

Southeast Side Area Plan

October 2008



“Vital cities have marvelous innate abilities for understanding, communicating, contriving, and inventing what is required to combat their difficulties... Lively, diverse, intense cities contain the seeds of their own regeneration, with energy enough to carry over for problems and needs outside themselves.”

Jane Jacobs

JAMES PIWONI

ARCHITECTS

& PLANNERS

4716 N. OAKLAND AVE.

MILWAUKEE, WI

5 3 2 1 1

Southeast Side Comprehensive Area Plan

Acknowledgements

2

City of Milwaukee

Mayor Tom Barrett

Common Council

Ald. Willie L. Hines, Jr. President

Ald. Ashanti Hamilton

Ald. Joe Davis, Sr.

Ald. Nik Kovac

Ald. Robert J. Bauman

Ald. James A. Bohl, Jr.

Ald. Milele A. Coggs

Ald. Willie C. Wade

Ald. Robert G. Donovan

Ald. Robert W. Puente

Ald. Michael J. Murphy

Ald. Joseph A. Dudzik

Ald. James N. Witkowiak

Ald. Terry L. Witkowski

Ald. Tony Zielinski

City Planning Commission

Patricia T. Najera, Chair

Michal Dawson, Vice Chair

Stephanie Bloomingdale

Whitney Gould

Larri Sue Jacquart

Gaurie Rodman

J. Allen Stokes

Department of City Development

Rocky Marcoux, Commissioner

Co-Sponsors

Airport Gateway Business Improvement District, #40

Bay View Neighborhood Association

Bay View Community Center

Doral Corporation

Kinnickinnic River Business Improvement District, #35

Klement's Sausage Company

Linda Nieft

National Oceanic and Atmospheric Administration, see right page

Reilly-Joseph Company

Renaissant Development Group

TCF Bank

Tri City National Bank

Wisconsin Coastal Management Program, see right page

Anonymous

Contract Management Team

Samer Abu Lughod, Airport Gateway Business Association
 Dean Brown, 13th District Neighborhood Association
 Bob Doro, Doral Corporation
 Dave Ferron, BID 35: Kinnickinnic River
 Greg Gorecki, 13th District Neighborhood Association
 Stephanie Harling, Bay View Neighborhood Association
 Jaime Maliszewski, Airport Gateway Business Association
 Michael J. Maierle, Department of City Development
 Karen Mierow, Department of City Development
 Adam Newman, TCF Bank
 Linda Nieft, Bay View Community Center
 David A. Pike, Tri City National Bank
 James Piwoni, James Piwoni Architects & Planners
 Angie Tornes, National Park Service
 Carol Voss, Bay View Neighborhood Association

Preparers**Department of City Development**

Michael J. Maierle, Project Manager
 Karen Mierow, Associate AIA, AICP, Project Manager

Consultant Team

James Piwoni, AIA, James Piwoni Architects and Planners, Project Manager
 Karen Baker, Bay Ridge Consulting
 Nathan Guequierre, Bay Ridge Consulting
 Ranadip Bose, S. B. Friedman & Company
 Jennifer Buckett, Earth Tech | AECOM
 Karen Sands, Earth Tech | AECOM
 Jane J. Williams, American Design, Inc.
 John T. Williams, American Design, Inc.
 Zach Rasmussen, American Design, Inc.



This plan was funded, in part, by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office of Ocean and Coastal Resource Management under the Coastal Zone Management Act, matching Grant # NA07NOS4190064.

Southeast Side Area Plan

Table of Contents

4

Chapter I: Introduction **7**

- 1.1 City Comprehensive Plan
- 1.2 Location
- 1.3 Planning Purpose
- 1.4 City of Milwaukee Comprehensive Plan Structure
- 1.5 Plan Organization
- 1.6 Planning Process and Community Involvement
- 1.7 Contract Management Team
- 1.8 Planning Advisory Group
- 1.9 Planning Area Context
- 1.10 Previous Planning Efforts on the Southeast Side
- 1.11 Recent Developments

Chapter II: Existing Conditions, Information Analysis **19**

- 2.1 Land Use
- 2.2 Demographic Analysis
- 2.3 Market Analysis
- 2.4 Public Involvement
- 2.5 National Projects Review
- 2.6 Commercial Revitalization Program Strategies

Chapter III: Community Development Policies and Strategies **81**

- 3.1 Introduction
- 3.2 Overall
- 3.3 Overall Sustainability and Public Space
- 3.4 Residential
- 3.5 Commercial
- 3.6 Industrial
- 3.7 Open Space
- 3.8 Civic and Industrial
- 3.9 Transportation and Infrastructure

Chapter IV: Districts and Corridors **107**

- 4.1 District 1: Port of Milwaukee
- 4.2 District 2: Bay View
- 4.3 District 3: SOMO - South of Morgan
- 4.4 District 4: Airport Gateway Business Area
- 4.5 District 5: General Mitchell International Airport
- 4.6 District 6: Airport Neighborhood / Far South Side
- 4.7 District 7: Kinnickinnic River
- 4.8 Commercial Corridors

Chapter V: Catalytic Projects and Project Areas **147**

- 5.1 Catalytic Project #1: Layton and Howell Ave. Town Center
- 5.2 Catalytic Project #2: Army Reserve Site
- 5.3 Catalytic Project #3: Kinnickinnic River Basin
- 5.4 Catalytic Project #4: 440th Redevelopment Area

Chapter VI: Implementation **179**

Appendices **181**

- Appendix 1: Photo Credits
- Appendix 2: Design Recommendations for Riparian Corridors
and Vegetated Buffer Stripes

Supporting Documents Under Separate Cover

Southeast Side Market Study

CHAPTER I: INTRODUCTION

1.1 City Comprehensive Plan

The Southeast Side Area Plan is one of 12 neighborhood plans that comprise Milwaukee's Citywide Policy Plan. This document is the product of a community-based planning effort designed to recognize and enhance the existing assets of the neighborhoods on Milwaukee's Southeast Side, while outlining the values that should inform redevelopment of areas subject to change. Those values are articulated in policies and desirable catalytic projects that are sensitive to the vision of stakeholders and the demands of the market.

The Southeast Side includes established neighborhoods, commercial districts, old and newer industrial developments, Lake Michigan beaches, the lower reaches of the Kinnickinnic River, and an outstanding transportation infrastructure, including rail lines, freeways, the Port of Milwaukee and Milwaukee's Mitchell International Airport, the largest airport in Wisconsin. The area has exhibited a long-term tendency toward economic and demographic stability. Still, newer trends – a growing elderly population, new models for commercial and industrial development – have created several larger-scale opportunities to areas of the Southeast Side. This plan establishes priorities for strengthening neighborhood housing, business, retail, industrial, transportation and recreational assets; it also provides guidance for public and private redevelopment initiatives.

Change is an inevitable part of economic, social and individual influences in society. It is also an opportunity to assess and evaluate existing conditions and to create a new vision for the future of the Southeast Side and its role in the region. Recommendations in this Plan are intended to result in investment and development that will fit into the community and build upon the positive physical aspects of the community. The Plan seeks to maintain and improve economic, social and physical resources in a manner that is both functional and beautiful.

The Southeast Side is now poised to face change with an informed, proactive response. To do so, decision-makers must weigh the input of all stakeholders in order to reach consensus. The overall plan will provide a guide for future development, establish a sound rationale for new investment, and provide policy recommendations to create a predictable regulatory process. Community commitment and involvement is required to follow the plan and to adapt it when needed.

The Plan builds on the principles of green urbanism, smart growth and an overall strategy for sustainable development.

The Ten Principles of Smart Growth

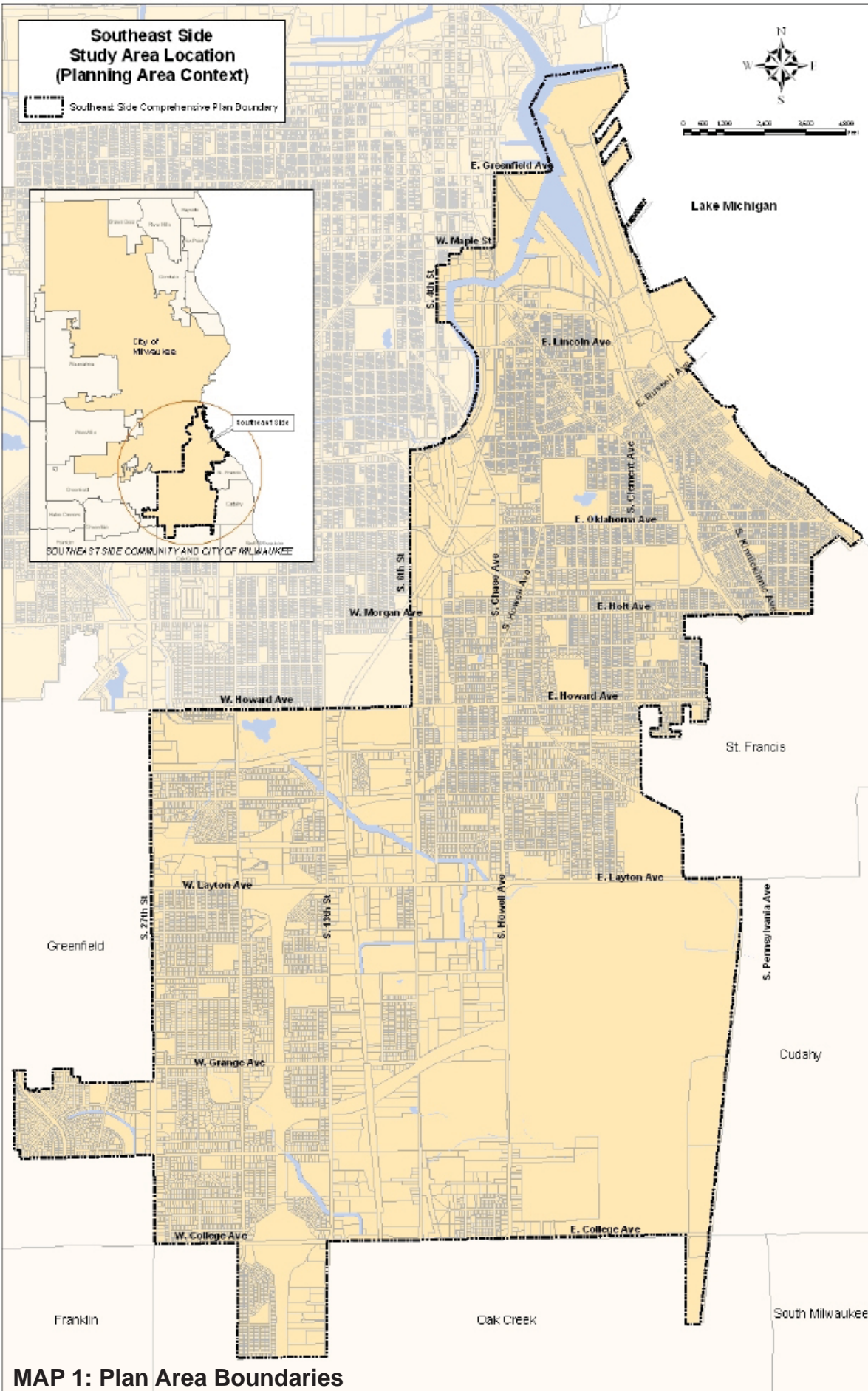
1. Create a range of housing opportunities and choices.
2. Create walkable neighborhoods.
3. Encourage community and stakeholder collaboration.
4. Foster distinctive, attractive places with a strong sense of place.
5. Take advantage of compact, energy efficient building design.
6. Mix land uses.
7. Preserve open space and critical environmental areas.
8. Provide a variety of transportation choices.
9. Guide new development toward existing communities.
10. Make development decisions predictable, fair, and cost-effective.

The city has worked with the community and its stakeholders to develop a set of market-oriented policy recommendations that build in sustainable standards to support and stimulate community development goals. The primary focus of the recommendations will address topics under the broader issues of:

- Areas of Activities and Mixed-Uses
- Public Gathering Places
- Convenient Pedestrian Access
- Community Image
- Waterfront and Heritage Development
- Sustainable Growth

1.2 Location

The Southeast Side Planning Area is generally bounded by the Kinnickinnic River on the north, Lake Michigan on the east, the City limits to the south, and S. 27th St., W. Howard Ave. and S. 6th St. on the west.



MAP 1: Plan Area Boundaries

1.3 Planning Purpose

10

The purpose of the Southeast Side Area Plan is to evaluate the assets of and opportunities in the City's Southeast Area and to develop a community-based vision to guide new development and redevelop that builds on those resources. The long range goals of Milwaukee's comprehensive planning effort include:

1. Build upon the strengths of the neighborhoods in the plan area;
2. Provide a predictable regulatory process;
3. Optimize the long-term value of public and private investments;
4. Generate consensus among business owners, property owners, residents and associations about the future development and redevelopment of their areas.

To achieve these goals, the Plan establishes priorities for enhancing and building upon existing neighborhood assets and infrastructure. By increasing the level of interaction with City staff and elected officials, by implementing a community-wide development strategy, and creating a vehicle for discussion among area stakeholders, the Southeast Side will strengthen its presence in the City of Milwaukee and work toward

implementing the vision of those stakeholders.

This Southeast Side Area Plan serves as a guide for both the short-term and long-term redevelopment of Milwaukee's Southeast Side. It seeks to preserve the unique qualities of area neighborhoods and to direct new development that will improve the value and identity of the community. The Plan includes goals and objectives, 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.

1.4 City Of Milwaukee Comprehensive Plan Structure

The Southeast Side Area Plan has been prepared under the authority of Wisconsin's Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as "Smart Growth" Legislation, which in 1999 (amended in 2001) revised the planning structure for all communities in the State. The Smart Growth legislation provides a framework for developing comprehensive plans, procedures for adopting such plans, and requires that any program or action of a community that affects land use must be consistent with the community's comprehensive plan.

The principles of smart growth legislation are listed in Figure 1.

Upon adoption, all land use decisions for the area must be consistent with the goals, objectives and policies outlined in the Southeast Side Area Plan.

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 government 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 or 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 and 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.

Figure 1: Principles of Smart Growth

1.5 Plan Organization

The City of Milwaukee’s comprehensive planning process has been structured to recognize the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City’s Comprehensive Plan consists of two components: See Figure 2. a Citywide Policy Plan and a series of Area Plans covering the entire geography of the City. The Southeast Side Area Plan is one of these Area Plans.

The overall organization of this plan is intended to create a document that is clear, concise, and easy to use. By structuring recommendations first for the whole area, then for specific districts and corridors, and finally for particular “catalytic” sites, policy recommendations can be easily referenced based on the specifics of any land use decision or reinvestment proposal.

Figure 3 details the structure of this document.

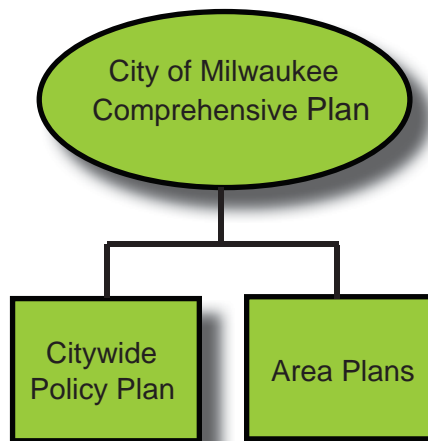


Figure 2

Chapter 1: Introduction and Chapter 2: Existing Conditions, Information Gathering and Analysis	Provides a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results.
Chapter 3: Land Use Policy	Identifies the types of uses, related policies, and redevelopment strategies planned for the Southeast Side area as a whole.
Chapter 4: District and Corridor Recommendations	Outlines more specifically where and how those polices and strategies should be implemented within the neighborhood, and provides additional design guidelines specific to those locations.
Chapter 5: Catalytic Projects and Programs	Identifies a number of specific sites within the neighborhood and recommends several alternative scenarios for the development of those sites.
Chapter 6: Implementation	Identifies phasing, priorities, and responsible parties

Figure 3

1.6 Planning Process And Community Involvement

The City of Milwaukee worked with area stakeholders and a consultant team to develop the Southeast Side Area Plan. These three entities developed a plan process structured to create teams of stakeholders to provide various levels of guidance throughout the process. The main groups were the Contract Management Team and the Plan Advisory Group. These groups guided the processes to select the consultants, oversee the public participation, and review and revise recommendations as the plan developed; the roles of these groups are detailed in the following sections.



Community stakeholders were involved in all phases of Plan development:

- Information gathering included a community survey, a visual preference survey, real estate market study that included expert interviews, and interviews with key stakeholders from Southeast Side neighborhoods and institutions.
- Information analysis was aided by major Community Visioning Workshops at which stakeholders outlined their priorities and vision for the future of the Southeast Side. The Contract Management Team reviewed the results of these workshops and refined the analysis.
- The Plan synthesis phase centered on community stakeholder focus groups to refine and detail the vision for specific catalytic redevelopment areas on the Southeast Side.
- The Plan Advisory Group read and refined early drafts of all plan recommendations.
- The recommendations were presented at a major public open house for review and comment.
- The final draft Plan was presented at a public hearing.

1.7 Contract Management Team

14

The Contract Management Team (CMT) / Funding Partners (FP) was comprised of representatives from organizations with interests in the Southeast Side.

Along with selecting the consultant team through a Request for Proposals process, the CMT met to review data, provide direction for public participation, offer guidance on plan development, and provide feedback about draft versions of the plan. The team's firsthand knowledge of the area and its issues helped to guide the development of the Plan. The CMT will play a major

role in developing the partnerships needed for implementing the plan recommendations. The Contract Management Team is the core group responsible for carrying out the technical and fiscal management activities of the planning process.

We are grateful for the contract management and funding support provided by the following organizations.

Individual Contract Management Team members are recognized in the acknowledgments which preceded.

Study Area Tour transportation provided courtesy of Crystal Limousine and Coach, Inc.

 <p>13th District Neighborhood Association <i>CMT</i></p>	 <p>Airport Gateway Business Association <i>FP, CMT</i></p>	 <p>Bay View Community Center <i>FP, CMT</i></p>	 <p>Bay View Neighborhood Association <i>FP, CMT</i></p>
<p>BID #35 Kinnickinnic River <i>FP, CMT</i></p>	 <p>DORAL Doral Corporation <i>FP, CMT</i></p>	 <p>Klement's <i>FP</i></p>	<p>Linda Nieft <i>FP, CMT</i></p>
 <p>National Park Service Rivers & Trails Program <i>CMT</i></p>	 <p>National Oceanic & Atmospheric Administration <i>FP</i></p>	<p>Reilly-Joseph Company <i>FP</i></p>	<p>Renaissant Development Group <i>FP</i></p>
 <p>TCF Bank <i>FP, CMT</i></p>	 <p>Tri City National Bank <i>FP, CMT</i></p>	 <p>WISCONSIN COASTAL MANAGEMENT PROGRAM <i>FP</i></p>	<p>Anonymous Contributor <i>FP</i></p>

1.8 Planning Advisory Group

The Planning Advisory Group (PAG) consisted of a wider range of stakeholders including property owners, agency leaders, business owners and operators and residents of the Southeast Side. Committee members participated in the plan development process as a representative cross-section of interested parties. Members met with the project manager and consultants when issues arose that required specialized knowledge.

Prior to holding sessions open to the public, participation sessions were conducted with the PAG so they could provide feedback on not only the issues, but also the process and content of the upcoming public sessions. The PAG ensured that those with a vested interest in the development of the plan had an opportunity to comment on all aspects of the planning process.

1.9 Planning Area Context

The Southeast Side Planning Area is generally bounded by the Kinnickinnic River on the north, Lake Michigan on the east, the City limits to the south, and S. 27th St., W. Howard Ave. and S. 6th St. on the west. The northern portion of the study area includes a transition between the industrial areas bordering downtown Milwaukee and neighborhoods established in the middle and end of the 19th century. The Port of Milwaukee is located here. The southern end of the planning area includes neighborhoods established between the 1940s and 1970s, and includes General Mitchell International Airport, a key gateway to Milwaukee and the region.

Several major commercial corridors are established in the Planning area, including:

- S. Kinnickinnic Ave., a “main street” corridor with mixed use buildings dating from the late 19th and early 20th centuries;
- S. Howell Ave., the northern end of this street is a neighborhood retail corridor developed in the 1940s and 1950s. At its southern end in the Planning area, S. Howell Ave. serves the airport and features automobile-oriented development with a concentration of hotels, surface parking lots and restaurants;

- S. 27th St., an automobile-oriented retail corridor with strip developments, large-lot businesses such as car dealerships, and big box retail outlets.

In addition, the Planning Area includes two major industrial development areas. The first is located in the northern end of the area, along the Kinnickinnic River. These industrial properties were developed more than 75 years ago. It housed heavy manufacturing and water-borne transportation uses. A more recent industrial area is located west of the airport; developed in the last 25-35 years, this area houses transportation uses and a variety of manufacturing.

1.10 Previous Planning Efforts On The Southeast Side

Several earlier planning efforts have been completed on the Southeast Side of Milwaukee. These include:

- Kinnickinnic River Flood Management Plan
- Kenosha-Racine-Milwaukee South Side Station Area Plan (2005)
- City of Milwaukee Bicycle Plan (1993)
- Kinnickinnic River Trail Plan (2007)

In addition to this Southeast Side Area Plan, a number of concurrent planning efforts are taking place throughout the planning area. These include:

- General Mitchell International Airport Master Plan Update
- Port of Milwaukee Land Use Plan
- 440th Air National Guard Post Special Area Plan

Representatives from all these efforts were consulted during the Southeast Side Area Plan process.

1.11 Recent Developments

Milwaukee's Southeast Side has seen a number of new development and redevelopment projects in the recent past. These projects include included residential, commercial, civic, and open space land uses. The following list provides an overview of many of these recent developments:

- **Redevelopment of Bay St./ Becher St./Kinnickinnic Ave. Intersection.** This intersection, at the northern end of the study area, has seen the development of new retail and mixed-use structures over several years. Highlights include a restaurant on the southeast corner and a large, mixed-use condominium development with ground floor retail on the southwest corner.
- **Redevelopment of Lincoln/ Kinnickinnic/Howell Aves. Intersection.** This intersection has emerged as the keystone for the redevelopment of the Kinnickinnic Ave. retail district. Several restaurants, a bakery, theater and a number of specialty retail outlets have opened in renovated historic or heritage buildings.
- **Interim Conservation Study Overlay in Bay View.** In 2006, the City of Milwaukee approved a temporary conservation district zoning overlay for two residential neighborhoods east of WIS 794 and south of Russell Ave. The overlays are designed to ensure additional scrutiny to

proposed changes to structures in the district with regard to scale and neighborhood suitability in an area perceived to be particularly subject to change. The interim status expires with the completion of the Southeast Side Area Plan, which is expected to address neighborhood preservation issues.

- **General Mitchell International Airport Concourse C Expansion.** Completed in 2007, the concourse "C" addition and remodeling added eight airline gates and provides for an enhanced passenger experience.
- **Kinnickinnic River Flood Management Program.** The Milwaukee Metropolitan Sewerage District is considering a project extending along the Kinnickinnic River upstream from S. 6th Street to better accommodate increased flows due to development and to provide a stable, low-maintenance channel. This project is of interest because it will somewhat naturalize the bed and banks of the river, creating a better habitat, water quality and aesthetic connection to the Southeast Side, potentially enhancing downstream catalytic projects.

- ***Kinnickinnic River Trail.*** The City of Milwaukee is constructing a 2.4-mile bike trail along the Kinnickinnic River corridor to connect the City's downtown with the Bay View and Lincoln Village neighborhoods. The City considers the future trail to be a catalyst for consideration of other improvements along the corridor. Groundwork Milwaukee is partnering with the National Park Service Rivers and Trails Program to spearhead fund-raising efforts to implement trail head amenities and interpretative signage.
- ***440th Air Reserve Site Redevelopment.*** Personnel from the 440th Air Reserve Station at General Mitchell International Airport have been relocated, and redevelopment scenarios are being considered for the 102-acre property. The site includes 93 buildings housing 465,000 square feet of space, plus streets, utilities, and about 20 acres of aircraft parking. Alternatives considered for reuse include aviation-dependent businesses, aviation-support services and economic development re-uses in various combinations.