



# Bay View

NEIGHBORHOOD PLAN 2040  
**FINAL DRAFT PLAN**

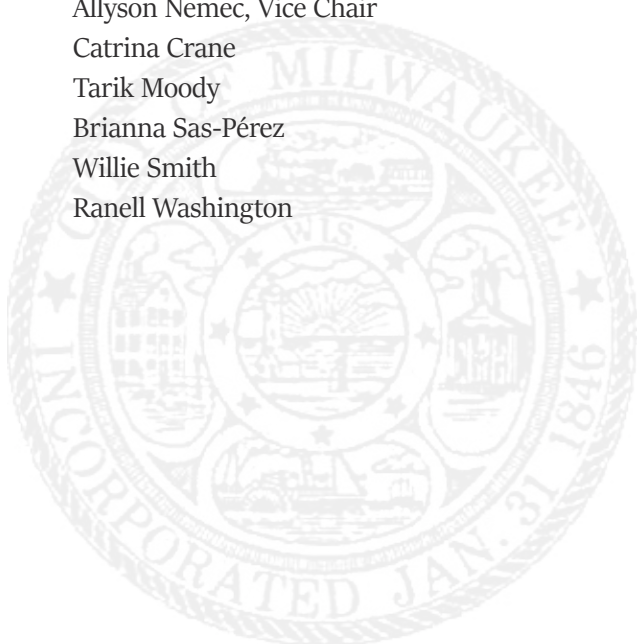
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### SPECIAL THANKS TO

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# BayView

## NEIGHBORHOOD PLAN 2040

FINAL DRAFT PLAN – OCTOBER 2023

Placeholder for resolution



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▲ Chill on the Hill at Humboldt Park. Source: Bay View Neighborhood Association



# EXECUTIVE SUMMARY

Bay View is at an important juncture. At the same time that the neighborhood retains its tight-knit, eclectic, working-class identity, Bay View has become increasingly popular, attracting new residents and becoming a destination for shopping, dining, and recreation. The time is ripe to consider and re-evaluate current planning policies to ensure that they are responsive to both current and future community needs and vision.

This Plan is intended to be a reference for the next ten to twenty years. The Bay View Neighborhood Plan 2040 updates the portion of the 2008 Southeast Side Area Plan relating to Bay View. This Plan engaged residents and stakeholders, over the course of a year and a half in a robust discussion. The resulting Plan:

- Communicates expectations for new development and redevelopment;
- Establishes priorities for infrastructure investments;
- Provides accountability for implementation; and
- Addresses climate resiliency and racial and economic equity.

Not only will this Plan be used by the Department of City Development (DCD) on a regular basis, but it will also be a tool for implementation partners, including referencing land use and policy recommendations, understanding the development and design expectations for development, considering infrastructure improvements, and for collaborating with DCD. Plan recommendations will be relevant to many different stakeholders including:

- Residents and property owners
- Business owners and operators
- Developers
- Additional City departments
- Additional governmental agencies

## Plan Boundary



For the purposes of this Plan, the boundaries are Becher/ Bay Street to the north, Lake Michigan to the east, Morgan Avenue and the railroad to the south, and I-94 and the railroad to the west. The Plan area is entirely within the 14th aldermanic district.

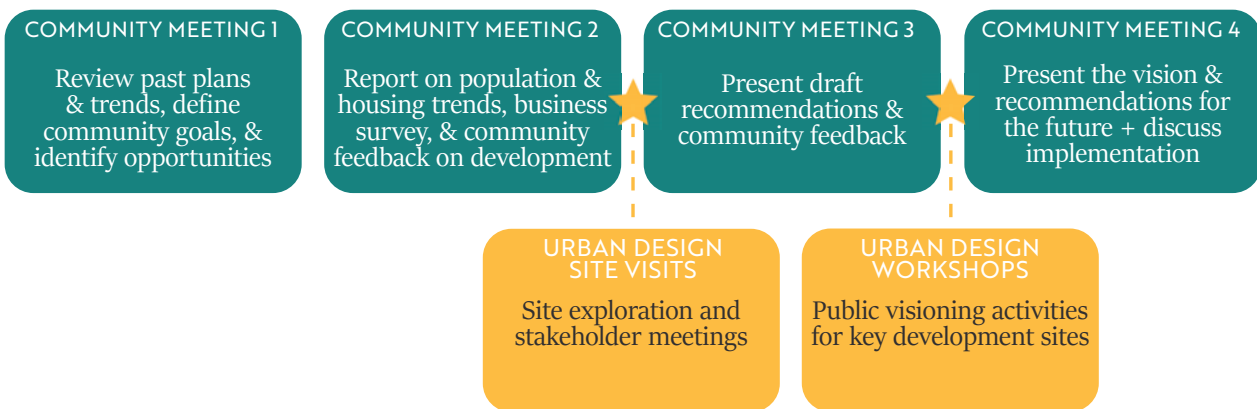
This Executive Summary highlights key findings and recommendations from the following Plan sections. Each section goes in more detail on the important issues, opportunities, results from the public engagement, and recommendations.

- Economic Development
- Land Use, Zoning & Development
- Transportation & Public Realm
- Parks & Sustainability
- Focus Areas

# PUBLIC ENGAGEMENT & PROCESS

Bay View residents and stakeholders showed up in unprecedented numbers to share their thoughts on the future of their neighborhood.

- 4 Community Meetings + 3 Neighborhood Events
- 4 Plan Advisory Group meetings
- Walk Audit
- Business survey and 2 focus groups
- 600+ email list
- Focused outreach to residents and property owners near the former Army Reserve site
- Social Pinpoint (EngageMKE.com) for ongoing online engagement:
  - Over 27,700 website visits
  - Over 8,700 unique users
  - Nearly 350 survey responses
  - 2,100 document downloads
- Site visit with consultants
- Approximately 50 stakeholder interviews with, residents, business owners, developers, advocates, etc.
- Coordination with the Bay View Neighborhood Association
- 3 Aldermanic town hall meetings



**COMMUNITY ENGAGEMENT**  
Community meetings, focus groups, online surveying, Social Pinpoint, & neighborhood events

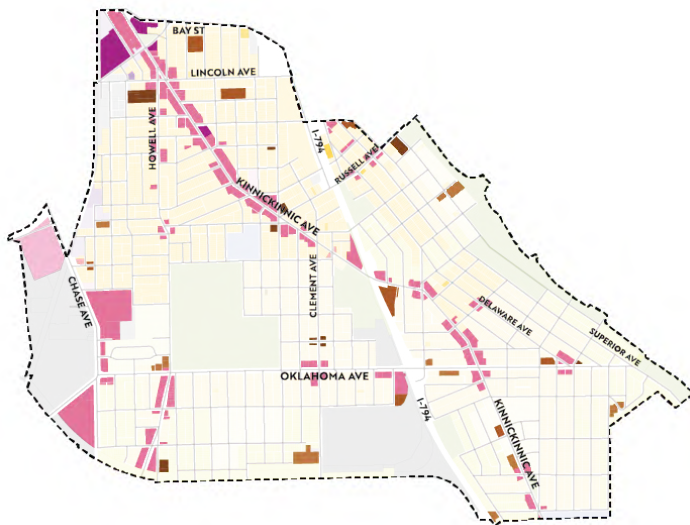


# ECONOMIC DEVELOPMENT

In many ways, the health of a commercial area reflects the overall health and vitality of a neighborhood. This is promising for Bay View. While the COVID-19 pandemic has taken a toll, in general, the commercial corridors and nodes within Bay View are occupied by vibrant and healthy businesses that contribute to the eclectic neighborhood vibe and character.

Economic development has many sides. This section focuses on a variety of ways to bolster coordination among businesses and to increase vitality of Bay View’s commercial areas. Any organizational effort needs to have the full support of the business community. While there are various opinions on the best organizational type and structure, there is a desire for communication and coordination among businesses. Identifying shared goals among businesses is a critical first step and a potential stepping stone towards greater coordination. Other sections within this Plan – particularly the Land Use and Transportation sections – also have recommendations that support the business community.

## Commercial & Industrial Districts



▲ Examples of different commercial areas in Bay View.

# LAND USE, ZONING & DEVELOPMENT

One of the main purposes of this Plan is to provide direction on preferred future land use, including where new development is most appropriate within the neighborhood, what new development and redevelopment should look like, and how best to protect places of historic value. This section identifies those strategic growth opportunities with an emphasis on modest and incremental updates to current policies and regulations. While opinions varied, survey results show that a majority of residents and stakeholders expressed support for the recommended land use policies. See the survey results from the second community meeting.

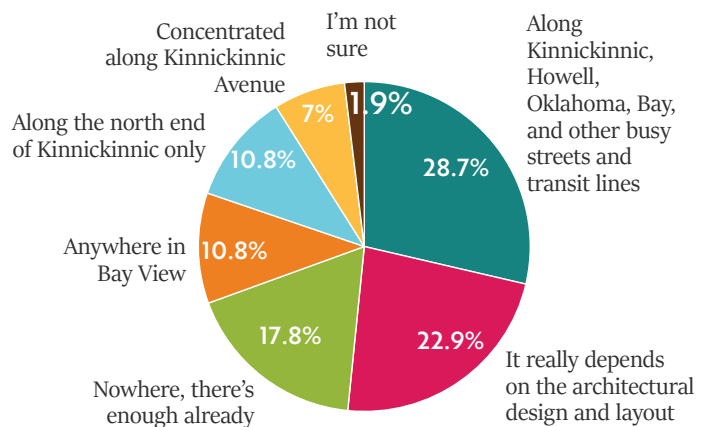
## KEY RECOMMENDATIONS

- 1** Encourage compact, mixed-use, transit-oriented development along Kinnickinnic Avenue, particularly the northern part and at key nodes.
- 2** For Howell Avenue, foster the current mix of uses, while encouraging smaller-scale multi-family buildings and mixed-use, live-work, and commercial uses, particularly north of Homer Street and at transit stops.
- 3** Accommodate more housing options within residential areas.
- 4** Allow some industrial properties to transition to other uses.

**What are the priorities for development in Bay View?**



**Where should higher-density housing go?**





## Housing

Residential areas make up a large portion of the neighborhood. Housing stock in Bay View is largely older single-family homes and duplexes with limited, mostly newer, multi-family housing. There is, however, demand and need for more housing options that meet a range of incomes, abilities, and life stages. Where one lives has a big impact of your quality of life. Residents and stakeholders voiced concerns about their ability to continue living in Bay View due to rising housing costs. At the same time, there are people who would like to live in Bay View with all that it has to offer but are unable to find a housing option that is affordable. This Plan takes a close look at current housing conditions and trends. Important trends include:

- Aging housing stock
- Rising home prices
- Risk of current lower-income residents being displaced
- Relatively few new housing units being built
- Low vacancy rates in newer multifamily developments
- Limited land available for new development

Recommendations include considerations for updating the residential zoning code to remove barriers for additional housing types to ensure that current residents and future generations can meet their housing needs in light of recent trends.



▲ Examples of “missing middle” housing as residential infill that were well-received at the second community meeting. Sources: Brent Hall Client Service (top); Ross Chapin (middle)

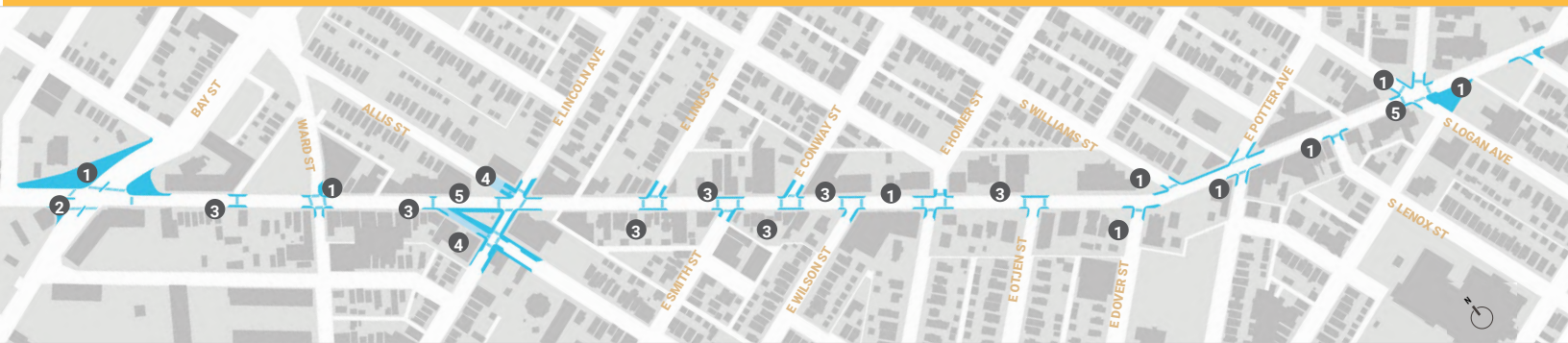
# TRANSPORTATION & PUBLIC REALM

Finding ways to make walking and biking safer and more pleasant emerged as a top issue. Reckless driving, in particular, detracts from overall quality of life. Streets are also an opportunity to improve the appearance of the neighborhood, by adding landscaping or green infrastructure. Turning certain street segments into gathering spaces is an important option to consider. Given the importance of Kinnickinnic Ave and its intersection at Howell and Lincoln Avenues, they are explored in greater detail in Chapter 6: Focus Areas.

Residents and stakeholders identified a number of issues and opportunities for improvement.

- People driving too fast
- People not yielding to pedestrians
- Poor accessibility for people with mobility issues
- Lack of or inadequate bicycle accommodations
- Poor aesthetics of streets

## KINNICKINNIC AVENUE



1 CURB EXTENSION



2 REFUGE ISLAND



3 MID-BLOCK CROSSING



4 FESTIVAL STREET



5 PUBLIC SPACE

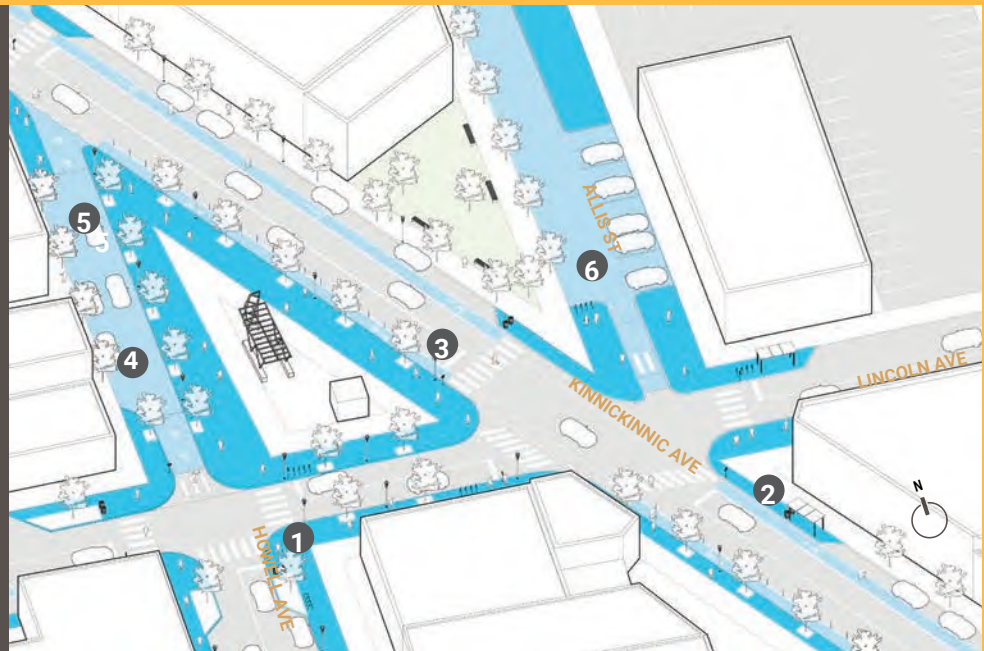


## KEY RECOMMENDATIONS

- Prioritize safety improvements at those intersections and corridors with higher pedestrian and bicycle crash rates and near sites that generate a lot of pedestrian activity. Solicit community input in prioritization.
- Reconfigure intersections to be more pedestrian and bicycle friendly and a gateway into the neighborhood.
- Improve biking along Bay Street between Becher Street and Lincoln Avenue by extending the raised bike lane or adding another type of separated bikeway.
- Identify and implement a low-stress bike network, consisting of bike boulevards and protected bike lanes.
- Improve connections to Lincoln Village neighborhood along Lincoln Avenue and to the Crisol Corridor along Oklahoma Avenue.
- Evaluate the intersection of Superior Street and Russell Avenue for improved biking as part of the Oak Leaf Trail.
- As the Grand Trunk Wetland (in Harbor District) is restored, ensure neighborhood access.
- Support initiatives to provide Bus Rapid Transit service along Howell Avenue.
- Close Delaware Avenue at Oklahoma Street to create outdoor gathering space. This could be done temporarily as a pilot program.
- Make Park Road through Humboldt Park a permanent active street, closed to all but essential vehicular traffic. This could be done temporarily as a pilot program.

### KEY STRATEGIES

- 1 Curb extensions to minimize crossing distances and provide more public space and space for outdoor dining
- 2 Push bus stops to edges
- 3 2 travel lanes on all streets
- 4 Table Howell Ave (long speed bump) between Kinnickinnic Ave and Lincoln Ave to slow traffic.
- 5 A bus-only street along Howell could be explored
- 6 Narrow Allis Street and make festival street that could be closed for special events



## PARKS & SUSTAINABILITY

Bay View has many beautiful, well-loved parks. Parks serve many needs, from providing access and enjoyment to the outdoors, places for play and recreation, and gathering spaces. Our analysis shows that Bay View residents have very good access to park space: 100% of the Bay View population lives within a quarter mile of a park, compared with 95.6% of city residents as a whole.

Over time, a community’s needs may shift, meaning that park facilities should be re-evaluated with community input when the time comes for upgrading the parks. During the public engagement process, residents noted, in particular, a desire for a skate park and an improved dog park. Further study and coordination is necessary to identify the best location and operations management responsibility.

Sustainability considerations permeate recommendations in this Plan. From promoting additional housing near existing infrastructure and transit lines to preserving and rehabbing existing buildings to maintaining the many wonderful outdoor parks and open spaces in Bay View, sustainability is multi-faceted.

▼ Chill on the Hill at Humboldt Park. Source: Bay View Neighborhood Association





# FOCUS AREAS

Several sites surfaced as “Focus Areas” for a variety of reasons, but the common theme is strong community interest and transformational potential.

- **BMO Harris site:** currently underutilized site where there has been past development interest
- **Former Army Reserve site:** vacant, City-owned lot that represents the greatest opportunity for new housing (see below)
- **Chase Avenue:** auto-oriented commercial and industrial area with short and long-term potential for infill
- **Kinnickinnic Avenue, including the intersection at Lincoln & Howell Avenues:** the “Main Street” of Bay View, Kinnickinnic Avenue, there is strong desire to find ways to make it a better place for walking, biking, and gathering



# KINNICKINNIC AVENUE

## KEY STRATEGIES

- Consider different “took-kit” options for different areas of the corridor. For example, on-street parking and gathering space may be a higher priority in the more commercial, northern part of Kinnickinnic Avenue. Further south, where the character is more residential, consider alternatives to the parking lanes, such as wider sidewalks and/ or a wider terrace
- Make Kinnickinnic Avenue slower & easier to cross by minimizing crossing distances at intersections.
- Make Kinnickinnic Avenue better for bus riders by enhancing transit stops and shelters
- Maintain bike accommodations, and consider options for protected bikeways
- Stress the little things for quality of life (cleanliness, sidewalk and lighting repairs, etc.)
- Create more gathering spaces along Kinnickinnic Avenue. For example, Allis Street could be closed temporarily for special events. Russell Avenue between Kinnickinnic and Logan Avenues could be closed and used as a public green space or plaza.



1 CURB EXTENSION



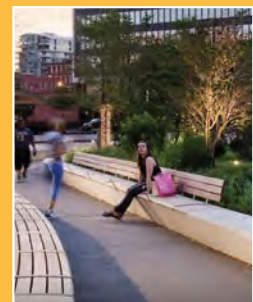
2 REFUGE ISLAND



3 MID-BLOCK CROSSING



4 FESTIVAL STREET



5 PUBLIC SPACE



# LINCOLN & HOWELL INTERSECTION

## KEY STRATEGIES

- 1** Use curb extensions to minimize crossing distances and provide more public space and space for outdoor dining
- 2** Push bus stops to outside of intersection
- 3** Include no more than one travel lane in each direction
- 4** Table Howell Ave (raised street section) between Kinnickinnic Ave and Lincoln Ave to slow traffic.
- 5** A bus-only street along Howell could be explored
- 6** Narrow Allis Street so it could more easily be closed for special events





# BMO HARRIS

## WHAT WE HEARD ABOUT THE SITE TODAY

- This is a very underutilized site
- Should be a major new development
- Pedestrian plaza with food trucks and makers bazaar until development is ready
- Commercial use
- Incorporate public art

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Active

- Close Russell between Kinnickinnic and Logan
- Put 4 or 5 story height along Russell corner
- Explore carriage units to back
- Explore rehabilitating the Bella's building to east
- Thoughtful development that fits neighborhood scale
- Retail, residential, and office are potential uses

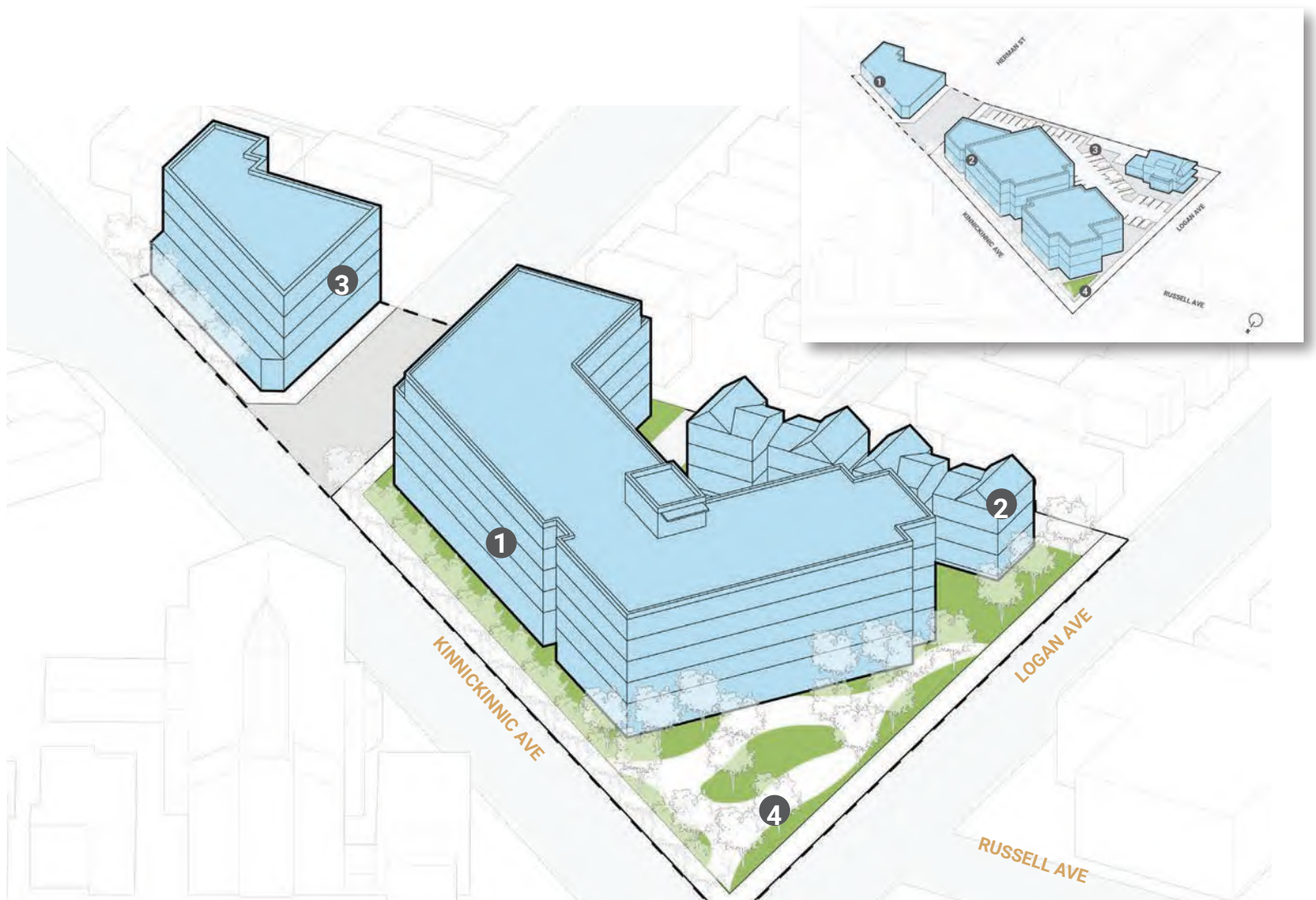


## PREFERRED VISION : COMMERCIAL W/ RESIDENTIAL

Given that this site is privately owned, any development will be initiated by the property owner. Given its prominence on the Kinnickinnic Ave corridor and high potential for future development, DCD engaged the neighborhood in discussion about potential development scenarios. As shown in the massing model below, the preferred development does not incorporate existing single family and duplex homes into overall development site. The inset image is a smaller-scale concept that illustrates a minimum build-out scenario.

### KEY STRATEGIES

- 1** Mixed Use with retail at the corner at Russell Ave. Parking integrated into development
- 2** Town homes on new alley with smaller scale to match adjacent homes to west. Future development does not encroach into neighborhood.
- 3** Preserve Bella's building if possible, with housing on top
- 4** Close Russell Avenue between Kinnickinnic and Logan Avenues and re-purpose as public amenity





# CHASE AVENUE

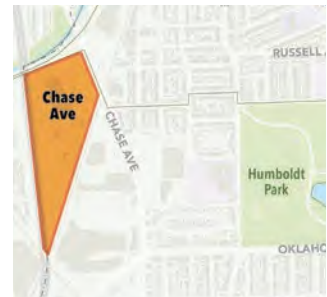
## WHAT WE HEARD ABOUT THE SITE TODAY

- Excited about the Kinnickinnic River Trail expansion
- Too much parking
- Local DMV is an asset

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Buzzing

- Consider a long-term, phased approach
- Active development would mirror the surrounding area
- Connect to Kinnickinnic River Trail
- More activity could help surrounding businesses





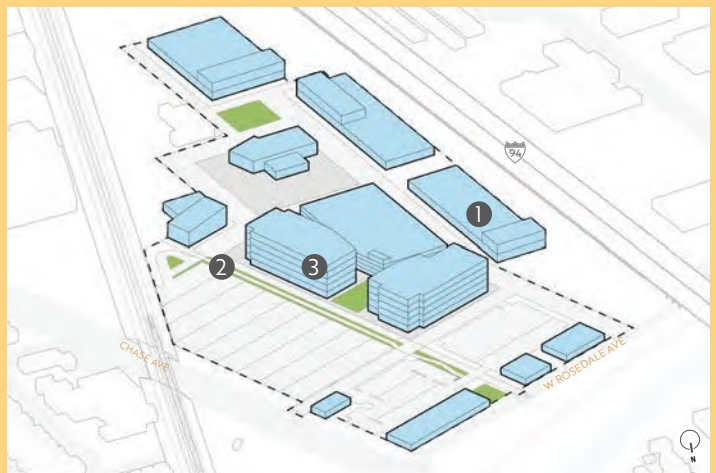
**STRATEGIES**

- 1** Outlot development
- 2** Reinvest in existing retail center
- 3** Connect to Kinnickinnic River Trail

**PHASE 1: SHOP + PLAY**



**PHASE 2: SHOP + PLAY + WORK**



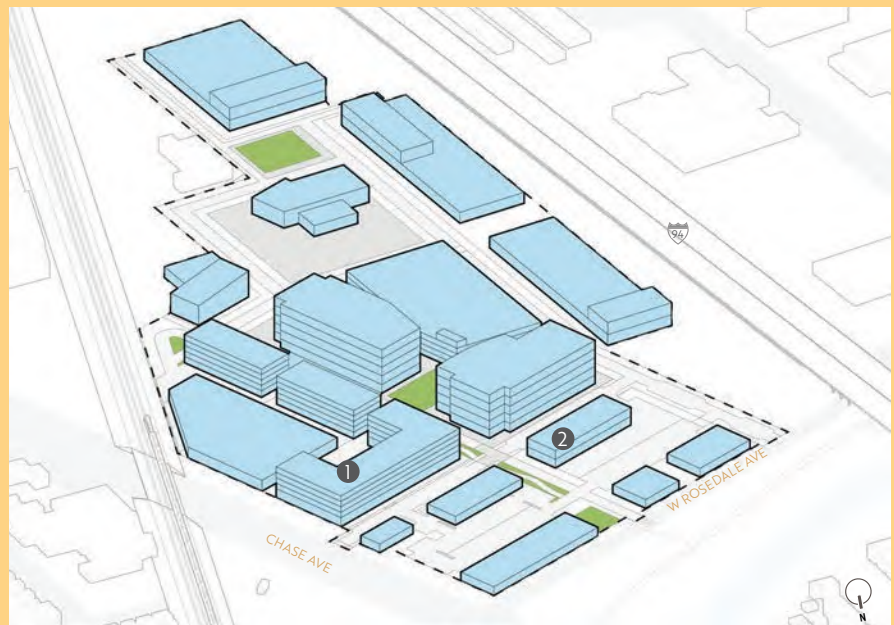
**STRATEGIES**

- 1** Commercial/industrial behind outlots along Interstate 94
- 2** Extend Kinnickinnic River Trail through site
- 3** Employment centers/ office/ residential

**FINAL PHASE SHOP: + PLAY + WORK + LIVE**

**STRATEGIES**

- 1** Mixed-use residential
- 2** Commercial



# ARMY RESERVE



## WHAT WE HEARD ABOUT THE SITE TODAY

- Underutilized
- Place to picnic
- People walk their dogs here

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Quiet

- Should connect to Lincoln & Kinnickinnic Avenues
- Should not draw too much activity
- Maintain similar character to surrounding area
- More housing is desperately needed, including workforce housing
- New community center and park
- Shops for small businesses, potential for small amounts of retail
- Different housing types
- Natural plantings
- Community garden
- Sustainable housing development





The Army Reserve site has been envisioned as a site for housing since the Army de-commissioned and transferred the base to the City for development in 2007. In a neighborhood that is completely built out with very little vacant land, this represents one of the very few opportunities to provide new housing units. Given the rising housing prices and the lack of affordable housing and the lack of housing options suitable for seniors and other households, this is an opportunity to address those needs.

Previous development proposals have fallen through because of unfavorable market timing and neighborhood opposition.

At the third community meeting, several neighborhood events, and targeted outreach to residences closest to the site, DCD presented three different potential visions for development at the Army Reserve site.

The priorities that emerged were:

- Housing that is affordable to a wide range incomes
- Incorporating green space/ outdoor amenity
- Upgrade the Beulah Brinton Community Center

A small percentage of residents opposed any development, instead preferring to keep the vacant lot as an grassy field. Bay View, however, is already well-served by park space and there is no governmental entity that has the resources to develop a new park at this location. Additionally, upgrades are currently underway for Zillman Park and Beulah Brinton Community Center.

The great majority of survey respondents were open to housing development on the Army Reserve though opinions varied on the height and density. Some nearby residents stated a preference for limiting housing styles to single-family homes and townhomes. The future development team will evaluate market conditions; however, the preferred concept illustrates a greater mix of housing styles that also includes multi-family to best meet the goals for workforce and senior housing.

As the Beulah Brinton Community Center facilities and fields reach the end of their useful life and are ready to be rehabbed and reconfigured in the future, DCD and Milwaukee Recreation can explore potential partnership opportunities.





# ARMY RESERVE

The preferred redevelopment of the former Army Reserve site should provide much-needed housing options in a variety of housing styles for all ages, income levels and abilities; features high-quality, sustainable architecture; maintains Logan Street's existing scale and focuses taller buildings along Bay Street; builds the customer base for adjacent and nearby businesses along Kinnickinnic Avenue; expands the City's tax base and ability to provide public services; connect to the neighborhood; and include quality outdoor space. Traffic capacity on existing roads and potential traffic impacts should be analyzed and considered.

When the Department of City Development issues a request for proposals (RFP) to advance the redevelopment of the site, the following qualifications should be considered to ensure a development that aligns with community goals:

- Integrates sustainable design features and landscaping
- Includes a mix of market-rate and affordable units
- Incorporate a mix of housing types (i.e. townhomes, multifamily, etc)
- Features high-quality and attractive design
- Integrates quality amenities for residents
- Integrates into the surrounding neighborhood
- Designed with pedestrian-friendly design
- Extends Linus Street through the site
- Resident Preference Program employment goals

The renderings on the opposite page show what development at the former Army Reserve site could look like, taking into account the priorities voiced during the planning process. The renderings show two different building height options for the northern building to demonstrate that a range of heights is possible as this site is considered for development.







© DEPICTION, LLC 2023

Credit: Yard & Company







▲ Bay View Public Meeting  
at South Shore Terrace



## Chapter 1

## INTRODUCTION

The Bay View Neighborhood Plan 2040 is the result of nearly two years of careful analysis and community engagement. This Plan serves as a road map over the next 10 to 20 years for achieving the goals voiced during the planning process to ensure that Bay View remains a great place to live, work, and play.

This Plan will be used by the Department of City Development (DCD) when evaluating land use and zoning decisions, as well other City departments when making investment and policy decisions, other governmental agencies when coordinating on projects within the planning area, developers when considering the community desires for new development and redevelopment, community organizations when advocating for their priorities, and residents wanting to learn more about the different initiatives in their neighborhood.

The recommendations were developed collaboratively and will similarly require collaboration to achieve. From practical, short-term recommendations to more aspirational, long-term recommendations, this Plan lays the ground work for action.

## Land Acknowledgment

*We acknowledge in Milwaukee that we are on traditional Potawatomi, Ho-Chunk and Menominee homeland along the southwest shores of Michigami, North America's largest system of freshwater lakes, where the Milwaukee, Menominee and Kinnickinnic rivers meet and the people of Wisconsin's sovereign Anishinaabe, Ho-Chunk, Menominee, Oneida and Mohican nations remain present.*

## Map 1.1 | Plan Boundary

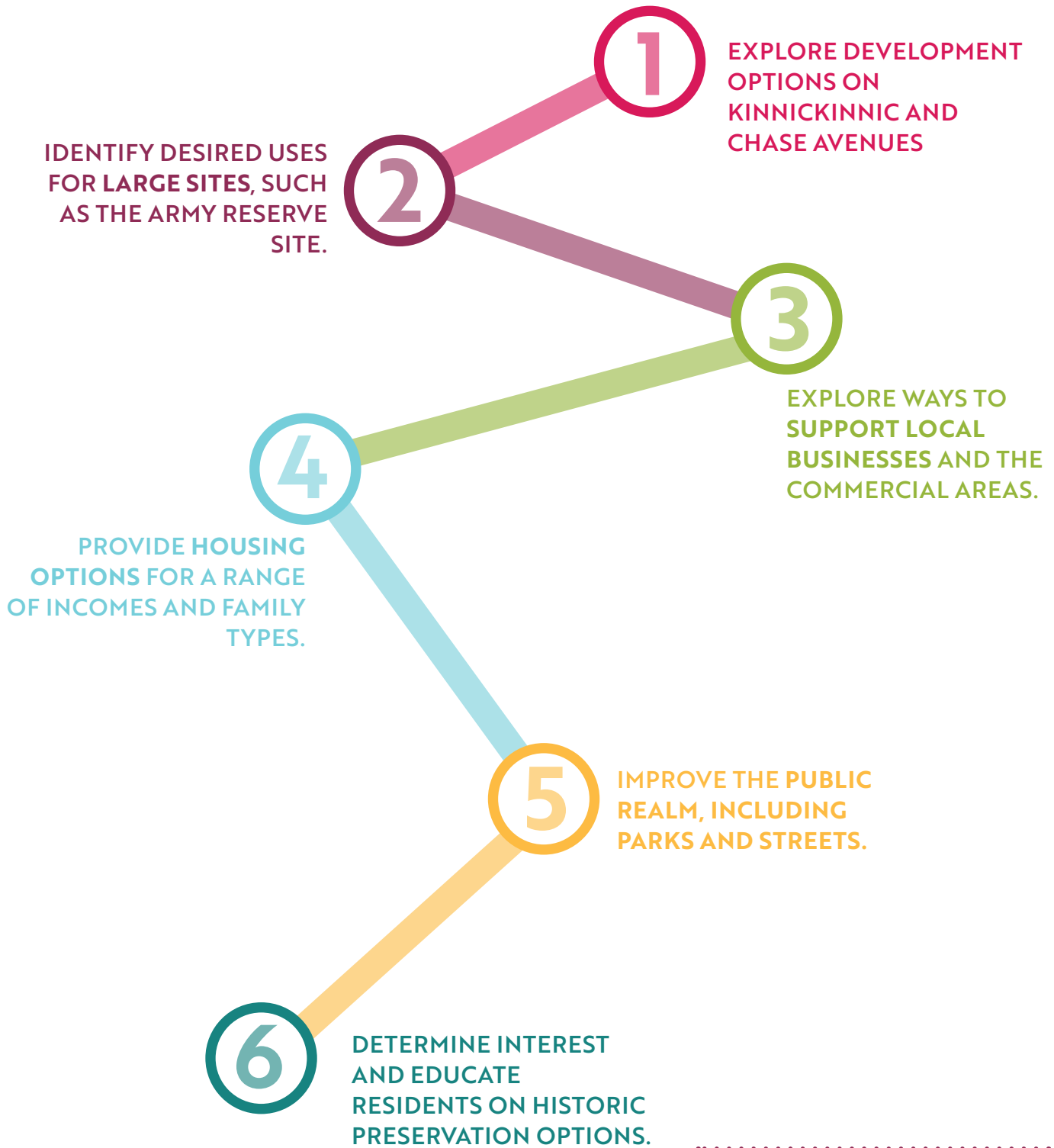


### Plan Area

For the purposes of this study, the planning area is generally bounded by Becher Street & Bay Street to the north, Lake Michigan to the east, Morgan Avenue and the railroad to the south, and I-94 and the railroad to the west. The planning area is within the 14th Aldermanic District.



## STUDY GOALS



EQUITY & SUSTAINABILITY CONSIDERATIONS ARE INTERWOVEN INTO ALL THESE ISSUES.

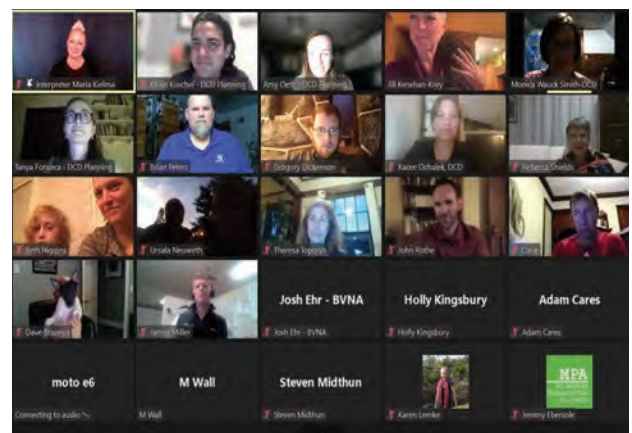
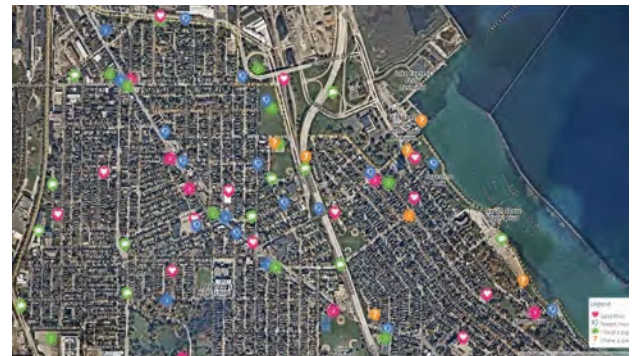
# PLANNING PROCESS & COMMUNITY ENGAGEMENT



## COMMUNITY ENGAGEMENT

Community meetings, focus groups, online surveying, Social Pinpoint, & neighborhood events

- 4 Community Meetings + 3 Neighborhood Events
- 4 Plan Advisory Group meetings
- Walk Audit
- 600+ email list
- Business survey and 2 focus groups
- Social Pinpoint for ongoing online engagement:
  - Over 27,700 website visits, over 8,700 unique users, nearly 350 surveys, and 2,100 document downloads
- Site visit with consultants
- Approximately 50 stakeholder interviews with, residents, business owners, developers, advocates, etc.
- Coordination with the Bay View Neighborhood Association
- 3 Aldermanic town hall meetings
- Feedback at South Shore Farmers' Market





# PLANNING CONTEXT

## Becoming Bay View

Bay View has its roots as a company town. In 1868, the Milwaukee Iron Company opened a rolling mill and workers soon moved to the area. Bay View as a community incorporated as a village in 1879. Bay View has long had a strong neighborhood identity, in part, no doubt, because for seven years, it existed as its own village, separate from Milwaukee. In 1887, residents voted to join Milwaukee to gain access to additional infrastructure and services.

Bay View has long been proud of its working class roots and history. An example of this is the historical marker for the Bay View Massacre near the intersection of Russell Avenue and Superior Street. The marker is a remembrance of the event where the National Guard fired on laborers who were striking and protesting for an 8-hour work week. Seven were killed.

In 1977 the Hoan Bridge connected Bay View to downtown Milwaukee via a freeway and in 1999 the Lake Parkway opened, extending WIS 794 south to Layton Avenue, better connecting Bay View to the airport and areas south.

Today, Bay View is one of the most sought-after neighborhoods in Milwaukee. Its assets are numerous and deserve mentioning:

- Proximity to Lake Michigan
- Easy access to downtown Milwaukee and other neighborhoods
- Eclectic local shopping districts, as well as regional shopping options
- Highly-rated public schools
- Beautiful park spaces
- Continued re-investment in housing stock
- Strong neighborhood identity
- Active neighborhood association

Neighborhoods are dynamic places. Given its many assets, Bay View has not surprisingly seen increasing development interest since the last comprehensive plan was completed in 2008. These recent shifts have brought up important questions, such as:

- How do we maintain the unique character of Bay View?
- How do we address the increasing cost of owning and renting a home in the neighborhood?
- How much new development is appropriate in Bay View?
- Where should new development occur and what should it look like?

This Plan seeks to provide actionable guidance to address these questions. In addition to land use, development, and housing issues, this planning effort also addresses the many other factors that contribute to the quality of life in Bay View, reinforcing the many assets that make Bay View unique. For example:

- How do we best support the local business community?
- How do we ensure that biking, walking, and taking transit are safe and attractive options?
- Are there good options for residents and visitors to gather and recreate?
- How can we promote environmental resiliency within the neighborhood?
- How can this process and the recommendations embrace diversity and inclusion?

## 2008 Southeast Side Area Plan

This Plan amends the 2008 Southeast Side Area Plan and the recommendations in this Plan supersede those in the “District 2: Bay View” section. Some of the key recommendations from that planning study have already been implemented while others have not, for various reasons. The list below briefly highlights the status of key recommendations.

- The vision for Bay View in the Southeast Side Area Plan was to “preserve and exploit the characteristics of a traditional neighborhood.” Recommendations included encouraging the use of existing architecturally significant buildings for hotels and bed & breakfasts, maintaining single-family and duplex residencies, and maintaining the neighborhood commercial district.
- A temporary Bay View/South Shore Drive Neighborhood Conservation Overlay was recommended to be made a permanent zoning overlay. This recommendations was implemented shortly after the adoption of the Southeast Side Area Plan.
- The Plan called for clusters of more intense commercial redevelopment on key intersections, but did not specify which intersections. It also included a suggestion of creating a commercial overlay district to restrict building heights to three stories outside of commercial nodes. Chapter 3 re-visits this topic in light of current circumstances and provide greater clarity on this issue.
- Other policy recommendations included encouraging a more urban redevelopment along Chase Avenue. Redevelopment has been slow in this area, yet it still remains an important opportunity.
- The former Army Reserve site was identified as a major redevelopment opportunity. The 2008 plan proposed multi-family and senior housing in an



▲ Bay View Rolling Mills. Source: Wisconsin Historical Society

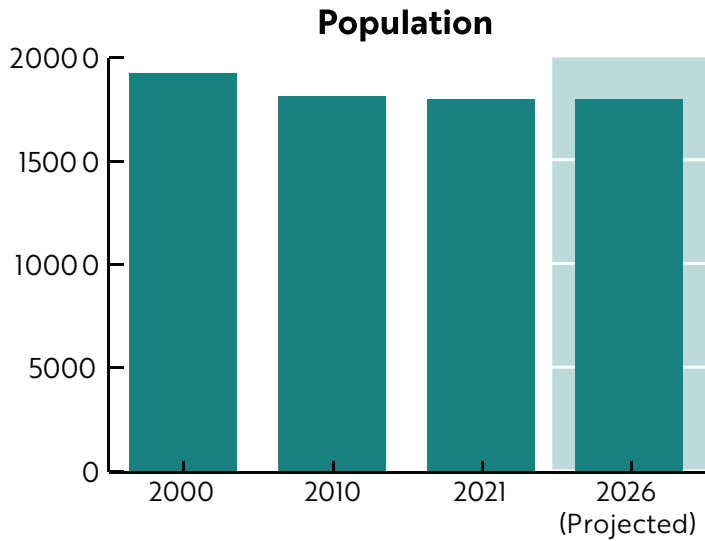
eco-friendly, “Solar Village” concept. To date, the plot remains undeveloped. While there have been development proposals, some residents and business owners have opposed them.

- Other redevelopment recommendations included encouraging investment in via the Target Investment Neighborhood (TIN) program, which focuses on increasing owner-occupancy and property values in a small, defined area in an effort to “reverse trends of disinvestment.” This three-year program was implemented and has since ended.
- Recommended actions in the Area Plan were a visual/sound barrier to WIS 794 highway and the consideration of bike lanes on the Hoan Bridge. WisDOT has since studied and decided against incorporating bicycle accommodations, though the City supports revisiting opportunities to add separate bicycle facilities.



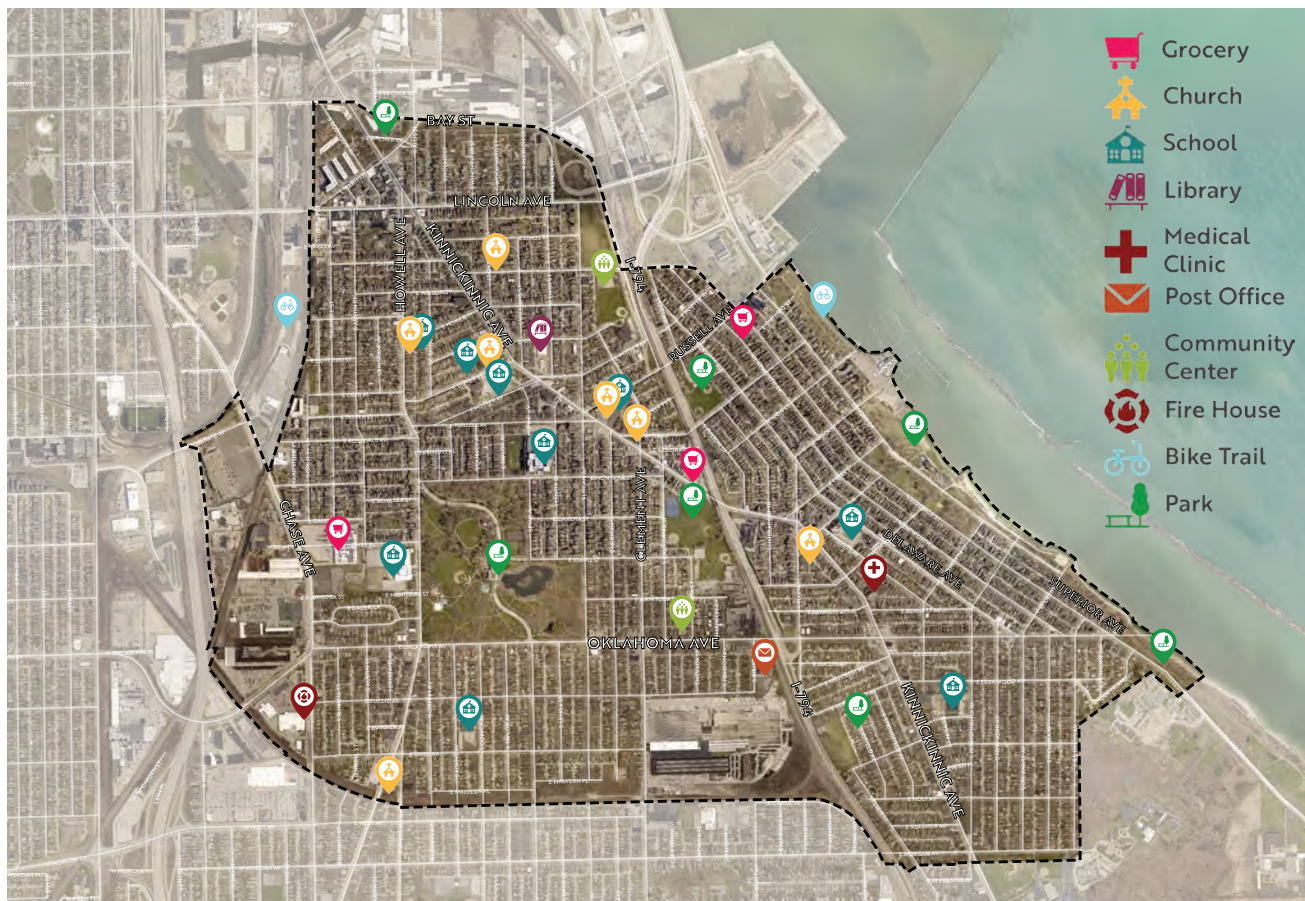
# COMMUNITY PROFILE: BAY VIEW NOW

## Who lives in Bay View?



- Population and number of households has declined slightly since 2000 and is expected to remain steady moving forward.
- These figures are similar to that of the city, county, and nearby suburbs.

## Map 1.2 | Neighborhood Amenities



### Race & Ethnicity

	White Alone	Black Alone	Am. Indian Alone	Asian Alone	Pacific Islander Alone	Some Other Race	2 or More Races	Latino
Bay View	82.6 %	3.0 %	1.6 %	1.8 %	0.1 %	6.2 %	4.8 %	17.9 %
City of Milwaukee	41.7 %	39.7 %	0.8 %	4.7 %	0.0 %	8.9 %	4.1 %	20.3 %
Milwaukee County	57.3 %	26.7 %	0.8 %	4.8 %	0.0 %	6.6 %	3.7 %	16.3 %
South Shore Suburbs	86.2 %	2.8 %	1.1 %	2.2 %	0.0 %	4.4 %	3.4 %	13.4 %

### Median Household Income

Bay View	City of Milwaukee	Milwaukee County	South Shore Suburbs
\$ 66,837	\$ 43,605	\$ 53,006	\$ 54,114

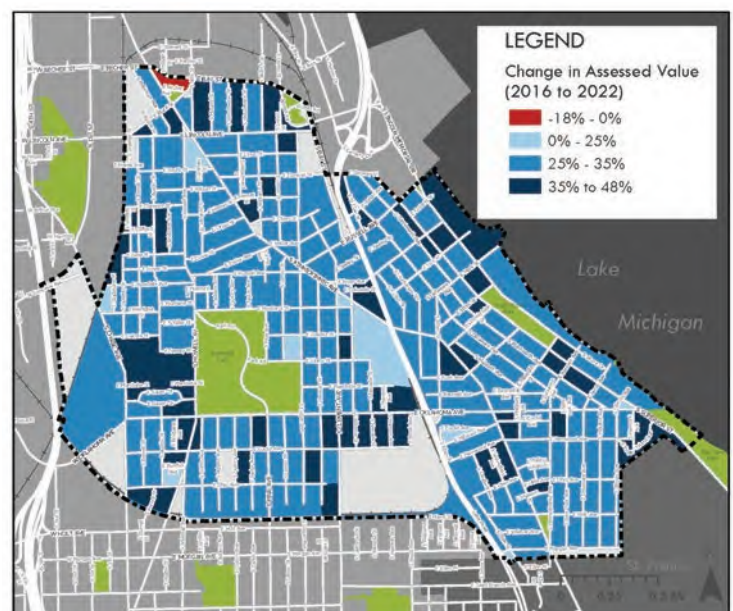
- Households in Bay View are relatively more financially secure
- Bay View has a higher median income than the city, county, and south suburbs
- At the same time, 21.5% of Bay View households earn <\$35,000 per year.
- Bay View is increasingly diverse
- Over 80% of the population in Bay View identifies as White.
- There is a growing Latino population, consistent with city and county trends.

## THE HOUSING MARKET

### Increasingly, working class and middle class incomes are not sufficient to afford housing in Bay View

- Sale Prices & Assessments are increasing: Bay View has experienced the largest growth in assessments of any neighborhood in Milwaukee, outside of downtown: 31% increase since 2007
- Relatively low vacancy rate: Estimates range from 4.4% to 8.6% for all housing units
- Net increase of units: 585 housing units since 2002. New apartments have been built. At the same time, over 100 duplexes have been converted to single family homes.
- Old Housing Stock: 66% of housing units were built before 1939; only 5% has been built since 1980

Map 1.3 | Change in Value 2006-2022



Source: ESRI Community Profile, U.S. Census, and City of Milwaukee Master Property File



# 2



▲ Kinnickinnic Avenue  
Commercial Corridor



## Chapter 2

## ECONOMIC DEVELOPMENT

## INTRODUCTION

The purpose of this chapter is to identify current issues and actionable opportunities to support businesses within Bay View. In many ways, the health of a commercial area reflects the overall health and vitality of a neighborhood. This bodes well for Bay View: vacancies are rare, the vibrant local businesses that call Bay View home are a major part of what gives Bay View its unique character, and the businesses are a significant draw for residents and visitors alike. Bay View boasts a good mix of commercial establishments to meet many daily needs such as grocery stores, health clinics, restaurants, national retail stores, salons, and other personal services.

This section focuses on a variety of ways to bolster coordination among businesses and to maintain and improve the vitality of Bay View's commercial areas. We know, however, that economic development is multi-faceted. Other sections within this Plan – particularly the Land Use and Transportation sections – also have recommendations that support the business community.



▲ Bay View Bash is a neighborhood event that shines a light on many local businesses. Source: Bay View Neighborhood Association



## EXISTING CONDITIONS

Though most of Bay View is residential, there are commercial areas throughout the neighborhood. The most prominent commercial corridor is Kinnickinnic Avenue.

### Kinnickinnic Avenue

- The Kinnickinnic Avenue commercial district cuts diagonally through the neighborhood. Generally, the character of Kinnickinnic Avenue can be described as a mixed-use, mixed-density corridor. Older buildings along the corridor tend to be 2-3 stories, while newer development are more typically 4-5 stories.
- Kinnickinnic Avenue boasts a high number of independent and locally owned restaurants, bars, services, and retail stores. Residents and visitors enjoy the unique experience and character of this corridor.
- There are a few building owners who leave their building vacant and neglect upkeep; however, in general, Kinnickinnic Avenue is one of the most vibrant and healthiest commercial corridors in the city of Milwaukee and is noted as a model by nearby suburbs working to strengthen their own commercial districts.
- The intersection between Kinnickinnic Avenue, Lincoln Avenue, and Howell Avenue serves as the neighborhood's downtown with a hub of activity.
- Kinnickinnic Avenue is part of the state highway system and is signed as WIS 32. State oversight means that Wisconsin Department of Transportation (WisDOT) is the permitting authority for certain uses. Kinnickinnic Avenue still functions as an efficient route from the Bay View neighborhood to destinations downtown and other points in between. Relatively high traffic counts can be a positive in that many potential customers traverse the corridor daily, but through traffic can also make the street less pedestrian friendly.

### Chase Avenue

- Currently a mix of industry, big box retail, and social services coexist. However, the area has tremendous potential for additional development and amenities. Chase Avenue has direct freeway access just north of the planning area and to the south via Holt Avenue. Large parcels are highly visible from I-94. The Kinnickinnic River greenway defines a northern gateway, including access to the Kinnickinnic River Trail which is being extended west.
- Chase Avenue has larger lots which is home to national chains, industrial, and institutional uses.

### Howell Avenue

- Howell Avenue is predominantly a residential street dotted with commercial activity. Recent reinvestment and rehabilitation of buildings is evident. Allowing for additional commercial uses or multi-use over time could present a new opportunity along this important transit corridor.

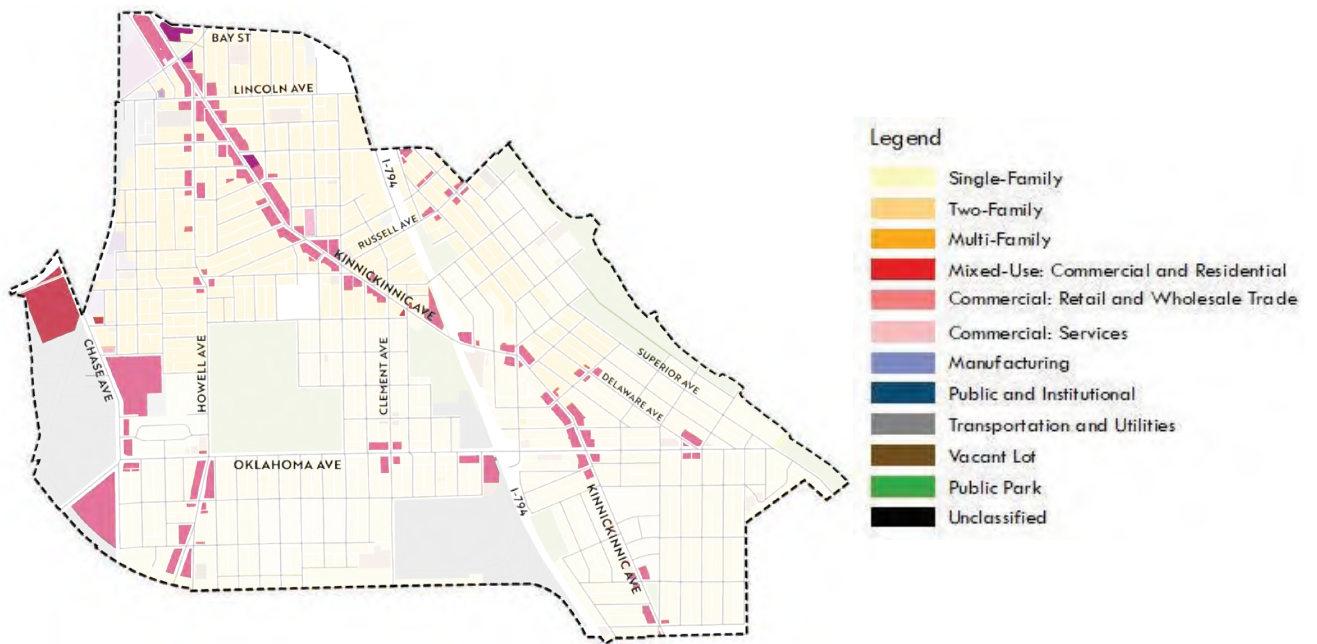
### Other Nodes

- Outside of these main commercial corridors, Bay View has clusters of commercial nodes, such as the southern end of Delaware Street, near Oklahoma Avenue and the corner of Russell and Superior Streets. Delaware Street, in particular, has seen redevelopment with Small Pie.

- ▶ top: View of Howell Avenue and Kinnickinnic Avenue from Howell Avenue and Lincoln Avenue
- ▶ below - left: View of Chase Avenue
- ▶ below - middle: Small Pie from Oklahoma Avenue
- ▶ below-right: view of Howell Avenue from Howell and Russell



Map 2.1 | Commercial Districts





## WHAT WE HEARD

### Survey

- Shared via email to approximately 100 businesses
- Mailed postcard to over 400 business addresses
- 27 responses

### 2 Focus Groups

- January 26, 2022
- June 13, 2022

### Top 5 Priorities from Businesses

- 1 Improve pedestrian experience
- 2 Improve appearance of buildings
- 3 Fewer vacant properties
- 4 Greater feeling of personal security
- 5 Improved streetscaping

## HISTORY OF BAY VIEW'S BUSINESS IMPROVEMENT DISTRICT (BID)

Exploring how business owners can best collaborate to achieve shared goals has been a frequent discussion topic during the planning process. Previously, there was a BID along Kinnickinnic Avenue, from Bay Street/ Beecher Avenue to Oklahoma Avenue, from 2009 until 2018. In 2018 property owners voted to dissolve the district given differences in priorities and goals. In discussions with business owners at two focus groups and through the survey, there was hesitation about reviving a BID at this time. At the same time, there was considerable interest among business owners in exploring frameworks for increased communication to identify opportunities for shared marketing and events.

## WHAT IS A BUSINESS IMPROVEMENT DISTRICT?

BIDs are organizations, funded and operated by commercial property owners located within each district's defined boundaries. These property owners agree to pay an additional levy to pay for projects within the district. Examples can include streetscaping enhancements, events, marketing, etc.

## ISSUES & OPPORTUNITIES

### Issues

- In general, the commercial corridors and nodes within Bay View are occupied by vibrant and healthy businesses that contribute to the eclectic neighborhood vibe.
- While there are various opinions on the best organizational structure, there is a desire for communication and coordination among businesses.
- Reckless driving and speeding detract from the environment and discourages pedestrians, particularly on Kinnickinnic Avenue

### Opportunities

- Reduce the relatively few vacant or underutilized buildings.
- Improve maintenance of buildings.
- Explore different options to improve coordination among businesses.
- Increase the safety and comfort of people walking.
- Invest in public spaces to provide interesting and attractive gathering opportunities.

## BEST PRACTICES FOR BIDS & BUSINESS ASSOCIATIONS

BIDs and business associations can undertake a wide range of initiatives based on their members' needs. No two business associations or BIDs operate in the same way. However, there are common elements that contribute to a successful business association and/or BID:

- **Common Goals:** A BID is most likely to be effective when there are common goals and projects identified to inspire the formation of local capacity/organization and the shared resources for implementation of the projects. For example, streetscaping efforts, public art initiatives, or corridor-wide branding requires coordination and financial resources, without which it could not be done.
- **Defined Geography:** Having a tightly-defined geographic area is also very important for a focused effort. A critique of the dissolved BID was that the corridor was very long, and the southern end of Kinnickinnic Avenue was more residential and did not have the same needs as the more commercially-oriented northern section of Kinnickinnic Avenue. Concentrating efforts along a segment, possibly the northern end, could bolster success if a BID is pursued in the future.

## Commercial Revitalization Grants offered by the Department of City Development

DCD offers several grant programs to assist business owners in making improvements to their properties and growing their business. For more information on the Commercial Revitalization Grants, see here: [milwaukee.gov/commercialrevitalizationfund](https://milwaukee.gov/commercialrevitalizationfund)

- 1 Signage Grant:** Provides financial and business assistance to business owners interested in updating or improving signage according to current design standards.
- 2 Façade Grant Program:** Provides financial and business assistance to businesses and commercial property owners for renovation of street facing facades of commercial buildings.
- 3 Storefront Activation Grant Program:** Provides targeted financial incentives to increase vitality of commercial corridors. The goal of this grant is to assist in the creation of new business spaces and reduce vacancies in commercial corridors.
- 4 Retail Investment Fund (RIF):** Funding reimbursement program provided to retail development projects in neighborhood business districts.



RECOMMENDATION		LEAD AGENCY & SUPPORTING STAKEHOLDERS	TIME FRAME
<b>A</b>	Continue the current coordination efforts among businesses and explore other ways for businesses to communicate, such as creating a directory or Facebook group.	<ul style="list-style-type: none"> <li>Business community</li> <li>DCD</li> </ul>	short-term
<b>B</b>	Identify shared goals among businesses.	<ul style="list-style-type: none"> <li>Business community</li> </ul>	short-term
<b>C</b>	Local businesses can evaluate whether a more formal structure, such as a business association, could benefit businesses, particularly the northern end of Kinnickinnic Avenue.	<ul style="list-style-type: none"> <li>Business community</li> </ul>	short-term
<b>D</b>	Consider touring and meeting with nearby BIDs, such as the Harbor District and the Crisol Corridor, to understand different local models.	<ul style="list-style-type: none"> <li>Business community</li> <li>DCD</li> </ul>	short-term
<b>E</b>	Continue hosting events to highlight the local businesses.	<ul style="list-style-type: none"> <li>Business community</li> </ul>	ongoing
<b>F</b>	Continue monitoring vacant properties and ensure they are maintained to the legal standard.	<ul style="list-style-type: none"> <li>DNS</li> </ul>	ongoing
<b>G</b>	Encourage high quality architectural design for new mixed-use and commercial development. See Chapter 3: Land Use and the DCD Commercial Design Guidelines: <a href="http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/realestate/CommercialBldgsforSale/CommercialDesignGuidelines.pdf">city.milwaukee.gov/ImageLibrary/Groups/cityDCD/realestate/CommercialBldgsforSale/CommercialDesignGuidelines.pdf</a>	<ul style="list-style-type: none"> <li>DCD</li> </ul>	ongoing
<b>H</b>	Explore an Architectural Review Board (ARB). During the study process, some interest was expressed in pursuing greater design control for yet-to-be-defined area of Kinnickinnic Avenue. An ARB requires committed staffing and expertise to devise design guidelines and review proposals. Local examples include the ARBs in the Historic Third Ward and North Avenue on the east side – in both cases the staffing is housed in a BID. While they add greater design control, they also add an additional layer of review and regulation. See Chapter 3: Land Use	<ul style="list-style-type: none"> <li>Business community</li> </ul>	mid-term

	RECOMMENDATION	LEAD AGENCY & SUPPORTING STAKEHOLDERS	TIME FRAME
I	Encourage murals on commercial buildings where they can have a positive impact on the public realm.	<ul style="list-style-type: none"> <li>Property owners</li> <li>DCD</li> </ul>	ongoing
J	Discourage the expansion of new commercial uses into surrounding residential neighborhoods. Limited commercial expansions may be permissible if operations are compatible with adjacent residential neighborhoods. This includes ensuring that hours of operation and traffic patterns, as well as potential other factors, are considered.	<ul style="list-style-type: none"> <li>DCD</li> </ul>	ongoing
K	Ensure site layouts for new mixed-use and commercial businesses are designed to mitigate negative impacts to residential neighborhoods.	<ul style="list-style-type: none"> <li>DCD</li> <li>DNS</li> <li>DPW</li> </ul>	ongoing
L	Support businesses that provide services that contribute to the social and economic well-being of the community.	<ul style="list-style-type: none"> <li>DCD</li> </ul>	ongoing

▼ Kinnickinnic Avenue commercial corridor





# 3



## Chapter 3

LAND USE, ZONING  
& DEVELOPMENT

## INTRODUCTION

One of the primary purposes of the Plan is to provide guidance on preferred future land use, including where new development is most appropriate within the neighborhood, what new development and redevelopment should look like, and how best to protect places of historic value. The recommendations in this section will be used to evaluate rezoning requests, City land sales, and new development proposals. Neighborhoods, even older, established neighborhoods like Bay View, evolve over time and careful planning serves to manage change while building on the best elements.

This section identifies those strategic growth opportunities and the implementation steps needed with an emphasis on modest and incremental updates to current policies. Those include:

- Encourage transit oriented development along Kinnickinnic Avenue, particularly the northern part and at key nodes
- For Howell Avenue, foster the current mix of uses, while encouraging smaller-scale multi-family buildings and mixed-use, live-work, and commercial uses, particularly north of Homer Street and at transit stops.
- Accommodate more housing options within residential areas
- Allow some industrial properties to transition to other uses

## EXISTING CONDITIONS

## Land Use

Bay View is an older, traditional neighborhood and the land use pattern reflects that. The northern end, in particular, where many of the homes were built before 1900 has an informal, organic feel with varying lot widths and building setbacks in the residential areas. Much of the study area is comprised of single and duplex housing, often intermingled on the same block. Other residential areas—roughly the southern portion of the neighborhood and pockets along WIS 794—have a more uniform platting and more space between homes.

Kinnickinnic Avenue runs diagonally through the neighborhood and serves as the neighborhood's main street, though the northern end is more commercially-oriented than the southern end, where single and duplex housing is common. Bay View is noted for its smaller, neighborhood-serving commercial establishments that are tucked into residential areas, such as along Howell and Delaware Avenues and at the intersection of Russell and Superior Streets. Chase Avenue attracts national chains in a more auto-oriented environment.



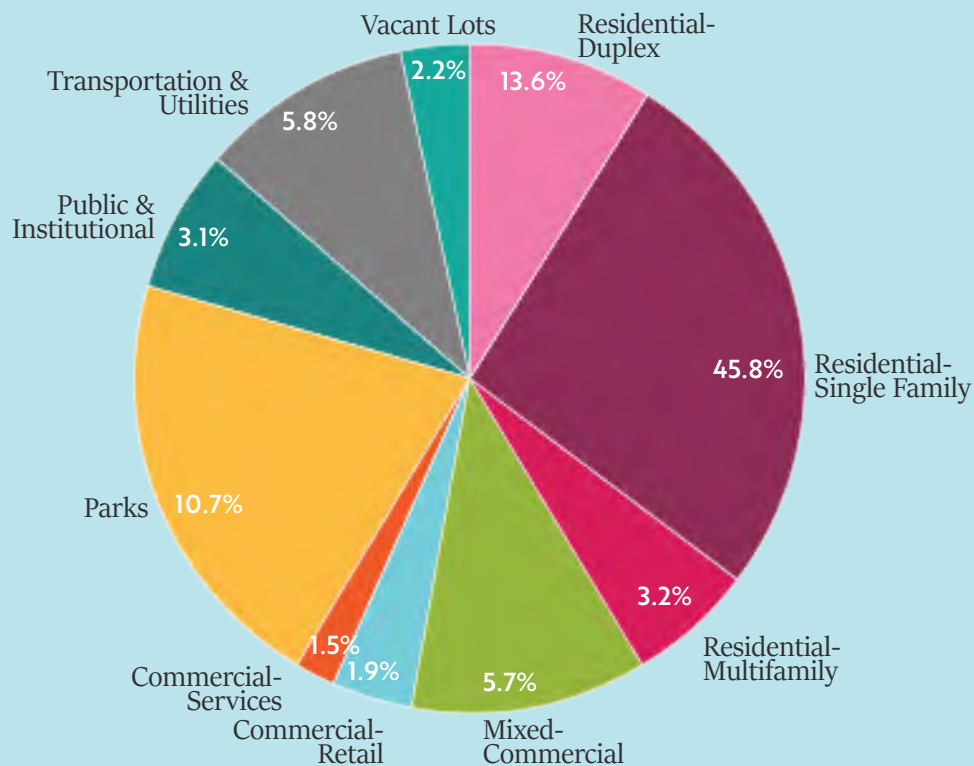
Bay View is well served by a variety of parks, including numerous playgrounds, a dog park and larger destination parks, such as Humboldt Park and South Shore Park. Humboldt Park is a large, County park in the middle of the neighborhood that provides many gathering opportunities for residents, such as Chill on the Hill, a concert series. South Shore Park provides public access to the lake and hosts the farmer’s market in the summer.

There are some industrial uses – an asphalt supplier and recycling center – along the Canadian Pacific railroad near Chase Avenue. Other significant industrial uses include Milwaukee Forge at Kinnickinnic Avenue and Oklahoma Avenue and the Chrysler Distribution Center near Clement Avenue and the railroad.

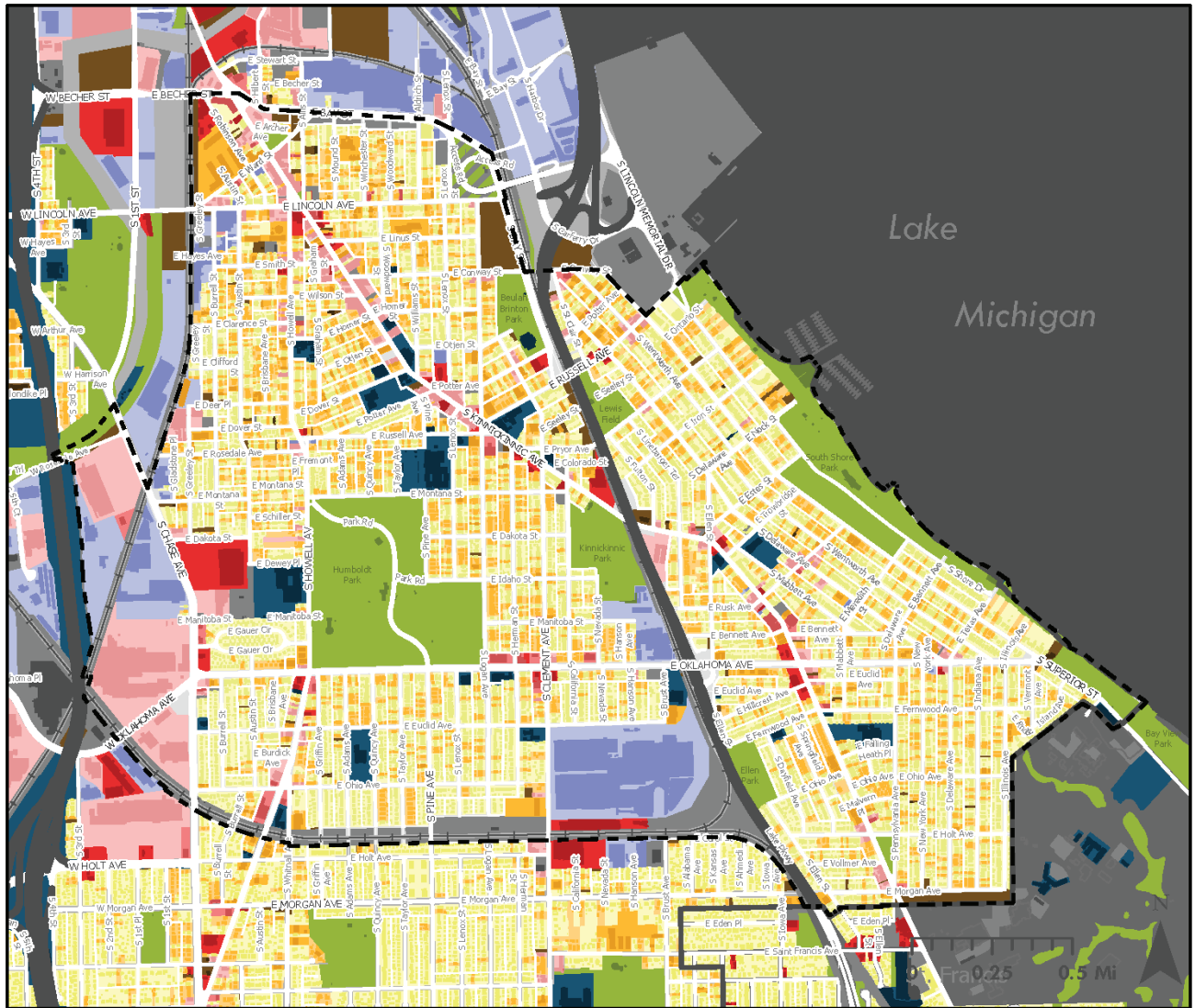
## Land Use in Bay View

Land Use describes the activity and function of a parcel. Typical classifications include residential, commercial, industrial, public and institutional, park, public/ institutional. Zoning is related but different than land use. Zoning is a tool for implementing land use decisions and refers to the specific rules that regulate the form and function of a parcel.

Every parcel is assigned to a specific zoning district that restricts what can happen on the land and how the development can be built. For example, in most residential zoning districts heavy industrial uses are prohibited. Or in certain commercial zoning districts buildings must be built close to the sidewalk and maybe be subject to building height minimums or maximums.



## Map 3.1 | Current Land Use Map



As an established, fully built-out neighborhood, there is very little vacant land within the neighborhood. The notable exception is the former Army Reserve site. Since being decommissioned by the Army in 2007, it is now owned by the City of Milwaukee. It is located along Bay Street to the east, Lincoln to the north, Logan to the west, and Conway to the south. At 5.36 acres, it is the clearest opportunity for new development within the neighborhood.

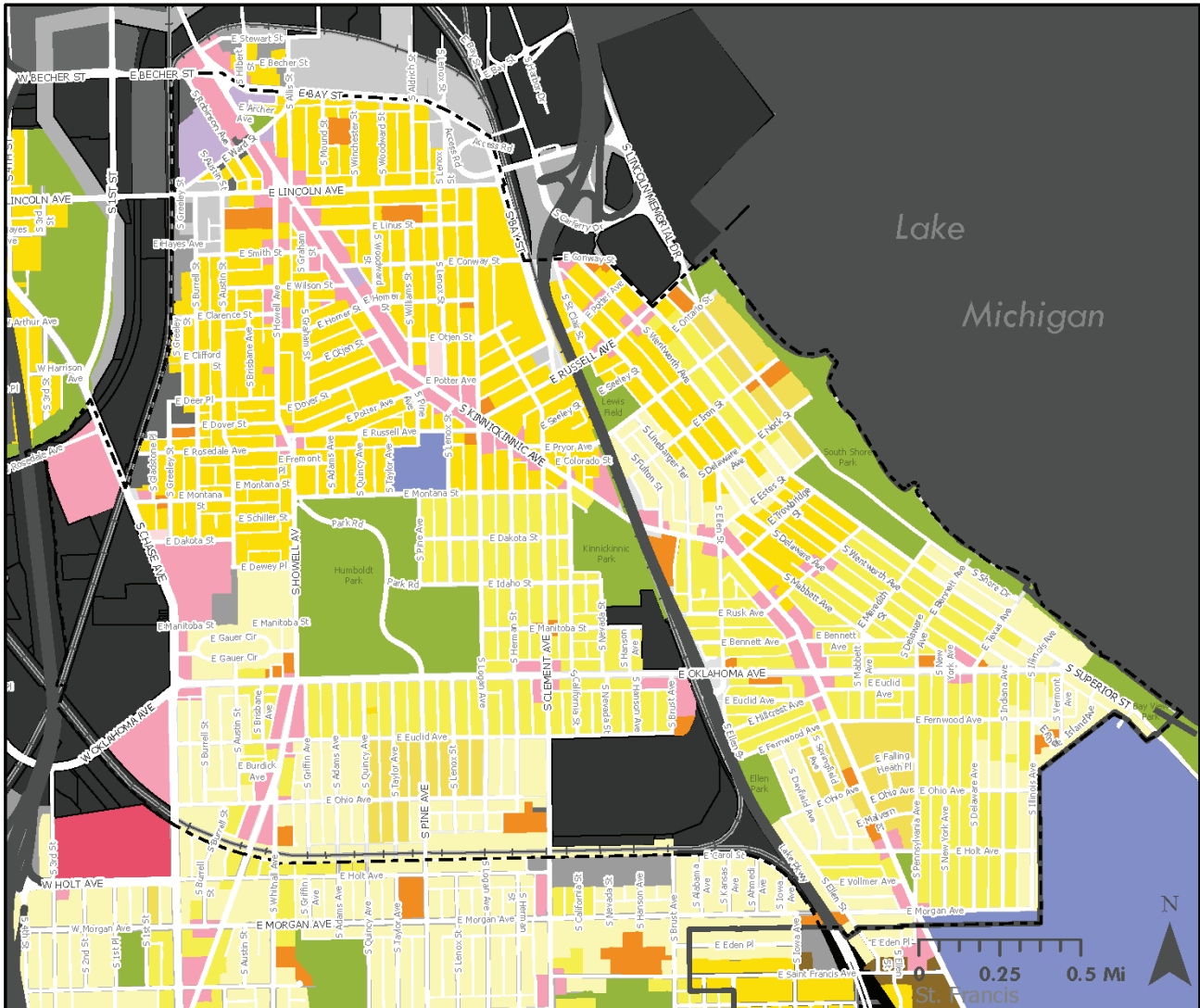
### LEGEND

#### Land Use

- Residential: Single Family
- Residential: Two-Family
- Residential: Multi-Family
- Mixed Use: Commercial and Residential
- Commercial: Services
- Commercial: Retail and Wholesale Trade
- Manufacturing
- Public and Institutional
- Transportation and Utilities
- Vacant Lot
- Public Park
- Combination: Park and Transportation ROW
- Bay View Neighborhood Boundary



## Map 3.2 | Zoning Map



### LEGEND

#### Zoning Category

- |  |   |
|--|---|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff9c4; border: 1px solid black; margin-right: 5px;"></span> Residential: Single-Family        | <span style="display: inline-block; width: 15px; height: 15px; background-color: #cccccc; border: 1px solid black; margin-right: 5px;"></span> Industrial: Office           |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff176; border: 1px solid black; margin-right: 5px;"></span> Residential: Two-Family (RT2)     | <span style="display: inline-block; width: 15px; height: 15px; background-color: #9e9e9e; border: 1px solid black; margin-right: 5px;"></span> Industrial: Light            |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff176; border: 1px solid black; margin-right: 5px;"></span> Residential: Two-Family (RT3)     | <span style="display: inline-block; width: 15px; height: 15px; background-color: #424242; border: 1px solid black; margin-right: 5px;"></span> Industrial: Mixed            |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fff176; border: 1px solid black; margin-right: 5px;"></span> Residential: Two-Family (RT4)     | <span style="display: inline-block; width: 15px; height: 15px; background-color: #212121; border: 1px solid black; margin-right: 5px;"></span> Industrial: Heavy            |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #ff9800; border: 1px solid black; margin-right: 5px;"></span> Residential: Multi-Family         | <span style="display: inline-block; width: 15px; height: 15px; background-color: #8bc34a; border: 1px solid black; margin-right: 5px;"></span> Special: Parks               |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #795548; border: 1px solid black; margin-right: 5px;"></span> Residential: Residence and Office | <span style="display: inline-block; width: 15px; height: 15px; background-color: #39a6df; border: 1px solid black; margin-right: 5px;"></span> Special: Institutional       |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #fce4ec; border: 1px solid black; margin-right: 5px;"></span> Commercial: Neighborhood Shopping | <span style="display: inline-block; width: 15px; height: 15px; background-color: #9575cd; border: 1px solid black; margin-right: 5px;"></span> Special: Planned Development |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #f8bbd0; border: 1px solid black; margin-right: 5px;"></span> Commercial: Local Business        |   |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: #e91e63; border: 1px solid black; margin-right: 5px;"></span> Commercial: Commercial Services   |   |

## Zoning

This Plan sets a vision for preferred future land uses, which informs the zoning. State statute requires that the zoning be consistent with the comprehensive plan recommendations, and DCD will use the recommendations of this plan to inform future potential zoning changes in the area to align zoning requirements with neighborhood plan goals. The following chart (right) describes the zoning districts found in Bay View and the map illustrates where they are located.

ZONE	NAME	PURPOSE	EXAMPLES OF PRIMARY/ PERMITTED USES	KEY DESIGN REGULATIONS
RT2	<b>Two-Family Residential</b>	Neighborhoods of primarily one-and 2-unit dwellings, with no commercial uses and uniform development.	<ul style="list-style-type: none"> <li>1 Dwelling Unit</li> <li>2 Dwelling Units</li> <li>Schools</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>No Maximum Setback</li> </ul>
RT3	<b>Two-Family Residential</b>	Neighborhoods of primarily 2-unit dwellings with a more urban character than RT2.	<ul style="list-style-type: none"> <li>1 Dwelling Unit</li> <li>2 Dwelling Units</li> <li>Schools</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback-no more than 20 ft</li> </ul>
RT4	<b>Two-Family Residential</b>	Primarily for 2-unit dwellings but also permits multi-unit dwellings of 3 or 4 units. Preserves character, but allows room for growth in multi-unit housing.	<ul style="list-style-type: none"> <li>1 Dwelling Unit</li> <li>2 Dwelling Units</li> <li>Schools</li> <li>Limited commercial</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 48 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback-no more than 20 ft</li> </ul>
RS5	<b>Single-Family Residential</b>	Single unit housing with larger lots and setbacks with more suburban characteristics.	<ul style="list-style-type: none"> <li>1 Dwelling Unit</li> <li>Schools</li> <li>Community Services</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback</li> </ul>
RS6	<b>Single-Family Residential</b>	Similar to RS5, with larger lots and setbacks, but with less suburban character and higher lot coverage.	<ul style="list-style-type: none"> <li>1 Dwelling Unit</li> <li>Schools</li> <li>Community Services</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback</li> </ul>
RM2	<b>Low-to-Medium Density Multi-Family Residential Districts</b>	Low-to-medium density residential uses.	<ul style="list-style-type: none"> <li>Multiple Dwelling Units</li> <li>Schools</li> <li>Accessory Parking</li> <li>Community Services</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>No Maximum Setback</li> </ul>
RM3	<b>Medium Density Multi-Family Residential Districts</b>	Medium density residential uses.	<ul style="list-style-type: none"> <li>Multiple Dwelling Units</li> <li>Schools</li> <li>Community Services</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 45 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback, but less than 20 ft</li> </ul>
RM4-7	<b>High Density Multi-Family Residential Districts</b>	High density, multi-unit residential uses.	<ul style="list-style-type: none"> <li>Multiple Dwelling Units</li> <li>Schools</li> <li>Community Services</li> </ul>	<ul style="list-style-type: none"> <li>Maximum Height: 60-85 ft</li> <li>Average Minimum Setback</li> <li>Average Maximum Setback, but less than 15-20 ft</li> </ul>



ZONE	NAME	PURPOSE	EXAMPLES OF PRIMARY/ PERMITTED USES	KEY DESIGN REGULATIONS
NS1	<b>Neighborhood Shopping Districts</b>	Residential and commercial uses. More suburban development patterns.	<ul style="list-style-type: none"> <li>• Multiple Dwelling Units</li> <li>• Restaurants</li> <li>• General Office Uses</li> <li>• Accessory Parking Structures</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum Height: 45 ft</li> <li>• Average Minimum Setback</li> <li>• Maximum Setback: 50 ft</li> </ul>
NS2	<b>Neighborhood Shopping Districts</b>	Residential and commercial uses. More urban development pattern.	<ul style="list-style-type: none"> <li>• Multiple Dwelling Units</li> <li>• Restaurants</li> <li>• General office uses</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum Height: 60 ft</li> <li>• No Minimum Setback</li> <li>• Average Maximum Setback</li> </ul>
LB2	<b>Local Business District</b>	The district tends to be more urban than the LB1 district, with smaller lots and smaller setbacks.	<ul style="list-style-type: none"> <li>• Multiple Dwelling Units</li> <li>• General Office Uses</li> <li>• Bars &amp; Restaurants</li> <li>• Nursing Homes</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum Height: 60 ft</li> <li>• No Minimum Setback</li> <li>• Average Maximum Setback</li> </ul>
LB3	<b>Local Business District</b>	Most urban of the Local Business Districts, with design standards appropriate for commercial hubs and transit-oriented development—with an emphasis on compact and walkable neighborhoods.	<ul style="list-style-type: none"> <li>• Multiple Dwelling Units</li> <li>• General Office Uses</li> <li>• Bars and Restaurants</li> <li>• Garden Supply</li> <li>• Nursing Homes</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum Height: 75 ft</li> <li>• No Minimum Setback</li> <li>• Average Maximum Setback</li> </ul>
IH	<b>Industrial-Heavy</b>	High-intensity industry, usually connected to shipping and rail services. Separated from residential neighborhoods.	<ul style="list-style-type: none"> <li>• Heavy Manufacturing</li> <li>• Public Safety Facilities</li> <li>• Parking</li> <li>• Wholesale &amp; Distribution</li> </ul>	<ul style="list-style-type: none"> <li>• No Maximum Height</li> <li>• No Minimum Setback</li> <li>• No Maximum Setback</li> </ul>
IM	<b>Industrial-Mixed</b>	This district is intended to provide for the orderly conversion of certain older industrial and warehousing areas with multi-story buildings to residential, commercial or office uses.	<ul style="list-style-type: none"> <li>• Light Manufacturing</li> <li>• Public Safety Facilities</li> <li>• Hotel and Accommodations</li> <li>• Home Improvement Centers</li> </ul>	<ul style="list-style-type: none"> <li>• Maximum Height: 85 ft</li> <li>• No Minimum Setback</li> <li>• No Maximum Setback</li> </ul>

## ISSUES & OPPORTUNITIES

### Mixed-Use Corridors & Nodes

#### Issues

- There is a need to define the vision for future development and redevelopment along Kinnickinnic Ave. Kinnickinnic Avenue has an eclectic mix of early 1900s architecture and modern infill. It is home to many smaller-scale, local establishments. No single architectural style is dominant. Building heights range from one-story to about 5 stories. New development proposals have been controversial and some have been met with neighbors' objections. For example, a mixed-use residential and commercial development proposal at the BMO Harris site at Kinnickinnic Avenue and Herman Street failed to move forward, in part because of neighborhood concerns with the scale and density of the proposed pair of 5-story buildings which would have had about 150 units.
- The Army Reserve site has had two previously unsuccessful development attempts that did not advance for a variety of reasons, including neighbors' concern over losing a vacant lot that functions as a passive green space, market challenges during the Great Recession, and opposition related to density and inclusion of affordable housing within a past proposal. See Chapter 6: Focus Sites - Army Reserve
- Chase Avenue has a suburban commercial corridor layout with more of a focus on big box retail. There are opportunities for reinvestment and infill development. While largely stable, the auto-oriented design of the corridor does not align with the long term vision for this area.

See Chapter 6: Focus Areas - Chase Avenue

- Howell Avenue is a high-frequency transit route and features a mix of small commercial establishments, mixed-use, single family and duplex housing.
- The area of Delaware near Oklahoma Avenue has, since the last 2008 Plan, seen some new investment, such as Small Pie.

#### Opportunities

- Better define goals around use, scale, and design of new development along Kinnickinnic Avenue and other corridors to provide more transparency to both residents and developers.
- Promote reinvestment and infill development throughout the neighborhood.
- Capitalize on and steer new development towards existing transit lines, infrastructure, and amenities.
- Promote preservation of buildings of historic value.
- Support local businesses by encouraging medium and higher-density residential development in commercial areas.
- Provide opportunities for a mix of uses to meet the full range of community needs.
- Encourage the re-use of vacant and underutilized parcels.





## WHAT IS MISSING MIDDLE HOUSING?

In Bay View, as in many neighborhoods of Milwaukee and around the country, a few housing types predominate: single-family homes, duplexes, and multi-family apartment buildings. The term “missing middle” housing applies to a variety of housing—such as small apartment buildings, townhouses, cottage court or clustered homes, and live-work units—that are often lacking. This Plan recommends making updates to the zoning code to more easily allow for expanded housing types in residential areas. The benefits of encouraging and permitting a greater variety of housing options are numerous:

- Missing middle housing is often more affordable than single-family construction because unit sizes are more modest.
- Newer housing with modern amenities appeals to many residents.
- More housing options retain residents in the neighborhood as their household needs change over time.
- The style and scale of these housing types can fit in well with existing housing.
- These housing types can be compatible with innovative ownership models to support much-needed housing affordability.

▲ Examples of “missing middle housing as residential infill that were well-received at the second community meeting. Sources: Brent Hall Client Service (top); Ross Chapin (middle)

## BEST PRACTICES

### Transit-Oriented Development

“TOD” is a planning strategy that integrates land use with transit availability. It promotes compact, mixed-use neighborhoods near transit so people have easy access to jobs and amenities. These are vibrant, walkable neighborhoods with shopping, entertainment, jobs, and public spaces all within an easy walk, bike or transit ride. This is not an entirely new concept. Bay View, in many ways, already developed in this way organically with commercial activity and apartment buildings largely concentrated near the busy, transit hub at Howell, Kinnickinnic, and Lincoln Avenues.

A key component of TOD is density—this level of economic activity is only possible with the people to sustain it. Building on this existing development pattern makes sense at the Kinnickinnic, Howell and Lincoln node and along the northern portion of Kinnickinnic Avenue as well as some other corridors and nodes. Appropriate urban density is crucial to the economic and environmental sustainability of Milwaukee’s neighborhoods. Importantly, TOD also promotes equity and sustainability. Development densities that are too low tend to incur high infrastructure and service costs, longer commutes, and environmental impacts associated with sprawl. Development densities that are relatively high can minimize infrastructure and service costs as well as commutes and environmental impacts.

- Allow and encourage taller buildings at key nodes
- Increase density
- Encourage quality building design
- Embrace the public realm and encourage pedestrian friendly design

- ▶ Infographic from Institute for Transportation & Development Policy highlighting principles: Walk, Cycle, Connect, Transit, Mix, Density, Compact, Shift



### Small-Scale Urbanism

It might seem counter-intuitive to talk about TOD and Small Urbanism at the same time, for the same neighborhood, but Bay View has many quiet residential areas where smaller-scale development is desirable. The goal of small urbanism, like TOD, is walkable mixed-use neighborhoods, but on a smaller scale that is appropriate for much of Bay View’s existing residential areas, outside the main transit corridors.

- Missing Middle Housing, such as accessory Dwelling Units (ADUs) and townhomes
- Tactical Urbanism, including temporary or pilot projects, especially around transportation and public realm improvements, to test ideas and garner support for more permanent solutions when funding becomes available



## Residential Areas

### Issues

Housing in Bay View is dominated by older single-family and duplex housing with limited, mostly newer, multi-family housing. About the same percentage of housing units are owner-occupied as are renter-occupied. At the same time, there is demand and need for more housing options that meet a range of incomes, abilities, and life stages. Residential areas make up such a large portion of the neighborhood and because where one lives has such an impact of your quality of life, this Plan takes a close look at current housing conditions and the opportunities to ensure that housing needs are met for the next generations. Important trends include:

#### Housing Age

Bay View's housing stock is some of the oldest in the city with two-thirds having been built before 1939. Due to its age, most housing is not accessible and it may not have the modern amenities many people desire. The existing housing stock is desirable however, and property owners are making improvements to the housing, increase their value.

#### Housing Prices

Increasing housing prices and rents make the neighborhood less affordable than it once was. Outside of downtown, Bay View has experienced the largest growth in assessments in the city: 31% since 2007. High demand in the face of limited new housing has contributed to this trend.

#### Displacement Risk

Data suggests that low-income residents in the northwest portion of Bay View may be at risk of being displaced, according to data the City collects on housing affordability across the city. Compared to the rest of the city, Bay View may be under-served by affordable housing options, particularly within the neighborhood.

### New Units

According to City data, there has been a net increase of about 585 housing units since 2002. Despite new apartment units being built, a duplex to single-family conversion trend has removed available units, especially naturally-occurring affordable units.

### Available Land

There is limited land for new housing because there is very little vacant land. Recent development projects have been the result of redevelopment on properties with large, underutilized parking lots or where properties had not been well-maintained. The lack of easily-developable land indicates that new development will occur incrementally as properties become available.

### Household Trends

Household sizes in the neighborhood and citywide are decreasing, which creates demand for more housing units.

### Vacancy Rates

Vacancy rates at the newer apartment complexes is low or average according to information from the owners and management: 1-9%.

## Opportunities

- Explore options to create additional housing options for all ages, incomes, and abilities within the existing neighborhood fabric
- Reinvest in the existing housing stock. Ongoing reinvestment, a strong market, and a low number of demolitions bodes well for the preservation of the existing housing stock.
- Create more homeownership opportunities for current residents who are renting but would prefer to own and for newcomers who would like the opportunity to live in the neighborhood.
- Capitalize on existing transit lines, infrastructure, and amenities as sites where new development is most appropriate. Encourage TOD in these areas.
- Provide quality rental options for a variety of income levels and households in keeping with the equity goals of this Plan.
- Encourage new housing types that appeal to and are affordable to a wide range of households. Based on community input, there is interest in and demand for “missing middle” options, such as townhouses, small apartment buildings, and accessory Dwelling Units (backyard cottages or above garage units) to address affordability and household trends.
- Support local businesses by encouraging medium and higher density residential development in commercial areas.
- The South Shore/ Bay View Overlay has been viewed as a success in promoting infill development that is in keeping with the surrounding area. There is interest by some community members in evaluating different tools for historic preservation to preserve the character of different areas of the neighborhood.
  - ▶ No two blocks look the same in Bay View. The images offer a glimpse at the variety of homes in the neighborhood.





## Industrial

### Issues

- The Industrial Land Analysis, adopted in 2021, does not identify the industrial properties in Bay View as being part of primary industrial districts. This means there are opportunities to consider whether some uses—office, commercial, even residential—are appropriate based on a number of considerations, when a change of use consideration is relevant to the site.

### Opportunities

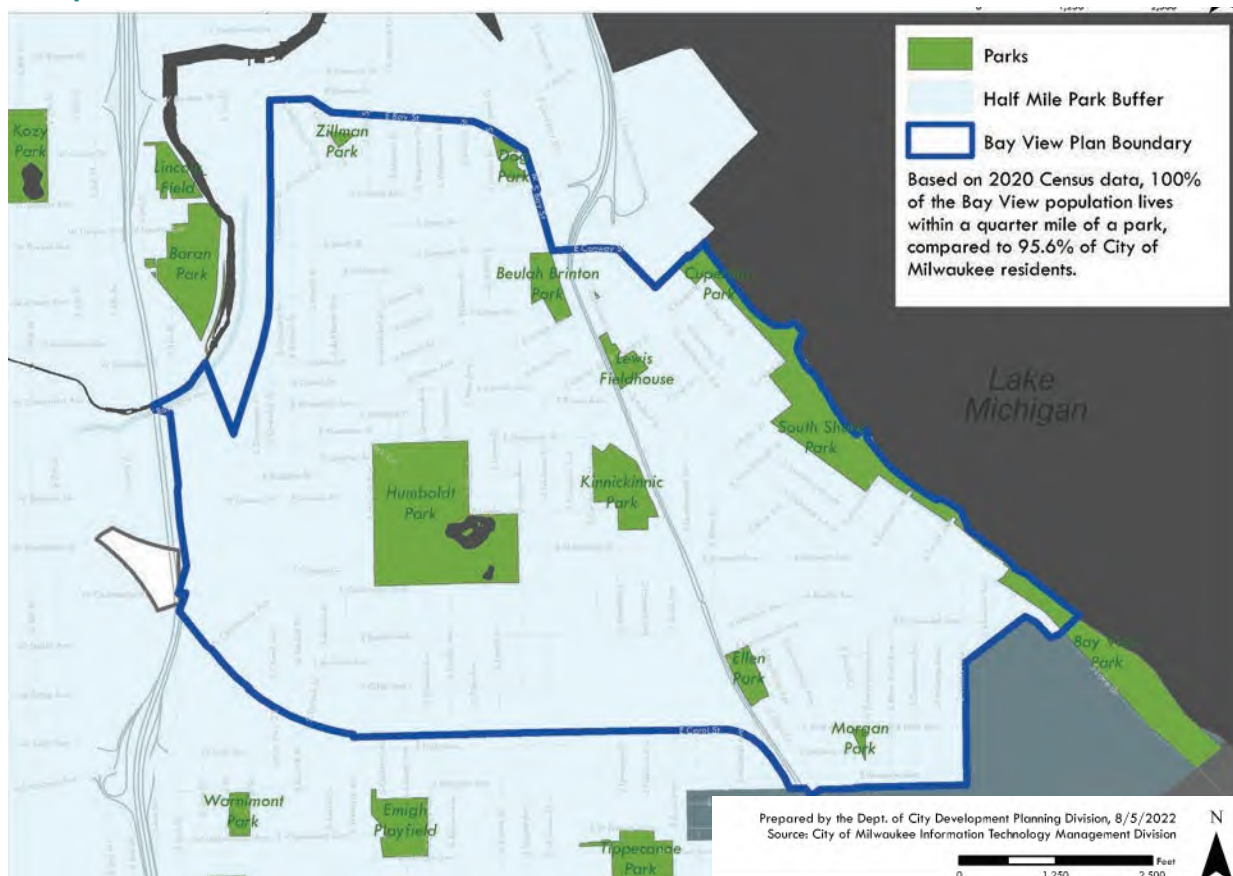
- Continue to support existing industrial uses while considering potential future uses other than industrial as informed by the Industrial Land Analysis, adopted in 2021.

- The Chrysler Auto Part Distribution Center at 3280 S. Clement Avenue is a 43 acre site surrounded mostly by residential uses. Should this site become available in the future, redevelopment should re-use the existing buildings if possible, and focus on residential and other uses that are compatible with the residential context.

## Parks

- Bay View is well served by park space. One hundred percent of neighborhood residents are within a half-mile or ten-minute walk of a park, which is the adopted city standard for park access. 95.6% of residents are within a quarter-mile of a park, which exceeds the City’s average of 88.9%. See Chapter 5: Parks & Sustainability for more information on issues and opportunities facing park space in Bay View.

## Map 3.3 | Park Access



## WHAT WE HEARD

Community members were asked a variety of questions about land use, zoning, and development during the public engagement process. At the second community meeting, there were real-time survey questions about what new development is appropriate in Bay View. The clear majority of respondents thought high-density housing was appropriate in at least some parts of the neighborhood, mostly along Kinnickinnic Avenue or other busier streets. Fewer than 20% said there should be no high-density housing built in the future. The results also showed that quality design that compliments the surrounding area and reasonable price points are a priority.

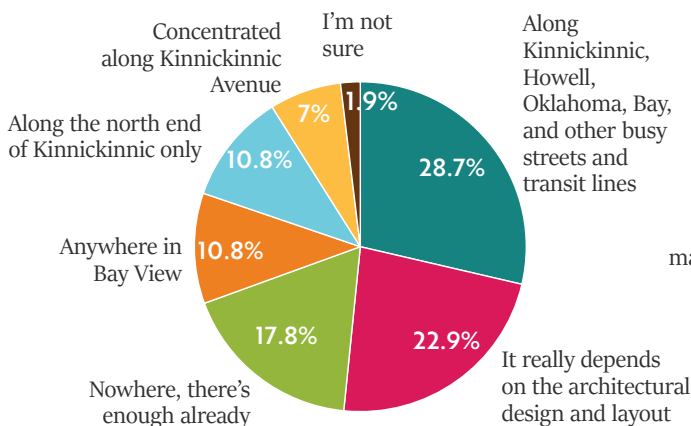
For housing options with the residential areas, missing middle housing options—such as townhomes, accessory Dwelling Units (ADUs) such as an apartment above the garage or a cottage in the back, and smaller multifamily buildings were very popular. There is strong support for making these housing types easier to build within the residentially zoned areas.

Nearly 60% of residents agreed with the statement that “There is a need for more housing that is affordable to a wide range of incomes and abilities within the neighborhood.”

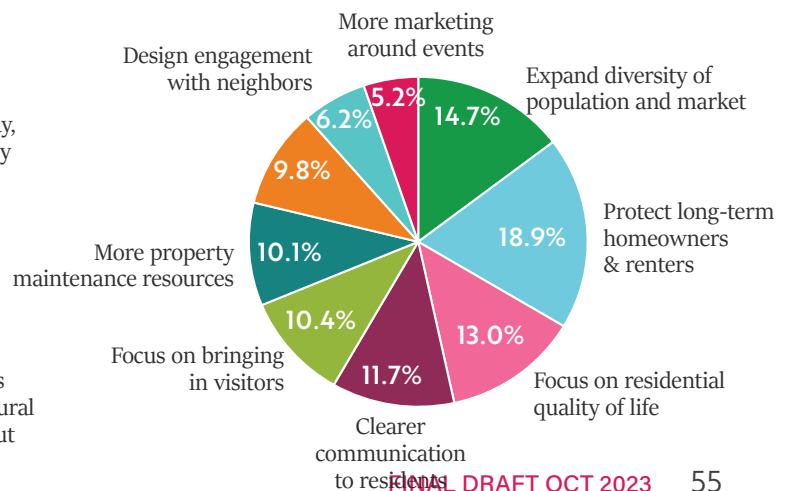
While the majority of community members who attended the third community meeting supported recommendations to allow 5-6 story buildings along certain stretches of Kinnickinnic Avenue, such as the northern end and at certain key intersections, public sentiment was not unanimous. Some residents requested that regulations be changed to limit any new building to 2-3 stories along Kinnickinnic Avenue, saying that taller buildings detract from the corridor’s character. This is not consistent with the community’s goals around equity and affordability set out at the beginning of this study.

Limiting development on Kinnickinnic Avenue to 2-3 stories would make Kinnickinnic Avenue one of the most restrictive commercial corridors in the city, effectively making Bay View an enclave where multifamily housing is very difficult to develop. Restricting supply in the face of high demand is a recipe for increasing prices. As seen from the public comments, a majority of residents in Bay View support this balanced vision for new development. Kinnickinnic Avenue is an arterial street with quality transit and commercial amenities. It is an ideal location for transit oriented development given the infrastructure and amenities already in place. Moreover, building additional housing units will help meet the intense demand for housing in the neighborhood.

### Where should higher density housing go?



### What are the priorities for development in Bay View?





## CORRIDOR RECOMMENDATIONS

As an older, established neighborhood, there are relatively few sites available for development. Recent developments have focused on sites that were underutilized by large parking lots or where the buildings were in poor condition. On a positive note, stakeholder interviews with Department of Neighborhood Services, property owners, businesses, and developers affirmed that, in general, property maintenance is not a significant issue outside of a handful of properties. Additionally, the recent rise in costs have made new construction more challenging, which, in turn, makes renovation and reuse more attractive. Given the limited opportunities, for new development, it is important to establish a framework that allows for new development that advances community goals, including those related to growth and accessibility..

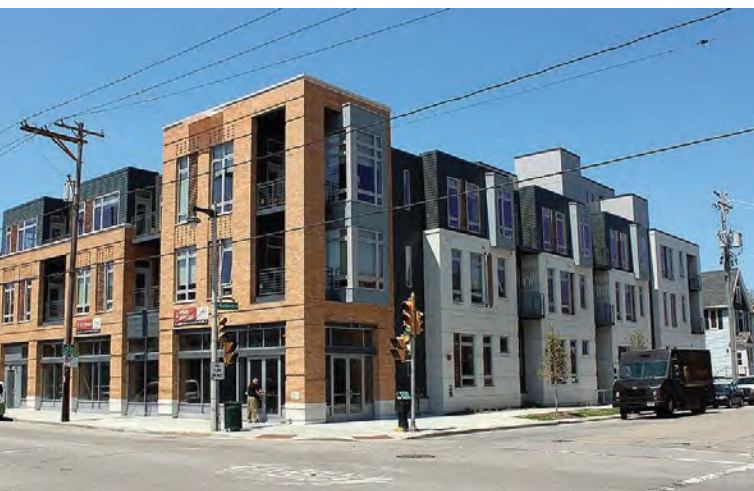
### Kinnickinnic Avenue

Kinnickinnic Avenue is a long corridor with varying land uses and character, which calls for different development approaches.

#### “Downtown” Bay View

The northern section of Kinnickinnic Avenue, particularly between Lincoln and Bay Streets and extending south towards Homer Street, serves as Bay View’s downtown with many restaurants, coffee shops, and other commercial activity. The area is also served by two high-frequency bus routes.

As the most active part of the neighborhood, mixed-use development with an active first floor should be encouraged. New developments with height and density aligned with transit oriented development goals are encouraged in this area, including buildings in the 5-6 story range. New single story buildings are generally discouraged, though reinvestment in existing buildings is highly encouraged. New developments should be well designed to



▲ Examples of development and redevelopment from Bay View and nearby communities that illustrate potential higher-density examples for the northern end of Kinnickinnic Avenue. (Google)

align with the traditional walkable commercial corridor pattern of the street and to mitigate impacts on adjacent residential neighborhoods.

### Main Street Kinnickinnic Avenue

Kinnickinnic from Homer Street to Trowbridge functions as the main street of the neighborhood with many locally-owned commercial and mixed-use buildings, along with a few single-family homes and duplexes. Building heights of 2-3 stories are the most common development style currently, though taller buildings may be appropriate depending on context and design, particularly at intersections, such as the BMO Harris site and near the railroad overpass.

### Southern Kinnickinnic Avenue

This stretch is much more residential in character though there are smaller-scale commercial establishments throughout. Single-family and duplex are the most common building style currently, though future infill development including other types of residential uses such as townhouses and smaller apartment buildings should be encouraged. Commercial uses should continue to be focused at intersections, such as at Oklahoma Avenue.

### Howell & Oklahoma Avenues

Both Howell and Oklahoma Avenue have a pleasant mix of corner commercial establishments, single-family and duplex residences. For Howell Ave, allowing medium-scale residential development in the form of smaller-scale apartment buildings and smaller mixed-use, live-work, and commercial uses is appropriate and consistent with existing conditions, especially north of Homer and at transit stops. Along Oklahoma Avenue, commercial should continue to be focused at Chase Avenue, Howell Avenue, Kinnickinnic Avenue, and Delaware Streets while maintain residential uses elsewhere.

### Chase Avenue

Explore long-term potential for redevelopment. See Chapter 6: Focus Areas.



▲ Examples of recent, mid-scale, high quality redevelopment and development in Bay View and in other Wisconsin neighborhoods. (Marty Peters, top; Google, bottom)



## HISTORIC PRESERVATION

The term historic preservation is used to indicate different concepts. For example, while the term is occasionally used to refer to a preference for traditional architecture, this Plan is referring to the set of tools, regulations, and incentives that rehabilitate, protect, and preserve buildings and places of historical value. There are different types of historic preservation measures, and they use different set of methods to protect historic places, depending on whether it is administered by local, state, or federal government.

Speaking very generally, local designation offers the greatest protection, requiring property owners to obtain a Certificate of Appropriateness from the City's Historic Preservation Commission to make exterior changes to structures, sites, or districts, and therefore being the least lenient.

National Historic Registry designation is more flexible without requirements that affect what property owners can do with their property, while providing incentives for historically sensitive improvements. Bay View currently has one national historic district. To date, very few owners have taken advantage of the tax credits available for improvements, which indicates residents may not be aware of some of the opportunities available to support reinvestment..

Historic preservation is not meant to be a top-down approach. The Clerk's Office, where the Historic Preservation Commission (HPC) is housed in the City of Milwaukee, does not typically initiate the process, but rather plays a supportive role based on the wishes of residents and property owners.

Recent community discussions focusing on consideration of formal historic designation have included the Puddler's Cottages on the 2500 block of Superior Street (local) and the Kinnickinnic Avenue corridor – see Recommendation "Q."

The "*Bay View Neighborhood Historic Resources Survey*" was completed in 1990. It documents the history and settlement of the neighborhood, including Indigenous populations, waves of European settlement, locations of prominent residents, and examples of prevailing architectural styles. The report makes the following recommendations for proposed National Historic Register nominations:

- St Augustine Roman Catholic Church Complex at 2530 S. Howell Avenue
- St. Lucas Evangelical Lutheran Church at 2605 S. Kinnickinnic Avenue
- Immaculate Conception Catholic Church Complex at 1023 E. Russell Avenue
- Avalon Theater at 2469-83 S. Kinnickinnic Avenue
- Trowbridge School at 1943 E. Trowbridge Street
- Kneisler's Tavern at 2900 S. Kinnickinnic Avenue
- Fred Keller Winery at 324 E. Deer Place
- F. Kleczka House at 529 E. Oklahoma Avenue

The study focuses on the eastern half of the neighborhood, east of Kinnickinnic Avenue and does not fully encapsulate areas of interest in the neighborhood, particularly Kinnickinnic Avenue. For that reason, the City of Milwaukee's Historic Preservation Commission is pursuing grant funding to complete a historical survey of portions of Kinnickinnic Avenue. If properties are determined to be eligible for the National Historic Registry, financial incentives may be available for property owners along Kinnickinnic Avenue to offset some of the costs of historically sensitive rehabilitation projects.

- ▶ Three Brothers Restaurant is nationally designated  
Source: Three Brothers Website

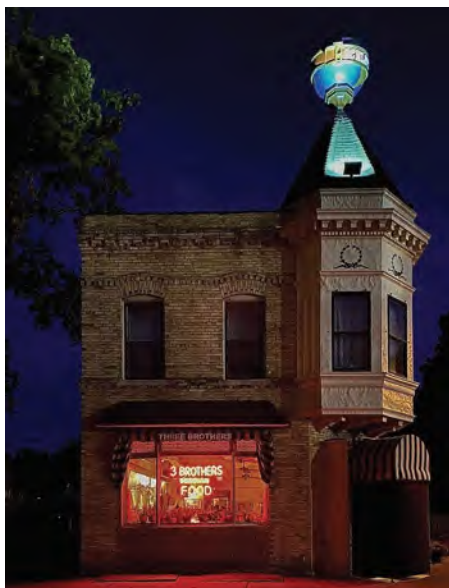
Historically Designated Properties in Bay View		
Property & Address	Year Built	Type
<b>Avalon Theater &amp; Apartments</b> 2469 S. Kinnickinnic Avenue	1926-1929	Local
<b>Bay View Historic District</b> Roughly bounded by Lake Michigan, Meredit, Superior, Nock, Wentworth, Pryor, Clair, RR tracks, & Conway	Various: 1870-1956	National
<b>Bay View Montessori Upper Campus (“Dover Street School”)</b> 619 E. Dover Street	1890	National
<b>Iglesia Adventista Del Séptimo Dia (“Bethel Evangelical Church”)</b> 2392 S. Woodward Street	1897; 1926	Local
<b>Pryor Avenue Iron Well</b> 1710 E. Pryor Avenue	1882	Local
<b>Three Brothers Restaurant (“Joseph Schlitz Brewing Company Saloon”)</b> 2414 S. St. Clair Street	1897	National
<b>Trowbridge Street School of Great Lakes Studies</b> 1943 E. Trowbridge Street	1894; 1909	Local

Local Historic Designation	National Historic Registry Designation
<ul style="list-style-type: none"> <li>• Must be of historic, architectural or cultural significance to the City of Milwaukee based on integrity of location, design, setting, materials, workmanship, and association</li> <li>• Administered by the City of Milwaukee’s Historic Preservation Commission (HPC)</li> <li>• Mandates historic preservation</li> <li>• In limited circumstances, provides financial assistance through state tax credits</li> <li>• Can protect against demolition; demolition must be approved by HPC</li> </ul>	<ul style="list-style-type: none"> <li>• Based on History, Significant Person, or Architecture/ Age, Integrity, and Significance</li> <li>• Based on History, Significant Person, or Architecture/ Age, Integrity, and Significance</li> <li>• Administered by National Park Service and State Historic Preservation Office (Wisconsin Historical Society)</li> <li>• Incentivizes historic preservation</li> <li>• Provides financial assistance through federal tax credits</li> <li>• Does not protect against demolition</li> </ul>

▼ The Avalon Theater is locally designated. Source: Milwaukee Magazine



▼ Bay View National Historic District boundary





RECOMMENDATIONS	LEAD AGENCY & SUPPORTING	TIME FRAME
<p><b>A</b> <i>North end of Kinnickinnic Avenue, from Bay Street to Homer street and at key nodes, such as Russell Street, the railroad overpass, and Oklahoma Avenue:</i> Encourage mixed-use buildings that align with TOD and accessibility goals.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>B</b> <i>“Main Street Kinnickinnic Avenue” between Homer and Trowbridge Streets:</i> Encourage commercial, mixed-use, townhomes, and multi-family buildings. Taller buildings are most appropriate at corners.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>C</b> <i>Kinnickinnic Avenue, south of Trowbridge:</i> Single-family and duplex, townhouses, and smaller apartment buildings are appropriate. Commercial uses should continue to be focused at intersections, such as at Oklahoma Avenue.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>D</b> <i>Howell Avenue:</i> Foster the current mix of uses, while encouraging smaller-scale multi-family buildings and mixed-use, live-work, and commercial uses, particularly north of Homer Street and at transit stops.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>E</b> <i>Oklahoma Avenue:</i> Focus commercial activity near Chase, Howell, Kinnickinnic, and Delaware while maintaining residential uses elsewhere.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>F</b> <i>Chase Avenue:</i> Transform from strip shopping to bustling, urban mixed-use destination. Encourage outlot development on existing parking lots and urban-style redevelopment of commercial properties.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>G</b> Use the Focus Areas as showcases for missing middle and higher density housing (see Chapter 6: Focus Areas)</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>H</b> Industrial properties south of Lincoln Avenue near the rail corridor and the Milwaukee Forge site at Oklahoma Avenue and Lake Parkway can be allowed to transition to multi-family residential use.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Property owners</li> </ul>	ongoing
<p><b>I</b> Explore an Architectural Review Board, if there is sufficient interest and capacity.</p>	<ul style="list-style-type: none"> <li>• Business community</li> </ul>	mid-term
<p><b>J</b> Ensure site layout and operations for new mixed-use and commercial business do not have negative impacts to residential neighborhoods.</p>	<ul style="list-style-type: none"> <li>• DCD, DNS, &amp; DPW</li> </ul>	ongoing
<p><b>K</b> Encourage murals on commercial buildings where they can have a positive impact on the public realm.</p>	<ul style="list-style-type: none"> <li>• Property owners</li> <li>• DCD</li> </ul>	short-term
<p><b>L</b> Commercial uses within residential neighborhoods should be located at street corners and not within a neighborhood block.</p>	<ul style="list-style-type: none"> <li>• DCD</li> </ul>	ongoing
<p><b>M</b> The former Milwaukee Public Library at Russell Avenue and Lenox Street offers an opportunity for creative residential, live-work or mixed-use</p>	<ul style="list-style-type: none"> <li>• MPL</li> <li>• DCD</li> </ul>	short-term
<p><b>N</b> Encourage new development to provide workforce housing that has affordability requirements. Leverage city land and resources to support affordable housing goals.</p>	<ul style="list-style-type: none"> <li>• DCD</li> <li>• Developers</li> </ul>	ongoing
<p><b>O</b> Update the zoning code to better accommodate additional types of “missing middle housing” within residential districts.</p>	<ul style="list-style-type: none"> <li>• DCD</li> </ul>	short-term

## Map 3.4 | Key Development & Land Use Recommendations



RECOMMENDATIONS	LEAD AGENCY & SUPPORTING	TIME FRAME
<p><b>P</b> Maintain and enhance public housing facilities already in Bay View, such as Lincoln Court.</p>	<ul style="list-style-type: none"> <li>HACM</li> </ul>	<p>mid-term</p>
<p><b>Q</b> Study the Kinnickinnic Avenue Corridor’s historic, architectural, and cultural significance, for potential consideration of future national designation, if desired by the community.</p>	<ul style="list-style-type: none"> <li>City Clerk’s Office</li> </ul>	<p>mid-term</p>
<p><b>R</b> Maintain the current National Historic District and increase marketing efforts to property owners of homes to utilize tax credits for their home rehabilitation efforts.</p>	<ul style="list-style-type: none"> <li>National Parks Service</li> <li>City Clerk’s Office</li> </ul>	<p>ongoing</p>
<p><b>S</b> Preserve existing housing stock; advertise DCD’s Strong Homes programs to qualified households.</p>	<ul style="list-style-type: none"> <li>DCD</li> </ul>	<p>ongoing</p>
<p><b>T</b> Maintain the current South Shore Neighborhood Conservation Overlay District, though adjustments may be considered to enable Accessory Dwelling Units.</p>	<ul style="list-style-type: none"> <li>DCD</li> </ul>	<p>ongoing</p>
<p><b>U</b> Support uses that provide needed social services to the community</p>	<ul style="list-style-type: none"> <li>DCD</li> </ul>	<p>ongoing</p>
<p><b>V</b> Explore ways to better regulate short-term rentals</p>	<ul style="list-style-type: none"> <li>DNS</li> </ul>	<p>short-term</p>



## BUILT FORM & DESIGN RECOMMENDATIONS

Urban design affects how people feel and function in their surroundings. Good design of buildings and public spaces has the ability to make places more pleasant to be in, promoting social and economic development. The following provide a number of important design guidelines. DCD’s Commercial Design guidelines and the City-Wide Policy Plan are other good resources.

### Commercial and Mixed-Use Corridors:

- Buildings should fit the traditional pattern of walkable neighborhoods by locating close to the street with facades that are inviting for pedestrians. Setbacks are permissible as a means to extend the public realm, such as for outdoor dining.
- Delineation Between First / Base Floor and Upper Floors – The area where the first-floor commercial base meets the second floor, residential, or other use, should be clearly defined with architectural elements.
- The first floor of commercial and mixed-use buildings should be at least 14’ tall to ensure appropriate scale in relation to upper floors.
- Storefront windows must always meet minimum zoning code requirements and are encouraged to maximize the glazing area
- Design infill development and new construction to contribute to the architectural quality of the neighborhood.
- Discourage blank walls along streets and sidewalks. Add interest with articulated bays, windows, openings, depth in façade, awnings, texture, coordinated landscaping, quality materials, and other architectural detailing.
- Traffic Impact Analyses may be necessary for larger developments, such as new mixed-used and commercial development.



▲ Storefront with ample glazing, attractive signage, and plantings. Note the accessibility ramp. Source: Hyler Media

Coordination with DPW is essential.

- Freestanding signage should be a monument type sign, consistent with the building materials. Large pole signs are strongly discouraged.
- Encourage surface parking lots to be to the rear of buildings. In cases where surface parking must be located on the side or front of buildings, incorporate high-quality plantings and landscaping and/or green infrastructure and minimize parking along the street frontage.
- Locate parking garages and loading docks so they are not the dominant feature on the front façade and are screened from public view. Parking garage design should be integrated into the overall building design and provide for pedestrian safety.
- Minimize curb cuts and driveways, especially on primary streets. Encourage alley or side street vehicle access.
- Do not permit new drive-through restaurant operations outside of an LB1 zoning district. Any drive through operations needs to include pedestrian access and an on-site seating option.
- Discourage demolition of buildings for the sole purpose of constructing surface parking lots.

### Residential Areas

- Where parking lots are located between the public sidewalk and the front entrance of a building, each building should be served by a clearly identifiable pedestrian walkway.
- Whenever possible, preserve existing buildings and highlight historic elements such as architectural details or signage.
- Include special architectural design features on the corners of any buildings located at the intersections of two primary streets or at the visual termination of any primary street.

- Ensure adequate buffering and screening between commercial and industrial properties and residential uses. Avoid encroachment of industrial activity into residential areas.
- While modern architectural styles are acceptable, new housing construction and major renovation is encouraged to emulate the scale and rhythm of adjacent properties.
- Multifamily residential buildings should provide outdoor amenity space for residents. Balconies are highly encouraged.



▲ Example of bioswales and permeable paving at Tippecanoe Library. Source: Urban Milwaukee

▶ Examples of new infill construction homes. A variety of styles are acceptable. Source: Google







▲ Photo from Bay View Neighborhood Bike Ride



Chapter 4

# TRANSPORTATION & MOBILITY

## INTRODUCTION

Bay View’s dense street network, trail linkages, and transit service provides many options for accessing various destinations within and outside of the neighborhood. Bay View is also conveniently located near downtown Milwaukee, the Lakefront, and the greater metropolitan region via I-794 and I-94. At the same time that transportation infrastructure provides access, they can also create barriers.

Improving Bay View’s already robust multimodal infrastructure and, relatedly, improving traffic safety on neighborhood streets, emerged as top issues for residents and stakeholders. Transportation planning needs to acknowledge that traffic safety is a multi-faceted issue. When people do not feel safe walking or biking in the neighborhood because of high speed and dangerous driving, it detracts from their health if they avoid walking to destinations, it negatively affects local businesses if people avoid particularly problematic corridors and intersections, and it is most obviously a matter of traffic violence.

Streets also represent some of the largest areas of public right of way, which leads to opportunities to create and improve the aesthetics of the public realm and add sustainable features.

Implementing the recommendations in this section requires collaboration between the Department of Public Works and the Department of City Development, as well as other governmental agencies, such as the Wisconsin Department of Transportation (WisDOT), Milwaukee County Department of Transportation (MCDOT), and Milwaukee County Transit System (MCTS).

Given the prominence of Kinnickinnic Avenue both as a transportation corridor and a bustling public space within the neighborhood, Kinnickinnic Avenue and its intersection with Howell and Lincoln Avenues is considered in greater detail in Chapter 6: Focus Sites.

▼ Examples of pedestrian-focused street improvements





## EXISTING CONDITIONS

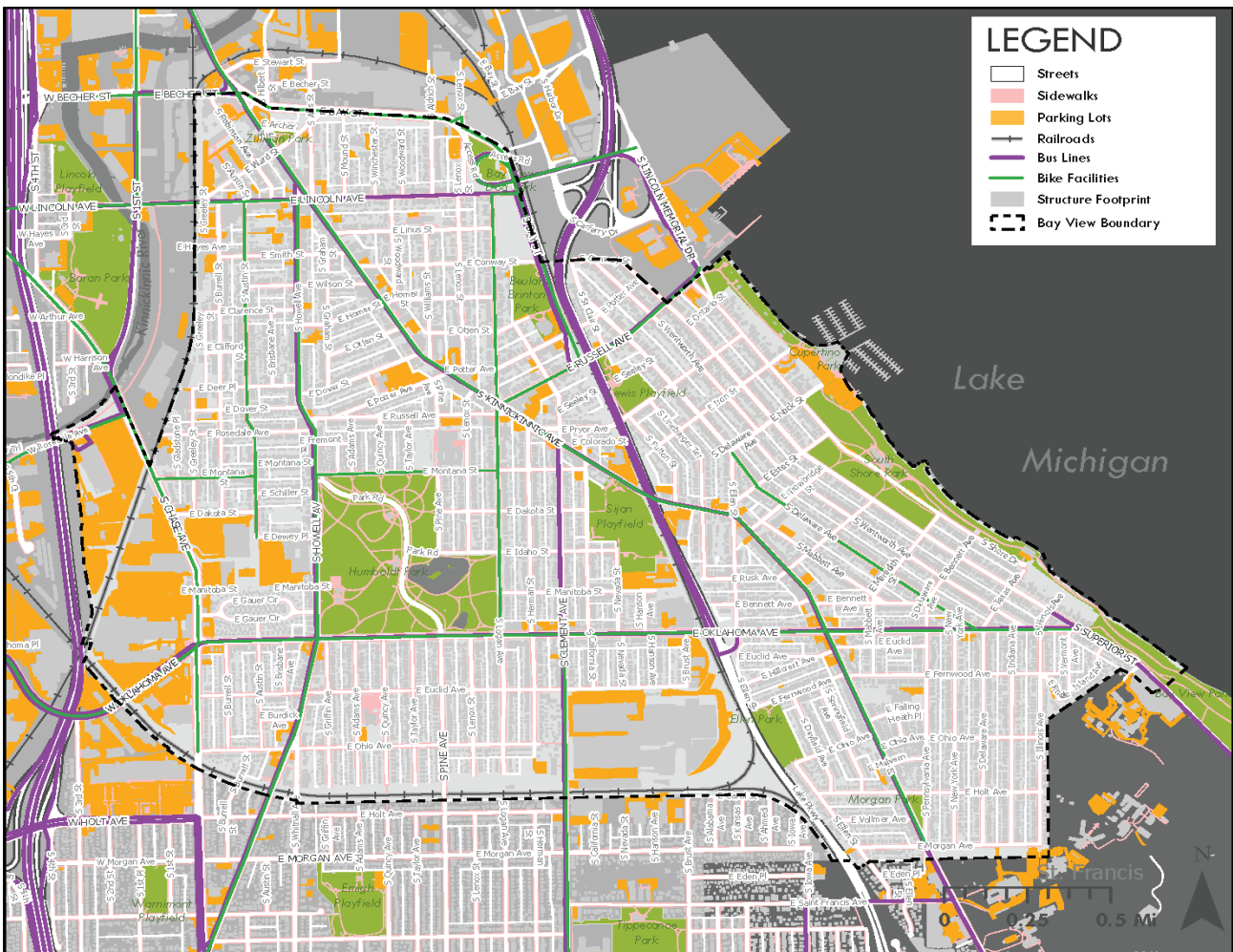
### Street Network

The Department of Public Works (DPW) is responsible for maintaining most streets within the plan area with the exception of Kinnickinnic Avenue (State Highway 32) and Chase Avenue (State Highway 38). They are “connecting highways” and are maintained by DPW but are under WisDOT’s jurisdiction. When making decisions about the design and operation of these streets, the City works in partnership with WisDOT to determine priorities and needs.

### Transit Network

Bay View is well-served by Milwaukee County Transit, connecting residents to important destinations, including downtown, the airport, the University of Wisconsin-Milwaukee, as well as medical and shopping centers. There are seven bus routes that serve the study area, and of those seven, three are considered high-frequency: the Green, the 15, and 51. High-Frequency bus lines run every 15 minutes or less. This level of transit access is a tremendous asset.

Map 4.1 | Transportation



## Bike and Pedestrian Network

Sidewalks are present on nearly every street in Bay View, providing access and accommodations to people of foot and using mobility devices:

Even though sidewalks are present, that does not necessarily mean that pedestrian conditions are optimal. Speeding and lack of yielding at crosswalks is all-too-common and it affects residents' sense of safety and quality of life. Many sidewalks are not in good condition and many ADA ramps are not compliant, creating particular challenges for people with disabilities.

The on-street bikeway network primarily consists of standard painted bike lanes between the parking lane and motor vehicle travel lane. This type of bikeway serves people who are confident riding alongside moving traffic, but doesn't serve people of all ages and abilities. The study area does include higher quality bikeways not seen in many parts of the City, however, such as buffered bike lanes on Chase Avenue and Becher Street, as well as the City's only raised bike lanes on Becher Street and Bay Street (see Transportation map). These types of all ages and abilities bikeways provide physical separation between people biking and driving and encourage more people to bike. The study area is within 5 miles of downtown, which is a bike-able distance for many, though many of the routes are not biking-friendly.

Bublr, the City of Milwaukee's non-profit bike share operator, has three station locations in the neighborhood: at Zillman Park, on Robinson Street south of Becher Street, and at South Shore Park.

## COMPLETE STREETS POLICY

In 2018, the City of Milwaukee adopted its Complete Streets Policy. This policy was the result of over a year of hard work and close collaboration between the Department of Public Works, the Council, other city departments, and many community partners. Complete Streets integrate people and place by making it safe, enjoyable, and convenient to walk, bike, take transit, or simply experience our streets and public spaces – no matter one's age or ability. There is no singular design for a Complete Street. A Complete Streets approach integrates people and place into all phases of a project, from planning and design through construction.

## VISION ZERO

In June 2021, the City of Milwaukee adopted the Vision Zero to work collaboratively to eliminate deaths and severe injuries from traffic crashes. Vision Zero is based on the assumption that traffic deaths are preventable. In 2022, 77 people died as a result of traffic violence on City of Milwaukee streets.



## Trail Network

The South Shore Line of Milwaukee County's Oak Leaf Trail connects the neighborhood to the rest of the county. In Bay View, the trail is an off-street, paved trail along Lake Michigan south of Russell Avenue and runs on city streets along Bay Street and along Russell Avenue west to Logan Avenue, Montana Street, Chase Avenue and Rosedale Avenue, where it connects to the Kinnickinnic River Trail.

A portion of the City's Kinnickinnic River Trail (KKRT) travels through the Study Area, following the Kinnickinnic River between 6th Street and Lincoln Avenue. The KKRT follows an on-street segment along Lincoln Avenue, 1st Street, and Maple Street connecting with an additional off-street segment to the north, providing access to downtown.

## Rail Network

Union Pacific and Canadian Pacific both have rail lines passing through and adjacent to the study area. The Union Pacific serves the Port of Milwaukee, while the Canadian Pacific carries the Amtrak Hiawatha Service and numerous freight trains.

## PAST PLANNING EFFORTS

The following plans represent a summary of the planning efforts most relevant to this study.

### Milwaukee by Bike (2010)

The recommendations outlined in the Milwaukee by Bike fall into two categories: facility recommendations and program recommendations. One recommendation for Bay View is to upgrade the on-street portion of the Oak Leaf Trail into a bike boulevard.

### Milwaukee Pedestrian Plan (2019)

Recommendations in this plan are divided into four categories: safety, accessibility and connectivity, livability and health, and maintenance and operations.

- Safety recommendations are focused on improved street design for all users through changes to design, signage, materials that prioritize pedestrian safety.
- Accessibility and connectivity recommendations include new ADA planning, ensuring pedestrian routes throughout Milwaukee streets, improved transit stops for ADA compliance, and easy communication for people to report issues with accessibility. Actions for these recommendations include using materials that minimize long-term maintenance needs and funding for sidewalk replacement.
- Health recommendations include support for placemaking, in the form of tree canopies, pocket parks, improved connectivity to attractions. The plan also recommends programmed events on streets and public spaces which can encourage walking and engagement with the public spaces of Milwaukee.
- Operationally, the plan recommends the establishment of an annual funding source for pedestrian safety measures.

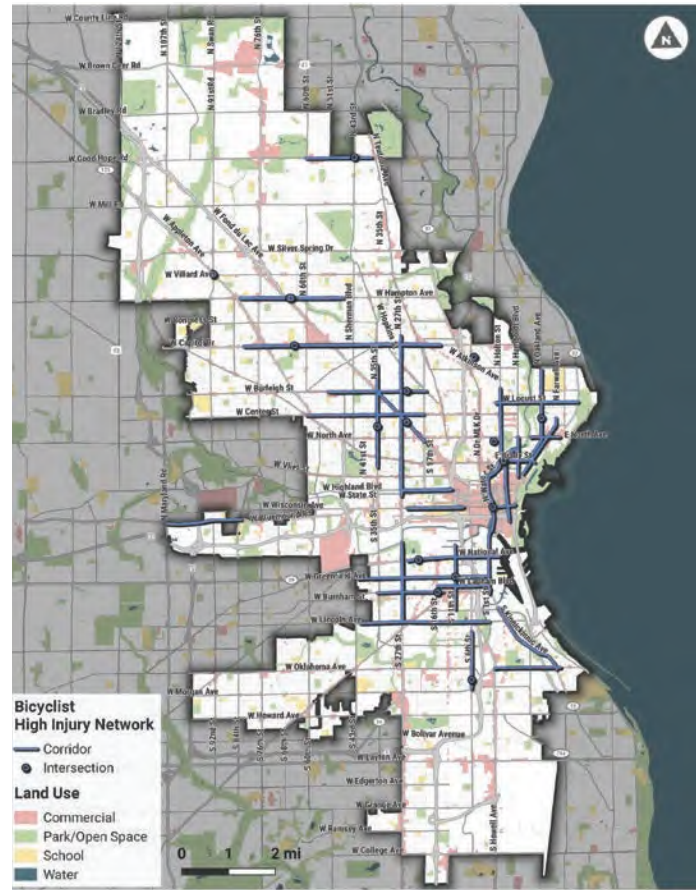
Segments of Kinnickinnic and Oklahoma Avenues are on the high injury network. The map on the opposite page illustrates the most dangerous streets for bicyclists within the City. There are still opportunities for safety improvements on other streets.

## Vision 2050: A Regional Land Use & Transportation System Plan for Southeastern Wisconsin

Vision 2050 is the Southeastern Wisconsin Regional Planning Commission’s (SEWRPC) long-range vision for land use and transportation planning. The Vision 2050 plan is intended as a more general and guiding plan to inform local land-use and transportation planning. SEWRPC recommends bicycle and pedestrian networks that facilitate connectivity between key areas, such as schools, parks, transit stops, and shopping centers. The following recommendations in the Plan would enhance walking, biking, and transit in the study area:

- Rapid Transit Line along Howell Avenue
- Express Bus Route along Oklahoma Avenue
- Bicycle accommodations along Bay Street, Superior Street, Clement Avenue, Kinnickinnic Avenue, Howell Avenue, Chase Avenue, and WIS 794 (Lake Parkway) south of Oklahoma Avenue
- Commuter Rail (see below)

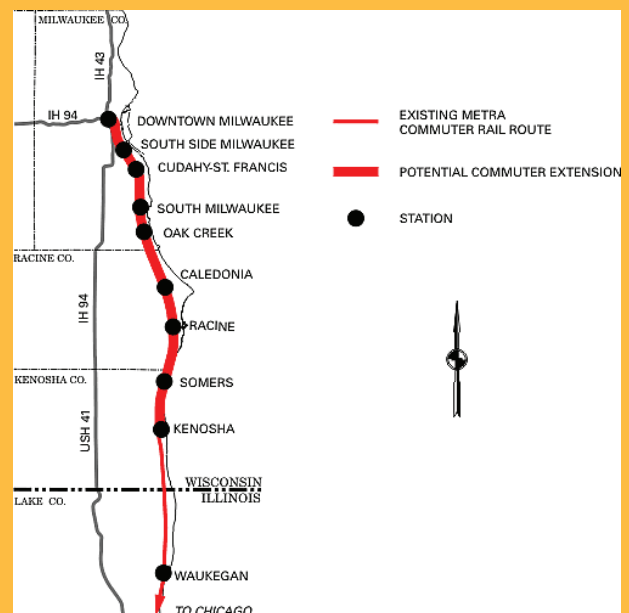
## City of Milwaukee Bicycle High Injury Network



## KENOSHA-RACINE-MILWAUKEE COMMUTER RAIL

The Kenosha-Racine-Milwaukee Commuter Rail project has been stalled since 2011. The City supports the KRM passenger rail project, which could have significant economic development benefits from connecting to the Metra line, which currently ends in Kenosha and would better connect these three communities with the greater Chicago-land area.

A 2009 Draft Environmental Impact Statement discussed potential locations for a south-side Milwaukee station, including near the former Army Reserve site. More analysis is needed, but a commuter rail station in or near Bay View could spur additional housing demand and increased commercial activity.



▲ Source: Southeastern Wisconsin Regional Planning Commission



## WHAT WE HEARD

In addition to the community meetings held during the planning effort, DCD hosted two events to garner feedback on walking and biking conditions in the neighborhood, as well as other planning topics.

### Walk Audit



DCD and the Wisconsin Bike Federation conducted an audit of walking conditions along portions of Kinnickinnic Avenue and Howell Avenues. Noted issues included narrow and poorly maintained sidewalks, especially along Kinnickinnic Avenue; wide intersections with poor visibility along Kinnickinnic Avenue; illegal parking and speeding. Residents emphasized slowing traffic, easier crossings, and accessibility.

### Bike Ride



DCD hosted a neighborhood bike ride that visited each of the five Focus sites to discuss what residents wanted to see at these sites and to discuss bicycling conditions within the neighborhood.

#### What are the most important aspects of a future Kinnickinnic Avenue experience as a transportation corridor?

Easier to cross	29%
Bike accommodations	21%
<b>Slower traffic</b>	<b>19.2%</b>
Sustainable features	8.9%
District branding	6.1%
Better bus rider experience	5.1%
On-street parking	5.1%
Street art	3.3%
Easier curbside pickup and delivery	2.3%

#### What are the most important aspects of a future Kinnickinnic Avenue as a community experience?

More public gathering places	19.4%
Shade and greenery	17.1%
<b>Cleanliness</b>	<b>16.4%</b>
More people at more times of day/week	10.2%
Active first floors	8.9%
Front yards, patios, and on-street dining	7.9%
Engaging storefront and business signage	6.2%
High quality building materials	4.6%
Residential stoops and porches	3.9%
Better lighting	3.3%
Public art	2%

▲ Results from community engagement on priorities for Kinnickinnic Avenue ▲

## ISSUES & OPPORTUNITIES

Residents played a key role in identifying the transportation issues facing their neighborhood and providing focus to the recommendations.

### Issues

- People driving too fast
- People driving not yielding to pedestrians
- Poor accessibility for people with mobility issues
- Lack of or inadequate bicycle accommodations
- Poor aesthetics of streets

### Opportunities

Locations identified by residents as particularly in need of intervention included: many of the main corridors and intersections:

- Kinnickinnic Avenue
- Superior Street
- Oklahoma Avenue
- Delaware Avenue
- Kinnickinnic/Howell/ Lincoln intersection
- Kinnickinnic/ Beecher/ Bay intersection
- Howell and Ohio intersection
- Howell Avenue
- Lincoln Avenue
- Chase Avenue

## GENERAL TRANSPORTATION POLICIES

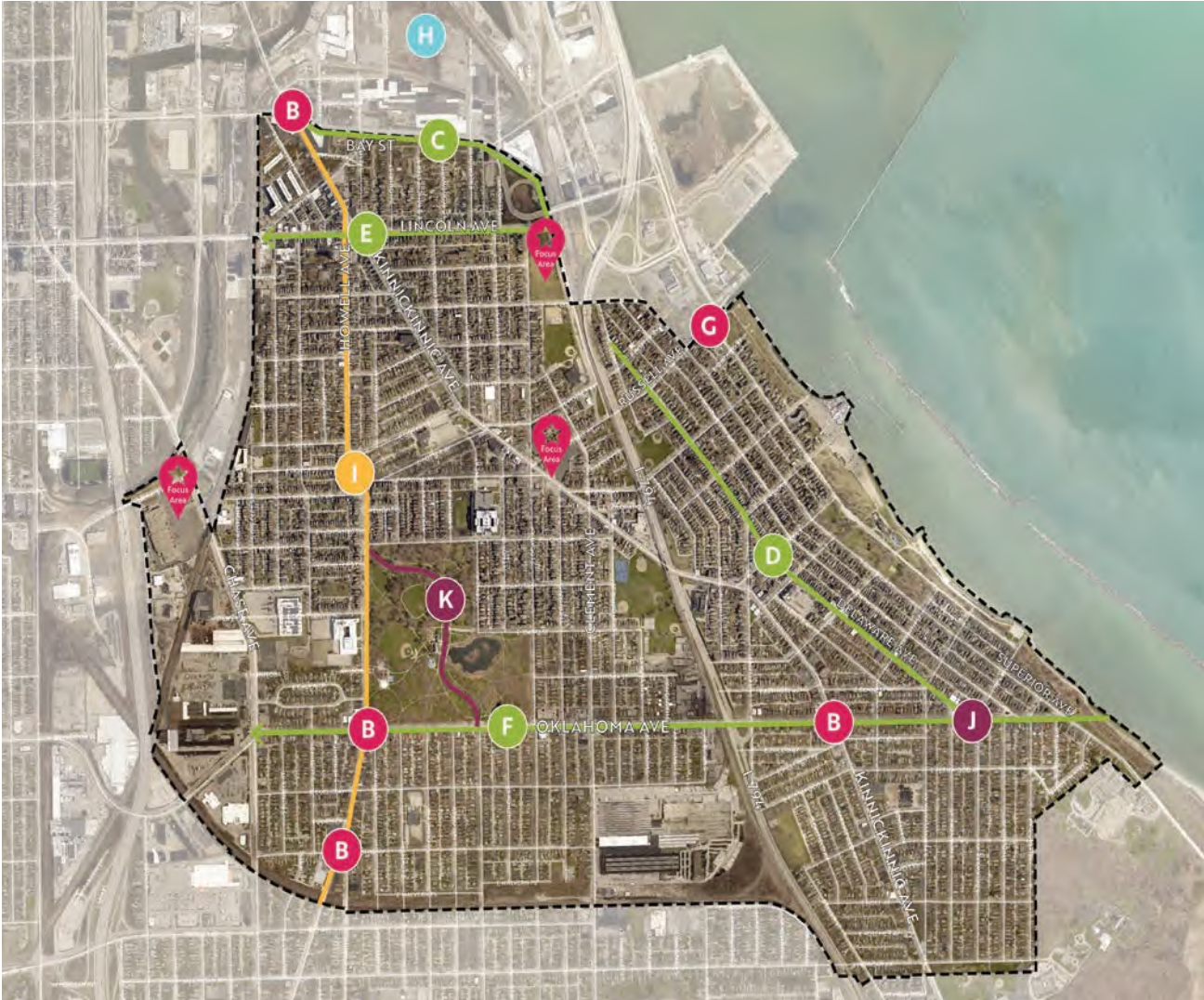
While not an exhaustive list, the items below are intended to give general guidance when considering improvements to streets and multimodal facilities. Plans undertaken by DPW also serve as resources.

- Safety and comfort of people walking should be the number one priority when designing streets.
- Widening streets or adding motor vehicle capacity is not necessary
- When repaving or reconstructing streets, implement geometric design changes intended to slow traffic and increase pedestrian safety. For example, eliminating dedicated right-slip lanes or narrowing driving lanes.
- Prioritize accessibility for people with disabilities, including adding accessible parking.
- Continue repairing sidewalks to make walking safer and more pleasant, particularly for people with mobility issues.
- Parking lots should provide landscaped buffering from sidewalk and street edge, ample internal landscaping, and permeable features whenever possible. Encouraging existing parking lots to retrofit towards conformity with the new landscape guidelines.
- Discourage new driveway openings onto streets.
- Traffic Impact Analyses may be necessary for larger developments, such as new mixed-used and commercial development. Coordination with DPW is essential.
- Direct truck traffic off of residential streets
- Expand the network of protected bike lanes
- Encourage parklets where practicable and feasible.
- Enhance bus stops to improve transit-riding experience.
- Support existing bike share and expanded access within neighborhood.
- Support creative uses for underutilized parking spaces. Options should be explored for parklets, trees, green infrastructure where parking is not needed.
- Embrace new transportation technologies, including electric and autonomous vehicles, while also accommodating the needs of existing uses within the right of way.
- Include extensive public engagement whenever changes are proposed to the right of way to best accommodate the preferences of residents.



RECOMMENDATIONS	LEAD & SUPPORTING AGENCIES	TIME FRAME
<b>Street Recommendations</b>		
<p><b>A</b> Prioritize safety improvements at intersections and corridors with higher pedestrian crash rates and near sites that generate a lot of pedestrian activity, such as schools, parks, and transit stops. Solicit community input in prioritization.</p>	<ul style="list-style-type: none"> <li>• DPW (leads)</li> <li>• WisDOT</li> <li>• DCD</li> </ul>	Ongoing
<p><b>B</b> Reconfigure intersections to be more pedestrian friendly and a gateway into the neighborhood. This includes:</p> <ul style="list-style-type: none"> <li>• Kinnickinnic Avenue and Bay/ Beecher Streets</li> <li>• Kinnickinnic and Oklahoma Avenues</li> <li>• Howell and Oklahoma Avenues</li> <li>• Howell and Ohio Avenues</li> </ul>	<ul style="list-style-type: none"> <li>• DPW (leads)</li> <li>• WisDOT</li> <li>• DCD</li> </ul>	Mid to long-term
<p><b>C</b> Improve biking along Bay Street between Beecher Street and Lincoln Avenue by extending the raised bike lane or adding another type of separated bikeway.</p>	<ul style="list-style-type: none"> <li>• DPW (lead)</li> <li>• DCD</li> </ul>	Mid to long-term
<p><b>D</b> Identify and implement low-stress bike network, consisting of bike boulevards and protected bike lanes. Locations to consider are the on-street segments of the Oak Leaf Trail and Delaware Avenue</p>	<ul style="list-style-type: none"> <li>• DPW, County (leads)</li> <li>• DCD</li> </ul>	Short to mid-term
<p><b>E</b> Improve connections to the Lincoln Village neighborhood along Lincoln Avenue, including enhanced bikeways and a more pedestrian friendly environment.</p>	<ul style="list-style-type: none"> <li>• DPW</li> <li>• DCD</li> </ul>	Short to mid-term
<p><b>F</b> Improve connections to the Crisol Corridor along Oklahoma Avenue. Consider options such as buffered or protected bike lanes. Coordinate with improvements being made west of the study area.</p>	<ul style="list-style-type: none"> <li>• DPW (lead)</li> <li>• DCD</li> </ul>	Mid-term
<p><b>G</b> Evaluate the intersection of Superior Street and Russell Avenue for improved biking as part of the Oak Leaf Trail</p>	<ul style="list-style-type: none"> <li>• County (lead)</li> <li>• DPW, DCD</li> </ul>	Short to mid-term
<p><b>H</b> As the Grand Trunk Wetland in the Harbor District (north of the study area) is restored, ensure neighborhood access</p>	<ul style="list-style-type: none"> <li>• DPW, DCD (leads)</li> <li>• WisDNR</li> </ul>	Short to mid-term
<p><b>I</b> Support initiatives to provide Bus Rapid Transit service along Howell Avenue. Use as opportunity to implement street calming and other multimodal improvements</p>	<ul style="list-style-type: none"> <li>• MCTS (lead)</li> <li>• DPW, DCD</li> </ul>	Short to mid-term

Map 4.2 | Transportation Recommendations



RECOMMENDATIONS	LEAD & SUPPORTING AGENCIES	TIME FRAME
<b>Public Realm Recommendations</b>		
<p><b>J</b> Close Delaware Avenue at Oklahoma Avenue to create outdoor gathering space. This could be done first as a temporary pilot program. Any changes should be coordinated closely with residents, businesses, and MCTS to prevent negative impacts.</p>	<ul style="list-style-type: none"> <li>DPW, Property owners (leads)</li> <li>DCD, MCTS</li> </ul>	Short to mid-term
<p><b>K</b> Make Park Road through Humboldt Park a permanent Active Street, closed to all but essential vehicular traffic. This could be done temporarily through the City’s Interim Plaza Program</p>	<ul style="list-style-type: none"> <li>DPW, County</li> </ul>	Short to mid-term
<p><b>L</b> Re-envision the intersection of Kinnickinnic, Howell, and Lincoln Avenues. (Focus Site)</p>	<ul style="list-style-type: none"> <li>WisDOT (lead)</li> <li>DPW and DCD</li> </ul>	Mid-term



# 5



▲ Humboldt Park lagoon - Humboldt Park Friends has been working on short-term restoration efforts. Source: Bay View Neighborhood



## Chapter 5

# PARKS & SUSTAINABILITY

Bay View has many beautiful, well-loved parks. Parks serve many needs, from providing access and enjoyment to the outdoors, places for play and recreation, and gathering spaces. Over time, a community's needs may shift, meaning that park facilities should be re-evaluated with community input when the time comes for upgrading the parks.

While the effects of global climate change often seem daunting, there are initiatives that have meaningful and positive impacts at a local level.



## PARKS

Parks in Milwaukee are owned and managed by three different agencies – Milwaukee County, City of Milwaukee, and Milwaukee Recreation (Milwaukee Public Schools). For the average resident; however, the difference in jurisdiction is not important. Community members simply want quality outdoor spaces to take the children to play, gather with friends, attend a community concert, and enjoy being outside. While playgrounds associated with schools are not on this list of current park facilities, it should be noted that these playgrounds also fill a role in providing play space for resident children.

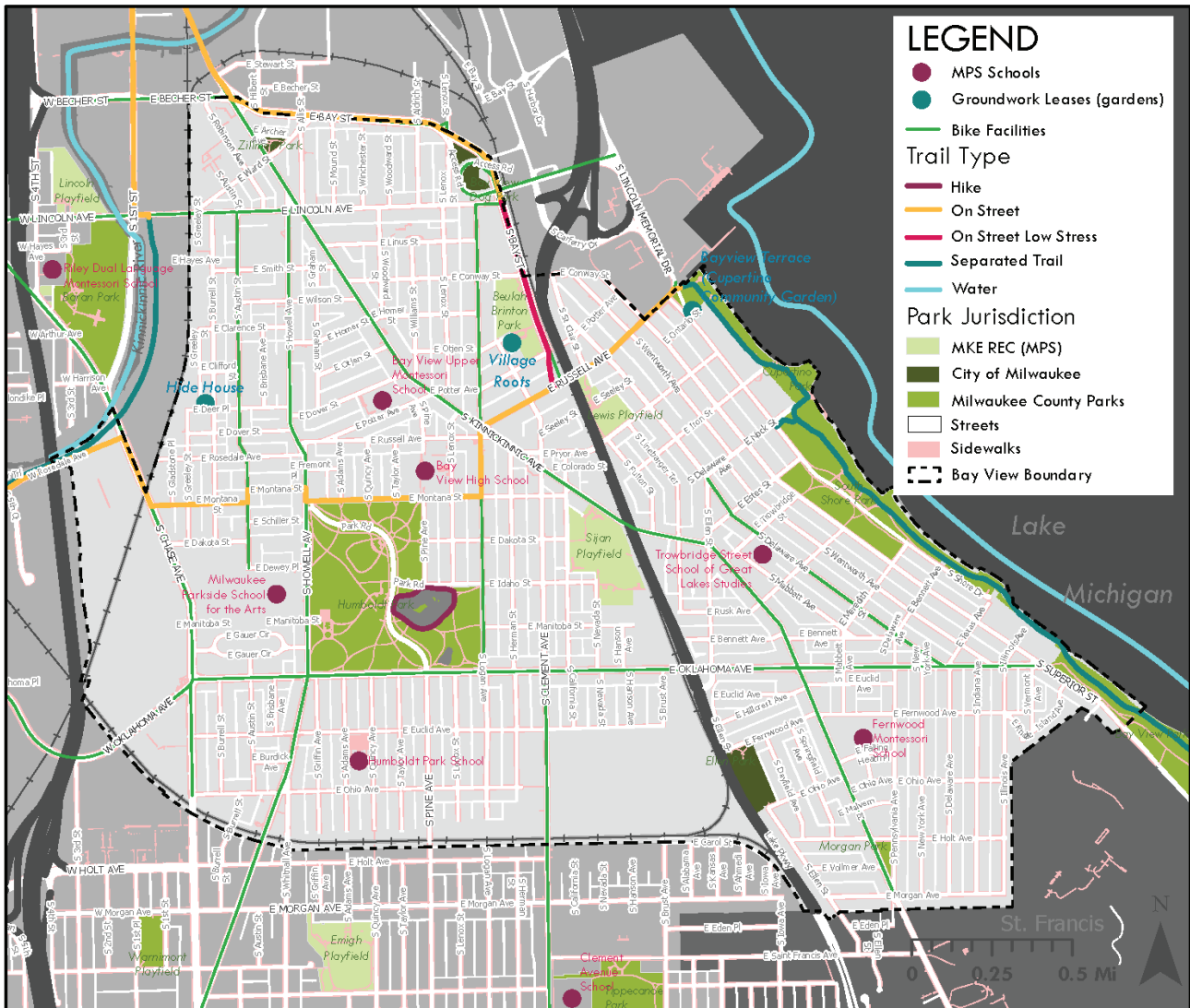
## SUSTAINABILITY & RESILIENCE

There are many aspects of sustainability and resilience to consider. In general, Bay View is positioned well for the future – the neighborhood is walkable, with many amenities for day to day life, including a wide array of businesses and services, K-12 schools, park access, direct adjacency to Lake Michigan, and strong transit access. Given the importance and relevancy to most everything in the neighborhood, sustainability and resilience considerations are woven throughout this Plan.

- ▲ Top: South Shore Park Beach was designated as the country's 8th worst beach due to high levels of fecal coliform bacteria. Green infrastructure now provide over 8,000 square feet of bioinfiltration and infiltration cells, treating over 100,000 gallons of stormwater runoff. Source: Stormwater Solutions Engineering
- ◀ Bottom: Bioinfiltration cells include a layer of fungal-enhanced woodchips and are natural predators of bacteria, such as fecal coliform. Source: Stormwater Solutions Engineering



## Map 5.1 | Trails & Parks



There are 11 publicly owned and operated parks in Bay View.

Access to parks in Bay View is excellent. An evaluation of Bay View park access was conducted as part of the Bay View Neighborhood Plan process. Based on the 2020 U.S. Census data, 100% of the Bay View population lives within a quarter mile of a park, compared with 95.6% of city residents as a whole. See opposite.

### City of Milwaukee

- Ellen Park
- Zillman Park
- Bay View Dog Park (jointly managed with Milwaukee County Parks)

### Milwaukee Recreation (Milwaukee Public Schools)

- Beulah Brinton Park & Community Center
- Lewis Playfield
- Sijan Playfield

### Milwaukee County

- Bay View Park
- Cupertino Park
- Humboldt Park
- Morgan Park
- South Shore Park

## PAST PLANNING EFFORTS

The following plans represent a summary of the planning efforts most relevant to this study.

### City of Milwaukee's Comprehensive Outdoor Recreation Plan 2022-2027

The Department of City Development, the Department of Public Works, and the Environmental Collaboration Office collaborated to develop this CORP, which is critical for internal City strategic planning, policy, and budgeting, in addition to qualification for State and Federal recreational funding. This Plan affirms those goals and policies.

The 2022-2027 CORP update includes a new Equity Analysis to prioritize investments in park improvements, which replaces the prior

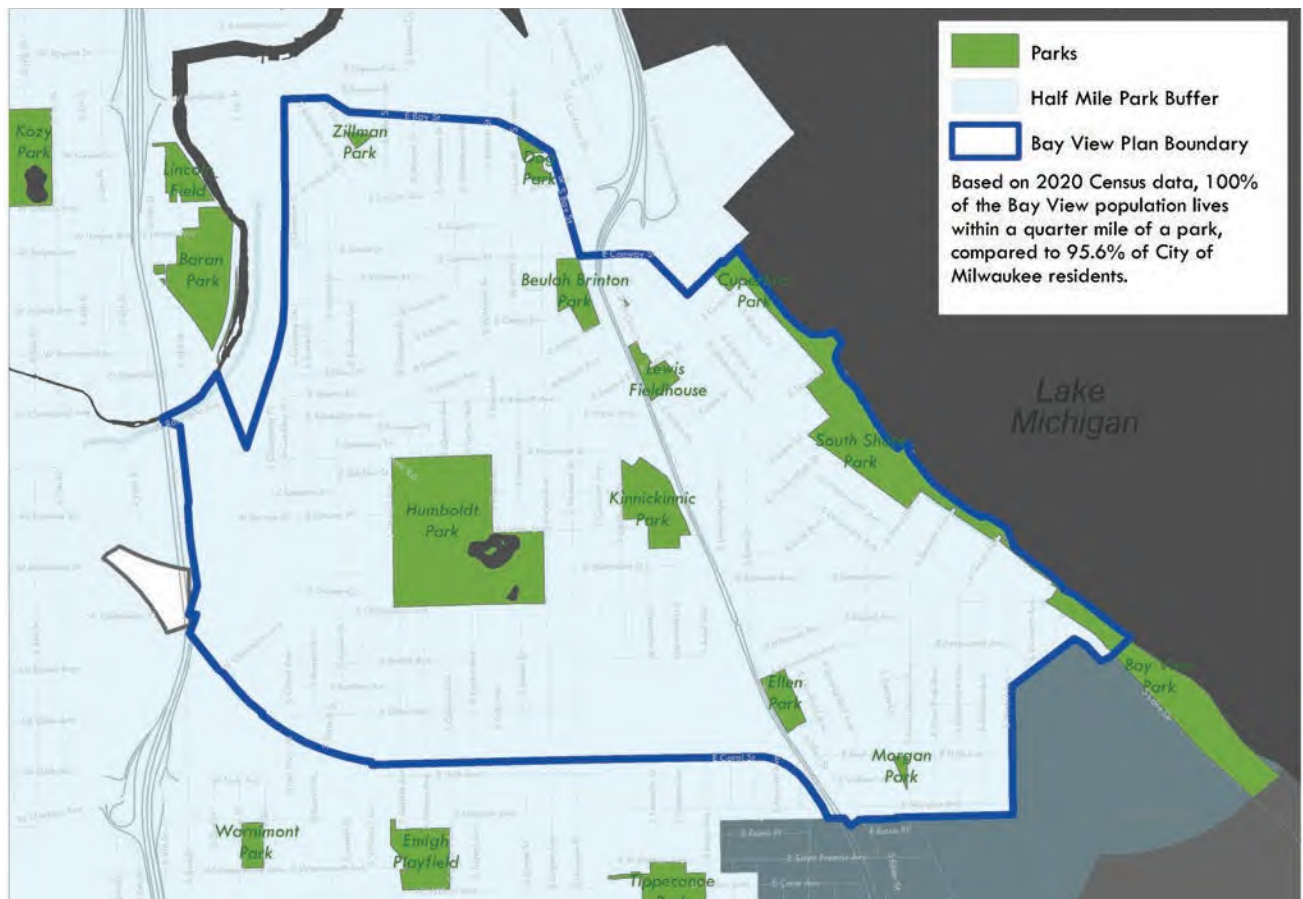
needs assessment that was based primarily on park facility condition. Indicators includes are demographic, economic, health, access, physical environment, and park condition.

Ellen Park is noted as a low-medium priority for improvement or replacement based on the Equity Analysis. Zillman Park, once upgrades are completed, will be low priority.

### ReFresh Milwaukee Sustainability Plan

The ReFresh Milwaukee Sustainability Plan, adopted in 2013, is a citywide, strategic plan to develop a sound environmental, economic and social sustainable future for the community. The plan aims to implement sustainable projects and encourage citizens and businesses to engage in solutions that are economically, environmentally, and socially smart for our community.

## Map 5.1 | Park Access: Plan Area within 0.5 Miles of a Park







▲ Bay View Dog Park



▲ South Shore Farmers Market. Source: South Shore Farmers Market

## Milwaukee County Parks

In partnership with SEWRPC, Milwaukee County Parks recently finalized “A Long-Range Park & Open Space Plan for Milwaukee County” in February 2022. The County also maintains Construction & Current Projects online: [county.milwaukee.gov/EN/Parks/What-We-Do/Planning--Development](https://county.milwaukee.gov/EN/Parks/What-We-Do/Planning--Development) Current ongoing efforts include:

- South Shore Breakwater design & repair
- South Shore Park playground replacement

There are a number of integral non-profit organizations in Bay View that lead and support projects, programs, and events that activate the parks with beer gardens, concerts, markets, clean up and restoration efforts, and so much more. These include the Humboldt Park Friends, the Friends of South Shore Park, the South Shore Farmers’ Market, and the Bay View Neighborhood Association. These groups are integral partners, in addition to the Bay View Farmers’ Market and the Bay View Neighborhood Association in providing additional amenities and events within the parks.

## Milwaukee Recreation

Milwaukee Recreation has been working with Milwaukee Wheel Park Projects and the Bay View Neighborhood Association to identify a location for a Wheel Park plaza. Finding the right location for this project is critical to its success. Milwaukee Recreation continues to work with the Bay View Neighborhood Association on the wheel park project, which will be located in Beuleh Brinton Park.

Project updates are available online: [milwaukee.recreation.net/rec/About/Master-Plan/Current-Projects/Wheel-Park-Project.htm](https://milwaukee.recreation.net/rec/About/Master-Plan/Current-Projects/Wheel-Park-Project.htm)

## ISSUES & OPPORTUNITIES

Residents played a key role in identifying the issues facing their neighborhood and providing focus to the recommendations.

- Finding funding to properly maintain and enhance park space
- Updating facilities to stay in tune with evolving needs and interests
- Finding recreational opportunities for kids and teens
- Incorporating green infrastructure into public projects and supporting initiatives for private property owners to make sustainable decisions.



## ZILLMAN PARK

The City of Milwaukee, in collaboration with Bay View Neighborhood Association (BVNA), is working to enhance recreational opportunities by redeveloping Zillman Park as a multi-functional and inter-generational public space. With help from the community, Zillman Park will be transformed to reflect the unique and creative character of the neighborhood it serves.

In 1964 the City of Milwaukee purchased the last privately-owned portion of land within the area bounded by South Kinnickinnic Avenue, East Archer Avenue, and East Ward Street, to expand an existing public park. This space was renamed in 1978 to honor Erwin F. Zillman, a former alderman, newspaper editor, author, and engaged citizen of the Bay View Neighborhood. Today, the site features dozens of mature trees, a handful of simple benches, pedestrian pathways, overhead lighting, a historic marker identifying Bayview as a part of the Green Bay Ethnic Trail, a Bublr bike-share station, and a steel sculpture donated by Carl and Catherine Billingsley (Catherine is Erwin Zillman's granddaughter).



Preliminary community feedback in 2019 revealed a number of priorities for reconstruction, including:

- Features that are playful, natural, sculptural, social, creative, and inter-generational
- Pedestrian-friendly access within and around the park
- Unique social gathering and performance spaces
- Organic, urban, minimalist aesthetic
- Neighborhood branding opportunities
- Flexible programming options
- Eco-friendly elements for stormwater management, energy use, waste collection

Anticipated completion is 2023/2024.



## Green Infrastructure in Bay View

To-date, there are many exemplary examples of green infrastructure in Bay View. While not all is clearly visible, projects involving innovative techniques to manage stormwater are woven throughout the neighborhood. Some of these are done by residential and commercial property owners, such as rain barrels, rain gardens, and native landscaping. While others are significant investments to transform the urban design of prominent neighborhood places.

The growing body of examples include:

- The Bay View Library, which includes a bioswale, permeable pavement, native landscaping, and stormwater trees
- Dwell Apartment building – small green roof
- South Shore Park – bioswales & native landscaping

The Milwaukee Metropolitan Sewerage District is currently partnering with Milwaukee Public Schools, City of Milwaukee and other key partners to annually support five Milwaukee-area schools in a collaborative process to design and redevelop schoolyards to be greener and healthier. Each project identifies opportunities to reduce asphalt to replace with green infrastructure such as rain gardens, trees, bioswales, and complimentary improvements such as outdoor classroom space, natural play areas, and art.

The following schools in Bay View have green school yards underway:

- Parkside School of the Arts
- Bay View Montessori
- Humboldt Park

Visit [refloh20.com/schoolyard-redevelopment-projects](https://refloh20.com/schoolyard-redevelopment-projects) to learn more

## Policies for Sustainability & Resilience

- Encourage sustainability features in all new development and require such features for projects constructed on City-owned properties or receiving City financial assistance
- Encourage LEED certification for larger developments
- Expand incentives for property owners to make environmentally sustainable updates to their properties
- Market resources offered through ECO
- Encourage the installation of electric vehicles charging stations in the area, as long as it does not negatively impact residential areas
- Encourage transitioning City’s gas-powered fleet and equipment with sustainable options
- Plant and maintain trees within the right of way.
- Install green infrastructure in the public right of way whenever a street or alley is reconstructed, and use permeable pavers whenever possible
- Reduce the amount of rain water that enters the combined sewer system by implementing green infrastructure on public and private property and within the public right of way
- Require new and reconstructed parking lots or other large paved areas to include green infrastructure.

► Opposite: Bay View Montessori School at 619 E. Dover Street. Before and after transformation of the schoolyard. A significant amount of asphalt has been replaced with new green space and mixed-use recreation and educational areas. The project includes a rainwater harvesting system with cisterns to store rain water, bioswales, native plantings, stormwater trees, and student-created signage. Source: Reflo

RECOMMENDATIONS	LEAD AGENCY & SUPPORTING	TIME FRAME
<p><b>A</b> Identify potential locations to relocate the dog park and/or include within existing parks. The current dog park is relatively small and grass does not grow well due to the shade. Continue partnership with County to identify a new site and determine maintenance responsibilities.</p>	<ul style="list-style-type: none"> <li>• MKE Parks</li> <li>• County Parks</li> </ul>	<p>Short to medium</p>
<p><b>B</b> Explore potential locations for a skate park, as part of a city-wide evaluation. Residents noted the demand for a skate park as well as places more generally where adolescents are welcome.</p>	<ul style="list-style-type: none"> <li>• MKE Parks</li> <li>• County Parks</li> <li>• Milwaukee Rec</li> </ul>	<p>Medium term</p>
<p><b>C</b> Leverage programs in partnership with the Milwaukee Metropolitan Sewerage District (MMSD), including the Green Solutions and the Reforestation and Wetland Restoration Fund. Examples of potential projects include green infrastructure projects, such as green alleys with permeable pavement.</p>	<ul style="list-style-type: none"> <li>• County Parks</li> <li>• MKE Parks</li> <li>• Milwaukee Rec</li> <li>• MMSD</li> </ul>	<p>Ongoing</p>
<p><b>D</b> Leverage programs in partnership with MMSD to incorporate green infrastructure, such as bioswales and stormwater trees into roadway projects whenever possible.</p>	<ul style="list-style-type: none"> <li>• MMSD</li> <li>• City DPW</li> <li>• WisDOT</li> </ul>	<p>Ongoing</p>
<p><b>E</b> Consider more sustainable landscaping practices at Humboldt Park, such as planting native species instead of turf and transitioning the lagoon into a wetland. These practices also have the potential to save maintenance money and enhance natural habitats.</p>	<ul style="list-style-type: none"> <li>• County Parks</li> <li>• Friends of Humboldt Park</li> </ul>	<p>Ongoing</p>
<p><b>F</b> Encourage sustainable building practices for both redevelopment and new development.</p>	<ul style="list-style-type: none"> <li>• City DCD</li> <li>• City DNS</li> <li>• Development community</li> </ul>	<p>Ongoing</p>
<p><b>G</b> Continue efforts to rehabilitate vintage building stock in the neighborhood.</p>	<ul style="list-style-type: none"> <li>• Property owners</li> </ul>	<p>Ongoing</p>
<p><b>H</b> While the parcels along the south side of Bay Street, between Ward and Aldrich Streets are not developable due to MMSD infrastructure, they offer a potential opportunity for beautification or community gardens.</p>	<ul style="list-style-type: none"> <li>• City DCD</li> <li>• MMSD</li> </ul>	<p>Medium term</p>







6

**Lincoln +  
Howell  
Plaza**

**Kinnickinnic Ave**

**Army  
Reserve**

**Belulah  
Brinton  
Park**

**BMO  
Harris**

**Kinnickinnic  
Park**

**Humboldt  
Park**

**Chase  
Ave**

## Chapter 6

## FOCUS AREAS

This chapter is devoted to high-profile sites and locations with potential to have a catalyzing affect on the neighborhood. These sites surfaced as “Focus Areas” for a variety of reasons, but the common theme is strong community interest and transformational potential.

## Former Army Reserve

### 2372 S. Logan Avenue

- City-owned and controlled
- One of few large, vacant lots in Bay View
- Past plan recommended medium density housing with sustainability features
- Focus on options for all incomes, abilities, and life stages

## Chase Avenue

### Bound by the railroad, Chase Avenue, Rosedale Avenue, and the freeway

- While the renderings illustrate only a portion of Chase Avenue, the recommendations and concepts are applicable along other sections of Chase Ave within the study area
- Short and long term potential for additional and new development
- Large, underutilized parking lots
- Near assets, such as the Kinnickinnic River Trail and retail

## BMO Harris site

### 2701, 2717, 2729 S. Kinnickinnic Avenue

- Past development proposal that included demolishing several single family and duplexes for a five story apartment building with ground level retail was controversial
- This is an opportunity to take a proactive look at a site that will probably be of development interest in the near term

## Kinnickinnic Avenue

### Bay Street to Logan Avenue

- Consider Kinnickinnic Avenue holistically in terms of how this “main street” should look and function, including the intersection at Howell and Lincoln Avenues
- Support the current and future land uses envisioned in Chapter 3
- Within the limited right of way, emphasize strategies for making Kinnickinnic Avenue a pleasant and safe street for walking and biking with a better sense of place
- WisDOT is planning an improvement project in 2030; the recommendations in this Plan should inform that project.



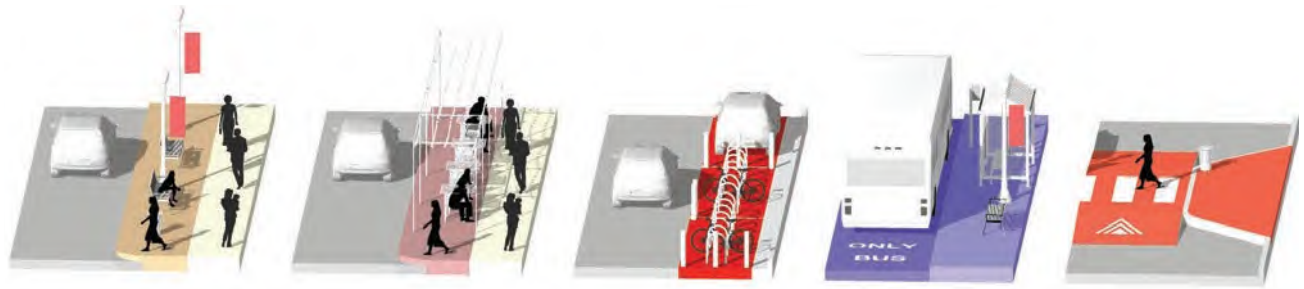
# PERSONALITY OF PLACE

Every place has a distinct personality with a mix of approaches to design, form, experience and how the place is managed. Participants in the planning process were asked to reflect on the desired personality of each focus area, choosing from one of the four options provided:





## GENERAL RECOMMENDATIONS-CURBSIDE TOOLKIT



### Wider Sidewalk

Expands the amount of space dedicated to the sidewalk, calms traffic, and brings visibility to pedestrians. This is a long-term recommendation that would be embedded within a reconstruction project.

### Parklets

Expands the amount of space dedicated to the sidewalk in a temporary or quasi-permanent structure.

### In-Street Bicycle Parking

Provides convenient and visible storage by re-purposing parking space and freeing up valuable sidewalk space for a better pedestrian environment.

### Upgraded Bus Stop

Provides safe and convenient boarding for transit passengers.

### Bump Outs & Midblock Crossings

Slows vehicular traffic and makes people walking more visible by putting their line of sight in front of parked cars.

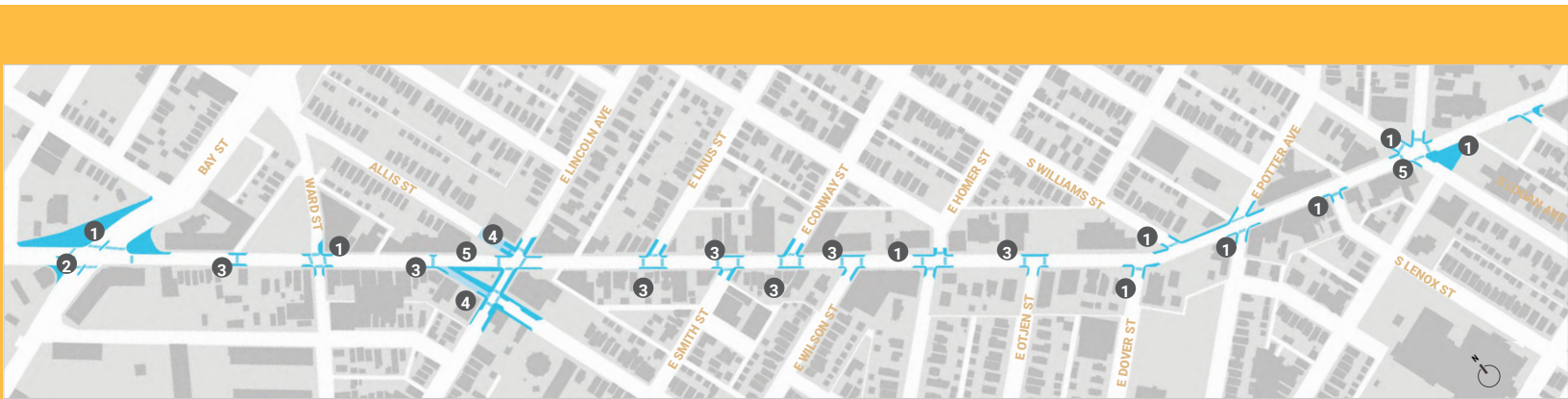




# KINNICKINNIC AVENUE

## KEY STRATEGIES

- Consider different “took-kit” options for different areas of the corridor. For example, on-street parking and gathering space may be a higher priority in the more commercial, northern part of Kinnickinnic Avenue. Further south, where the character is more residential, consider alternatives to the parking lanes, such as wider sidewalks and/ or a wider terrace
- Make Kinnickinnic Avenue slower & easier to cross by minimizing crossing distances at intersections.
- Make Kinnickinnic Avenue better for bus riders by enhancing transit stops and shelters
- Maintain bike accommodations, and consider options for protected bikeways
- Stress the little things for quality of life (cleanliness, sidewalk and lighting repairs, etc.)
- Create more gathering spaces along Kinnickinnic Avenue. For example, Allis Street could be closed temporarily for special events. Russell Avenue between Kinnickinnic and Logan Avenues could be closed and used as a public green space or plaza.



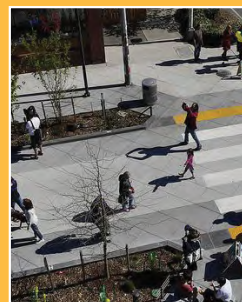
1 CURB EXTENSION



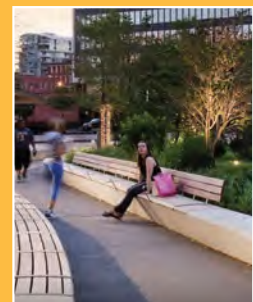
2 REFUGE ISLAND



3 MID-BLOCK CROSSING



4 FESTIVAL STREET

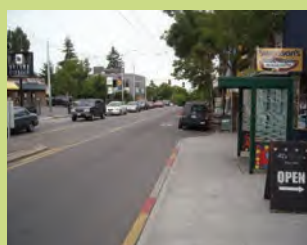
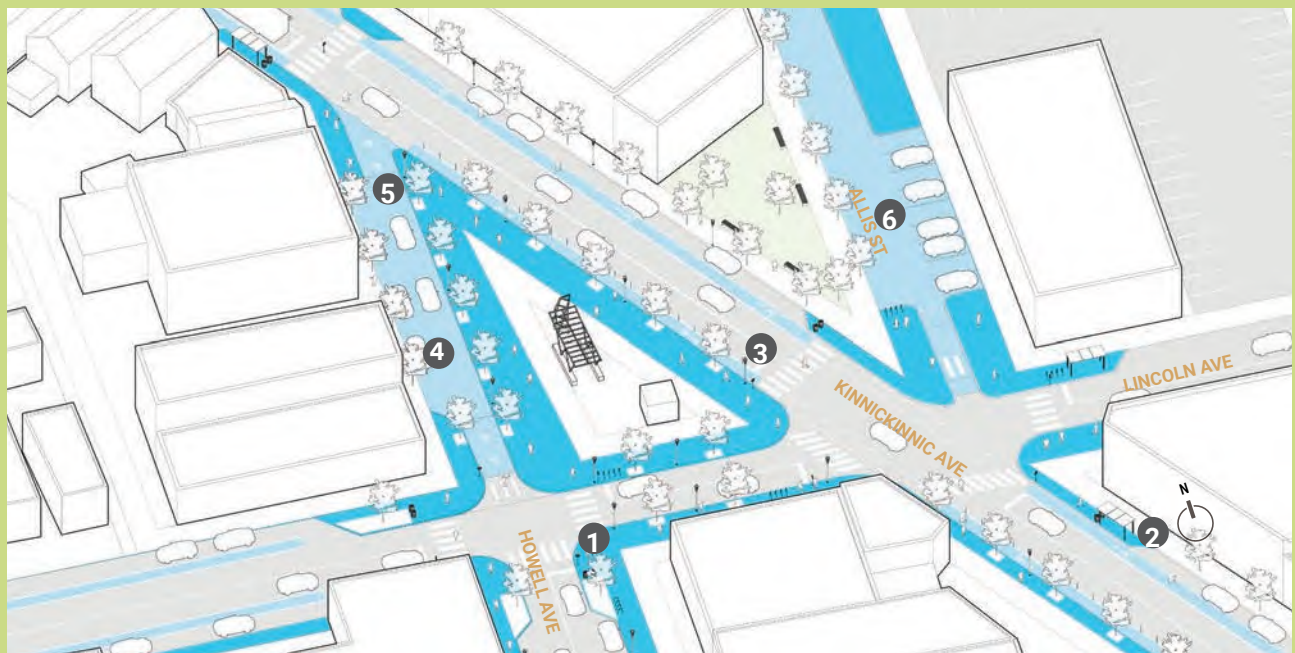


5 PUBLIC SPACE

# LINCOLN & HOWELL INTERSECTION

## KEY STRATEGIES

- 1** Use curb extensions to minimize crossing distances and provide more public space and space for outdoor dining
- 2** Push bus stops to outside of intersection
- 3** Include no more than one travel lane in each direction
- 4** Table Howell Ave (raised street section) between Kinnickinnic Ave and Lincoln Ave to slow traffic.
- 5** A bus-only street along Howell could be explored
- 6** Narrow Allis Street so it could more easily be closed for special events





# BMO HARRIS

## WHAT WE HEARD ABOUT THE SITE TODAY

- This is a very underutilized site
- Should be a major new development
- Pedestrian plaza with food trucks and makers bazaar until development is ready
- Commercial use
- Incorporate public art

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Active

- Close Russell between Kinnickinnic and Logan
- Put 4 or 5 story height along Russell corner
- Explore carriage units to back
- Explore rehabilitating the Bella's building to east
- Thoughtful development that fits neighborhood scale
- Retail, residential, and office are potential uses

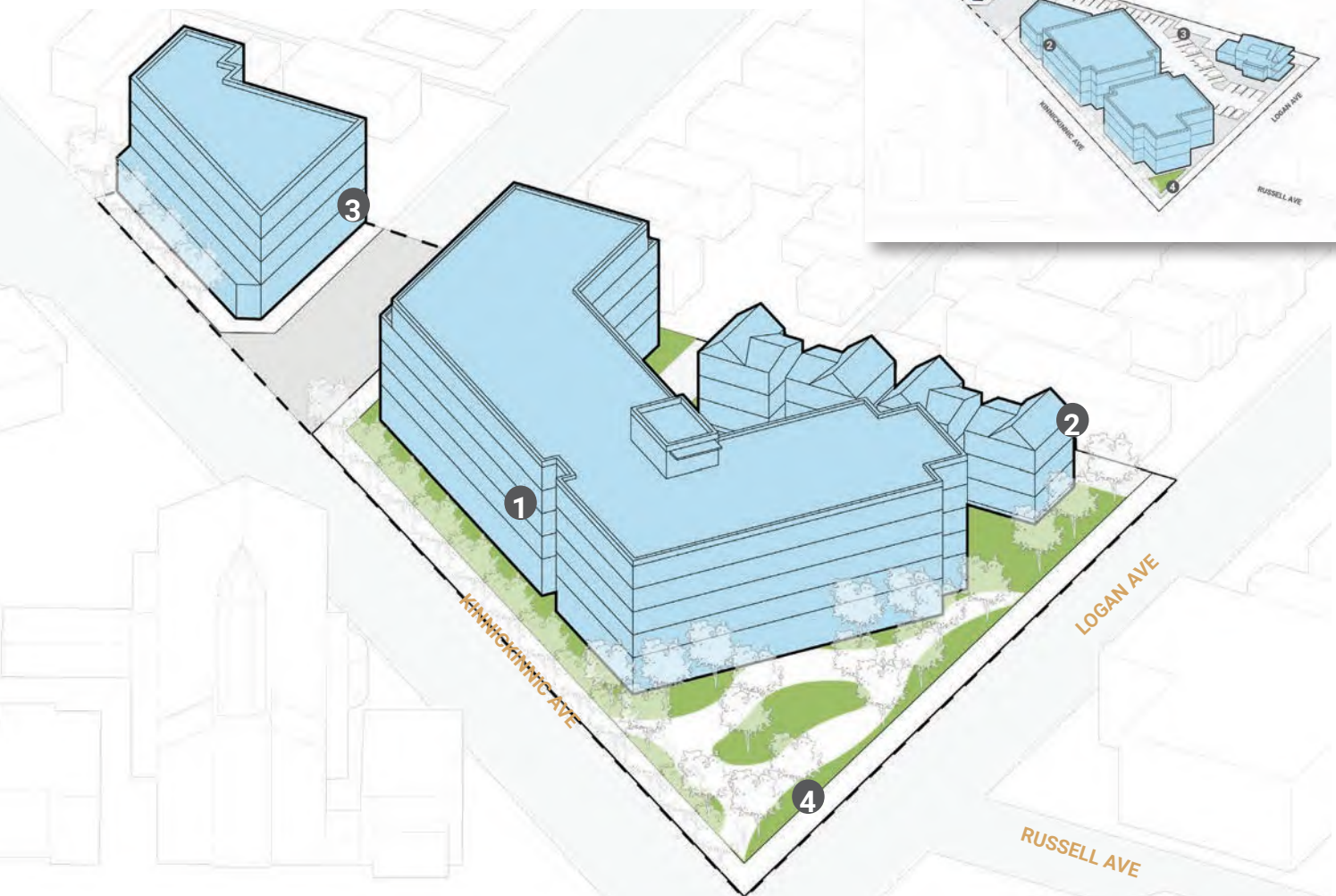


## PREFERRED VISION : COMMERCIAL W/ RESIDENTIAL

Given that this site is privately owned, any development will be initiated by the property owner. Given its prominence on the Kinnickinnic Ave corridor and high potential for future development, DCD engaged the neighborhood in discussion about potential development scenarios. As shown in the massing model below, the preferred development does not incorporate existing single family and duplex homes into overall development site. The inset image is a smaller-scale concept that illustrates a minimum build-out scenario.

### KEY STRATEGIES

- 1** Mixed Use with retail at the corner at Russell Ave. Parking integrated into development
- 2** Town homes on new alley with smaller scale to match adjacent homes to west. Future development does not encroach into neighborhood.
- 3** Preserve Bella's building if possible, with housing on top
- 4** Close Russell Avenue between Kinnickinnic and Logan Avenues and re-purpose as public amenity





# CHASE AVENUE

## WHAT WE HEARD ABOUT THE SITE TODAY

- Excited about the Kinnickinnic River Trail expansion
- Too much parking
- Local DMV is an asset

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Buzzing

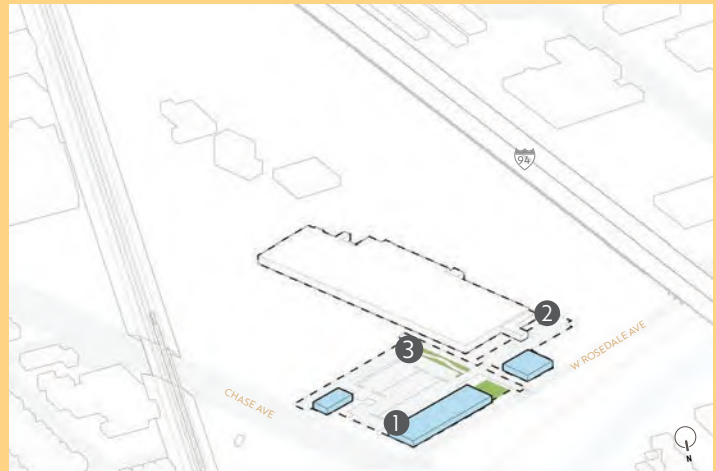
- Consider a long-term, phased approach
- Active development would mirror the surrounding area
- Connect to Kinnickinnic River Trail
- More activity could help surrounding businesses



**STRATEGIES**

- 1 Outlot development
- 2 Reinvest in existing retail center
- 3 Connect to Kinnickinnic River Trail

**PHASE 1: SHOP + PLAY**



**PHASE 2: SHOP + PLAY + WORK**



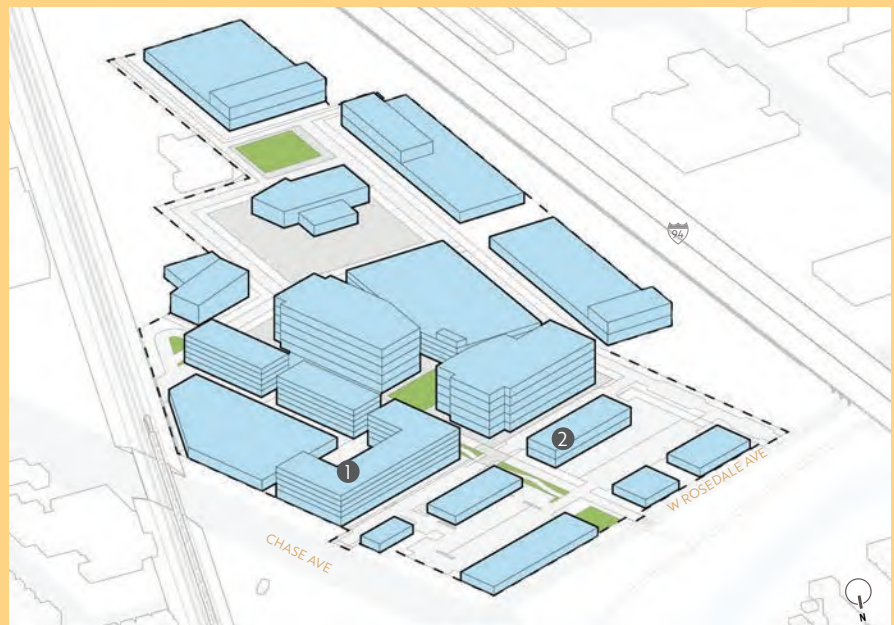
**STRATEGIES**

- 1 Commercial/industrial behind outlots along Interstate 94
- 2 Extend Kinnickinnic River Trail through site
- 3 Employment centers/ office/ residential

**FINAL PHASE SHOP: + PLAY + WORK + LIVE**

**STRATEGIES**

- 1 Mixed-use residential
- 2 Commercial





# ARMY RESERVE



## WHAT WE HEARD ABOUT THE SITE TODAY

- Underutilized
- Place to picnic
- People walk their dogs here

## WHAT WE HEARD ABOUT ITS PERSONALITY IN THE FUTURE

### Quiet

- Should connect to Lincoln & Kinnickinnic Avenues
- Should not draw too much activity
- Maintain similar character to surrounding area
- More housing is desperately needed, including workforce housing
- New community center and park
- Shops for small businesses, potential for small amounts of retail
- Different housing types
- Natural plantings
- Community garden
- Sustainable housing development



The Army Reserve site has been envisioned as a site for housing since the Army de-commissioned and transferred the base to the City in 2007. In a neighborhood that is completely built out with very little vacant land, this represents one of the very few opportunities to provide new housing units. Given the rising housing prices and the lack of affordable housing and the lack of housing options suitable for seniors and other households, this is an opportunity to address those needs.

Previous development proposals have fallen through because of unfavorable market timing and neighborhood opposition.

At the third community meeting, several neighborhood events, and targeted outreach to residences closest to the site, DCD presented three different potential visions for development at the Army Reserve site.

The priorities that emerged were:

- Housing that is affordable to a wide range incomes
- Incorporating green space/ outdoor amenity
- Upgrade the Beulah Brinton Community Center

A small percentage of residents opposed any development, instead preferring to keep the vacant lot as an grassy field. Bay View, however, is already well-served by park space and there is no governmental entity that has the resources to develop a new park at this location. Additionally, upgrades are currently underway for Zillman Park and Beulah Brinton Community Center.

The great majority of survey respondents were open to housing development on the Army Reserve though opinions varied on the height and density. Some nearby residents stated a preference for limiting housing styles to single-family homes and townhomes. The future development team will evaluate market conditions; however, the preferred concept illustrates a greater mix of housing styles that also includes multi-family to best meet the goals for workforce and senior housing.

As the Beulah Brinton Community Center facilities and fields reach the end of their useful life and are ready to be rehabbed and reconfigured in the future, DCD and Milwaukee Recreation can explore partnership opportunities.





# ARMY RESERVE

The preferred redevelopment of the former Army Reserve site should provide much-needed housing options in a variety of housing styles for all ages, income levels and abilities; features high-quality, sustainable architecture; maintains Logan Street's existing scale and focuses taller buildings along Bay Street; builds the customer base for adjacent and nearby businesses along Kinnickinnic Avenue; expands the City's tax base and ability to provide public services; connect to the neighborhood; and include quality outdoor space. Traffic capacity on existing roads and potential traffic impacts should be analyzed and considered.

When the Department of City Development issues a request for proposals (RFP) to advance the redevelopment of the site, the following qualifications should be considered to ensure a development that aligns with community goals:

- Integrates sustainable design features and landscaping
- Includes a mix of market-rate and affordable units
- Incorporate a mix of housing types (i.e. townhomes, multifamily, etc)
- Features high-quality and attractive design
- Integrates quality amenities for residents
- Integrates into the surrounding neighborhood
- Designed with pedestrian-friendly design
- Extends Linus Street through the site
- Resident Preference Program employment goals

The renderings on the opposite page show what development at the former Army Reserve site could look like, taking into account the priorities voiced during the planning process. The renderings show two different building height options for the northern building to demonstrate that a range of heights is possible as this site is considered for development.







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