean-up providing gloves and large trash bags to all participants. There is a bake sale and all participants receive a free soda from Steve's Liquor and attend a free ice cream social at Robert's Custard.
- Also in the spring LHNA sponsors a neighborhood rummage sale.
- In the summer LHNA will continue to sponsor a beautification project with prizes

donated by Fred's Landscaping on Appleton. There are three winners each summer.

- LHNA will continue to sponsor summer block parties for all residents in the neighborhood.
- LHNA will continue to sponsor a night-time Halloween trick or treat where all children must be accompanied by their parents. All are invited to dress in costume.
- LHNA will continue to work with the Enderis Park Neighborhood Association in providing a parade and picnic in Enderis Park for the Fourth of July celebration and an egg hunt in the park for Easter Sunday.

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10)

Timeframe: Ongoing

(5) Provide a social network for residents that strengthens communications, and ensures that problems or challenges are dealt with in a timely and inclusive way.

- Continue small meetings that are held on neighbors' decks and basements. Large meetings are held in Mother of Good Counsel Church basement with the Alderman and Milwaukee Police Department Community Liaison Officer.
- Continue Block Watch Clubs and update members. Set up new clubs on an "as needed" basis with the Milwaukee Police Department.
- Continue LHNA blog where residents can share their concerns or questions.



- Continue LHNA tradition of printing 550 fliers with news and a listing of upcoming events in the neighborhood.
- Raise funds for the conversion of the large brick building, 6618 W. Lisbon, into a community center for the neighborhood

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10), Milwaukee Police

Timeframe: Ongoing

(6) *Make stronger user-friendly walkable connections between residential blocks and neighborhood shopping district(s). Work to improve the mutually beneficial relationship between stores that serve the needs of neighborhood residents, and residents who provide a stable “walking distance” market for goods and services.*

Under this category LHNA residents consider traffic calming to be the most important contribution the city can make to our neighborhood to have a “mutually beneficial relationship” making walking safe and practical. Toward this end LHNA has been working with the Alderman, City Engineers, Police and Fire departments, and Health officials to find effective ways to calm or slow down the traffic on Appleton Avenue from Burleigh to 60th Street. To date nothing substantial has been done to accomplish this goal. LHNA advocates slowing down Appleton traffic between Burleigh and 60th Street with bump outs, single lane each way, and bike paths. Other suggestions from residents for calming the traffic in the Lenox Heights area are:

- Consider continuation of speed humps (one existing hump in the 6300 block of Chambers) in strategic areas – example – in the alley between Roberts Ice Cream and Steve’s Liquor, between 64th and 66th on Chambers, between 64th and 66th on Locust.
- Ask DPW traffic engineers to consider construction of traffic calming circles in strategic locations – for ex. intersections of

64th and Girard, 64th and Locust, 64th and Chambers

- Ask DPW traffic engineers to consider a no left turn sign at the south alley of Steve’s Liquor Store
- Ask DPW traffic engineers to consider adding a stop sign on Richmond at 64th Street

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10)

Timeframe: Short term, intermediate or long term if project is determined not yet feasible by the City or if significant fundraising is involved.

(7) *Find ways to enhance neighborhood identity and “personalize” the standard kit of parts that make up the City’s basic infrastructure, such as streets, street furniture, public right-of way improvements, landscaping, streetscape elements, sidewalks, intersection paving and crosswalks, bike paths/lanes, traffic signs, light fixtures, utility boxes (public and privately owned), public art and other identity features.*

- Place trash receptacles with Lenox Heights logo in strategic areas with a contract in place to pick up the trash.
- Create consistent landscaping on the Burleigh median from 70th and Lisbon to Appleton Avenue with less use of bricks and pavement.
- Consider creating landlord matching funds program to enhance and beautify curb appeal of rental properties – especially for the apartment buildings on Appleton Avenue.
- Consider creating small business matching funds program to enhance the entrances and store fronts of businesses along Lisbon, Burleigh, and Appleton.
- If possible, place a street light on every light pole in all the alleys

- If possible, replace existing street lights with pedestrian harp lights and taller acorn lights
- Consider creating a matching fund to help property owners with cost of sidewalk repair



- Place benches and planters in strategic areas of the neighborhood.

Lead Agency: LHNA, City of Milwaukee, Alderman (District 10)

Timeframe: Short term, intermediate or long term if project is determined not yet feasible by the City or if significant fundraising is involved.

Appendix 4

WESTLAWN REVITALIZATION

Housing Authority of the City of Milwaukee

Torti Gallas & Partners

Kindness Architecture + Planning

**WESTLAWN MASTERPLAN AND
REVITALIZATION INITIATIVE**

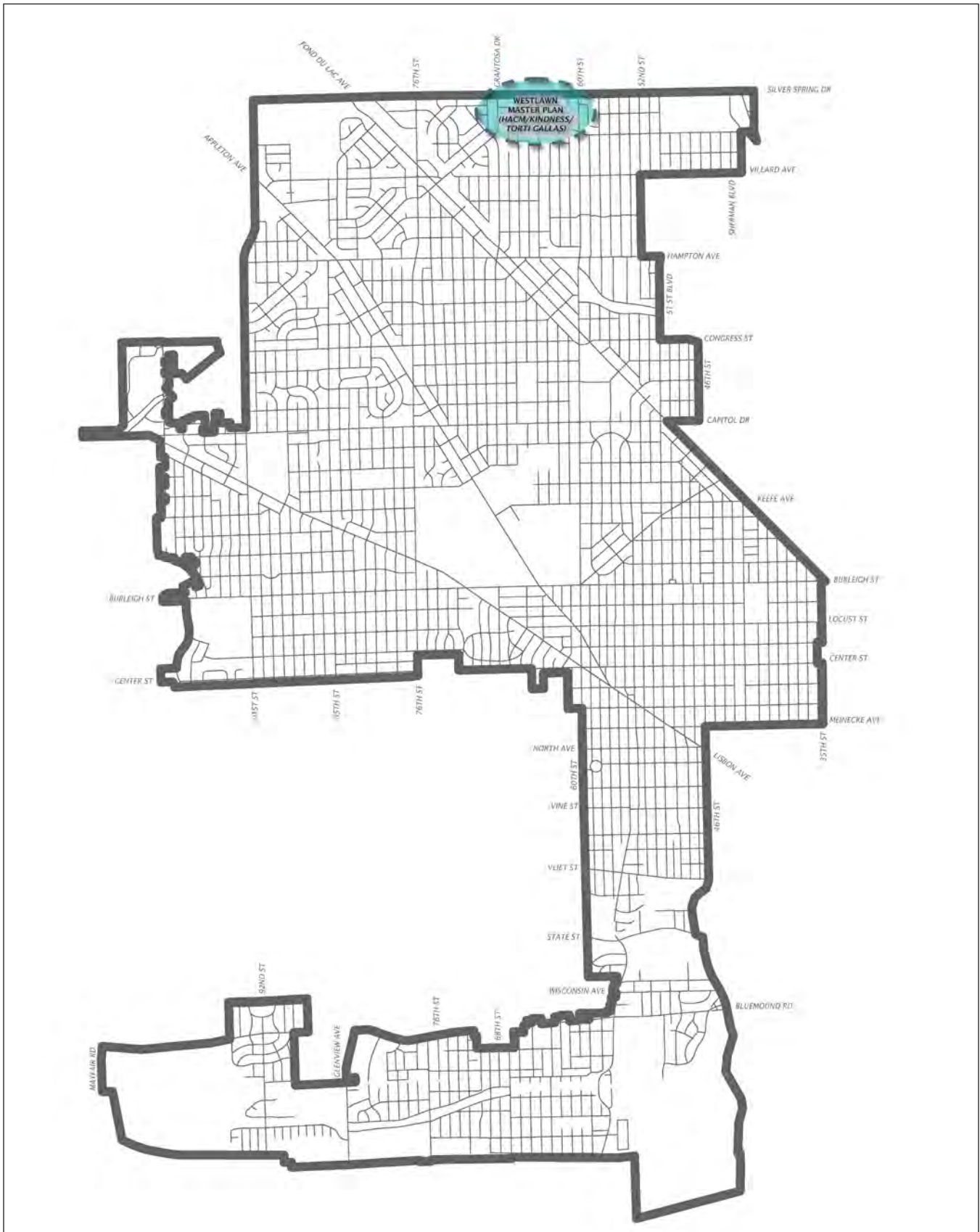
The City of Milwaukee Housing Authority has an award-winning track record of reinventing and re-energizing aging housing projects to follow Livable Cities (HOPE VI) standards of urban design. Its mission for redevelopment of the Westlawn 1950's style housing project is similarly ambitious. The revitalization project will reintegrate Westlawn with its surrounding community. The street grid will be reconnected. The physical design will be updated to support a broader range of housing types and incomes, while still accommodating its predominantly low-income community. Architecture will include community-friendly features such as front porches and individual entries. Westlawn will still be centered around the Silver Spring Neighborhood Center and Browning Elementary School, but those institutions will become more accessible and available to residents of the surrounding neighborhood. The Westlawn development will in turn become better connected to neighboring commercial development on Silver Spring -- the City has plans to improve the quality and character of that development as well. A new reinvigorated Westlawn will incorporate green building practices, better landscaping, improved stormwater run-off practices, and opportunities for residents to share in community gardens. As a practical matter, plans are for development to be conducted in phases so that residents are relocated temporarily and not displaced.

The following pages show the initial results of a community-based visioning process conducted October 26, 2009, by Torti-Gallas and Partners (an international urban design and planning firm) and Kindness Architecture + Planning (a Milwaukee architecture and urban planning firm) in partnership with the Silver Spring Neighborhood Center, for and with the residents of Westlawn.

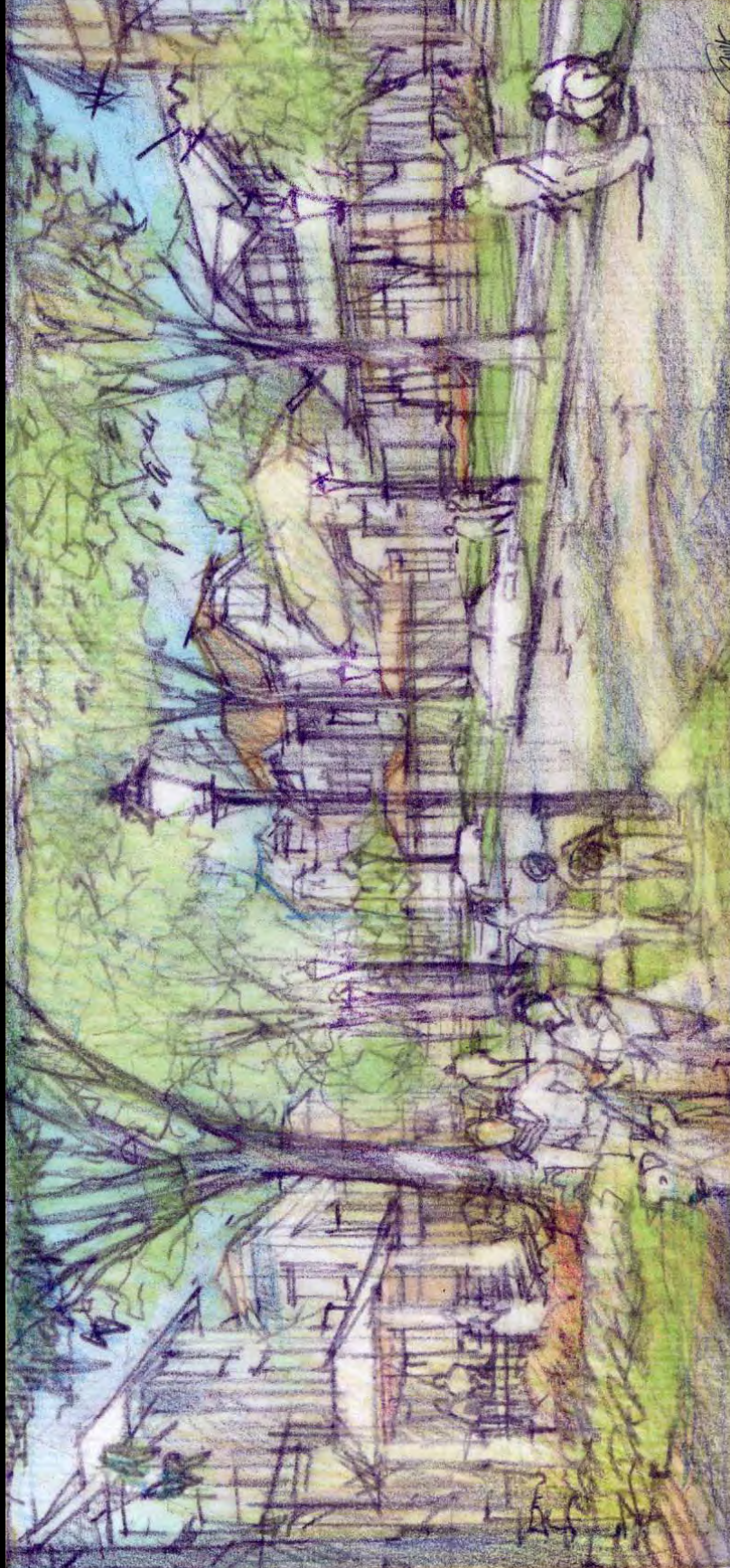
Also included in the appendix is a brief description of the ongoing Westlawn CARE partnership with the UWM College of Nursing.

FINAL DRAFT - November 17, 2009

Westlawn Redevelopment Site within West Side Plan Area

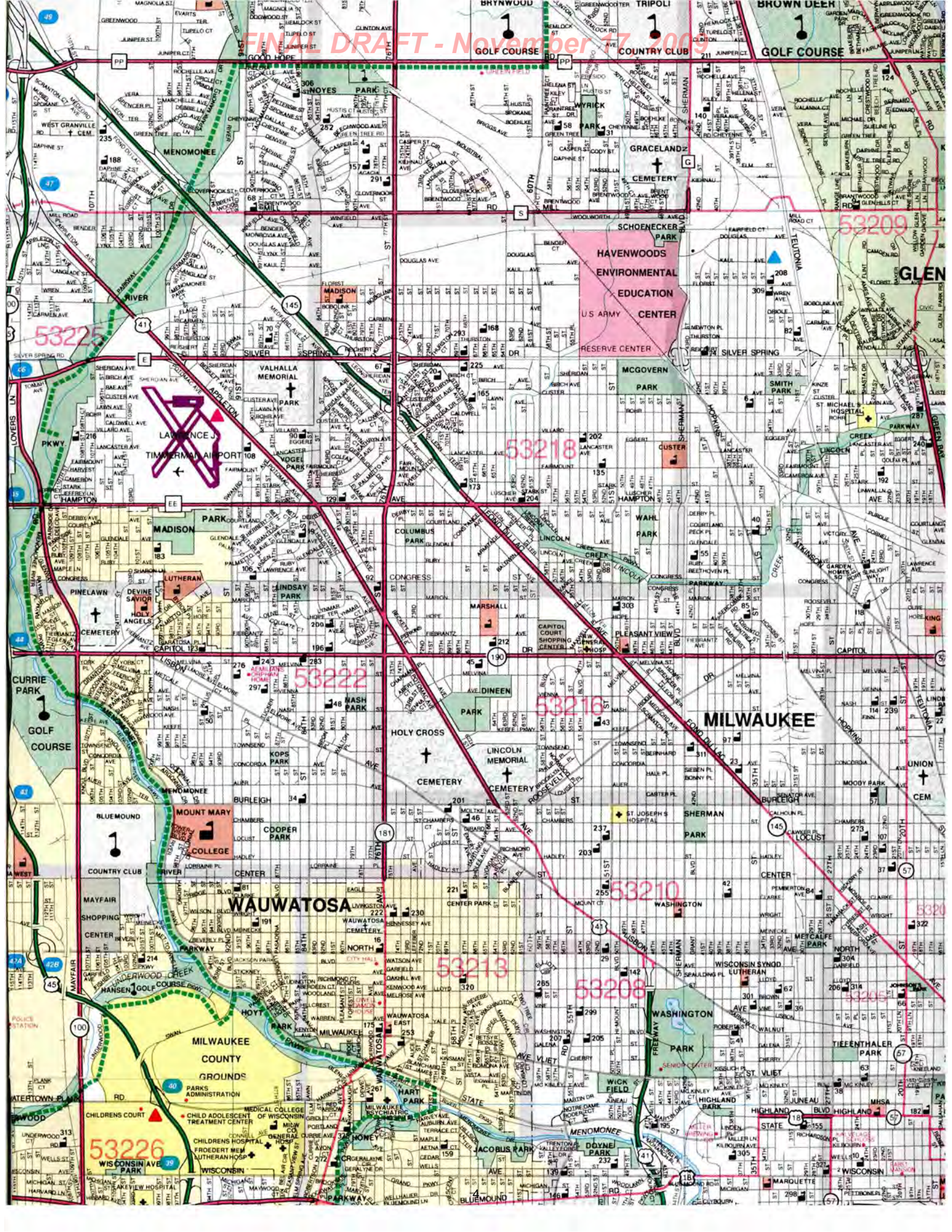


WESTLAWN REVITALIZATION
HOUSING AUTHORITY OF THE CITY OF MILWAUKEE
TORTI GALLAS AND PARTNERS TEAM
Milwaukee, Wisconsin



Resident Update Presentation
October 26, 2009

FINAL DRAFT - November 7, 2003



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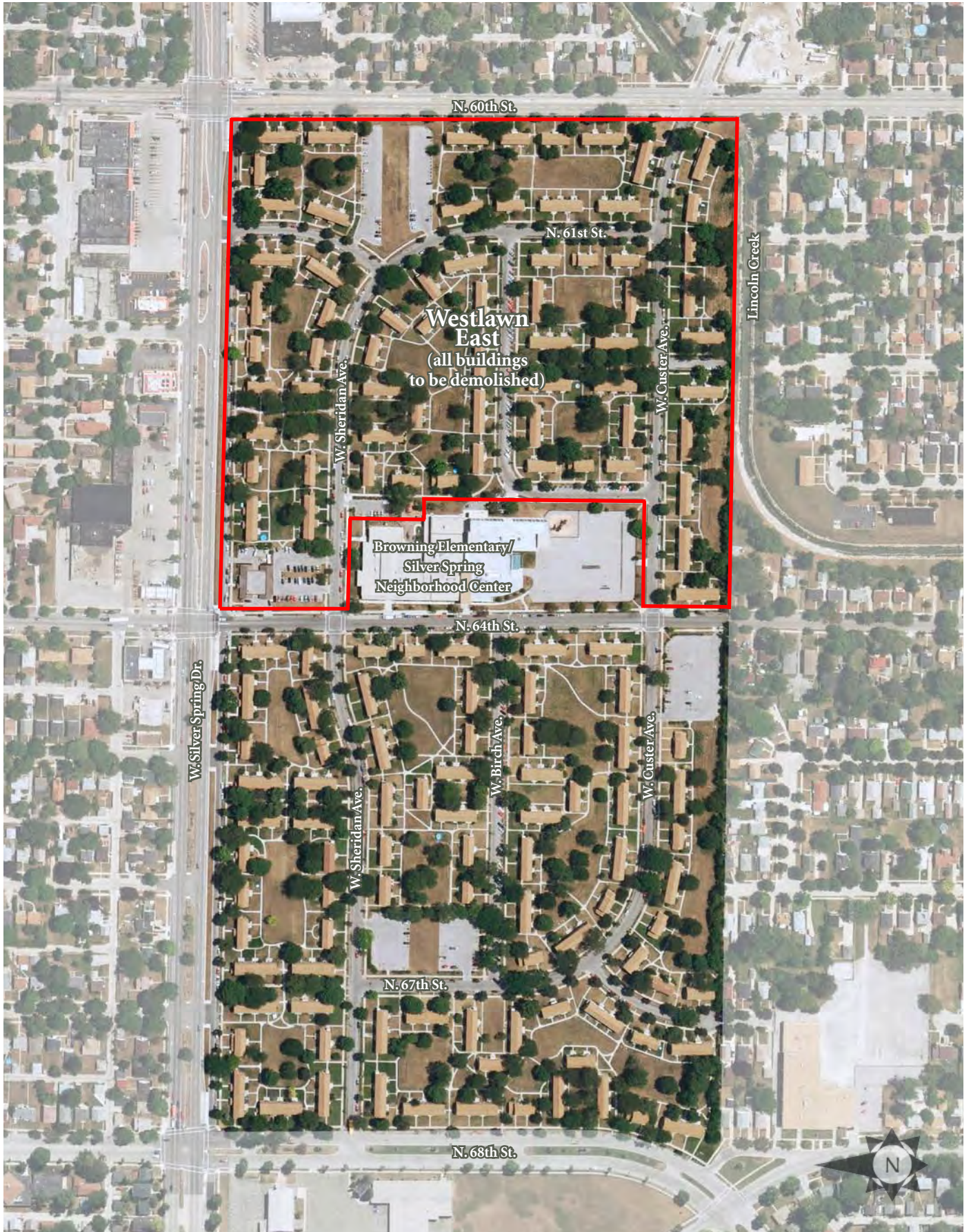
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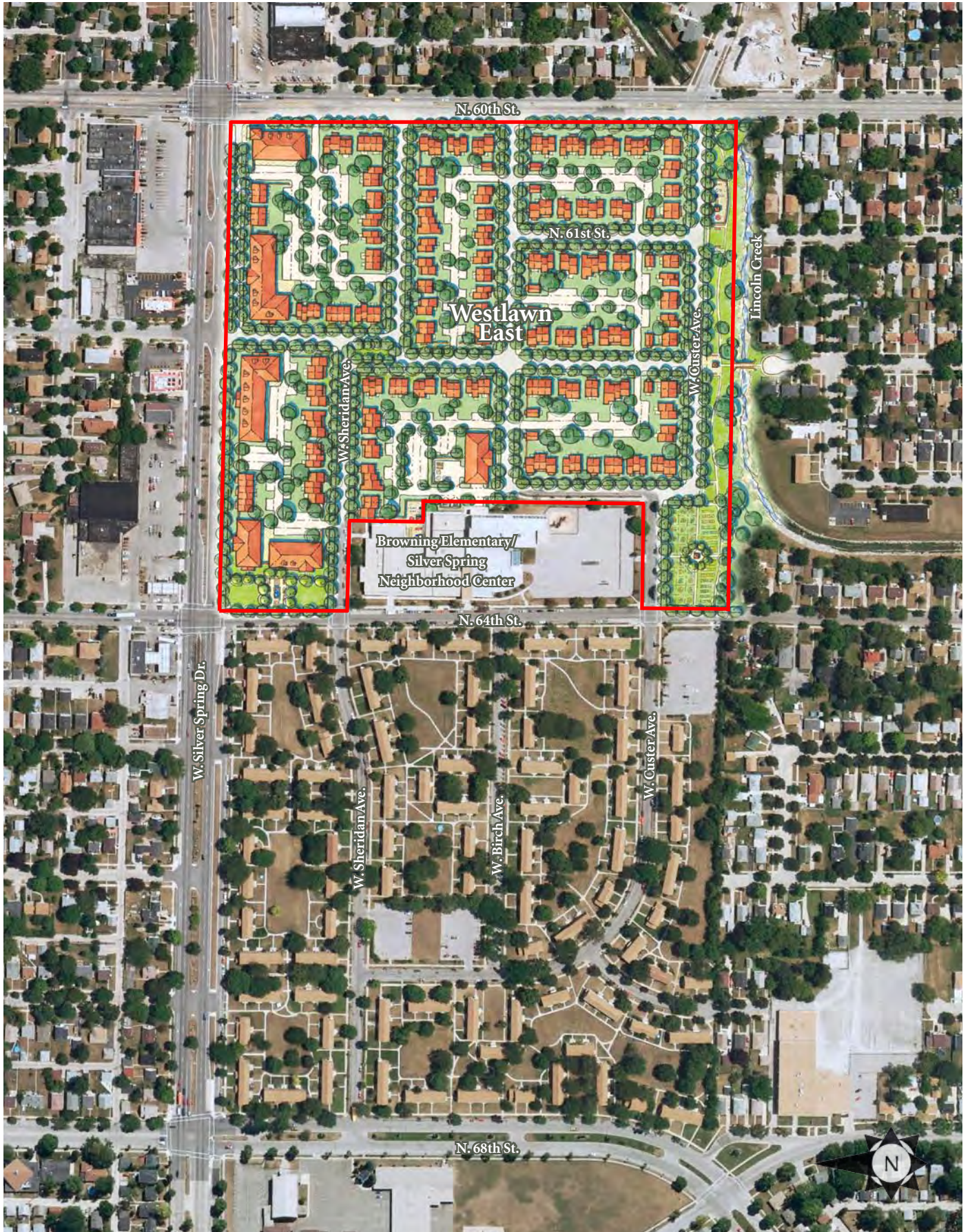
Aerial Photograph of Neighborhood

Aerial Photo Courtesy of Google



Illustrative Site Plan - Overall Vision

Aerial Photo Courtesy of Google



Illustrative Site Plan - Westlawn East

Aerial Photo Courtesy of Google



Open Space Diagram

Aerial Photo Courtesy of Google



Street Network Diagram

Aerial Photo Courtesy of Google

FINAL DRAFT - November 17, 2009

One Bedroom Bungalow (One Story)



Typical First Floor Plan

Two Bedroom Duplex/ Townhouse (Two Story)



Typical First Floor Plan



Typical Second Floor Plan

Two Bedroom Stacked Flat/Townhouse (Three Story)

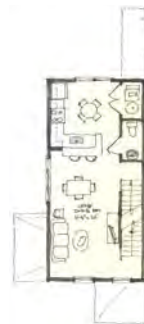


Two Bedroom Flat

Two Bedroom Townhouse Above Flat



Typical First Floor Plan



Typical Second Floor Plan



Typical Third Floor Plan

FINAL DRAFT - November 17, 2009

Three Bedroom Duplex/Townhouse (Two Story)



Typical Basement Floor Plan Typical First Floor Plan Typical Second Floor Plan

Three Bedroom Duplex/Townhouse (Three Story)



Typical Basement Floor Plan Typical First Floor Plan Typical Second Floor Plan Typical Third Floor Plan

Four Bedroom Duplex/Townhouse (Two Story)



Typical Basement Floor Plan Typical First Floor Plan Typical Second Floor Plan

Four Bedroom Duplex/Townhouse (Three Story)



Typical Basement Floor Plan Typical First Floor Plan Typical Second Floor Plan Typical Third Floor Plan

FINAL DRAFT - November 17, 2009

Five Bedroom Duplex/Townhouse (Three Story)



Typical Basement Floor Plan

Typical First Floor Plan

Typical Second Floor Plan

Typical Third Floor Plan

Three, Four and Five Bedroom Bungalow (One Story)



Typical First Floor Plan - Three Bedroom

Typical First Floor Plan - Four Bedroom

Typical First Floor Plan - Five Bedroom

FINAL DRAFT - November 17, 2009

Senior Apartment Building



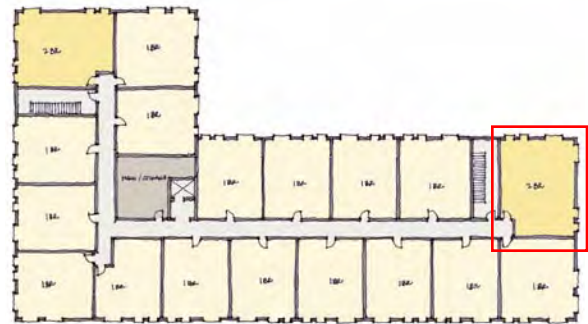
Elevation Style A



Elevation Style B



Typical First Floor Plan



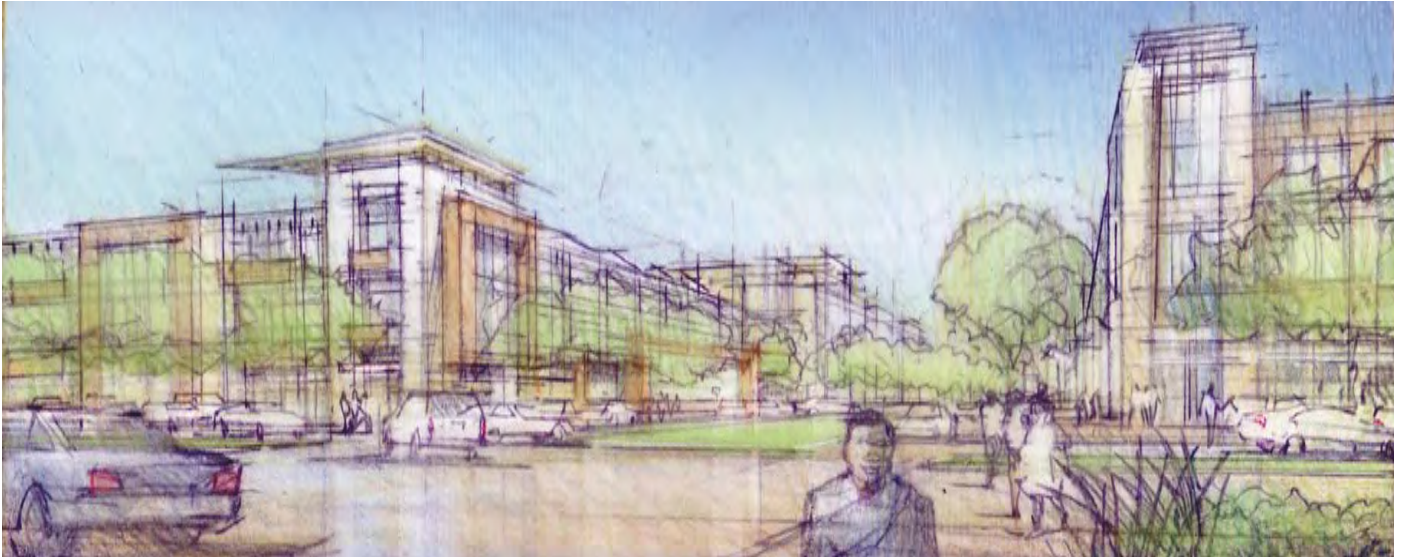
Typical Second and Third Floor Plan



Typical One Bedroom Unit Plan



Typical Two Bedroom Unit Plan



Perspective View of Gateway Space with Mixed Use and Senior Housing

Rendering by studioYVESinc



Perspective View of Typical Residential Space with Family Housing

Rendering by studioYVESinc



Perspective View of Typical Street with Family Housing

Rendering by studioYVESinc

WESTLAWN CARE PARTNERSHIP WITH UWM

Working in tandem with the Westlawn Masterplan is the Westlawn CARE Partnership with UWM College of Nursing. The UWM College of Nursing enjoys long-standing partnerships with two Milwaukee community centers. The Silver Spring Neighborhood Center at Westlawn is one of those. After 30 years of collaborating with communities, the UWM College of Nursing has developed a unique nursing model of care linking public health and primary care. UWM Community Nursing Centers had over 10,000 primary health care encounters last year.

The following description is taken from the UWM College of Nursing website.

Vision

Our collective vision is to improve health outcomes and decrease health disparities of the individuals and families in the Silver Spring (Westlawn) community.

Mission Statement

The UWM Silver Spring Community Nursing Center is committed to:

- Providing nursing and health services and programs which convey the broad scope and spirit of community based nursing practice
- Advocating for access to quality health care for each and every person
- Maintaining collaborative relationships with our clients and community partners



- Supporting the educational, research and practice activities of the UWM College of Nursing
- Fostering supportive and shared learning regarding community health nursing practice.

Location

The Silver Spring Community Nursing Center is located in the Silver Spring Neighborhood Center on Milwaukee's northwest side in Westlawn, the state's largest subsidized housing development. This center provides primary care services to residents including a walk-in clinic. In addition, nursing center staff provides care to residents and works closely with social workers, teachers, daycare workers and recreation staff in the neighborhood center to coordinate many other health education and disease prevention services, such as immunization and flu clinics.



The Westlawn 'Partnership for a Healthier Environment' Project Description

The CARE project will convene the Westlawn Partnership for a Healthier Environment Coalition for a Level I Cooperative Agreement to a) join community stakeholders together to form a broad-based partnership dedicated to reducing toxics in their local environment and will include partners from residents, non-profit groups, community organizations, local businesses, schools, and state, local government agencies, and EPA; and b) identify problems and solutions by working together.

This stakeholder group will assess toxics problems in their community and will consider options for reducing risks. EPA technical assistance will be solicited to support this process which will address the causes, effects, extent, prevention, reduction, and elimination of water pollution, solid waste pollution, air pollution, pesticide control, or toxic substances control. In addition, the Westlawn CARE partnership will seek guidance from Region 5 EPA in developing a community engagement strategy.