

Southeast Side Districts

CHAPTER IV: DISTRICTS AND CORRIDORS

This chapter organizes the plan area into smaller districts and corridors. For each district and corridor (see map on previous page) a set of recommendations are stated for the following:

Use Policies

Uses are identified within each district or corridor for both existing conditions and preferred uses. Locations are identified for specific uses where appropriate.

Form Policies

Form policies establish the desired form of properties and buildings and how the form should reinforce the character of the neighborhood. Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood.

Redevelopment Strategies

Strategies are recommended that direct future development decisions, identify critical areas, and help property owners and city staff determine redevelopment impacts.

Actions

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

A summary table is followed by district descriptions.

	District 1: Port of Milwaukee	District 2: Bay View
Vision	<ul style="list-style-type: none"> • Preserve the port as a strategic resource. • Identify development opportunities for environmentally sensitive, job creating land uses. • Buffer industrial port land uses from residential areas to the south. 	<ul style="list-style-type: none"> • Preserve and exploit the characteristics of a traditional neighborhood
Use Policies	<ul style="list-style-type: none"> • P5: Develop the area immediately north of the Port headquarters • P6: Partially redevelop the loop ramp at the west end of the Lincoln Ave. bridge incorporating a greenway. • P11: Attractively develop an office between Carferry Dr. and the Union Pacific railroad • P3: Return the Contained Disposal Facility to a natural coastal resource in stages as it becomes filled. 	<ul style="list-style-type: none"> • B1. Encourage use of existing architecturally significant buildings as neighborhood scale hotels or bed & breakfasts. • B2. Maintain the mix of single family and duplexes in the neighborhood. • B3. Maintain neighborhood commercial.
Form Policies	<ul style="list-style-type: none"> • Specific form recommendations for each Use change site and redevelopment opportunity are provided in the text 	<ul style="list-style-type: none"> • B4. Make permanent the interim Bay View / South Shore Drive Neighborhood Conservation Overlay conservation district. • B5. Create gateways at key entries to the district. • B6. Consider encouraging new development in the district to be of similar traditional architectural character. • B8. Along Chase Avenue encourage an urban environment with architectural designed development and high quality building and landscaping materials.
Redevelopment Strategies	<ul style="list-style-type: none"> • P1: Develop the parcel next to the Lake Express in accordance to the PublicTrust Doctrine and lakebed grant • P7: Redevelop the former US Army Reserve site at 2372 S. Logan Avenue as a catalytic project. See catalytic project. • Examine alternative technologies to reduce the impacts of the coal pile on nearby uses. • Encourage employment opportunities as they're essential to the health of the neighborhood. 	<ul style="list-style-type: none"> • B7. Encourage investment in Bay View Target Investment Neighborhood. • B9. Encourage re-use of vacant and underutilized industrial and commercial parcels on Chase Ave.
Actions	<ul style="list-style-type: none"> • P2: Move the Oak Leaf Trail • P4: Rehabilitate the Lincoln Avenue Bridge • P8: A KRM commuter rail station should be placed on Bay St. at the east end of Lincoln Ave. • P9: Utilize the Lake Express terminal as a gateway to Milwaukee and Bay View and an intermodal hub. See text for details. 	<ul style="list-style-type: none"> • B10. Create visual/sound barriers to STH-794. • B11. Consider bike lanes on major roads throughout the area to increase bike commuting, increasing the connectivity of bike/pedestrian trails and linking to public spaces, lake, and Downtown.

District Matrix

	District 3: SoMo - South of Morgan	District 4: Airport Gateway Business Area
Vision	<ul style="list-style-type: none"> Discover and maintain this gem of a relatively affordable residential neighborhood. Encourage successful small businesses. 	<ul style="list-style-type: none"> Become an "airport city."
Use Policies	<ul style="list-style-type: none"> S1. Maintain the mix of single family and duplexes in the neighborhood. S2. Maintain neighborhood commercial on Howell Avenue and other existing scattered locations. S3. Accommodate new development that includes elderly housing, mixed use, live/work arrangements and the need for small and start up businesses. 	<ul style="list-style-type: none"> A1. Emphasize commercial and residential uses toward the northern end of the district while separating industrial and transportation uses toward the southern end. A2. Rezone vacant and underutilized industrial properties generally southwest of Layton and Howell Ave. to mixed use commercial and residential to support the town center concept described in Catalytic Project #1. See Catalytic Project: Layton – Howell Avenue Town Center. A3. Designate empty areas and vacant facilities near the airport as industrial parks, mark them more clearly, improve access, and connect roads. A4. Rezoning may need to occur in the Lucas Park/New Coeln neighborhood if and when a decision is made regarding the addition of a parallel runway at General Mitchell International Airport. A5. Rezone for multi-family residential, and supporting services and retail for senior housing along the east side of Wilson Park.
Form Policies	<ul style="list-style-type: none"> S4. Preserve traditional character of housing and businesses. S5. Consider allowing a taller building at a key location if supported by the market and the community, for example 6th St. and Norwich Ave. 	<ul style="list-style-type: none"> A6. Support efforts of local organizations such as AGBA and the Garden Committee to improve aesthetics of the area.
Redevelopment Strategies	<ul style="list-style-type: none"> S6. Develop infill housing along the S. 6th St. North Shore Interurban line. S7. Improve bike/ped connectivity. 	<ul style="list-style-type: none"> Refer to Layton/Howell Town Center Catalytic Project Area
Actions	<ul style="list-style-type: none"> S8. Add landscaped bike/ped trail on east side of 6th St. S9. Add a bike/ped ped trail along the edge of the WE energies power line. S10. Create pedestrian/bike trail along Wilson Creek. S11. Provide Bus Rapid Transit on Howell Avenue. S12. Add a dog park north of Layton. S13. Maintain and improve boulevards. 	<ul style="list-style-type: none"> A7. Connect the street grid between Layton and Edgerton to direct traffic away from Holler Park residences. A9. Use Wilson Creek as a corridor for a recreational trail. A10. Support the realignment of S. 6th near the airport to accommodate required safety zones. A11. Examine possibility of removing concrete lining along Wilson Creek and tributaries A12. Create an arrival gateway feature for people arriving to Howell Ave. from the airport.

District Matrix

	District 5: Mitchell International	District 6: Airport Neighborhoods and Far South Side	District 7: Kinnickinnic River
Vision	<ul style="list-style-type: none"> Focus on the opportunities of air travel and related businesses. 	<ul style="list-style-type: none"> Preserve and protect this "Garden District" 	<ul style="list-style-type: none"> Transform into a lively business, residential and recreation area focused on a beautiful and restored Kinnickinnic River. All of the recommendations for this district east of Chase Ave. are found in the Catalytic Project Area #3: Kinnickinnic River Basin and are not repeated here. See Ch. 5.
Use Policies	<ul style="list-style-type: none"> M1. Land uses in the district may need to change as GMIA implements its master plan. M2. Some land uses on the airport side of Howell and College Aves. may need to change to reflect market opportunities or to buffer its edges. M3. Concentrate light industrial and warehouse uses in this district off main streets (i.e., create industrial parks) and create an identity by marking them more clearly. 	<ul style="list-style-type: none"> F1. Use future available land from I-94 reconstruction as a high exposure institutional or commercial area such as an office park. F2. Consider a skilled care facility/nursing home south of Howard Avenue adjacent to existing senior center (east of 27th Street). 	<ul style="list-style-type: none"> K1. See recommendation B9 in the Bay View District for recommendations regarding a greatly improved built environment along Chase Ave. K2. Preserve a corridor of green space along the edges of the Kinnickinnic River west of Chase Ave.
Form Policies	<ul style="list-style-type: none"> M4. Improve the aesthetics of the Airport Spur, by creating a parkway with attractive lighting, variable message signs with tourist information, and landscaping. M5. Landscape Layton Ave. to create an attractive route to the Lake Parkway 	<ul style="list-style-type: none"> F3. Support efforts of local organizations such as the Garden Committee to improve aesthetics of the area. 	<ul style="list-style-type: none"> K3. Require that land use development near the Kinnickinnic River include water quality protections. K4. Any flood and erosion prevention projects on the Kinnickinnic River in the district should seek to restore the river to as natural a state as possible including naturally vegetated and wooded banks.
Redevelopment Strategies	<ul style="list-style-type: none"> M6. See Catalytic Project Area #4: 440th Redevelopment Area recommendations in Ch. 5. M7. Implement a unified urban design strategy to improve the image of the district, including "green" measures as appropriate. 		<ul style="list-style-type: none"> K.5 See Catalytic Project Area #3: Kinnickinnic River Basin recommendations in Ch. 5 for all areas east of Chase Ave.
Actions	<ul style="list-style-type: none"> M8. Support the Mayor of Milwaukee's transit plan, which calls for an express bus from the airport to the Layton and Howell Ave. town center, Bay View, and Downtown. 	<ul style="list-style-type: none"> F4. Restore Wilson Park – enhance its active uses. F5. Provide bike lanes along 20th Street, connecting with parks. 	<ul style="list-style-type: none"> K6. Consider relocating utility lines underground. K7. Support the Kinnickinnic River Trail currently under development.

District Matrix

4.1 District 1: Port Of Milwaukee

Existing Conditions

Location

This district is located at the northeast end of the planning area and comprises land mostly owned by the Port of Milwaukee (the Port). A detailed boundary description is found below. Location references (P1-P10) refer to the accompanying map.

Economic Development

The Port of Milwaukee plays a critical role in the economy of the city, region, and the state, because businesses rely on the efficient shipment of products, both from suppliers and to customers. For example:

- The capability to handle large cargo such as Bucyrus and P&H mining shovels allows these and other large manufacturers to be competitive around the world while keeping jobs in Wisconsin.
- The Port has the largest intermodal sea container facility in Wisconsin. 350,000 tons of goods are shipped internationally to and from the Far East and European markets.
- Milwaukee's port is the third largest exporter of grain in the Great Lakes.

Bulk commodities handled at the Port directly impact the long-term economic success and growth of the State of Wisconsin on a yearly basis:

- Roughly 900,000 tons of salt each year - keeping streets, highways and sidewalks safe; serving approximately 60-70% of the State's populated area.
- Approximately 500,000 tons of cement and cement products used in all areas of construction in southeastern Wisconsin.
- Over 1 million tons of coal is delivered by barge to three of the State's power plants.
- 150,000+ tons of specialty products are distributed to Wisconsin-based fabricators and manufacturers.

Existing Transportation

The Port provides terminals for handling cargo that include 16 berths for vessels, and it provides intermodal connections to the Canadian Pacific and the Union Pacific railroads, and I-94/794.

The Port of Milwaukee District is accessible by car and truck from the north via I- 794 and from the south via Wis 794 both at the Port Interchange, from the west by the combination of Beecher and Bay Streets, which have an interchange with I-94. North-south roads on Jones Island include Carferry Drive and Harbor Drive.

Railroads mentioned above connect to 13.5 miles of Port-owned track. Milwaukee County's Oak Leaf bicycle trail follows the southern edge (Russell Ave.) and western edge (Bay St.) of the district.

Existing Land Use

The Port of Milwaukee District is identified on the existing land use map in Chapter 2 as largely institutional because much of the land is owned by the Port of Milwaukee, an agency of the City of Milwaukee, but the primary land use would otherwise be considered industrial and transportation. Public green space plays an important role in the image of this district and is discussed in the next section.

Existing Public Green Space

The Conway St. parcel, sometimes referred to as Bridgeport Park, was recently acquired by the Wisconsin Department of Natural Resources for the purpose of providing public green space. Public green space is provided informally at the I- 794 interchange at Carferry Dr., the Rolling Mill monument area on Russell Ave., adjacent to the Naval Reserve base, and on City-owned property at the loop ramp at the western end of the Lincoln Ave. bridge.

Boundary

Beginning at the northwest corner of the study area, the boundary of the Port of Milwaukee District includes the northern tip of the peninsula called Jones Island on the north and the Lake Michigan lakefront on the east extending south to the I-794 Port Interchange 794 and Russell Ave. At Russell Ave, the boundary extends southwest to Superior St., north along Superior St. to Conway

St., west along Conway St. to Logan Ave., north to Lincoln Ave., west along Lincoln Ave. to Lenox St., and north along Lenox St. until Bay St., then east to the Union Pacific railroad line. The boundary extends north along the railroad line to Greenfield Ave., where it turns east along Greenfield Ave. to Jones Island, connecting with the northwest corner of Jones Island north along the shoreline.

Recommendations**Vision**

- Preserve the port as a strategic resource.
- Identify development opportunities for environmentally sensitive, job creating land uses.
- Buffer industrial port land uses from residential areas to the south.

This district should remain home to the Port of Milwaukee, a vibrant, working port that serves the shipping needs of Wisconsin's economy. The heart of the Port, the peninsula called Jones Island, should remain dedicated to goods movement.

Some parcels of land that form the buffer between the Port's industrial activities and the residential Bay View district to the south are susceptible to change. The plan recommends developing some of these parcels in manner that returns them to productive use, creates jobs, improves the appearance of the area, and maintains a public green space corridor along

the southern edge of the Port. The former Army Reserve site is one of these sites and is identified as a catalytic project in Chapter 5.

The plan recognizes that the Port has developed its own master plan for the use and future development of its land. The plan supports the recommendations of the master plan and provides recommendations for parcels and facilities that are subject to change in coming decades.

Use Policies

Land use recommendations are provided for individual redevelopment opportunities.

Form Policies

Form policies are incorporated into other sections.

Redevelopment Strategies

- Encourage employment opportunities as they're essential to the health of the neighborhood.

The Port District and neighboring industrial areas were historically the economic engine of Bay View and much of the rest of the South Side of Milwaukee. Today, that legacy is largely gone, with Aldermanic District 14 having among the fewest jobs of any aldermanic district in the City. The plan seeks to identify parcels that could be redeveloped into job creating land uses.

- Examine alternative technologies to reduce the impacts of the coal pile on nearby uses.

The WE Energies coal pile at Greenfield Ave., facilitates shipment of coal to the electrical plant in the Menomonee Valley. It is therefore, an important asset in it's current use. Blowing coal dust affects neighboring existing and future developments. This recommendation calls for using best practices to address this environmental and aesthetic issue.

Other redevelopment strategies are provided for individual redevelopment opportunities.

Redevelopment Opportunities

P1: Develop in accordance to the Public Trust Doctrine and lakebed grant

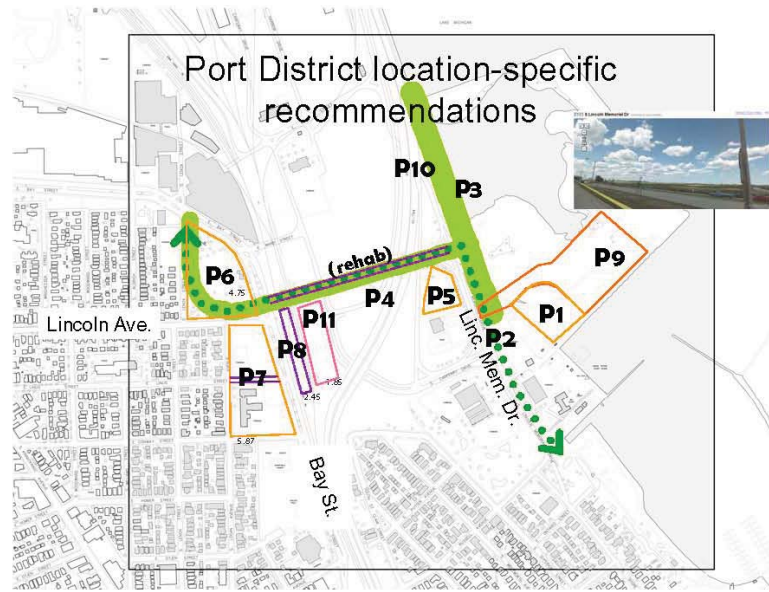
The fill site next to the Lake Express terminal may be developed in accordance with the Public Trust Doctrine and the 1923 lakebed grant made under State Statute Chapter 285. Development needs to be directly related to a wharf, dock or railway. Recommended uses under this plan include navigation related development or a public education institution related to water technology or environmental studies such as the Great Lakes Water Institute. Every effort should be made to provide access to the water edge, except where limiting access is vital to the new use and necessary for public safety. This recommendation supports the economic development goals in the city-wide comprehensive plan.

Explanation

The Public Trust Doctrine is a body of common and statutory law that provides that the State holds title to navigable waters in trust for public purposes.

This parcel was conveyed by the State of Wisconsin to the City of Milwaukee via a lakebed grant under Statute Chapter 285 in 1923 for purposes of dock, wharf and railway. According to the DNR's Lakebed Grant Mapping report of September 1993, "Lakebed grants give a limited property title to the municipality for specified public purposes, for example park or navigation needs.

Municipalities may fill lakebed areas. Any facilities constructed on lakebed must be widely available to the public and support the primary purpose for which the legislature made the grant."



P3: Return the Contained Disposal Facility to a natural coastal resource in stages as it becomes filled.

The Port's contained disposal facility (CDF) at the base of Jones Island is a fill site containing dredged sediments. It extends eastward into Lake Michigan as a man-made peninsula. The CDF should remain an industrial land use for the foreseeable future, but it should be ultimately returned to a natural coastal resource to the greatest extent possible given its function. Specifically, as the CDF is filled, shape it organically and plant it with native plants that will remediate contamination so it may become a bird and wildlife sanctuary.



Background

The CDF is used for depositing dredged material from the Milwaukee Harbor and Kinnickinnic River (KK River). It has 200,000 cubic yards of capacity left. Dredging the KK River would generate 170,000 cubic yards of dredged material, essentially using all the capacity. The Army Corp of Engineers has proposed, in a study independent of this one, to create a

Dredged Material Disposal Facility that would add eight feet to the top of the dike of the existing facility. It would have 510,000 cubic yards of capacity, 350,000 of which would be used by other dredging projects over the next 20 years, leaving 160,000 cubic yards of capacity in twenty years. The KK River dredging will occupy the western half of the facility and be completed first.

Form

Having a dredging facility that will still have a huge amount of capacity available in 20 years compromises using the site as public green space. However, the Port of Milwaukee should review plans in the current planning stage for the character of the facility at future milestones to assure that it becomes a natural coastal resource to the extent practicable. Specific recommendations include:

- Provide an attractive western edge all along Shore Drive with a path for walkers and bikers.
- Access should be provided to the top of the grade affording views of the lake and the facility.
- As major portions of the facility reach capacity, they should be capped and landscaped for passive recreation use, wildlife (especially avian) habitat use and observation.

A national model for this type of development is the Henderson Bird Sanctuary outside of Las Vegas Nevada, where a tremendous habitat and tourist attraction is provided for very little cost to the utility.

P5: Develop the area immediately north of the Port headquarters.

The area north of the Port of Milwaukee headquarters at 2323 S. Lincoln Memorial Drive is currently vacant and should be developed. Public participation should be part of any planning for the development. Based on comments from several developers and urban designers, this site could be good for high density office, residential or hotel uses.

P6: Partially redevelop the loop ramp at the west end of the Lincoln Ave. bridge incorporating a greenway.

Once the loop ramp at the western end of the existing Lincoln Avenue Bridge that serves traffic movements from westbound to southbound is removed, redevelop the parcel,

providing for a greenway along the Lincoln Avenue Bridge and on any utility easements. Uses recommended for this site include office, multi-family residential, senior housing and mixed uses.

P7: Redevelop the former US Army Reserve site at 2372 S. Logan Avenue as a catalytic project. See catalytic project.

P11: Consider the possibility of developing an office between Carferry Dr. and the Union Pacific Railroad lines, after further community input.

This landscaped parcel is part of the Lake Parkway and owned by the Wisconsin Department of Transportation. It could be redeveloped as a multi-story office with a well landscaped campus-like setting. The north end of the parcel should be reserved for the greenway recommended in Transportation Action P4 and the south end of the parcel should be reserved to continue the landscaped edge along the Lake Parkway.





Transportation Actions

P2: Move the Oak Leaf Trail. Move the Oak Leaf Trail from its current alignment on Russell Ave. and Bay St. to Shore Drive and the Lincoln Ave. Bridge. Provide a two-way path east of Shore Dr. between Russell Ave. and the north end of the CDF, terminating on the shore of Lake Michigan.

P4: Rehabilitate the Lincoln Avenue Bridge. Rehabilitate the Lincoln Avenue Bridge in a manner that accommodates bicycles and provides an aesthetically pleasing experience. A landscaped greenway should be provided along both sides of the entire length of the bridge, between Shore Dr. and the Bay St. The unneeded westbound to southbound ramp on the west end of the bridge should be removed.

P8: A KRM commuter rail station should be placed on Bay St. at the east end of Lincoln Ave.

P9: Utilize the Lake Express terminal as a gateway to Milwaukee and Bay View and an intermodal hub.

To that end:

- Provide a bus or shuttle to Kinnickinnic Avenue, Henry Maier Festival Park, Downtown, and the Kenosha, Racine, Milwaukee commuter rail line, if extant.
- Encourage a private water taxi with service to downtown.
- Provide tourist information about Milwaukee and Bay View
- Install locally produced public art at the Lake Express terminal
- Rent bicycles and provide bicycle route information

P10: Put a bicycle/pedestrian path on the Hoan Bridge when it is rehabilitated.

4.2 District 2: Bay View

Conditions

Location

Bay View is located in the northeast section of the Southeast Side Area. The general boundaries are Lake Michigan to the east, Chase Ave. to the west, Bay St. to the north, and the Union Pacific rail line to the south. The main commercial corridor is Kinnickinnic Ave., described later in the Corridors section of this chapter, and runs northwest-southeast through the heart of the community.

Existing Land Use

The area consists primarily of residential uses. These uses are a mix of single family residences with a majority of duplex and multi-family dwellings. The land pattern follows a traditional urban grid with interconnected streets and sidewalks and service alleys. Well kept front yards and tree lined streets define the character of Bay View's neighborhoods.

Industry is sparse within the district, but heavy industry borders all along the north and west in the Kinnickinnic Industrial Area and Port of Milwaukee. The commercial uses found along Kinnickinnic Avenue are mostly local businesses while national businesses are located along Chase Ave.

Transportation

The Lake Parkway runs north-south allowing access to the area from downtown, while north-south I-94 passes just west of the district. The major arterials in the area include Kinnickinnic Ave., Lincoln Ave., Oklahoma Ave., and Chase Ave., which connect the neighborhoods to Lake Parkway and north-south I-94. The Canadian Pacific Railway and Union Pacific Railroad pass through the district. Bike lanes are present on Kinnickinnic Ave. and S. Howell Ave., while bike routes include portions of Oklahoma and S. Clement Avenues. Bicycle access is also available on the Oak Leaf Trail.

Public Green Space

Bay View is noted for its abundance of parks, playfields and waterfront resources. Humboldt Park is a landmark park within the community. South Shore Park and Beulah Brinton Park also serve the neighborhood, while Sijan Playfield provides space for sports recreation. Plans to revitalize sections of the Kinnickinnic River corridor will create additional lengths of bike path. The Oak Leaf Trail runs along and through Humboldt Park and South Shore Park as well.



Recommendations

Vision

Bay View residents have a strong sense of community cohesiveness, and preserving the traditional physical characteristics of its neighborhoods and quality of life is of major importance to them. In order to preserve these qualities new developments must respond to the context and add to the neighborhood's livability.

Land Use

B1: Encourage use of existing architecturally significant buildings as neighborhood scale hotels or bed & breakfasts.

Many historical neighborhoods have found that the very nature of their community can be an economic resource. This recommendation seeks to remove barriers from using a variety of buildings as guest lodging, including but not limited to zoning, signage, and board review.

B2: Maintain the mix of single family and duplexes in the neighborhood.

B3: Maintain neighborhood commercial.

These recommendations follow recommendations already stated in Chapter 3 but emphasize the importance of preserving existing character in Bay View.



Form

B4: Make permanent the interim Bay View / South Shore Drive Neighborhood Conservation Overlay conservation district.

In July 2008, a neighborhood conservation plan and development and design standards for the area was approved by City Plan Commission for the area located along S. Shore Dr. between E. Russell Ave. and E. Estes St.

The Neighborhood Conservation Overlay Zone is intended to protect the distinctive features, identity or character worthy of retention or enhancement of older areas and districts.

The Bay View residents in this area have identified maximum lot coverage and building height as items to ensure appropriate infill development, alterations and additions. Specifically, the overlay would limit the maximum building height to 40 feet (current zoning allows for 45 feet) and would prohibit flat roofs. Additionally, the maximum lot coverage would be 25%. While current zoning allows for 30% maximum lot coverage for an interior lot and 40% coverage for a corner lot, currently most houses in the district have less than 20% coverage.

An Interim Study Overlay Zone was approved in May of 2006 to allow discretionary review of development proposals in this area where changes in zoning provisions

are contemplated or underway. This Neighborhood Conservation Overlay Zone will allow for permanent provisions to be put in place.

A copy of the map and guidelines is available at www.mkedcd.org/planning/cpc/BayViewOverlay.

B5: Create gateways at key entries to the district.

Site visits would need to determine the particular locations. The bridge just north of KK & Becher should be considered for a gateway, as it signifies the industrial importance of Bay View history.

B6: Consider encouraging new development in the district to be of similar traditional architectural character.

The inclusion of this recommendation represents the community's appreciation for the traditional nature of the built environment. However, actually putting this recommendation into practice would require a bold new mechanism such as a conservation district or an architectural review board. That step requires much more community discussion.

Redevelopment Strategy

B7: Encourage investment in Bay View Target Investment Neighborhood.

The Targeted Investment Neighborhood program is a neighborhood revitalization strategy

in which the City of Milwaukee, working with a neighborhood community partner, Bay View Community Center, focuses resources in a relatively small area (6 to 12 city blocks) in an effort to stabilize and increase owner-occupancy, strengthen property values and improve the physical appearance of a neighborhood.

The goal of the program is to reverse trends of disinvestment by improving the physical and social infrastructure of a neighborhood, improving its desirability as a place to live, work and invest.

The Bay View TIN program began in April 2008 and will be active for a two year period. Contact <http://www.mkedcd.org/housing/TIN.html> for more information.

B8: Along Chase Avenue encourage an urban environment with architectural designed development and high quality building and landscaping materials.

B9: Encourage re-use of vacant and underutilized industrial and commercial parcels on Chase Ave.

Chase Ave. has been slowly redeveloping for years without a vision to guide it. In this plan it defines the boundary between Bay View and the Kinnickinnic River District. Currently an uneasy mix of industry, big box retail, and social services coexist. However, the area has tremendous potential. Chase Ave. has direct freeway access just north of the planning area and to the

south via Holt Ave. Large parcels are highly visible from I-94. And the Kinnickinnic River greenway defines a northern gateway.

These assets suggest that the area could become an office park like the \$70 million Honey Creek Corporate Center on I-94 at 84th St.

A chief concern is the size and location of surface parking lots. Future development needs to locate buildings and planting areas near the street to maintain the area's special feel and prevent the street from becoming a generic suburban strip.

Transportation

B10: Create visual/sound barriers to STH-794.

B11: Consider bike lanes on major roads throughout the area to increase bike commuting, increasing the connectivity of bike/pedestrian trails and linking to public spaces, lake, and downtown.

4.3 District 3: Somo - South Of Morgan

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Existing Conditions

Location

The SoMo district – also referred to as Tippecanoe, Saveland Park, and Town of Lake – is bounded by St. Francis to the east, S. 6th Street to the west, the Union Pacific Railroad to the north, and General Mitchell International Airport to the south.

Land Use

SoMo is characterized by a majority of post-war single-family houses throughout the area with pockets of two- and multi-family residences. The homes are placed on typical city lots amidst well-cared for yards.

Two utility corridors traverse the district: the former North Shore Interurban line runs north-south along the east side of 6th Street and WE energies power lines runs east-west, south of Howard Ave..

Howell Ave. serves as a local business corridor and Layton Ave. is an auto-oriented commercial corridor. Industry is virtually non-existent in the district, although the district borders on railroad property.

Transportation

North-south I-94 runs along the western portion of SoMo, connected to the neighborhoods by Holt Ave., Howard Ave., and Layton Avenue. North-south arterials include S. Howell Ave., S. Chase Ave.,

S. Clement Ave., and Whitnall Ave., all providing connections within the district. Bicycle travel is possible through bike lanes on a portion of S. Howell Avenue and a bike route which runs along S. Clement, Waterford, Pine, and Bolivar Avenues and S. 6th Street. Bicycle trails are limited in the area.

Public Open Space

Public open spaces include Mitchell Airport Park, Tippecanoe Park, Whittier Park, and Emigh Playfield. The southwest section of SoMo also encompasses part of the Garden District, an area in which residents participate in a beautification program for private property in the area.

Recommendations

Vision

Maintain the stock of decent, affordable housing suitable for all types of households and access to public open space that define this still undiscovered gem of a neighborhood. Successful small local business development is also an important goal.

Land Use

S1: Maintain the mix of single family and duplexes in the neighborhood.

S2: Maintain neighborhood commercial on Howell Avenue and other existing scattered locations.

These recommendations follow those already stated in Chapter 3, but emphasize maintaining the largely single-family and duplex residential neighborhood with a number of neighborhood-oriented commercial areas.

S3: Accommodate new development that includes elderly housing, mixed use, live/work arrangements and the need for small and start up businesses.

Maintaining the overall land use pattern should not preclude providing for housing forms and businesses demanded by neighborhood residents.

Form

S4: Preserve traditional character of housing and businesses.

The pattern of relatively small homes on neatly cared-for and landscaped lots creates an unmistakable and valuable identity for SOMO that needs to be preserved. For example, new buildings should not be placed in a manner that interrupts the build-to line. Buildings, even garages, made of unsurfaced construction masonry units are strongly discouraged.

S5: Consider allowing a taller building at a key location if supported by the market and the community, for example 6th St. and Norwich Ave.

This idea emerged from the community workshops.

Redevelopment Strategies

S6: Develop infill housing along the S. 6th St. North Shore Interurban line.

This location offers an opportunity to fulfill a need for new and replacement housing in the area. A shared community green with an integrated bike path between the new housing and the existing homes behind them should be part of this development. This bike trail would link to the path under development at S. 6th and Rosedale St. and to Wilson Creek, then continuing to the Layton Ave. Town Center.

S7: Improve bike/ped connectivity. See transportation actions below.

Transportation Actions

S8: Add landscaped bike/ped trail on east side of 6th St. that would connect to trails to the lake and Downtown.

S9: Add a bike/ped trail along the edge of the WE energies power line corridor through St. Francis to the lakefront.

S10: Create pedestrian/bike trail along Wilson Creek where it crosses Layton Avenue.

S11: Provide Bus Rapid Transit on Howell Avenue to bring people to neighborhood, stopping where it intersects bus routes.

S12: Add a dog park north of Layton Avenue on airport lands surrounding the safety area.

S13: Maintain and improve boulevards on Howell, Howard and Layton Avenues – they are a key element of the image of this neighborhood.



4.4 District 4: Airport Gateway Business Area

Existing Conditions

Location

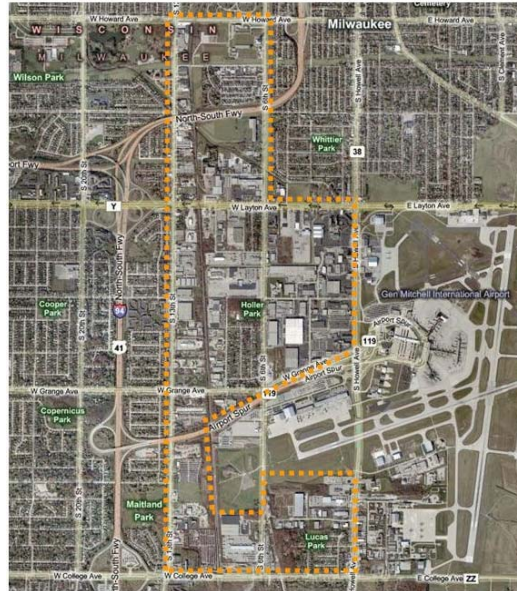
The Airport Gateway Business Area is bounded mostly by General Mitchell International Airport to the east and S. 13th St. to the west, extending as far north as W. Howard Ave. and as far south as W. College Ave. It also includes a small section just south of W. College Ave. between S. 13th Street on the east and north-south I-94 on the west.

Land Use

Much of this district is made up of commercial and light industrial uses, with a few small single-family residential neighborhoods. The businesses include hotels, restaurants, and transportation facilities which serve residents and airport travelers. The area includes the Airport Gateway Business Improvement District (#40), which covers the entire area as well as the airport, and is designed to increase the improvements for businesses in the area. In addition, the Airport Gateway Business Association (AGBA) is an active organization representing the interests of the area's businesses.

Transportation

North-south I-94 runs west of the district, while the Airport Spur runs centrally, connecting the airport neighborhoods to GMIA. S. Howell Avenue, S. 6th St., S. 13th St., W. Layton Ave., and W. College Ave. are all arterials which service the district as well. The Canadian Pacific Railway also runs through



the district. 6th St. and W. Grange Ave. serve as a bike route, but no bike lanes or trails exist in the area.

Public Green Space

The area has two public parks, Holler Park in the north and Lucas Park in the southeast. Wilson Creek runs through the northern part of the area. The creek, however, has been channelized and lined with concrete to assist with stormwater runoff. A significant amount of the land cover in the area is paved for surface parking, even though much of it is unused or underutilized.

Recommendations

Vision

The area should capitalize on its proximity to the airport, becoming an “airport city” that includes a variety of aviation-linked businesses as well as complementary uses. The airport city concept recognizes that major airports can attract significant development, not all of which is aviation related. Airline travelers have above-average incomes, and the areas around the airport can capitalize on these travelers through hospitality clusters, office and retail complexes, conference and exhibition centers, logistics and free trade zones, and facilities for processing time-sensitive goods.

Land Use

A1: Emphasize commercial and residential uses toward the northern end of the district while separating industrial and transportation uses toward the southern end.

A2: Rezone vacant and underutilized industrial properties generally southwest of Layton and Howell Ave. to mixed use commercial and residential to support the town center concept described in Catalytic Project #1. See Catalytic Project: Layton – Howell Avenue Town Center.

Currently, the Airport Gateway Business Area consists of a marbled mix of industrial, commercial, and residential uses. The district would benefit from sorting these out geographically (i.e., industrial should

be separated from commercial and residential) to make all the uses more desirable, and to attract new complementary development. A concentration of commercial uses is emerging in an area extending southwest from the intersection of Layton and Howell Avenues westward toward 6th St. and southward to the Airport Gateway Parkway. This trend should continue to be promoted.

A market study conducted for the Southeast Side showed potential for the area around the airport (specifically, Layton Avenue) to be a much more significant commercial corridor with hotels, restaurants, and convenience retail geared towards serving airport traffic and nearby employees. A dense concentration of commercial in this area can create a destination that attracts people from throughout the metro area.

The underutilized industrial and transportation facilities near the intersection of Layton and Howell Avenues, which can be detrimental to existing commercial, should be converted to new commercial and residential uses. Adding new development that is not strictly linear along the streets can make the area more dense and walkable (with the right pedestrian amenities and street connections). New residential development can abut existing residential neighborhoods and provide more customers for local businesses.

A3: Designate empty areas and vacant facilities near the airport as industrial parks, mark them more clearly, improve access, and connect roads.

Industrial businesses (e.g., trucking and distribution) are encouraged to locate near one another, forming business parks that have distinct identities. These locations should be away from intersections of major commercial corridors, such as Layton and Howell Avenues. Locating these businesses near the airport at the southern end of the area minimizes the impact of truck traffic on residents and pedestrians, while being more compatible with the uses of the airport.

A4: Rezoning may need to occur in the Lucas Park/New Coeln neighborhood if and when a decision is made regarding the addition of a parallel runway at General Mitchell International Airport.

If the preferred alternative of the airport master plan is approved, a runway will be added to the airport at some time in the future. Zoning of this area may need to be changed from residential to industrial to accommodate the runway expansion.

A5: Rezone for multi-family residential, and supporting services and retail for senior housing along the east side of Wilson Park.

The adjacent Wilson Park makes this underutilized light industrial area a good setting for senior housing. A very popular senior housing development already exists south of the park.



Redevelopment Strategy

A6: Support efforts of local organizations such as AGBA and the Garden Committee to improve aesthetics of the area.

Image is a concern to many businesses in the area and improving it is a major focus for the BID and AGBA. Several potential improvements are being pursued that would enhance business and make the area more attractive to visitors as well as residents. Residents and business owners expressed a desire to beautify the major commercial corridors (i.e., Layton and Howell Avenues) to make the area more welcoming for passengers from the airport, and to help businesses along these streets attract customers.

The Garden Committee of the Garden District Neighborhood Association seeks to improve quality-of-life by preserving, extending and supporting the gardening and beautification traditions of the residents, businesses and community organizations in the area. Their designation plan (to become an officially designated district) provides the vision for long-term improvement of the district and a short-term work plan to guide the activities and priorities of the Garden Committee today. The plan is intended to offer guiding principles to lead the district into the future by focusing on beautification, stewardship and resource sharing. The goal is to create a Garden District identity that

fosters the expectation of and raises the standard for landscaping on both public and private property.

Transportation

A7: Connect the street grid between Layton and Edgerton to direct traffic away from Holler Park residences.

A9: Use Wilson Creek as a corridor for a recreational trail.

Besides beautification of streets (e.g., more trees, green median) residents and business owners expressed concern over the high level of truck traffic on residential and commercial streets. High automobile traffic is seen as a good thing for businesses, but the challenge is getting motorists to stop. The area is automobile-centric with considerably less emphasis on pedestrians and bicyclists. People should be able to walk more easily across streets and between businesses. Also, pedestrian and bike connections should be made along natural amenities (e.g., Wilson Creek) and connect to other trails and parks in the area.

These improvements support the following desired objectives:

- Support efforts to reduce truck traffic on residential and commercial streets.
- Encourage traffic calming improvements on commercial and residential streets (but not on industrial/trucking routes).

- Promote pedestrian-friendly improvements in area, such as sidewalks, crosswalks, bump-outs, pedestrian buffers.
- Promote bicycle riding by adding paths (especially along natural amenities) and lanes, and connecting them to existing bicycle routes.

A10: Support the realignment of S. 6th near the airport to accommodate required safety zones.

The runway safety area required for the new runway will necessitate

moving S. 6th St slightly to the west. Closing 6th St. entirely is not recommended because it would inhibit trucking uses and prohibit circulation to and from the Amtrak station. The road should be upgraded to an urban section when the realignment is made.

Other Recommended Actions

A11: Examine possibility of removing concrete lining along Wilson Creek and tributaries.

A12: Create an arrival gateway feature for people arriving to Howell Ave. from the airport.



4.5 District 5: General Mitchell International Airport

Existing Conditions

Location

The General Mitchell International Airport (GMIA) District is on the south-eastern edge of the City of Milwaukee. Oak Creek is immediately south; Greenfield is to the west; Cudahy to east. The boundaries of the district are generally Layton Ave. on the north, the Union Pacific rail line on the east, College Ave. on the south, and Howell Ave. on the west. The airport's two safety zone properties north of Layton Ave. are in the SoMo District.

Economic Development

GMIA is tremendous asset for the city, region and state. It ranks among the top 10 percent of U.S. cities in number of nonstop destinations. Over 700,000 passengers used GMIA in May, 2008, a 14% increase over the previous May. It contributes to the economy and the quality of life of the area by providing attractive and efficient travel to many North American cities. At the same time, the airport has a good environmental reputation: it received recognition as a member of the Milwaukee Metropolitan Sewerage District's annual Significant Industrial User Honor Roll for 2007.

The airport is owned and operated by Milwaukee County. The airport terminal won two Mayor's Urban Design Awards in 2008 for the expansion and remodeling of two concourses, including fine examples of public art celebrating the history

and geography of the area. GMIA's stellar reputation as a comfortable and convenient place to fly in and out of makes it travelers' first choice and contributes to the favorable business climate of Milwaukee.

Land Use

The GMIA district is primarily dedicated to airport use, including the airport itself as well as aviation-dependent and aviation-support business establishments. Along College Ave. and Howell Ave. there are businesses characterized primarily as transportation, communications and utilities, as well as various commercial and industrial business establishments.

The former 440th Air Reserve Station adjacent to and southwest of the Airport District provides a unique opportunity for economic development on a portion of its 102 acres. The airport's master plan calls for a new Runway 7R-25L to be built across the southern portion of the property within the next 10 years, freeing the northern half of the property for long-term reuse.

Transportation

The Airport Spur (Wis 119) provides primary access from north-south I-94 to the airport; Howell Ave. provides local access to the airport. Additional I-94 access to the district is at College Ave. along the district's southern border and at Layton Ave. at the district's northern border. Internally, major roadways include east-west College and Layton Aves. and north-south Howell Ave. Railroads traversing the district include the

Union Pacific Railway on the east and the Canadian Pacific Railway on the west. Amtrak provides a stop at the airport. Bicycle access is limited within the District and is on local streets.

Public Green Space

There are no public parks within the District. Cudahy Nature Preserve lies to the south in Oak Creek.

Boundary

The boundaries of the General Mitchell International District are generally E. Layton Avenue on the north, the Chicago & Northwestern Rail line on the east, E. College Avenue on the south, and S. Howell Avenue on the west. There are two relatively small additional, contiguous portions of this district. One of these additional portions extends southward along the Union Pacific rail line toward Rawson Ave. The other additional portion extends about 0.8 mile southwest from Howell Ave. just south of the Airport Spur.

This second area is bounded by Grange Ave. beginning just east of S. 6th Street on the north, extending east to S. Howell Ave. Turning south on Howell Ave., the boundary extends to Boden St. and turns west until about 3rd St., where it turns south to Uncas Ave. From there, it follows Uncas Ave. along a line extended west to the Canadian & Pacific rail line, which it follows north to a point just south of the Airport Spur. It follows the south side of the Airport Spur back to Grange Ave.

Recommendations

Vision

The GMIA district should continue to focus on the opportunities of air travel and related businesses.

Land Use

M1: Land uses in the district may need to change as GMIA implements its master plan.

M2: Some land uses on the airport side of Howell and College Aves. may need to change to reflect market opportunities or to buffer its edges.

M3: Concentrate light industrial and warehouse uses in this district off main streets (i.e., create industrial parks) and create an identity by marking them more clearly.

Form

M4: Improve the aesthetics of the Airport Spur, by creating a parkway with attractive lighting, variable message signs with tourist information, and landscaping.

M5: Landscape Layton Ave. to create an attractive route to the Lake Parkway

Redevelopment Strategy

M6: See Catalytic Project Area #4: 440th Redevelopment Area recommendations in Ch. 5.

M7: Implement a unified urban design strategy to improve the image of the district, including “green” measures as appropriate.

Actions

M8: Support the Mayor of Milwaukee’s transit plan, which calls for an express bus from the airport to the Layton and Howell Ave. town center, Bay View, and Downtown.

4.6 District 6: Airport Neighborhood / Far South Side

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Existing Conditions

Location

The boundaries of the Airport Neighborhood are W. Howard Avenue to the north, W. College Avenue to the south, S. 27th Street to the west, and S. 13th Street to the east. Also included is the neighborhood just west of S. 27th Street, between W. Grange Avenue to the north and W. Ramsey Avenue to the south, and the area just south of W. College Avenue, between S. 20th Street and I-94.

Land Use

The Airport Neighborhood is primarily single-family residential with some multi-family residential along S. 13th Street and in the area just west of S. 27th Street. Commercial uses in the area, found mostly along S. 27th Street, have a high retail concentration.

Transportation

I-94 runs north-south through the entire district, connecting with the Airport Freeway to the north. Local access is provided north-south via S. 13th Street, S. 20th Street, and S. 27th Street, and east-west via W. Howard Avenue, W. Layton Avenue, W. Grange Avenue, and W. College Avenue. Bike lanes are present on the central portion of S. 20th Street, with a bike route on the northern portion of S. 20th Street and a portion of W. Grange Avenue. No bicycle trails are found in the area.



Public Open Space

Wilson Park and Wilson Recreation Center in the northern part of the district is a very large public space, covering fourteen east-west blocks just south of W. Howard Avenue. The Copernicus, Maitland, and Cooper Parks also provide public areas for the Airport Neighborhoods.

Recommendations

Vision

The Airport Neighborhood is part of the newly named Garden District of the City of Milwaukee, an identity that recognizes the area's abundant residential gardens, landscapes, and appearance. The hope is that the designation will help preserve the existing traditional neighborhoods.

Land Use

F1: Use future available land from I-94 reconstruction as a high exposure institutional or commercial area such as an office park.

The Airport Neighborhood/Far South Side is an area composed mainly of well-established residential neighborhoods. One area that is subject to change, however, is the land currently occupied by the on- and off-ramps to I-94 near Layton Ave. A re-design of the ramps will create available land that is highly visible from the freeway, and at a major traffic intersection in the city. This land would best be used for institutional or commercial uses that require a high volume of traffic flow.

F2: Consider a skilled care facility/ nursing home south of Howard Avenue adjacent to existing senior center (east of 27th St.).

Lack of senior housing and elder care facilities on the Southeast Side was a common theme expressed

throughout the public input process. A location near an existing facility offers the advantages of compatible land use and integration into an existing neighborhood.

F6: Support efforts of local organizations such as AGBA and the Garden Committee to improve aesthetics of the area.

Image is a concern to many businesses in the area and improving it is a major focus for the BID and AGBA. Several potential improvements are being pursued that would enhance business and make the area more attractive to visitors as well as residents. Residents and business owners expressed a desire to beautify the major commercial corridors (i.e., Layton and Howell Avenues) to make the area more welcoming for passengers from the airport, and to help businesses along these streets attract customers.

- **A6:** Support efforts of local organizations such as AGBA and the Garden Committee to improve aesthetics of the area.

F3: Support efforts of local organizations such as the Garden Committee to improve aesthetics of the area.

The Garden Committee of the Garden District Neighborhood Association seeks to improve quality-of-life by preserving, extending and supporting the gardening and beautification traditions of the residents, businesses and community organizations in the area. Their designation plan (to become an officially designated district) provides the vision for long-term improvement of the district and a short-term work plan to guide the activities and priorities of the Garden Committee. The plan is intended to offer guiding principles to lead the district into the future by focusing on beautification, stewardship and resource sharing.

The goal is to create a Garden District identity that fosters the expectation of and raises the standard for landscaping on both public and private property.

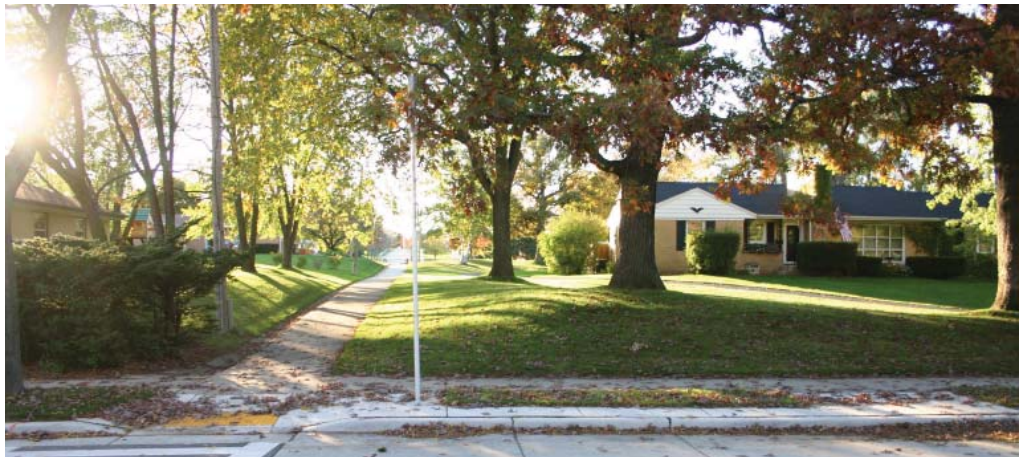
Public Open Space

F4: Restore Wilson Park – enhance its active uses.

Residents expressed a desire to restore Wilson Park to its prominence as a major community asset. Parts of the park are deteriorating, especially the lagoon, and need some rehabilitation. Active uses should be encouraged, such as paddle boats on the lagoon, and an expanded ice rink. Bike trails should be built along Wilson Creek and connect the park to other parts of the Southeast Side, such as the hotel and hospitality businesses near the intersection of Layton and Howell Avenues.

F4., F5: Provide bike lanes along 20th Street, connecting with parks.

Pedestrian and bike connections should be made along natural amenities (e.g., Wilson Creek) and connect to other trails and parks in the area creating a system of trails and green spaces.



4.7 District 7: Kinnickinnic River

Existing Conditions

Land Uses

The Kinnickinnic River District is primarily developed with large- and medium-scale industrial and commercial uses, with uses characterized as manufacturing, construction and warehousing as well as transportation, communications and utilities. Significant vacant land and vacant and underutilized industrial buildings exist at the north end of the District.

Transportation

I-43 runs north-south through the District, with interchanges at Holt Ave at the south end and Becher St. at the north end. The principal north-south streets are 6th St., Chase Ave, and 1st St.; the principal east-west streets are Bay St., Lincoln Ave, Oklahoma Ave, and Holt Ave.

Public Green Space

There are no public parks within the district, although limited-access green space exists primarily along the Kinnickinnic River. The Kinnickinnic River Trail is under development. Baran Park and Lincoln Field lie just outside the district and plan area.

Boundary

The boundaries of the Kinnickinnic River District are Greenfield Ave. on the north, the Canadian Pacific and the Union Pacific railroad lines

on the east to as far south as Bay Street on the south. Moving in a clockwise direction, the boundary then follows Bay Street to the Canadian Pacific rail line, where it turns south and extends to Chase Ave. Following Chase Ave, it extends to Holt Ave, turns west onto Holt Ave and follows that to 6th Street, excluding one residential block on 3rd St. It follows 6th Street north to the former Union Pacific rail line, then east to I-94, and north to the Kinnickinnic River. From there, it follows the Kinnickinnic River to the northern edge of Lincoln Ave. playfield, west to 4th St., north to Maple St. and east to the Canadian Pacific rail line, excluding the residences south of Maple. The boundary follows the rail line until Greenfield Ave., reconnecting with the point of origin at Greenfield Ave.

Recommendations

Vision

The vision for the Kinnickinnic River District is to transform this largely abandoned and neglected part of town in to a lively business, residential and recreation area focused on a beautiful and restored Kinnickinnic River.



All of the recommendations for this district east of Chase Ave. are found in the Catalytic Project Area #3: Kinnickinnic River Basin and are not repeated here. See Chapter 5.

Land Use

K1: See recommendation B9 in the Bay View District for recommendations regarding a greatly improved built environment along Chase Ave.

K2: Preserve a corridor of green space along the edges of the Kinnickinnic River upstream of Lincoln Ave.

Upstream of Lincoln Ave. maintain public ownership and park use of current public lands along the river. Use the former Union Pacific rail line along Rosedale Ave. for a bike trail and greenspace.

Form

K3: Require that land use development near the Kinnickinnic River include water quality protections.

K4: Any flood and erosion prevention projects on the Kinnickinnic River in the district should seek to restore the river to as natural a state as possible including naturally vegetated and wooded banks.

Redevelopment Strategies

K5: See Catalytic Project Area #3: Kinnickinnic River Basin recommendations in Chapter 5 for all areas east of Chase Ave.

Actions

K6: Consider relocating utility lines underground.

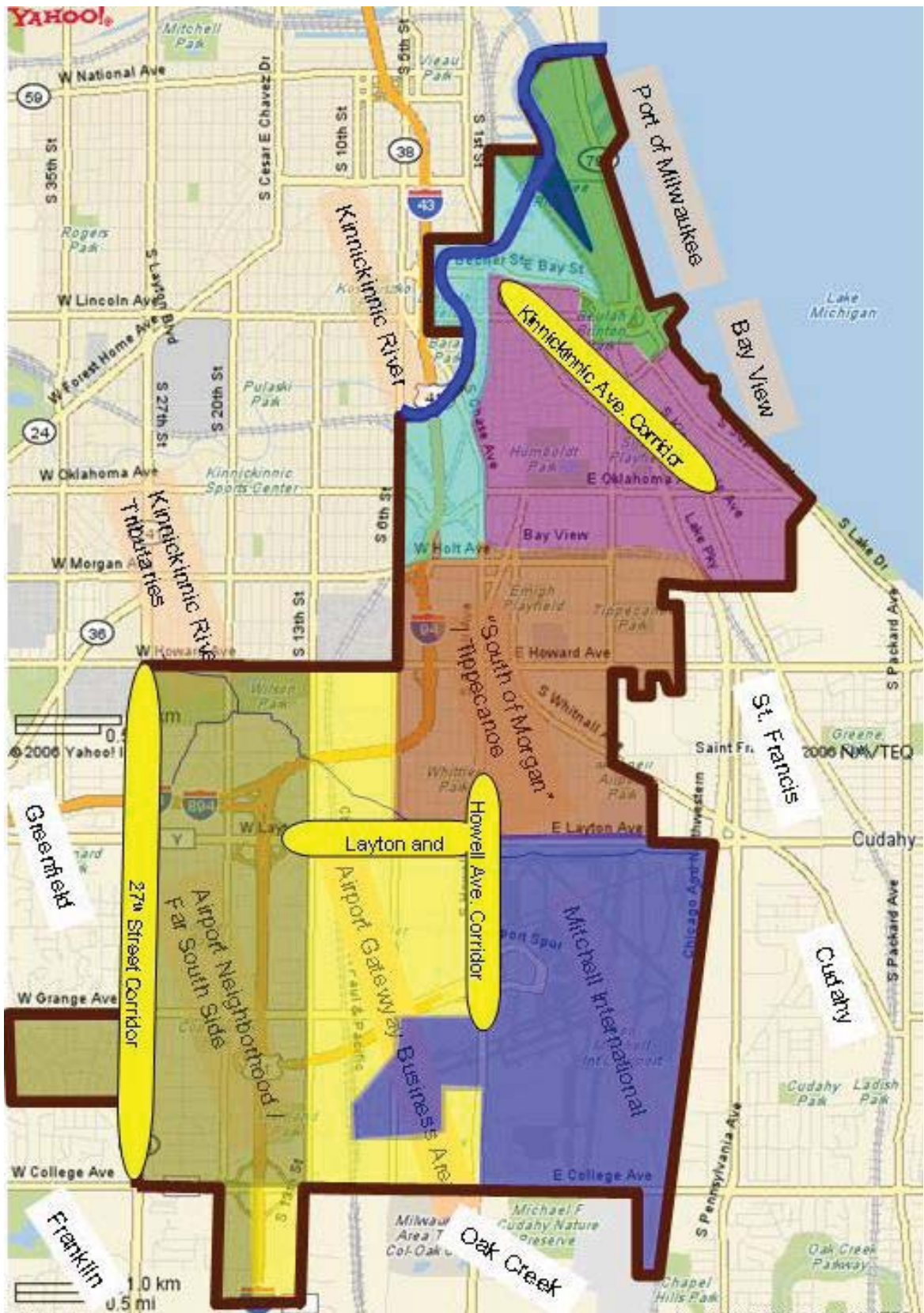
K7: Support the Kinnickinnic River Trail currently under development. Encourage the Wisconsin Department of Transportation to mitigate the aural and visual impact of freeways and parkways, particularly I-94 / I-43 between Lincoln Ave. and Maple St., on the surrounding areas using architectural and landscaping elements.

4.8 Commercial Corridors

The Southeast Side Area has three primary commercial corridors where businesses are located to respond to particular market conditions. Each warrants individually tailored strategies for improvements. Within the plan area, South 27th Street is a segment of an older, but stable, suburban six lane traffic corridor straddling a municipal boundary with the City of Greenfield. Layton Avenue east of I-94 and Howell Avenue intersect at General Mitchell International Airport (GMIA). These commercial strips are similar in character to 27th Street but are experiencing renewed hospitality industry development interest as GMIA grows. Kinnickinnic Avenue, having declined for years as local work places closed and retailing trends changed, is now undergoing selective renewal as appreciation for traditional pedestrian shopping streets returns to a nationally preferred retailing concept for neighborhoods.

Each of these areas was discussed extensively in Community Workshops held in the Fall of 2007. Many participant comments are recorded herein as plan recommendations. These street

visions are conveniently organized into land use policies, urban form policies, redevelopment strategies and action item categories in the tables found in the following sections.



Southeast Side Corridors

The Layton Avenue / Howell Avenue Corridors

See also Chapter 5:
Catalytic Project #1.

These commercial strips intersect at the northwest corner of General Mitchell International Airport (GMIA), in the southern part of the planning area. Layton Avenue extends west to intersect with I-94 at approximately 17th Street and Howell Avenue runs south to intersect with the airport freeway spur just south of Grange Avenue. Historically this combination was a major route to and from the airport but that role has significantly diminished with the construction of the I-94 airport spur and the recent Lake Parkway that brings traffic onto Layton Avenue to Howell Avenue from the east. Still traffic arterials, these streets carry significant local traffic from adjacent neighborhoods to the west and north and serve as access routes to industrial and distribution facilities on parcels within the vicinity of GMIA.

Development intensity, type and scale vary greatly along these avenues. The Layton Avenue corridor begins at I-94 the freeway exit and is prominently marked by a local monument, the Islamic Center Mosque.



Continuing east, both sides of the street offer a great variety of low density single story uses. New commercial strip malls line up with underutilized trucking distribution hubs, recently upgraded fast food restaurants, one story office buildings and even a trailer court with semi-permanent residents. Most of the businesses have front parking lots and there are a number of vacant sites interspersed on both sides of the avenue. There is no noticeable edge continuity, no focus, and only a fragmented mixed image.



Turning south on Howell Avenue development occupies only the west side of the street. Across the avenue to the east is GMIA. Here again the businesses do not hold the street edge and parking lots dominate. Multistory hotels and offices are generally setback excessively and are mixed with single story commercial buildings and restaurants. Each has a different way of relating to the public sidewalk and street but few embrace it as an important aspect of their public image. Some address this threshold with plantings while others disregard it and the edge is left barren. It is the boulevard median on Howell Avenue that starts to provide some quality to the street. Here the landscaping starts to provide a basis for an inviting corridor

image but still leaves much to be desired. Supporting this concept are views eastward to the airport across GMIA's broad green edged acreage. There is good potential for enhancement along this stretch of Howell Avenue.

The intersection of these two important routes is currently unceremoniously marked by service stations and a fast food restaurant, but what is encouraging here is that possible synergies could be harnessed if new development was concentrated and street edges enhanced. This scenario was encouraged by comments from the public involvement workshops and at a Layton Town Center focus group.



	Corridor 1a: Layton Avenue	Corridor 1b: Howell Avenue
Use Policies	<ul style="list-style-type: none"> At the northwest corner of 8th Street & Carpenter Avenue, the empty big box site, promote reuse of the site for an elementary school and residential development . Convert underutilized trucking sites along Layton to Town Center. Encourage auto service related businesses near 13th. Discourage them elsewhere along Layton Avenue. Long term encourage relocation of trailer park and expansion of General Mills facility with public façade along Layton Avenue. 	<ul style="list-style-type: none"> Promote intensified multistory office and hotel uses with pedestrian supporting ground floor retail and restaurant uses, (Aerotropolis).
Form Policies	<ul style="list-style-type: none"> Keep parking off Layton Avenue frontage. Integrate defined public space into commercial areas. Improve Layton Avenue corridor image from I-94 to the Lake Parkway by requiring front edge landscaping and moving parking to side or back of site. Improve urban design characteristics of Layton Square at 8th and Layton Avenue and redevelop site to east to form a continuous edge that completes the square. Provide a hedge buffer for trailer park along the sidewalk by installing a 6' planting strip and removing the billboard at 6th street. 	<ul style="list-style-type: none"> Keep parking off Howell Avenue frontage. Integrate defined public space into commercial areas. Improve Howell Avenue corridor image by requiring front edge landscaping and moving parking to side or back of site. Encourage stronger connections between commercial buildings and the street, consider setbacks, mixed use connectivity, signage guidelines and architectural qualities.
Redevelopment Strategies	<ul style="list-style-type: none"> Make vacant property on north east corner of Layton Avenue at 5th Street and integral part of the mixed use Town Center. Establish TIF District to facilitate development improvements. Encourage regional retailers, institutional uses and office development on remnant lands made available by new freeway interchange design for Layton intersection. Evaluate the diversion of trucking to keep truck traffic off of residential streets. Develop empty trucking companies on Layton. Create a focused retail center that is walkable. See "Layton and Howell Town Center "catalytic project in Chapter 5. 	<ul style="list-style-type: none"> Create a Hotel District to help market this street as a hospitality destination in the City. Establish TIF District to facilitate development improvements. Create a focused retail center that is walkable. See "Layton and Howell Town Center "catalytic project in Chapter 5. Reuse CPS frontage for new commercial development. Support the Mayor of Milwaukee's transit plan which calls for an express bus from the airport to the Layton Town Center, Bay View and Downtown. Improve the attractiveness as people leave the airport.
Actions	<ul style="list-style-type: none"> Remove ugly chain link fences. Railroad bridge over Layton – make it into a gateway into Garden District. Improve median as a boulevard with trees, streetscaping and landscape beautification. 	<ul style="list-style-type: none"> Remove ugly chain link fences. At Howell Avenue and Grange Avenue, design a gateway feature that conveys "Welcome to the Airport Gateway District". Better sign for airport – bigger, better landscaping. Improve median as a boulevard with trees, streetscaping and landscape beautification.

Corridor 1 Matrix

South 27th Street

South 27th Street is the western boundary for a portion of the Southeast Side Plan Area where only the east side of the street is within the City of Milwaukee. Between W. Grange Avenue and W. Ramsey Avenue both sides of the street are included. 27th Street is a state highway and a major arterial connecting several Milwaukee neighborhoods and suburban communities including Greenfield and Oak Creek to the Interstate highway, I-94, a few miles to the south. As a gateway at the fringe of these communities, this strip has attracted large site users like auto dealerships, big box retailers and strip commercial shopping centers. The suburban sites south of the planning area serve ever larger development types as new land development concepts replace old and hopscotch outward claiming broader pastures.

Generally smaller commercial parcels characterize the City of Milwaukee segments of the street in the planning area. Uses here support surrounding neighborhoods with a broad mix of goods and services. Though some large properties are vacant, small strip commercial centers, auto service franchises, fast food and family restaurants, etc. appear healthy as they vie for the attention of the motorists streaming by at speeds often exceeding 40 mph. Car dealerships with large surface lots occupy some larger sites.

Occasionally residential lots spill out of the neighborhood to the east, breaking the linear commercial pattern of large setbacks in front of strip businesses with surface parking butting up to the sidewalk along the street.

Each development generally has its own curb cut facilitating access by auto. These cut through a grass strip adjacent to a sidewalk but there are few pedestrian amenities and virtually no comfortable way to cross the street on foot. The street is almost devoid of trees, but there is grass in the broad median dividing the street. Lighting is high mast cobra heads designed to light the roadway. Signage is auto scaled and generally mounted on the building facades but monument and mast mounted signs also occur though less frequently due to the current City sign ordinance.

There has been no attempt to present a unified identity to emphasize a "commercial district" along this widely varied collection of businesses. Workshop comments and recommendations listed in the following table suggest visually improving this route and a concern for its continued commercial vitality.



Kinnickinnic Avenue

Historically Kinnickinnic (KK) Avenue is Bay View's commercial main street. This state highway takes a diagonal path through the neighborhood. It connects northwest to Milwaukee's Near South Side forming a southeast artery to residential neighborhoods along Lake Michigan. It still functions as an efficient route from the Bay View neighborhood to destinations downtown and other points in between. This street is distinctive, almost European as it bends occasionally, climbs hills and drops down to pass under rail and parkway overpasses and bridges the KK River.



From Becher/Bay Street to Oklahoma the picturesque quality of the route is occasionally punctuated by landmarks including St. Lucas, Church of the Immaculate Conception, Bay View Methodist and Kneisler's Whitehouse.

Activity nodes often occur at major street intersections like the intersection with Howell and Lincoln. There are residential uses along the

way that break the linear commercial pattern into segments. Commercial uses occur along the sidewalk most often in two and three story frame buildings where upper levels provide for offices and housing. Many of these upper levels are still in use. Some have been recently renovated for condominium living units.

In most urban neighborhoods the shopping street had been in decline for many years. Competition from auto oriented shopping venues with contemporary retailing concepts left vacancies and marginal uses in many of the small retail spaces that line the street. Fortunately, with the reemergence of the urban living lifestyle and the availability of investment capital the past decade has seen new specialty shops, personal services and restaurants begin to take root in some of these old retail spaces along KK Avenue. Though this widely supported "shopping street" trend is encouraging, each case is unique and in a "state of flux".

For example a few years ago at the intersection with Lincoln Avenue a Stone Creek coffee shop adjacent to a new small public space and the Café LuLu diagonally across the street changed the atmosphere in the vicinity from dreary to trendy. This helped to reestablish prominence to this segment of KK Avenue attracting more private investment and more businesses (mostly food related).

Almost a dozen structures have been revitalized, some with renovated upper level housing units, though some underutilized and unsightly properties remain.

Optimism for the redevelopment of KK prevails. However, lest the neighborhood become too complacent about the need to encourage new investment and the businesses there dismiss the opportunity to organize to act collectively, the recent closing of the Schwartz bookstore after only a three year tenancy is a sobering reminder that commercial revitalization of a neighborhood shopping street takes tireless commitment and strong community support. The policies below should help to focus public / private discussions and promote actions to strengthen the overall revitalization effort.

	Corridor 2: 27 th Street	Corridor 3: Kinnickinnic Avenue
Use Policies	<ul style="list-style-type: none"> • Replace old car dealerships and Sentry with an entertainment center. • Allow residential development between major commercial nodes. • Consider locating skilled care nursing home facility along 27th. 	<ul style="list-style-type: none"> • Accommodate new development that includes elderly housing and mixed use – live/work units and small businesses. • Cluster retail at nodes along Kinnickinnic Avenue instead of allowing a linear pattern. • Encourage units above commercial spaces. • Keep parking structures off KK Avenue frontage. • Unify open space / pocket parks into a system of green infrastructure. • Prevent “Big Box” development on KK Avenue.
Form Policies	<ul style="list-style-type: none"> • Place new buildings closer to the sidewalk. • Place the parking at the side and the rear of the site. • Connect parking lots. • Encourage stronger connections between commercial buildings and the street, consider setbacks, mixed use connectivity, and architectural qualities. • Paving private property to the public sidewalk should be prohibited. 	<ul style="list-style-type: none"> • Preserve traditional character of housing and businesses. • On Kinnickinnic, maintain the architectural integrity and building stock, as well as existing heights, & façade scale. • Consider allowing a taller building at a key location if supported by the market and the community. • KK, Lincoln & Howell Avenues intersection should be improved reinforcing its image as a primary activity node. • Develop a public square near Russell Ave. with public art, a war memorial and enhancement of the church entry plaza. • Reinforce the corner at KK and Bay Street with private development. • Consider alternative and improved pedestrian and bike lane design options.
Redevelopment Strategies	<ul style="list-style-type: none"> • Grange Avenue is an important intersection that needs attention and should be developed to attract people. • Work with the business association to retain good stores there now: Kohl’s, Radio Shack, restaurants, etc. • See Chapter Three for sustainability recommendations. • Work in cooperation with the other local municipalities to coordinate a continuous streetscaping improvements program. 	<ul style="list-style-type: none"> • Encourage quality retail and service uses that have a regional as well as local draw. • Redevelop open M&I site at Russell and KK as multistory mixed use retail node. • Create a Business improvement District. • Put in apartments across from library. • Promote business start-ups, retention and expansion to bolster the existing economic base. • Encourage retail business and building owners to apply for the City’s façade grant program, which can provide financial and technical assistance for improving a building’s exterior look and performance. • Improve the pedestrian areas of KK Ave., implementing an appropriate streetscape plan. • Plant sustainable vegetation, formally organic and include public art, mixed hard and soft public spaces, plantings, and lighting
Actions	<ul style="list-style-type: none"> • Improve median and street edges as a boulevard with trees, streetscaping and landscape beautification. • Businesses along the street should sponsor trees and plantings in the public right of way. • Consider Business Improvement District to facilitate development improvements. 	<ul style="list-style-type: none"> • Improve the roadway configuration at Bay Street and KK Avenue . • Create signage to identify retail areas. • Improve pedestrian safety on KK Avenue such as sidewalk bump-outs to slow traffic. • Promote new dark sky street lighting. • Encourage Avalon renovation project. • Conduct businesses survey to gage concerns and promote organization and investment.

Corridor 2 and 3 Matrix