

# Milwaukee Aerotropolis Development Plan Summary

A Part of the Southeast Side Area Plan



CITY OF MILWAUKEE  
DEPARTMENT OF CITY DEVELOPMENT  
August 2017



Milwaukee Aerotropolis  
Development Plan Summary:  
A Part of the  
Southeast Side Area Plan



Comprehensive Plan Amendment  
Prepared by the City of Milwaukee  
Department of City Development  
August 2017

Aerotropolis Development Plan Prepared by  
The Southeastern Wisconsin Regional Planning Commission

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Farmer's Market: (Credit: Aerotropolis MKE)*

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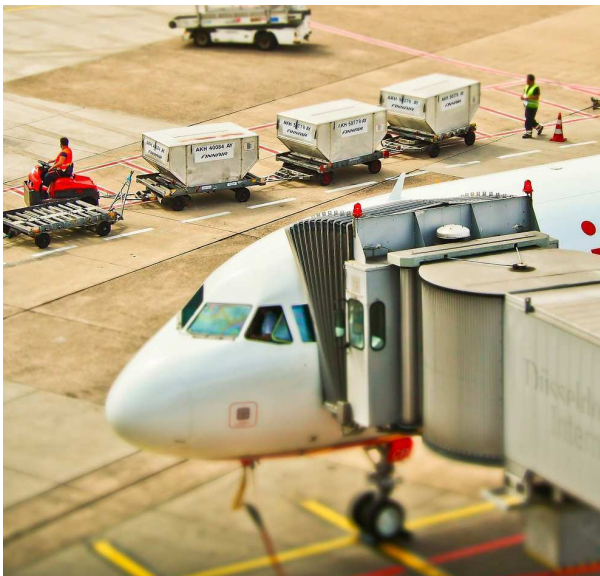
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Source: WisDOT



Source: Pixabay

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# Context

**General Mitchell International Airport** is a key economic driver and community asset on Milwaukee’s South Side, and its presence and economic impacts helped shape the recommendations of Milwaukee’s Southeast Side Area Plan, which was adopted by the Common Council on October 29, 2008 as an element of the City of Milwaukee Comprehensive Plan. The document puts forward a vision for the Southeast Side that it “should remain an attractive community in which to live, work, play and raise a family. Its unique character and assets should be maintained and improved so that it continues to be widely regarded as a unique and desirable place to live in southern Milwaukee County.”



Since the drafting of the Southeast Side Plan, changes in the market for air travel and the economy overall have altered the future for the Airport and its surrounding neighborhoods. A broad coalition of local governments and private sector representatives from communities surrounding Mitchell International have partnered to form Aerotropolis Milwaukee to capitalize on the opportunities provided by proximity to the airport, advance catalytic projects identified in the Southeast Side Plan, and to better integrate planning and development efforts across jurisdictional boundaries.

**The Milwaukee Aerotropolis Development Plan** proposes a new vision for the neighborhoods and communities surrounding General Mitchell International Airport (MKE). The plan takes into account the existing uses and community assets in the area and establishes a shared vision. It coordinates efforts to capitalize on the Airport in order to stimulate economic investment, promote job growth, and enhance the quality of life in the nine Aerotropolis Milwaukee communities. The Aerotropolis Development Planning effort was led by The Milwaukee Gateway Aerotropolis Corporation (“Aerotropolis Milwaukee”), an association of businesses, community leaders and government from each of the nine Aerotropolis communities. The plan was drafted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

# The Aerotropolis Concept

Across the world, airports have become drivers for economic growth and urban development. An “aerotropolis,” or “airport city” is a defined region of economic significance centered on a major airport. It incorporates coordinated freight and passenger transportation using many different transportation modes: air, street, rail and in Milwaukee’s case, even water. Supporting airport services through concentrated land use and transportation planning efforts improves a region’s ability to attract aviation-oriented businesses, from cargo-oriented and time-sensitive manufacturing and distribution facilities to convention centers, hotels, and retail and entertainment businesses which depend on passenger travel.

## Passenger Travel

- Hotels and entertainment venues
- Meeting and exhibition space
- Business parks
- Retail

## Freight Movement

- Cargo-oriented and time-sensitive manufacturing
- Logistics facilities
- Distribution centers
- Warehousing districts

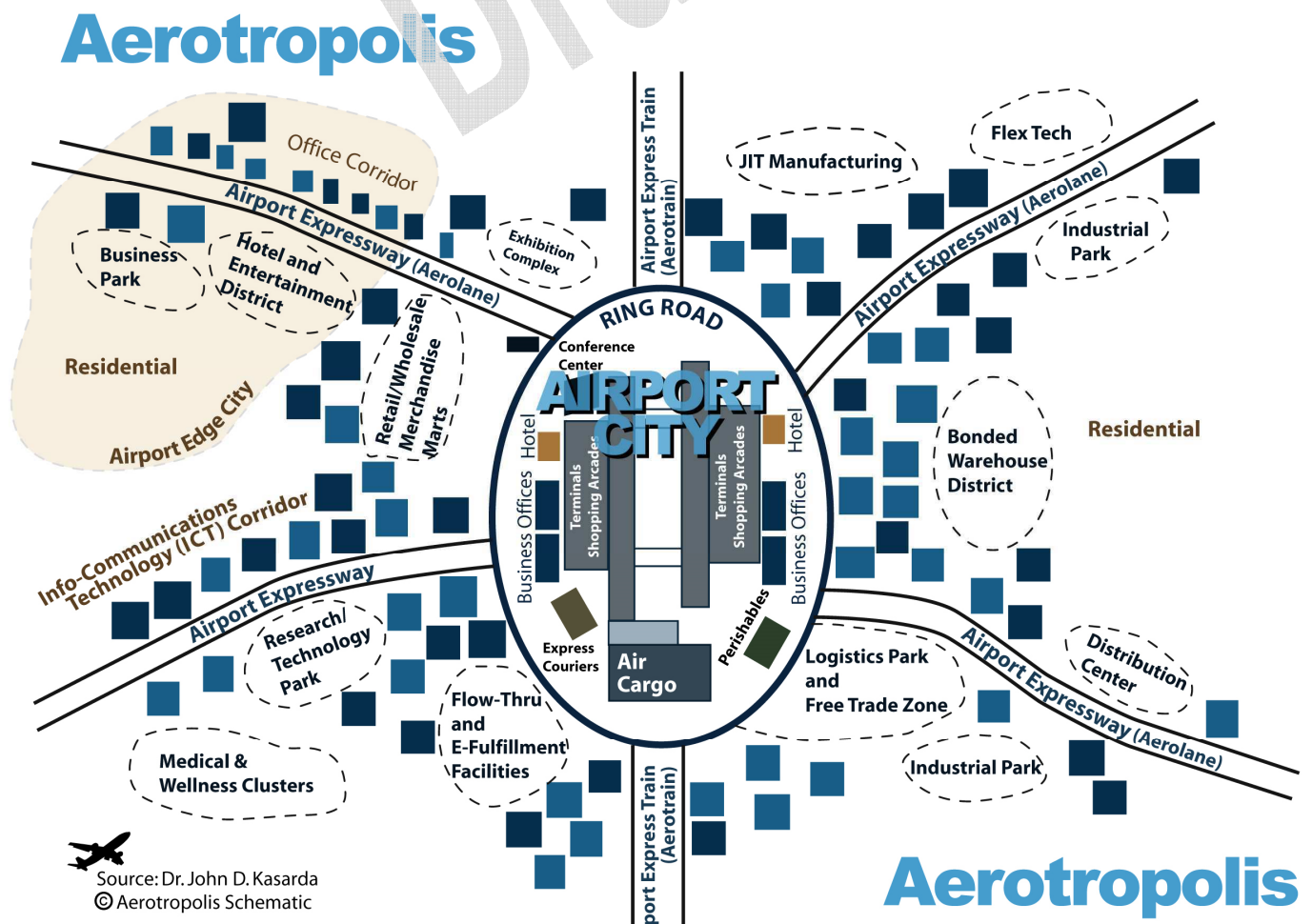


Figure 1: Aerotropolis Schematic - Dr. John D. Kasarda

# The Aerotropolis Concept

It is essential for an aerotropolis to maintain connectivity between complementary uses as speed, agility, and convenience are among the primary considerations of aviation-oriented businesses in choosing potential development locations. Transportation elements that particularly impact the connectivity of an aerotropolis include:

## Transportation Elements

- Local, collector, and arterial streets and highways
- Intermodal freight hubs
- Public transit



Source: Aerotropolis MKE



# A PLAN FOR THE FUTURE: MKE AEROTROPOLIS DEVELOPMENT PLAN

The City of Milwaukee Department of City Development (DCD) proposes to update the City's Southeast Side Area Plan to incorporate plan recommendations which support the development of the Milwaukee Aerotropolis.

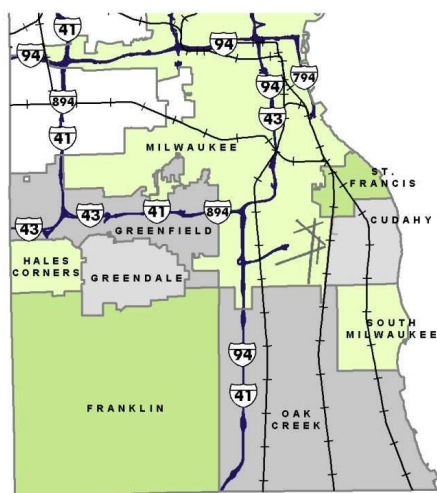
The Aerotropolis Plan Summary highlights the specific land use and transportation recommendations that impact the Southeast Side planning area. Upon adoption by the Milwaukee Common Council, this Aerotropolis Development Plan Summary will become an amendment to the Southeast Side Plan. The Aerotropolis Development Plan builds upon the recommendations of the Southeast Side Plan. The Southeast Side Plan remains in force. However, where the Aerotropolis Development Plan identifies areas of the larger Area Plan that can be improved, updated, or refined, to support the Aerotropolis, it makes recommendations regarding those specific changes.

The full MKE Aerotropolis Development Plan, which also contains recommendations for communities neighboring the City of Milwaukee is available at [aerotropolis.mke.com](http://aerotropolis.mke.com).

The effort to establish Aerotropolis Milwaukee is being led by The Gateway to Milwaukee and the non-profit organization, Milwaukee Gateway Aerotropolis Corporation (MGAC).<sup>1</sup> The Gateway to Milwaukee and MGAC partnered with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to prepare the MKE Aerotropolis Development Plan. The plan was developed through a collaborative planning process with the nine Aerotropolis Milwaukee communities and other stakeholders and was adopted by the MGAC Board of Directors.

## MGAC MEMBERS

City of Cudahy  
City of Franklin  
City of Greenfield  
City of Milwaukee  
City of Oak Creek  
City of South Milwaukee  
City of St. Francis  
Village of Greendale  
Village of Hales Corners  
Milwaukee County  
General Mitchell International Airport  
Port of Milwaukee  
Southeastern Wisconsin Regional Planning Commission  
Wisconsin Department of Transportation  
Wisconsin Economic Development Corporation  
Wisconsin Housing and Economic Development Authority  
Cobalt Partners  
Crystal Limousine & Coach  
GLR Management  
HNTB  
VJS Construction Service



Map 1: Aerotropolis Milwaukee Planning Area—Source: SEWRPC

The plan presents land use and infrastructure recommendations that encourage and support the highest and best aerotropolis-oriented use of land around MKE. Map 1 illustrates the location of the Aerotropolis Milwaukee Planning Area.

## Putting the Plan into Action

Achieving the Aerotropolis Milwaukee vision will require the MGAC partners to implement the plan's recommendations through land use regulations, public investment and cooperation, and the formation of partnerships with adjacent municipalities and local agencies. In the spirit of cooperation and collaboration, MGAC has asked its partner communities to continue their commitment to pursuing a shared vision for Aerotropolis Milwaukee by formally endorsing the MKE Aerotropolis Development Plan via resolution. As appropriate, communities have been asked to consider incorporating plan recommendations into their comprehensive plans as they are updated.

1) See page 4 of the full MKE Aerotropolis Development Plan for more information on the formation of The Gateway to Milwaukee and the Milwaukee Gateway Aerotropolis Corporation.

# A PLAN FOR THE FUTURE: MKE AEROTROPOLIS DEVELOPMENT PLAN

## Aerotropolis Vision in the City of Milwaukee

Four of the plan focus areas contained within the overall Aerotropolis Development Plan are within the City of Milwaukee. Each has been evaluated individually, taking into account the many different uses, infrastructure, and communities they touch, as well as the multijurisdictional questions that arise as a result. Three of these areas are divided between two or more municipalities, as well as impacting the Airport. Only the Layton Town Center area is entirely within the City of Milwaukee. The four Aerotropolis focus areas within Milwaukee are described briefly below:

### Layton Town Center Area

The Layton Town Center Area is at the intersection of Howell and Layton and is a catalytic project within the Southeast Side Plan.

Vision: Premier hospitality and retail corridor co-existing with a high-caliber manufacturing freight transportation center.

- More hospitality and retail uses along Layton and Howell
- Reuse of vacant or underused industrial sites
- New streets to connect South Howell to South 6th Street.

### MKE South Industrial Area

The MKE South Industrial Area is just south of Mitchell Airport itself. This area includes the former 440th Air Reserve Base, which is also included as a catalytic project within the Southeast Side Plan

Vision: Airport-oriented employment center featuring concentrated industrial parks, including an industrial park with unique “inside-the-fence” access to the airport, and a distribution and logistics hub

- Encourages inclusion of industries attached to the airport / transportation hub
- New or additional hospitality uses are not expected or encouraged in this area
- Preserves residential neighborhood

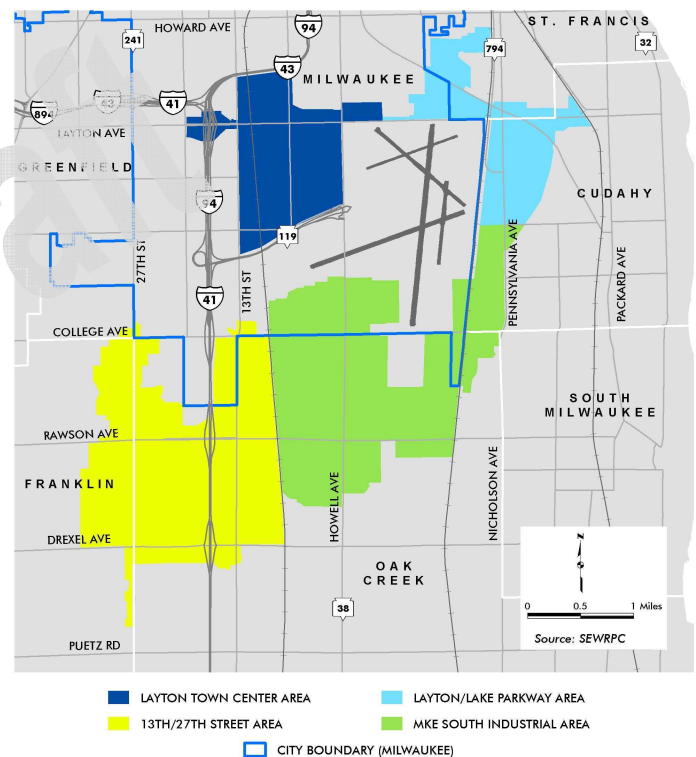
### Layton/Lake Parkway Area

The Layton/Lake Parkway Area includes a portion of Layton on the eastern City boundary.

Vision: Retail to complement Layton Town Center, including mixed-use development, office space, and advancement of a food and beverage manufacturing district

- A small number of Milwaukee businesses are connected and complementary to redeveloped retail in Cudahy and St. Francis

Source: SEWRPC



# A PLAN FOR THE FUTURE: MKE AEROTROPOLIS DEVELOPMENT PLAN

## 13th /27th Street Area

The 13th/27th Street Area consists of two sections of those corridors in the City of Milwaukee.

Vision: Regional destination featuring high-value mixed-use corridors that serve visitors and create a desirable atmosphere to work and live near the Airport

- Encourage higher density along 13th Street including more hospitality and entertainment alongside existing industry and businesses
- Encourage higher density on 27th Street including mixed-use development and offices

### Transportation

The Plan recommends improvements to the regional transportation infrastructure that support Aerotropolis Milwaukee:

Street & Highway Improvements	Freight Improvements
<ul style="list-style-type: none"> <li>• Design new and reconstructed roadways to safely accommodate all users</li> </ul>	<ul style="list-style-type: none"> <li>• Identify appropriate routes for freight trucks</li> <li>• Ensure that goods are moved quickly through the area</li> </ul>
Public Transit	Bicycle and Pedestrian
<ul style="list-style-type: none"> <li>• Rapid transit connections to downtown</li> <li>• Commuter rail and improved commuter bussing</li> <li>• Increased frequency and service hours of transit</li> </ul>	<ul style="list-style-type: none"> <li>• Add bike lanes, and consider enhanced bike facilities (e.g., protected bike lanes) as streets are reconstructed or added</li> <li>• Connect off-street paths, particularly the Oak Leaf Trail</li> <li>• Expand bike share</li> <li>• Improve pedestrian conditions, particularly along commercial corridors</li> </ul>

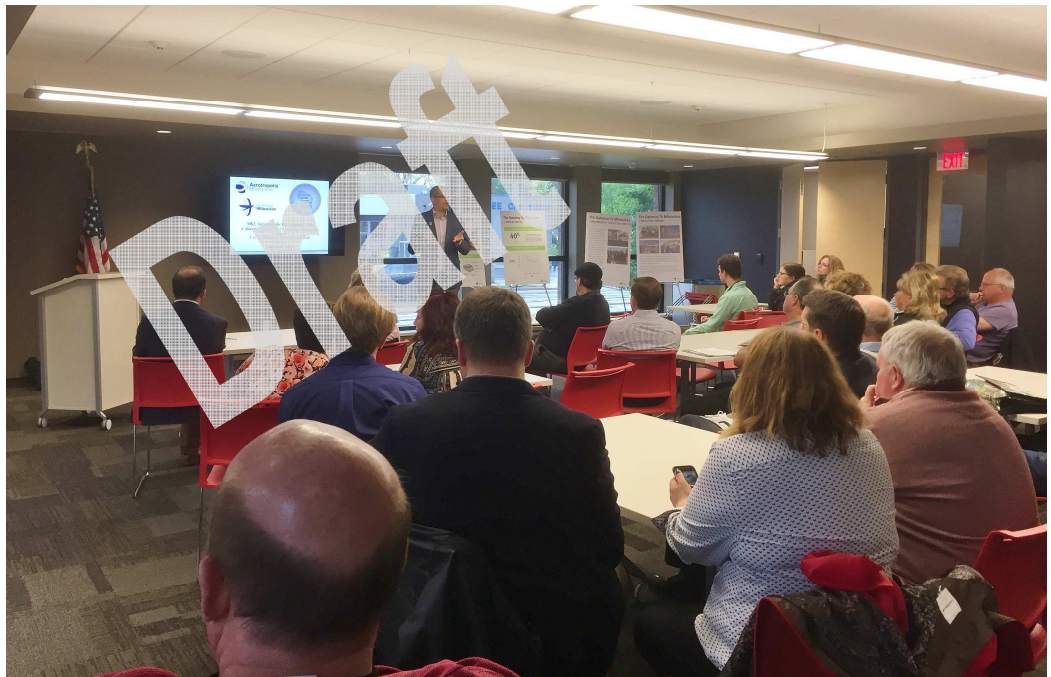


Source: General Mitchell International Airport

The Milwaukee Aerotropolis Plan has been evaluated in the context of the existing planning document which influences this region of the City: the Southeast Side Area Plan. In most cases, the vision and specific proposals of Aerotropolis align with the goals of the Southeast Side Plan. In some cases, they evolve and refine the recommendations of the Southeast Side Plan in a manner which is apt for continued wellbeing of the community, and consistent with the overall vision. These updates will be described in detail in the section *Proposed Updates to the Southeast Side Area Plan*.

# Public Input Summary

Significant Aerotropolis Milwaukee stakeholder input was provided to shape the recommendations of the full Aerotropolis Development Plan. However, before proposing that the recommendations of this document were adopted as part of the City of Milwaukee Comprehensive Plan, the Department of City Development worked with Aerotropolis Milwaukee and the SEWRPC to carry out a broader based public engagement effort, consistent with the City of Milwaukee’s process for public involvement in comprehensive planning. The City of Milwaukee, Aerotropolis Milwaukee and the SEWRPC held a community workshop on May 23, 2017 to solicit input on the plan. In addition, an online survey was conducted from June 28, 2017 to July 14, 2017. The survey provided another opportunity for members of the public to contribute their thoughts on this proposed amendment to the City’s Southeast Side Area Plan.



## May 23, 2017 Workshop

Aerotropolis Plan recommendations related to the city of Milwaukee were initially presented to the public at a meeting on May 23, 2017. Representatives of DCD, SEWRPC and the Gateway to Milwaukee described the planning process and the role of each organization in drafting and implementing the plan. There was discussion on the general plan recommendations, the process to develop the plan, and how the City utilizes the comprehensive plan to attract development and guide land use and zoning decisions.

## Online Survey Summary

An online survey was conducted from June 28, 2017 to July 14, 2017. It consisted of questions regarding Aerotropolis plan recommendations impacting the City of Milwaukee. Participants were asked to rate each proposal and if they so choose, provide in-depth feedback.

53207	57.96%
53221	17.83%
All Others	24.20%

The survey received 184 responses, the majority from the two City of Milwaukee ZIP codes that touch Aerotropolis. About 58% came from the 53207 ZIP, and about 18% from 53221. The remainder were from a variety of zip codes in southeastern Wisconsin. 89% of those who took the survey are City of Milwaukee Residents.

# Public Input Summary

Respondents were asked their opinion of the plan on a five (5) point scale from approve to disapprove, with neutral / no opinion as the middle choice. Most participants selected Approve or Somewhat Approve of the plans for each Area. However, Neutral / No Opinion also received a significant portion of responses; survey results were most neutral about the plans for the MKE South Industrial Area in particular.

1.Layton Town Center Area				2.MKE South Industrial Area			
Approve	35%			Approve	39%		
Somewhat Approve	46%	Positive	81%	Somewhat Approve	25%	Positive	64%
Neutral / No Opinion	13%	Neutral	13%	Neutral / No Opinion	25%	Neutral	25%
Somewhat Disapprove	2%	Negative	6%	Somewhat Disapprove	7%	Negative	11%
Disapprove	5%			Disapprove	5%		
3.13th/27th Street Area				4.Layton/Lake Parkway Area			
Approve	38%			Approve	42%		
Somewhat Approve	37%	Positive	74%	Somewhat Approve	32%	Positive	75%
Neutral / No Opinion	19%	Neutral	19%	Neutral / No Opinion	19%	Neutral	19%
Somewhat Disapprove	3%	Negative	7%	Somewhat Disapprove	3%	Negative	6%
Disapprove	4%			Disapprove	3%		

For those who provided written feedback, business type and quality in all of the different Plan Areas were important to respondents, along with greenspace and recreation. People view this as a neighborhood and while they care about the airport, participants have a decidedly residential outlook on Aerotropolis. They asked for a greater number of neighborhood-serving businesses, and expressed concerns about both the appearance and nature of businesses in these corridors. They also voiced reservations about incompatible uses, industry adjoining homes, and freight or airport noise impinging on them. They feel strongly that preservation of greenspace, places for recreation and in some cases conservation of natural resources were important.

Regarding transportation, public transit was the most important matter for survey participants who provided comments. Some were quite specific in their responses, urging for example that the “highest priority should be quality mass transit between the airport and downtown,” or generally advocating for public transit. The streetcar and commuter rail were mentioned frequently in a positive light, although about 10% of commenters objected to the streetcar specifically. Both on and off-street cycling was cited as important; people asked for improved infrastructure, especially trails, noting that this would also be of service to airport users. Only one respondent was opposed to providing additional cycling infrastructure in the area.

Increasing the number of locations accessible by transit and the ease of connectivity was also an important concern. Access to downtown was raised by a number of people who cared about connecting the airport to the city center and its resources or discussed transit connections that would be useful for both locals and visitors, be they tourists or business travelers. Regional access was also a frequent topic, and people advocated for transit connections throughout the county as well as to Kenosha, and beyond.

# Proposed Updates to the Southeast Side Area Plan

## Land Use Recommendations

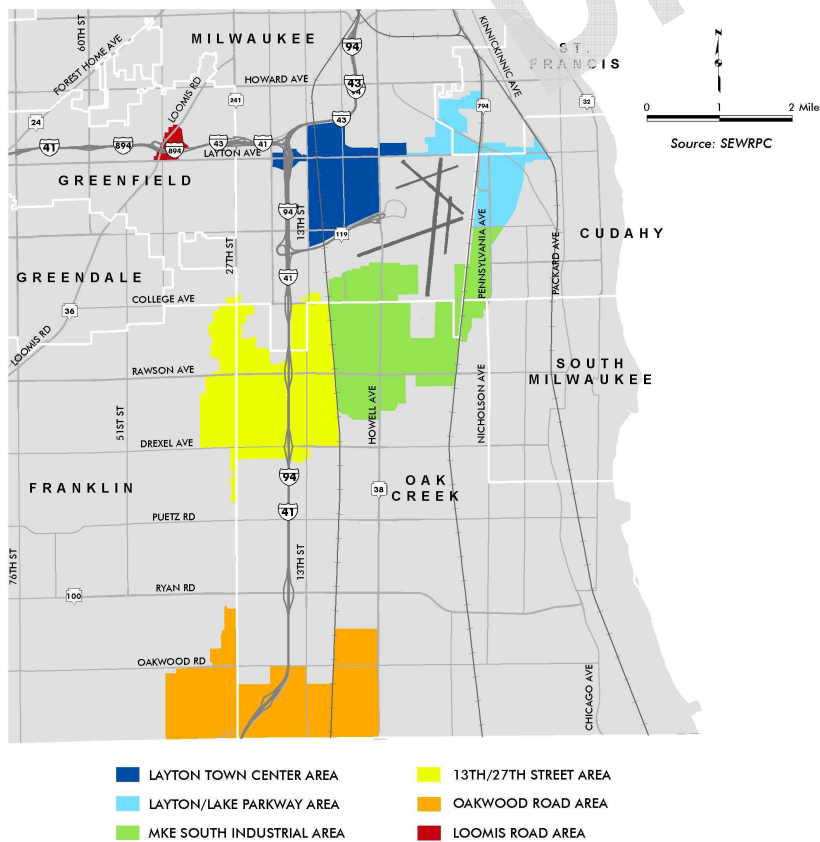
### Defining Areas for Future Aerotropolis-Supporting Development

The Aerotropolis Planning Area contains pockets of aerotropolis-supporting land uses and areas that may serve as prime locations for future airport-oriented growth. To determine land use changes and other recommendations that may provide the maximum impact on the Aerotropolis, three types of areas were identified:

- Aerotropolis Growth Areas – Areas that possess the potential to greatly influence the success of the Aerotropolis and set themselves apart from other Contributing Areas by meeting the following criteria:
  - Are located in proximity to the Airport
  - Have the ability and likelihood to accommodate aerotropolis-supporting land uses
  - Contain a significant amount of available vacant or underutilized land
- Aerotropolis Catalytic Areas – Areas that have the potential to drive change in the Aerotropolis Growth Areas and often include projects currently being pursued by their respective communities.
- Contributing Aerotropolis Areas – Areas that contain land uses that support the Aerotropolis concept.<sup>2</sup>

### Aerotropolis Growth Areas

The MKE Aerotropolis Development Plan identifies six Growth Areas, shown on Map 2. The following four sections discuss the vision and summarize the recommendations for each Growth Area located within the City of Milwaukee and the Southeast Side Plan area. For more details regarding land use recommendations for each Growth Area that impact other municipalities within the Aerotropolis Planning Area, please see Chapter 3 of the full MKE Aerotropolis Development Plan.



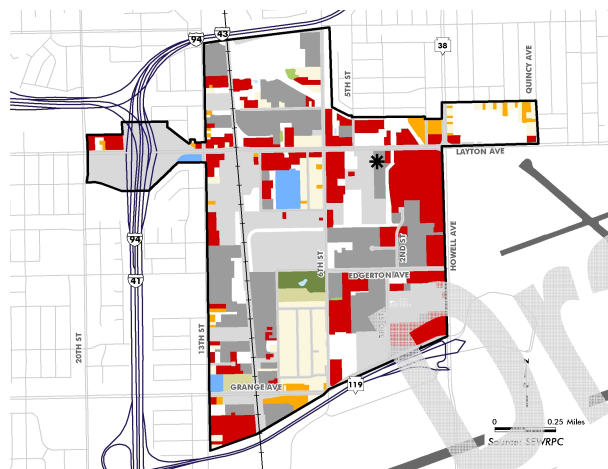
Map 2: Aerotropolis Growth Areas—Source: SEWRPC

<sup>2</sup> See page 44 of the MKE Aerotropolis Development Plan for more information regarding Contributing Areas and their recommendations.

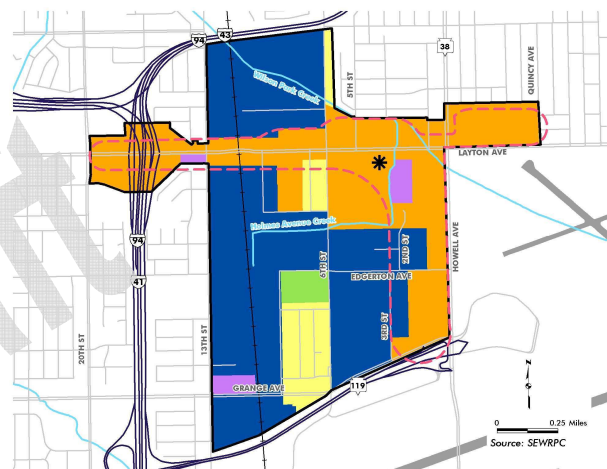
# Proposed Updates to the Southeast Side Area Plan

## Layton Town Center Area

The Layton Town Center Area, which is located entirely within the City of Milwaukee, is envisioned to become the premier hospitality and retail area for MKE, co-existing alongside a high-caliber manufacturing and freight movement center. These recommendations build off the recommendations contained within the Southeast Side Plan for this area, which identified the development of the Layton Town Center as a catalytic project.



Map 3: Existing Land Use—Source: SEWRPC



Map 4: Recommended Land Use Pattern—Source: SEWRPC

### Recommendations for the Hospitality and Retail Corridors

- Encourage higher-value retail and hospitality uses, which include businesses that provide food and beverage, lodging, entertainment, and luxury services, along each corridor to enhance the overall traveler experience and elevate the area into an exciting destination. Uses that serve business travelers, like meeting room space and banquet facilities, should be encouraged near or within hotel clusters.
- Consider redeveloping vacant or underutilized parcels throughout the Layton Town Center Growth Area.
- Development should include higher-density retail, office, and residential uses, which will result in an increase of workers and residents available to support the proposed hospitality uses.
- Expansive surface parking, including long-term airport parking lots, should be replaced with attractive low-rise parking structures with ground floor retail/office space to free up land along 3rd Street and create more opportunities for industrial development.
- The street grid should be completed between Howell Avenue and 6th Street, allowing for an increase in density of office space and residential uses off the corridor. Other opportunities to complete the street grid should be pursued as they present themselves.

# Proposed Updates to the Southeast Side Area Plan

- Should MKE and the FAA pursue the decommissioning of Runway 13/31,<sup>3</sup> the runway's 24-acre runway protection zone located between Howell and Quincy Avenues may become available for development. Currently, the City of Milwaukee Southeast Side Area Plan has proposed a dog park for the runway protection zone. If the runway is decommissioned, the City may consider using this land for future hospitality uses, capitalizing on its position adjacent to MKE and access to multiple transit routes. The City could consider exploring alternative locations for the dog park, such as the Mitchell Airport Park, located northwest of the intersection of Layton and Brust Avenues.
- Support the Milwaukee Metropolitan Sewerage District's (MMSD) proposed Wilson Park Creek Naturalization Project and pursue a similar project for Holmes Avenue Creek.<sup>4</sup>
- Transit-oriented design should be integrated into development along Layton and Howell Avenue, particularly around proposed transit improvements.
- For the land made available for development as a result of the 1-94 reconstruction near 20th Street and Layton Avenue, the Southeast Side Plan recommendation to prioritize high-value uses that benefit from the exposure afforded by this site remains applicable. This could include a corporate, commercial or hospitality campus that maximizes use of the entire site and includes architecturally significant buildings.

## Recommendations for the Industrial Area

- Future development should contribute to a cohesive campus-like setting, incorporating attractive landscaping and public space into a modern industrial setting. Modern green infrastructure stormwater management practices, such as bioswales, vegetated filter strips, and constructed wetlands, should be incorporated into new and existing developments.

## Catalytic Aerotropolis Area in the City of Milwaukee: Holmes Avenue Creek Redevelopment Project<sup>5</sup>

The City of Milwaukee has proposed the redevelopment of the Old Dominion Freight Terminal, located south of Layton Avenue between 2nd and 6th Streets, as part of the Holmes Avenue Creek Redevelopment Project. This redevelopment can serve as a catalyst to establishing a "lifestyle center" atmosphere along Layton and Howell Avenues. The proposed concept includes retail, restaurants, and hotels to be developed along Layton Avenue, and the development of higher-density residential and public space along Holmes Avenue Creek. The project also proposes completing the street grid between Howell Avenue and 6th Street to increase access to the site.

## Suggested Comprehensive Plan Changes

The following summarizes the recommendations for the Layton Town Center Area that differ from recommendations found within the current City of Milwaukee Southeast Side Area Plan:

- Should Runway 13/31 be decommissioned and its runway protection zone become available for development, encourage hospitality and retail-oriented uses in this location to continue the Layton Town Center concept eastward.
- Consider moving the proposed dog park location from the runway protection zone for Runway 13/31 to the Mitchell Airport Park.

<sup>3</sup>) See the section in Chapter 2 of the full MKE Aerotropolis Development Plan entitled "The Future of MKE and the Airport's Impact on Surrounding Areas" for more information regarding the Airport Master Plan and the possible decommissioning of Runway 13/31.

<sup>4</sup>) See page 50 of the MKE Aerotropolis Development Plan for more information regarding MMSD's proposed Wilson Park Creek Naturalization Project.

<sup>5</sup>) See page 52 of the MKE Aerotropolis Development Plan for more information regarding the Holmes Avenue Creek Redevelopment Project.

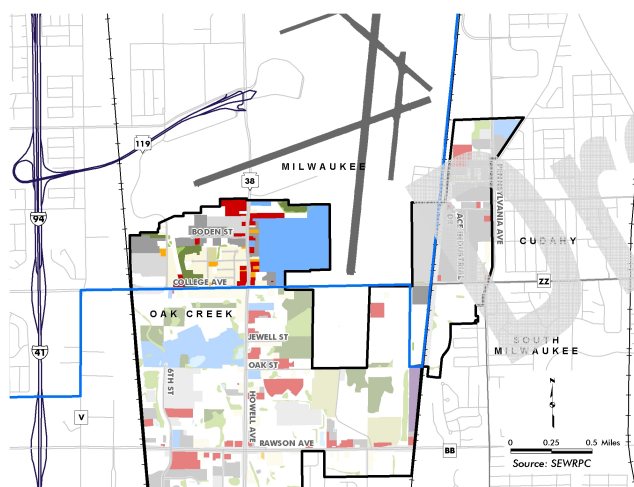


# Proposed Updates to the Southeast Side Area Plan

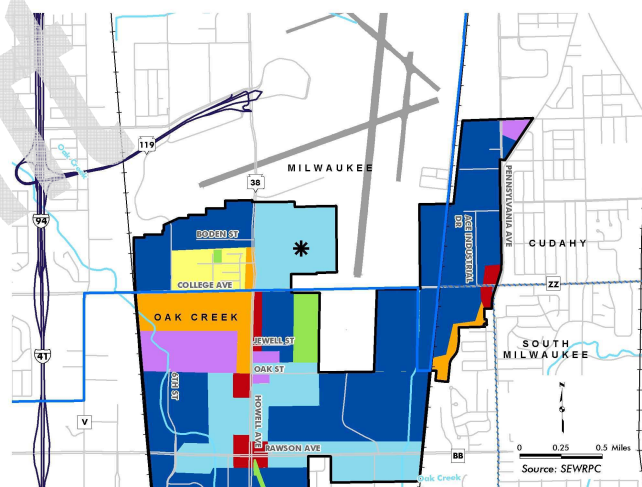
## MKE South Industrial Area

The MKE South Industrial Area is envisioned as an airport-oriented employment center featuring several concentrated industrial parks, including one with unique “inside-the-fence” access to General Mitchell Airport, and a distribution and logistics hub

Three development areas have been identified within the MKE South Industrial Area and the recommendations are consistent with the Southeast Side Area Plan, including recommendations related to the redevelopment of the former 440th Air Reserve Base, which was identified by the Southeast Side Plan as a catalytic project. The portion of the MKE South Industrial Area within the City of Milwaukee is generally located north of College Avenue.



Map 5: Existing Land Use—Source: SEWRPC



Map 6: Recommended Land Use Pattern—Source: SEWRPC

### Recommendations for the Industrial Areas

- Capitalize on the MKE South Industrial Area’s exceptional access to the Airport, I-94/41, Lake Parkway, and two freight rail main lines by pursuing aerotropolis-supporting manufacturing, logistics, and airport-dependent uses.
- Underutilized parcels should be redeveloped and combined, if possible, to allow for the construction of modern industrial facilities.
- Encourage the expansion and redevelopment of the MKE Regional Business Park.
- Design standards should be collaboratively established to reflect the area’s identity as MKE’s South Gateway and improve the appearance and perception of corridors located south of the Airport. The design standards should incorporate site, building, and signage design.
- Future uses of the current City of Milwaukee-owned College Avenue Landfill sites should be consistent with the recommendations for this MKE South Industrial Area. This includes potential Aerotropolis supporting logistics, manufacturing, and airport-dependent uses. Development that is not consistent with the Aerotropolis goals should be discouraged. In the event it is determined that development is not achievable or feasible at this site, open space or recreational uses could also be considered.

# Proposed Updates to the Southeast Side Area Plan

## Recommendations for the Mixed-use and Commercial Areas

- While College and Howell Avenues serve as the southern gateway into the Airport area, the plan does not envision that commercial development along these corridors within the MKE South Industrial Area would be devoted to serving air passengers. The plan does not necessarily recommend existing hospitality uses be relocated, but discourages any additional hospitality-oriented development. Within the overall Aerotropolis Milwaukee vision, this type of development should be focused within the 13th/27th Street and Layton Town Center Areas.
- Appropriate aerotropolis-supporting commercial and mixed-use development near the intersection of College and Howell Avenues should focus on serving area residents, MATC students, and workers.



## Recommendations for Residential Areas

- Establish buffers and screening between existing residential areas and industrial and commercial uses. Residences within the New Coeln neighborhood and the College Manufactured Home Community provide affordable workforce housing and should not be considered for future aerotropolis-oriented redevelopment efforts.
- Scattered single-family homes fronting arterial streets should be discouraged from being used as places of businesses, when possible, as this can lead to the deterioration of the corridor's appearance. Consider discouraging additional single-family residential development in the MKE South Industrial Area.



## Catalytic Aerotropolis Area in the City of Milwaukee: MKE Regional Business Park (Former 440th Air Reserve Base)<sup>6</sup>

The MKE Regional Business Park has been identified as a catalytic area for the MKE Aerotropolis Plan due to its unique inside-the-fence access to airport runways and extensive inventory of available office and industrial flex space. Should the proposed runway be removed from the Airport Master Plan,<sup>7</sup> the County should pursue additional opportunities to redevelop the park.



Sources: Top and Middle: MKE Regional Business Park  
Bottom: SEWRPC Staff

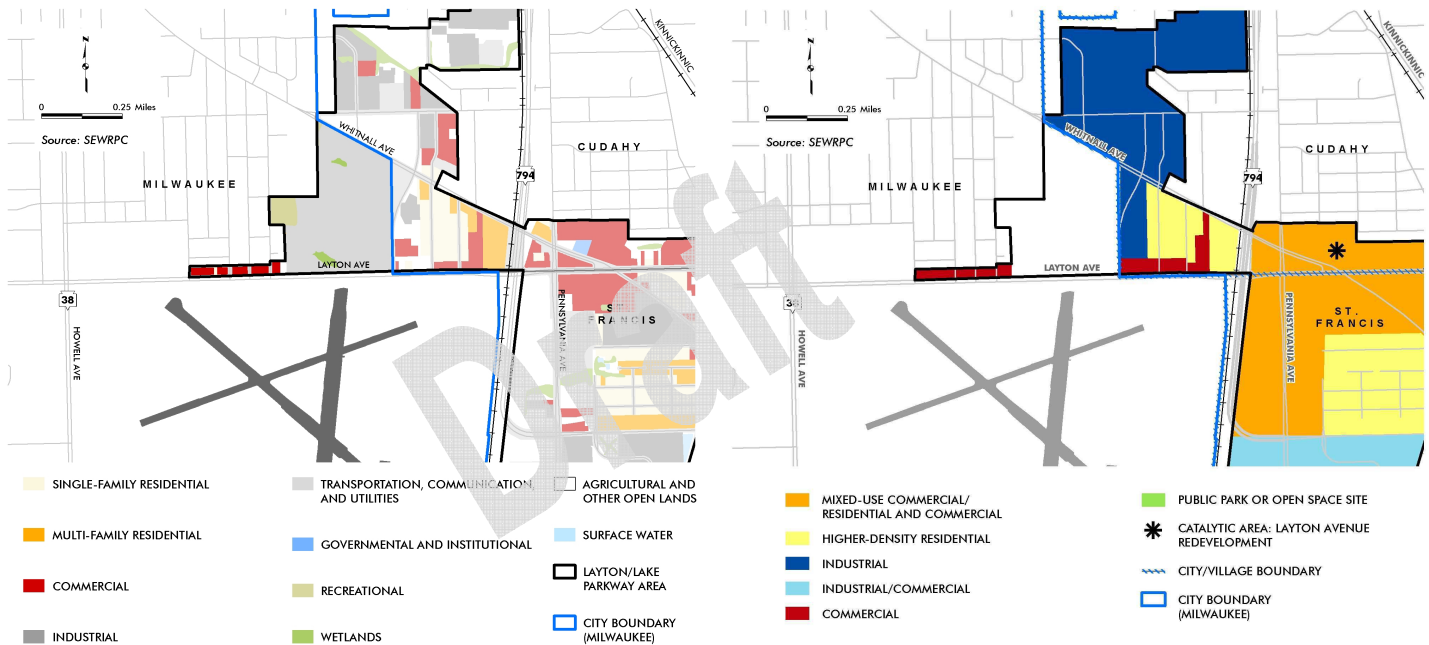
<sup>6</sup> See pages 64-65 of the MKE Aerotropolis Development Plan for more information on the MKE Regional Business Park.

<sup>7</sup> See the section in Chapter 2 of the MKE Aerotropolis Development Plan entitled "The Future of MKE and the Airport's Impact on Surrounding Areas" for more information regarding the Airport Master Plan and the possible decommissioning of Runway 13/31.

# Proposed Updates to the Southeast Side Area Plan

## Layton/Lake Parkway Area

The Layton/Lake Parkway Area will feature a retail corridor complementary to the Layton Town Center Area, including mixed-use development, office space, and advancement of a food and beverage manufacturing area.



Three development areas have been identified within the Layton/Lake Parkway Area; however, only a small portion of the Layton Avenue Retail and Mixed-use Corridor, located northwest of the intersection of Brust Avenue and Layton Avenue, is in the City of Milwaukee. The recommendations for the corridor are consistent with the Southeast Side Area Plan.

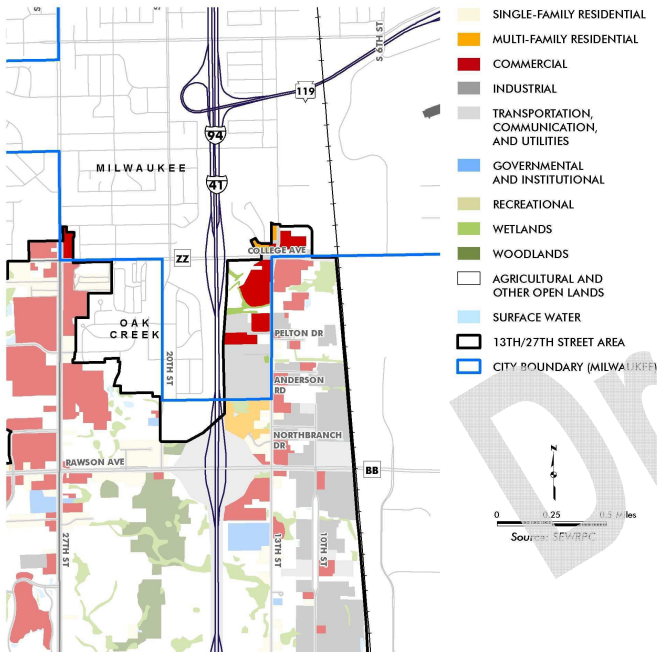
### Recommendations for the Layton Avenue Retail and Mixed-use Corridor

- The Layton Avenue retail and mixed-use corridor includes Layton Avenue between Quincy and Kinnickinnic Avenues. It serves as a shared retail corridor for the Cities of St. Francis, Cudahy, and Milwaukee. The corridor should be developed with higher-density commercial and mixed-use developments featuring neighborhood-oriented retail, professional office space, and multifamily uses.
  - Development along the corridor should complement and support development proposed for the adjacent Layton Town Center Area, and contribute to an increase in the number of jobs and households per acre. Development should also complement the liveliness and character of the communities by incorporating public space and other pedestrian-friendly elements to increase the activity along the corridor.

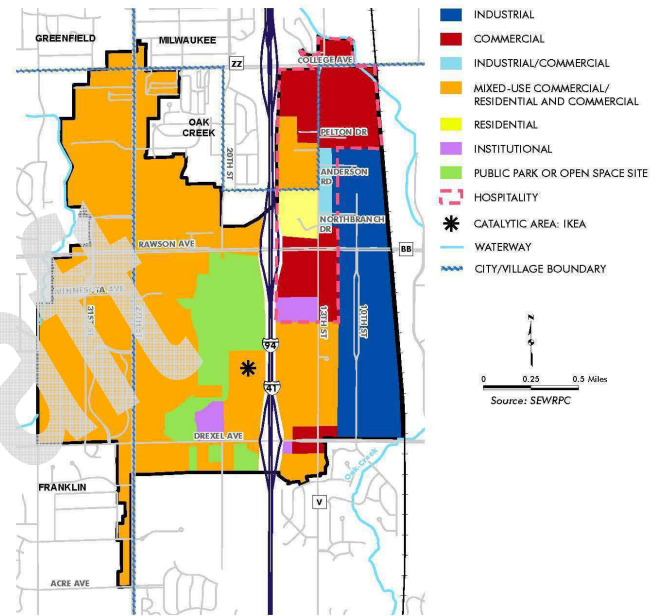
# Proposed Updates to the Southeast Side Area Plan

## 13th/27th Street Area

The 13th/27th Street Area will become a regional destination featuring high-value mixed-use corridors containing uses that cater to visitors while also creating a desirable atmosphere in which to work and live near the Airport.



Map 9: Existing Land Use—Source: SEWRPC



Map 10: Recommended Land Use Pattern—Source: SEWRPC

Three development areas have been identified within the 13th/27th Street Area; however, only small portions of the 13th Street Corridor and the 27th Street Corridor are in the City of Milwaukee. The recommendations for each corridor are consistent with the Southeast Side Area Plan and the recommendations of the 27th Street Strategic Action Plan, which includes the segment of 27th Street to the north of this Aerotropolis growth area.

### Recommendations for the 13th Street Corridor

- The 13th Street corridor should become a high-value hospitality and mixed-use corridor that complements the Layton Town Center Area and the emerging Drexel Avenue retail corridor.
- Increase hospitality-oriented uses along the 13th Street Corridor, focusing on serving air and Interstate travelers. To attract and grow its client base, the corridor should feature a dense and walkable array of hospitality-oriented development and other complementary neighborhood-oriented retail and service establishments.
- Explore higher-density mixed uses, with first-floor commercial uses and multifamily units above, and professional office space



Sources: Flickr User Brett VA, SEWRPC Staff

# Proposed Updates to the Southeast Side Area Plan

along the corridor. These uses will help increase the number of jobs and households per acre within the Growth Area and will support the proposed nearby hospitality and retail uses.

- Creating appropriate clustering and logical transitions between land use clusters along the 13th Street Corridor may improve the appearance and functionality of the corridor.

## Recommendations for the 27th Street Corridor

- Consider partnering with the Cities of Franklin, Greenfield, and Oak Creek to identify and implement detailed infrastructure improvements, land uses, and design guidelines that will capitalize on, and support, recent investments in the corridor.
- To achieve the vision for the 27th Street Corridor, the corridor's communities should continue to encourage desirable aerotropolis-supporting land uses, including high-value and higher-density retail and services, professional office, multifamily, and mixed-use with first-floor retail or professional office and residential above.
- Each community along the corridor is encouraged to seek out infill and redevelopment opportunities.



Sources: Top: Massachusetts Office of Travel and Tourism  
Middle: Flickr User Michael Grey  
Bottom: VISIT Milwaukee

# Proposed Updates to the Southeast Side Area Plan

## Transportation Recommendations

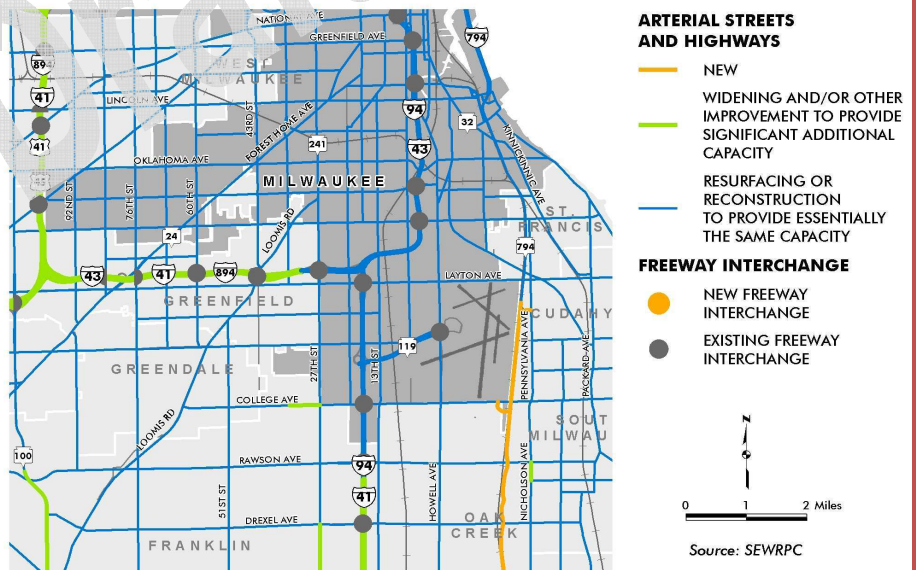
The recommended transportation system consists of the following four elements:

- Streets and Highways
- Transit
- Freight Transportation
- Bicycle and Pedestrian

Recommended transportation improvements are largely derived from VISION 2050, the long-range regional land use and transportation plan for Southeastern Wisconsin prepared by SEWRPC, and refined for the Aerotropolis Planning Area. It is important to note that implementing some of the recommended improvements, particularly for public transit, will require additional funding.

### Streets and Highways Recommendations

- Based on expected traffic volumes, the vast majority of the arterial streets and highways in the Aerotropolis Planning Area will not require adding significant capacity (e.g., additional through traffic lanes). They are recommended to be resurfaced and reconstructed to their existing traffic carrying capacity. The plan does, however, recommend several improvements that would benefit the Aerotropolis by expanding capacity



Map 11: Recommended Arterial Street and Highway System

- through widening to provide additional traffic lanes, or constructing a new arterial (these widening recommendations within the full Aerotropolis Development Plan apply to streets and highways that are located outside the City of Milwaukee and this amendment to the Southeast Side Plan is not an endorsement of any recommendations that call for the widening or extending of specific roadways outside the City of Milwaukee). These improvements are designed to address an expected increase in vehicle-miles of travel over the coming decades, which is expected to occur even with improvements to other transportation modes such as public transit and bicycling.
- Complete Street concepts should be considered as part of the reconstruction of any existing surface arterial roadways and the construction of any new surface arterial roadways in the Planning Area. Complete Streets is a roadway design concept related to providing for the safe and convenient travel of roadway users of all ages and abilities travelling by various modes (walking, bicycling, transit, or automobile) within the roadway right-of-way.

8) See pages 82-86 of the MKE Aerotropolis Development Plan for additional details regarding the streets and highways recommendations.

# Proposed Updates to the Southeast Side Area Plan

Complete Street features can be implemented to encourage walking and bicycling and the use of transit as alternatives to travel by automobile.

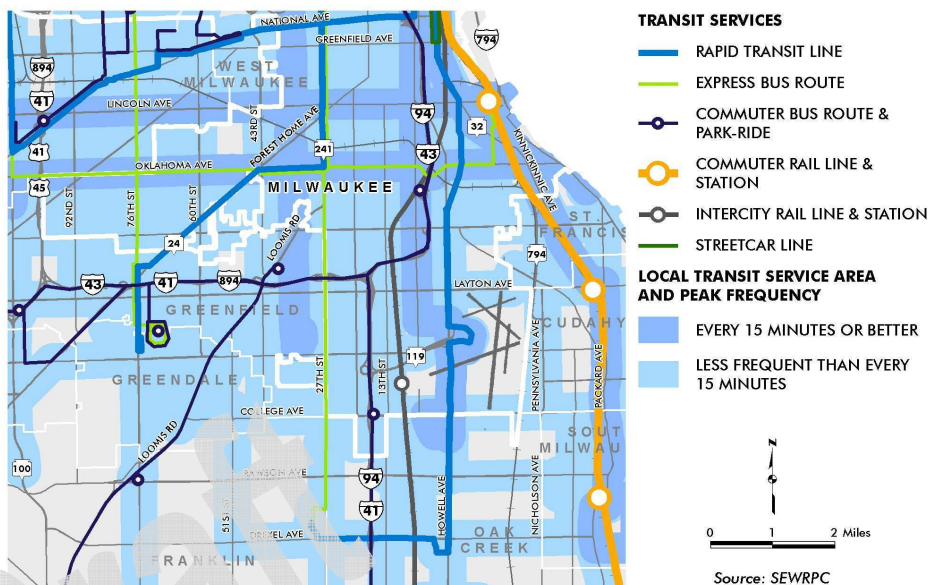
## Transit Recommendations<sup>9</sup>

Key transit improvements that would benefit Aerotropolis Milwaukee include:

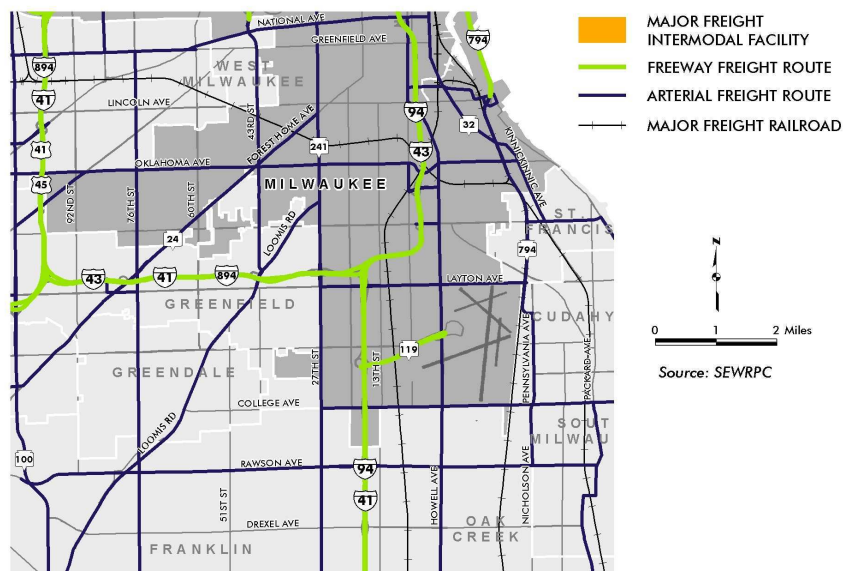
- **Rapid Transit.** Implement a rapid transit line (either bus rapid transit or light rail) connecting the Aerotropolis Planning Area and Downtown Milwaukee.
- **Commuter Transit.** Implement a commuter rail line connecting the Aerotropolis to Downtown Milwaukee and Northeastern Illinois via Racine and Kenosha, and improve and expand existing commuter bus routes.
- **Express Bus.** Increase the frequency and service hours on existing express bus routes and extend the existing MCTS Purple Line south along 27th Street.
- **Local Transit.** Increase the frequency and service hours on existing local bus services, add or extend local routes to serve planned development within the Aerotropolis Growth Areas, and implement planned City of Milwaukee streetcar lines.
- **Amtrak Hiawatha.** Increase the speed and frequency of service on the existing Amtrak Hiawatha passenger rail line.

## Freight Transportation Recommendations<sup>10</sup>

- State and local governments, along with Gateway staff and SEWRPC, should work with local manufacturers, shippers, and utilities to improve the accommodation of oversize/overweight (OSOW) shipments. OSOW shipments tend to be high value and important to the local and regional economy. Actions that should be pursued include studying past OSOW truck shipments in the region, delineating a regional OSOW truck route network, and identifying OSOW truck route infrastructure needs.



Map 12: Recommended Transit System



Map 13: Recommended Freight Network

9) See pages 87-90 of the MKE Aerotropolis Development Plan for additional details regarding the transit recommendations.

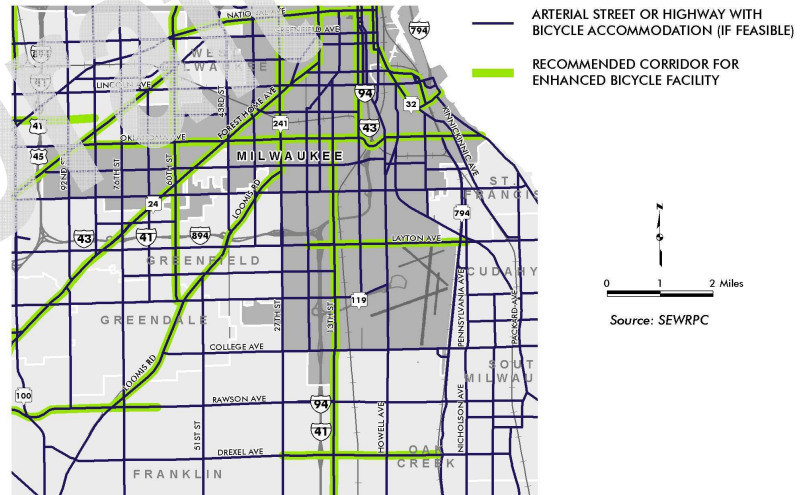
10) See pages 91-94 of the MKE Aerotropolis Development Plan for additional details regarding the freight transportation recommendations.

# Proposed Updates to the Southeast Side Area Plan

- Local governments, SEWRPC, local manufacturers and shippers, freight railroads, and the State should work together to pursue development of a new truck-rail intermodal facility in or near Southeastern Wisconsin to support efficient and cost-effective shipping and freight movement.
- Construction of the Muskego Yard Bypass should be pursued through a cooperative effort by the City and County of Milwaukee, SEWRPC, the State, and Canadian Pacific Railway (CP). This project would include upgrading track and signaling through the Muskego Yard, owned and operated by CP, allowing CP freight trains travelling through Downtown Milwaukee to bypass the passenger-oriented Milwaukee Intermodal Station (MIS). This would better equip MIS to accommodate the additional proposed commuter rail and intercity passenger rail service, and it would improve safety and reduce delays to both freight and passenger trains travelling through Milwaukee.

## Bicycle and Pedestrian Recommendations<sup>11</sup>

- On-street bicycle connections, including bike lanes and enhanced bicycle facilities (e.g., protected bike lanes), should be considered as streets are resurfaced, reconstructed, or added within the Aerotropolis Planning Area. Enhanced bicycle facilities, which improve safety and comfort for bicyclists as well as drivers, should be considered, particularly along Layton Avenue, 6th Street and 13th Street in the City of Milwaukee. This includes the bicycle facility improvements called for in the Southeast Side Plan for South 6th Street to serve as a primary connecting route between the far South Side, Bay View, the Harbor District, and Downtown Milwaukee.



Map 14: Recommended On-Street Bicycle Facilities

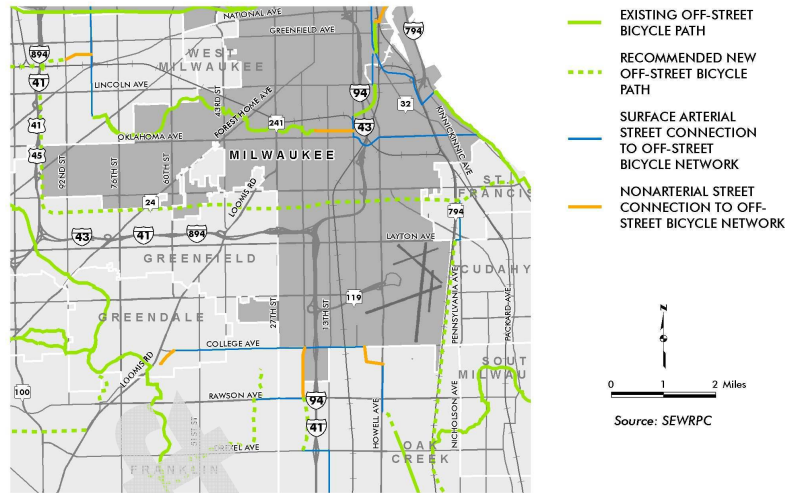
- The Aerotropolis contains an extensive and well-connected off-street bicycle path system, primarily made up of segments of Milwaukee County’s Oak Leaf Trail System. However, the City and County of Milwaukee should explore addressing gaps between trail segments and identify new off-street corridors to provide additional connections. This includes the proposed “Powerline Trail” in the WE Energies east/west utility corridor generally south of Howard Avenue.
- Expansion of bike share should be considered in the Growth Areas, particularly where there will be higher-density development and hospital-oriented uses, to provide residents and visitors the option to use bicycles for short trips.
- Many of the Growth Areas, especially those that are envisioned as retail or hospitality destinations, should be designed to provide walkability, meaning the ease by which people can walk in an area to various destinations

11) See pages 95-98 of the MKE Aerotropolis Development Plan for additional details regarding the bicycle and pedestrian recommendations.



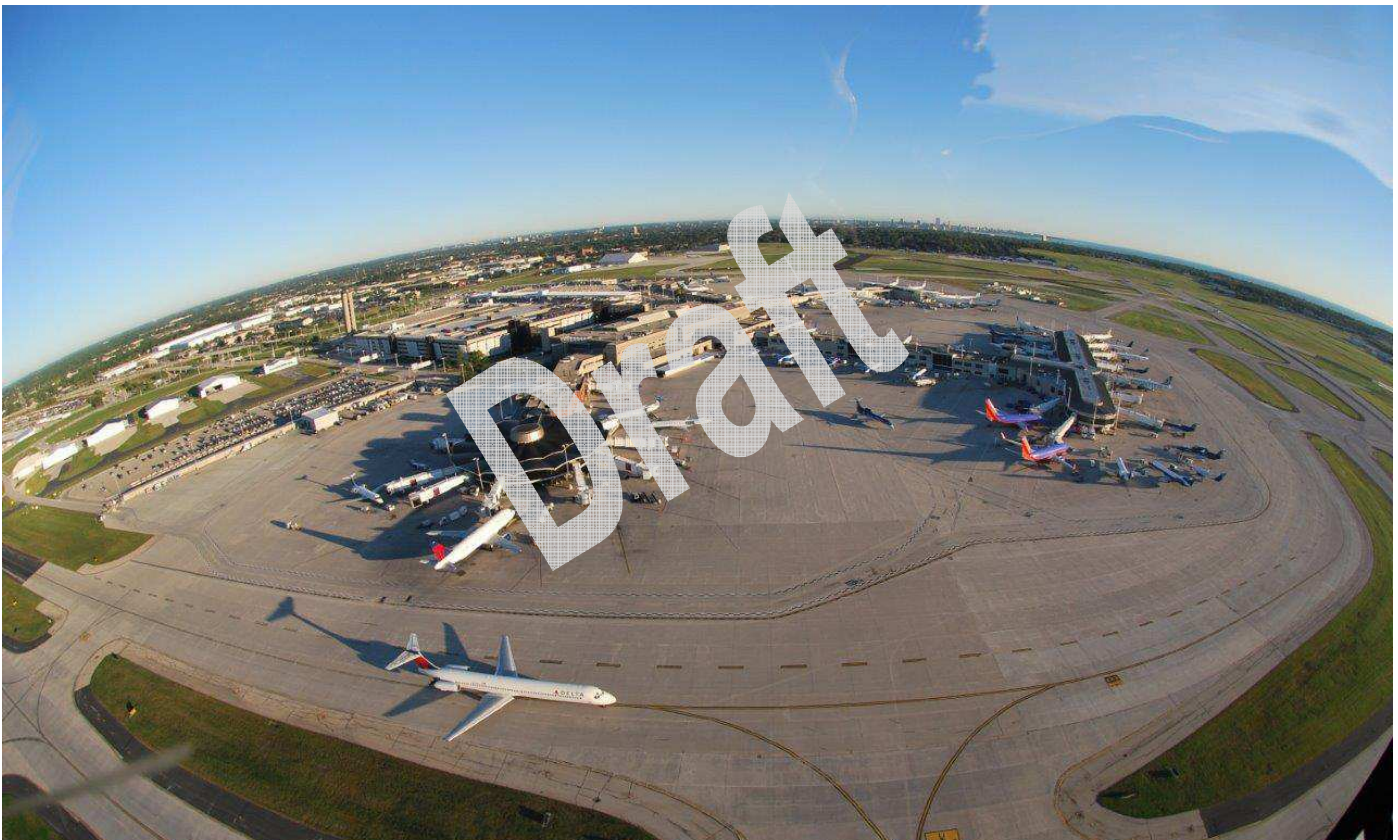
# Proposed Updates to the Southeast Side Area Plan

such as schools, parks, businesses, restaurants, and employment. Gaps and safety issues in the pedestrian network should also be addressed. The pedestrian environment can be further enhanced by providing attractive streetscape elements, reducing block sizes by adding local roadways to complete the street grid, incorporating public space, or providing pedestrian amenities at transit stops.



Map 15: Recommended Off-Street Bicycle Facilities

**General Mitchell International Airport** is a hub of commerce and travel, and a vital economic center for the City of Milwaukee and the Southeastern Wisconsin region as a whole. Due to its location at the intersection of several different municipalities, plans for the airport have long been limited in scope to its management and operation. However, its regional importance merits planning across these boundaries, and thought is now being given as to how to develop the residential and commercial areas immediately surrounding the Airport.



*Source: General Mitchell International Airport*

The Aerotropolis vision has been developed by The Milwaukee Gateway Aerotropolis Corporation (“Aerotropolis Milwaukee”), and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to create a cohesive strategy for this Gateway to Milwaukee. The Milwaukee Gateway Aerotropolis Corporation represents surrounding local governments, as well as area business owners and members of the private sector. Together, they hope to make best use of the many advantages the airport and existing area amenities, businesses, and institutions provide. This collaborative effort will further the economic future of the communities surrounding Mitchell International Airport.

Aerotropolis builds on and updates the foundation laid by the City of Milwaukee’s Southeast Side Area Plan, which included significant community input. It sets priorities for commercial corridors and provides actionable goals that unite the efforts of the City of Milwaukee with those of its neighbors. It also provides the opportunity to advance catalytic projects identified in the Southeast Side Plan that align with the interests of Aerotropolis.

In order to implement this vision, planners have asked each municipality that make up the Aerotropolis planning area to incorporate the Aerotropolis Plan recommendations into their own Comprehensive Plans. The surrounding communities are ready to move ahead, and Milwaukee will join them in this unique and forward-looking vision for air travel, shipping and the economic benefits these generate.