

MILWAUKEE comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT - NOVEMBER, 2008

Northeast Side

A Plan for the Area



ACKNOWLEDGEMENTS

The Northeast Side Plan is the culmination of numerous contributions from Milwaukee citizens who worked with the consultant team to identify critical planning issues and strategies, shared ideas at community meetings and participated in consensus building efforts to successfully complete this plan.

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Statement of Compliance with Wisconsin Comprehensive Planning Goals

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

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



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PROLOGUE

MILWAUKEE'S NORTHEAST SIDE IS A GREAT PLACE!

The Northeast Side Plan is based on the central idea that “there is no better place to live, study, work, play and celebrate than Milwaukee’s Northeast Side.” Obtaining this ideal is based on improving the overall quality of life for all citizens of the Northeast Side, balancing economic development with neighborhood enhancements, and respecting the phenomenal environmental resources of the lakefront and Milwaukee River. Also at the core of this plan are ideas to strengthen the local economy which will in turn generate revenue for civic improvements and jobs to support families in the neighborhoods of the Northeast Side.

As a “GREEN PLAN” this effort seeks to enhance and support the already eco-friendly society of the Northeast Side that has pioneered sustainable ideas and lifestyles for decades before the concept of saving the planet became popular. The citizens of the Northeast Side are caretakers of the environment and this plan acknowledges the needs and mechanisms required to protect these cherished places for future generations.

As an example of turn of the century walk to work neighborhoods, the Northeast Side is a prime example of “new urbanism” design concepts about how to design a neighborhood and commercial shopping streets in an authentic manner that evolves over time. This plan recognizes the importance of maintaining the urban fabric and protecting the historic resources of the Northeast Side.

This is a progressive plan that has evolved through countless hours of input, ideas, debate and sometimes conflict over how to make the Northeast Side a better place for everyone. All those connected to the Northeast Side were invited to participate in this planning effort. The city and the consultant team compiled numerous comments and ideas that were distilled into today’s plan which will need the commitment and follow through of tomorrow’s citizens of the area to see fruition of these ideas. The plan will rely on the strong leadership of the City of Milwaukee and the Northeast Side community for its implementation.

THE VISION

The Northeast Side will be known as a place that defines the meaning of “vital and diverse” urban neighborhoods. It will be perceived as the nucleus of quality jobs, education and culture for the region with the hospital district, the University of Wisconsin-Milwaukee, and access to museums and other entertainment venues. The Northeast Side will be a prime example to other American cities of how to be a curator of the landscape through progressive management of natural resources and sustainable design practices that will enhance the area’s high quality lakefront parks, its environmental river corridor, greenways and neighborhood

parks that serve all citizens. It will be recognized as part of a global network of great neighborhoods that are vibrant, walkable and places where people work, live, study, play and celebrate.

COMMON THEMES

The issues, ideas and recommendations that have emerged in this plan are the products from numerous dialogues, community meetings and public open houses with the diverse community of the Northeast Side. As a result, the collective vision for this plan must be attributed to a wide variety of community stakeholders. At its core, the basic premise of this planning effort is to enhance the unique assets of the Northeast Side and build on the cultural, social and economic and physical infrastructure that exists today. The methodology in developing this plan incorporated the following planning principles:

- Establish an urban framework to conceptualize, organize and prioritize goals that enhance and provide guidance for the future of the Northeast Side.
- Strengthen the commitment of the community to improving the Northeast Side through engagement of residents, businesses and governmental agencies in creating and implementing the plan.
- Implement catalytic projects that provide high value, enhance the quality of life and encourage additional development or other improvements.
- Seek a sustainable future for the Northeast Side by balancing economic development with utilization of natural resources and preservation of the local ecology.

ENHANCE THE UNIQUE ASSETS OF THE NORTHEAST SIDE TO ENSURE IT IS A GREAT PLACE TO LIVE FOR EVERYONE

One of the key goals of this planning effort is to unite the area’s multi-cultural neighborhoods through common interests and avoid the tendency to focus on specific needs of an individual neighborhood or property. The Northeast Side has many wonderful cultural amenities and distinct neighborhoods that provide a sense of pride, and add to the overall quality of life. However the diversity of cultures and socio-economic groups within the plan area poses challenges to balance resources and provide opportunities for cultural exchanges among the many neighborhoods. It is an objective of the plan that neighborhoods embrace a viewpoint beyond their district boundaries and build on shared strengths and common goals.

PROLOGUE

The Northeast Side consists of many distinct and charming neighborhoods with a wide variety of housing types and building scales. The range of housing encompasses modest working class neighborhoods that grew up around the factories to the prestigious mansions and highrise towers that overlook Lake Michigan. In the past few years, new housing districts have emerged along the former river industrial zones with infill buildings and loft conversions of former factories and warehouses. Many neighborhoods have commercial zones or nodes such as the trendy shopping district of Brady Street. Other areas have experienced neighborhood revitalization through historic renovations, like Brewers Hill, Riverwest and the Upper East Side neighborhoods.

However there are some neighborhoods in the Northeast Side struggling to retain their existing housing stock, to build affordable new homes and to improve the overall quality of life. Crime, unemployment, under performing schools and the recent sub-prime mortgage foreclosures can erode the quality of life in those neighborhoods. In order to provide vitality to all neighborhoods, this plan must address a broad range of issues and solutions.

The civic, community and institutional facilities are major contributors to establishing a high quality of life for the Northeast Side. Therefore it is important to support gathering places for community activity, to maintain and enhance resources, and to seek ideas from all area residents, employers, workers and business owners.

The following are the common themes, priorities and goals for the district as a whole.

ECONOMIC SUCCESS REQUIRES A HIGH QUALITY OF LIFE

Economic development is a key issue to every resident, business and institution in the city. From the 1960's until just recently, Milwaukee experienced a steady decline in jobs and population similar to other industrial based Midwest cities. However, in the past decade, the Northeast Side has been at the forefront of reversing these population trends and recognized as a preferred in-town neighborhood.

The increases in population and new housing development, in combination with the expansion of the Columbia St. Mary's Hospital, and steady enrollment increases at the University of Wisconsin-Milwaukee have attracted new retailers and spurred economic development. Many residents are cautious of national chains and cookie cutter approaches to development and want to encourage opportunities for independent retailers to establish unique settings for shopping experiences and neighborhood amenities.

HISTORY IS AN ENDOWMENT AND FRAMEWORK FOR THE FUTURE

New development is a great symbol of economic vitality for a neighborhood. However it can also bring development pressure on historically significant districts and encourage demolitions of historic buildings to make way for larger or more profitable real estate. Without adequate protections in place, market demand can encourage new development and the sale of historic properties to developers. This plan identifies strategies for preserving historic resources and locations where development pressure has converged on historic resources that will require public policy and/or landmark status protection to change development trends.

The development of market rate condominiums has dominated the landscape east of the Milwaukee River, in areas such as the Beerline, the Upper East Side and the Lower East Side. Many of these developments seek to take advantage of natural views provided by the Milwaukee River and Lake Michigan. Although a number of these developments have helped revitalize areas of the Northeast Side, they have created development pressures adjacent to the area's natural resources that many feel should be further controlled.

Inequities in household income, education, crime and access to jobs are a concern of some neighborhoods in the Northeast Side and a key issue in addressing economic development benefits for the entire area.

AN ECOLOGICALLY BALANCED CITY WILL GROW AND TRANSFORM TO MEET THE NEEDS OF THE NEXT GENERATION

Creating sustainable environments is a common theme throughout the Northeast Side Plan. Lake Michigan and the Milwaukee River are phenomenal amenities to life in a city. The preservation and ecological enhancement of these natural resources for use and enjoyment by future generations was a common community discussion.

During discussions with residents, there was a common goal to improve access to these natural environments without being destructive to the scenic beauty, wildlife habitats and natural features that make these places special. Being "green" had many definitions for Northeast Side residents which included using resources wisely with energy efficiency, following Leadership in Energy and Environmental Design (LEED) principles, and incorporating renewal resources and green business technologies. For others "green" meant instituting urban agriculture, community gardens, composting and creating ways to regenerate land and be ecologically oriented. Throughout discussions the notion of "green" infrastructure emerged as a framework for a series of elements including:

PROLOGUE

- Interconnected pedestrian paths, hiking trails and wildlife habitats
- Natural stormwater management practices versus mechanical stormwater management systems
- The emergence of green districts such as business parks, institutional campuses and neighborhoods
- Promotion of green architecture and building materials in new development
- Provide opportunities to improve the quality of the public open space network and pedestrian experience in the Northeast Side
- Develop design standards for parking development
- Address issues for design and accommodation of bike lanes, and improve bicycle circulation

Economic success, historic preservation, context sensitive development, ecological balance and a transit and pedestrian friendly transportation network are at the forefront of the Northeast Side Plan. The following pages provide a framework for the future of the Northeast Side that rises to the challenge of capitalizing on available opportunities in the area and formulating new ideas for its future.

Read on and explore the plan!

Enhancing the public space was a common theme that transcended all the neighborhoods throughout the Northeast Side. The lake and river are seen as citywide amenities that are there for the collective enjoyment of everyone in the city. Creating stronger connections that invite walking between attractions is a critical element to this plan. Streetscape improvements, bikeways, pedestrian crossings, intersection designs, and the addition of street trees are recommended to improve these pedestrian connections.

TRANSPORTATION PROVIDES A FRAMEWORK FOR DEVELOPMENT, GROWTH AND PROSPERITY

As an ecological and "GREEN PLAN", transportation is a key element to conserving resources by furthering transit use as well as strengthening the bicycle and pedestrian accessibility in Northeast Side and throughout the city as a whole. This plan addresses the current thinking about regional transit planning, vehicular connections, access, parking, and pedestrian safety. Following are some of the common goals and themes for the area:

- Increase public transit options to neighborhood resources
- Provide comfortable transit stops
- Evaluate and address existing vehicular circulation patterns and their relationship to residential service and commercial success
- Increase pedestrian safety, walkability and connectivity of neighborhoods
- Provide sufficient parking for retail and entertainment uses



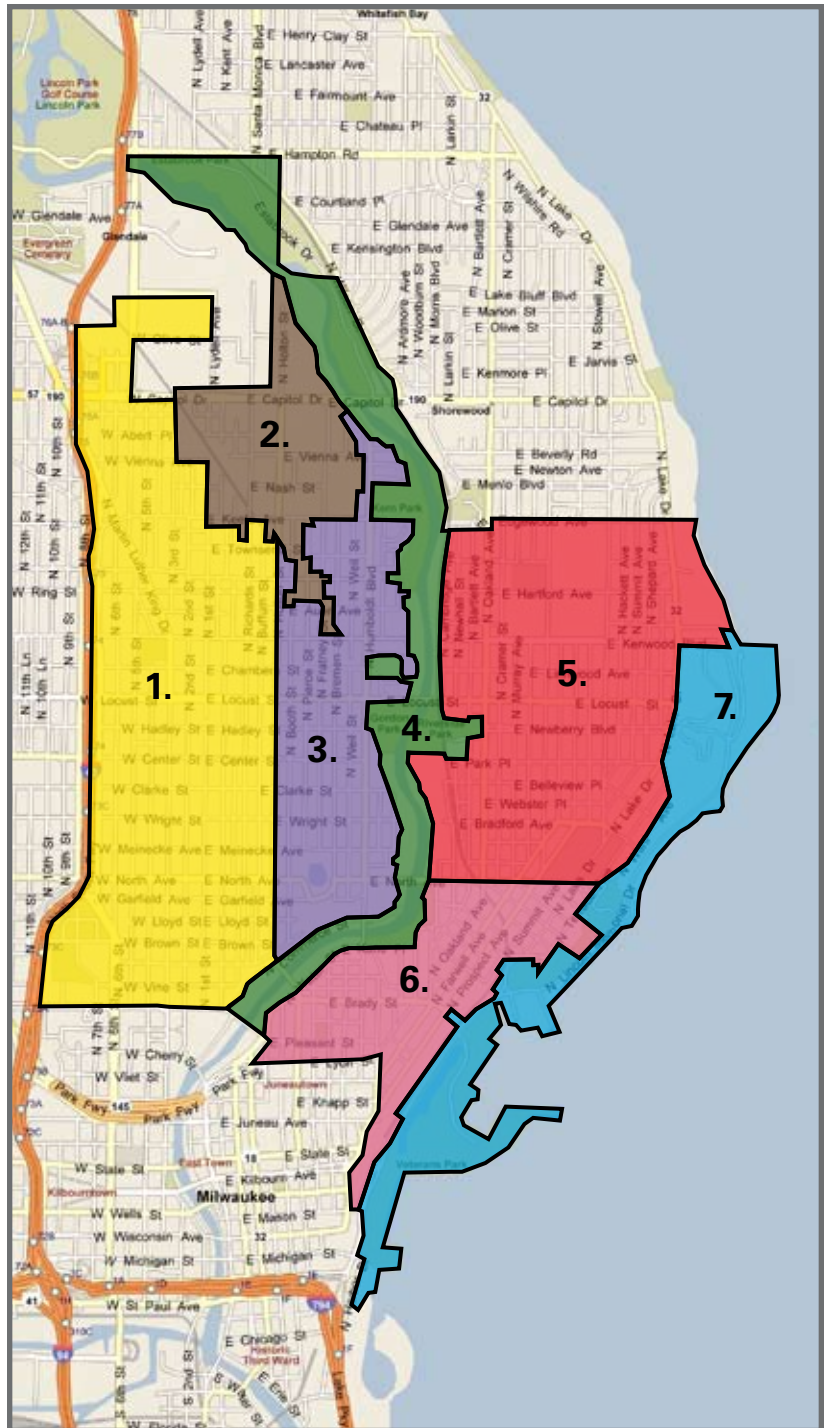
EXECUTIVE SUMMARY

The goals and strategies delineated in this plan for individual districts, corridors and catalytic projects provide a working framework for the development of specific projects in the Northeast Side. The discussions and ideas of stakeholders have served as the foundation for recommendations which will serve as a basis for future actions. The strong network of community organizations and individual citizens supported by local government agencies will help facilitate next steps for the implementation of this plan. Although no one organization or body is responsible for the implementation of specific tasks, it is important to take advantage of the momentum generated by these ideas to form responsible partnerships regarding the resources needed and scheduling goals for specific milestones.

A summary of action items generated throughout the Northeast Side Plan is presented in the following pages in an effort to provide a simplified checklist of implementation goals for individual areas. Projects should be prioritized in order of importance, availability of funding sources, synergies with other projects and ease of implementation. Funding sources should be identified and detailed drawings should be developed for concepts presented in the plan.

This action item “to do” list will help government agencies, community organizations and individual citizens develop a plan of action for individual recommendations. The Milwaukee Department of City Development and Aldermen for Districts 3, 4 and 6 can serve as a central communication hub for citizens and be able to assist in the continued revitalization efforts in the Northeast Side. Through website, e-mail and other communication efforts, the City of Milwaukee, key stakeholders and community representatives can collectively help organize around common goals and gather information needed to accomplish specific tasks.

The following is a summary of recommendations for each major area within the Northeast Side.



- 1. Harambee
- 2. Riverworks
- 3. Riverwest

- 4. Milwaukee River
- 5. Upper East Side
- 6. Lower East Side

- 7. Lakefront

HARAMBEE ACTION ITEMS

1.0 Neighborhood Identity

- 1.1 Build on neighborhood success stories: Halyard Park, Brewers Hill, Beer Line “B”
- 1.2 Develop a wayfinding and signage plan
- 1.3 Implement gateways at North Avenue and Locust Street along I-43, and Five Points Exchange
- 1.4 Implement a facade improvement program
- 1.5 Improve North Avenue as a major east-west and gateway corridor

2.0 Leadership, Education and Job Creation

- 2.1 Enhance existing education and job opportunity outreach programs
- 2.2 Create training and work programs for area improvements

3.0 Environmental and Sustainable Development Programs

- 3.1 Promote healthy buildings
- 3.2 Create public pocket parks and community gardens on vacant land

4.0 Property Redevelopment and Infill

- 4.1 Redevelop, renovate and reuse vacant buildings
- 4.2 Strategically infill vacant parcels
- 4.3 Promote mixed use development
- 4.4 Identify and provide formal protection of historic districts and structures

5.0 Housing Development and Homeownership

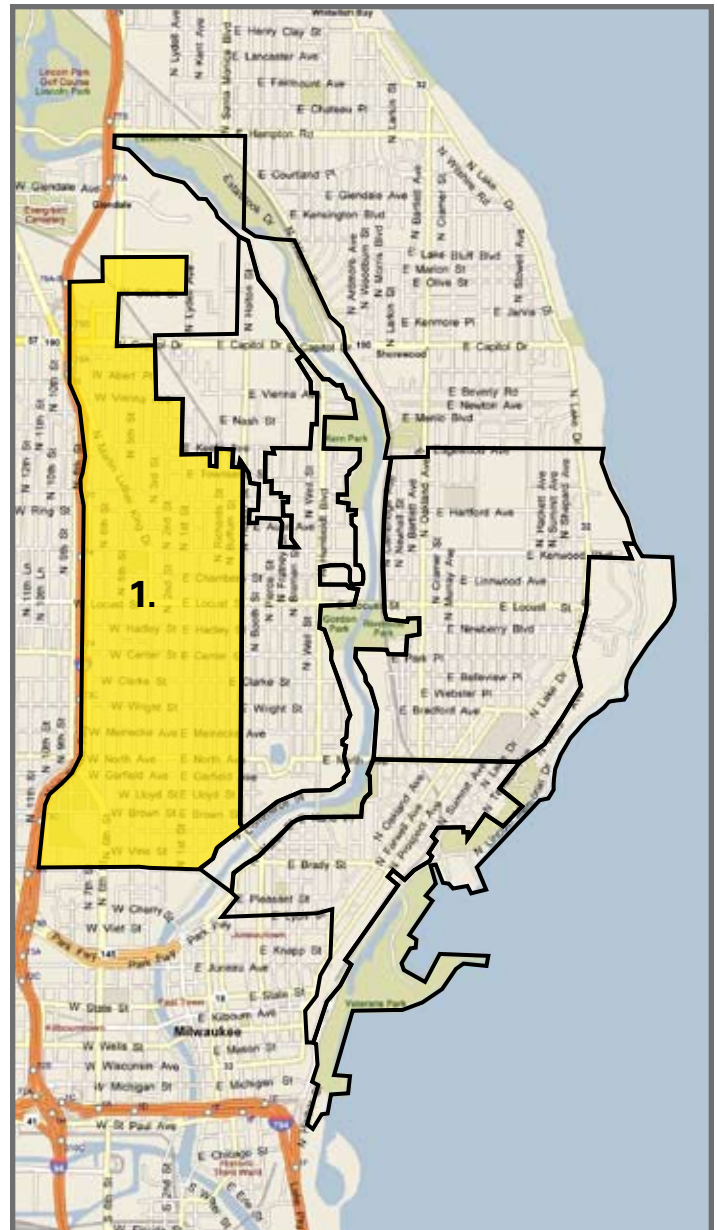
- 5.1 Assist residents to maintain and improve their homes
- 5.2 Support affordable and low income housing providers
- 5.3 Create new and rehabilitate existing housing
- 5.4 Promote and market Harambee and its available housing stock

6.0 Crime Prevention

- 6.1 Promote programs that bring a higher police presence
- 6.2 Develop a crime reporting system
- 6.3 Develop stronger relationships between policing agencies and area stakeholders

7.0 Harambee Great Neighborhood Plan District

- 7.1 Support the Harambee Great Neighborhood Initiative



1. Harambee

- 7.2 Develop gateways and activity nodes
- 7.2 Market existing available housing stock
- 7.3 Preserve existing and develop new affordable housing
- 7.4 Create a job training and placement centers
- 7.5 Develop and implement safety strategies in high crime areas
- 7.6 Promote community arts programs

8.0 Bronzeville Cultural and Entertainment District

- 8.1 Implement the Bronzeville Cultural and Entertainment District

HARAMBEE ACTION ITEMS

- 8.2 Foster mixed use / mixed-income development
- 8.3 Recruit new businesses
- 8.4 Develop streetscape improvement guidelines and promote their use
- 8.5 Prioritize rehabilitation of buildings and redevelopment of properties identified in the plan
- 8.6 Establish design development guidelines for new development and redevelopment properties
- 8.7 Address traffic circulation around I-43 and North Avenue
- 8.8 Implement traffic calming to promote pedestrian circulation
- 8.9 Develop and implement a parking strategy
- 8.1 Create a Bronzeville Area Business Improvement District (BID)

9.0 Targeted Investment Neighborhoods (TINs)

- 9.1 Support existing TINs and promote TIN programs in the Northeast Side
- 9.2 Promote additional TIN in the area adjacent to Holton Street

10.0 Historic Brewers Hill / Harambee Neighborhood Conservation District

- 10.1 Encourage high level of owner occupancy
- 10.2 Support affordable housing programs
- 10.3 Provide assistance for residents to maintain and improve their homes

11.0 Five Points Exchange Project

- 11.1 Implement coordinated streetscape improvements
- 11.2 Promote the use of public open space
- 11.3 Encourage mixed use development in surrounding areas
- 11.4 Encourage social connections between new residents and community organizations

12.0 Historic King Drive Transit and Commercial Corridor

- 12.1 Continue redevelopment of Historic King Drive Transit and Commercial Corridor
- 12.2 Promote Martin Luther King Drive as a historic and cultural corridor
- 12.3 Renovate and reuse available commercial property between Meinecke Avenue and Brown Street
- 12.4 Conduct a long term redevelopment plan for sites identified between Locust and Clarke Streets
- 12.5 Promote mixed use development and recruit new retail anchors

- 12.6 Promote streetscape design guidelines and improvements to make Martin Luther King Drive more pedestrian friendly
- 12.7 Promote Martin Luther King Drive as a public transportation corridor
- 12.8 Promote Transit Oriented Development guidelines and development practices at Martin Luther King Drive and North Avenue
- 12.9 Develop a parking strategy for the area and evaluate the use of Tax Increment Financing
- 12.10 Promote storefront facade improvement guidelines that create a cohesive image
- 12.11 Promote revitalization of Martin Luther King Drive north of the BID (e.g. King Commons III)
- 12.12 Create an overlay district that establishes design guidelines for new development and additions
- 12.13 Encourage phased redevelopment of sites identified in the plan
- 12.14 Promote a Transit Oriented Development node at the North Avenue intersection
- 12.15 Implement and coordinate streetscape improvements
- 12.16 Build on Main Street initiatives
- 12.17 Share and coordinate efforts of BID with partners in Harambee Great Neighborhood Initiative and Riverwest business groups



RIVERWORKS ACTION ITEMS

1.0 Overall District Image and Identity

- 1.0 Encourage and strengthen a common district image
- 1.1 Create a corporate business park look and feel
- 1.2 Strengthen connections with the Glendale Industrial Center
- 1.3 Extend River Woods Parkway to N. Humboldt Boulevard.
- 1.4 Develop gateways at key intersections
- 1.5 Use wayfinding and signage to foster the district's identity
- 1.6 Continue to upgrade properties

2.0 Redevelopment and Land Use

- 2.1 Develop standards for mixed use commercial development and industrial uses
- 2.2 Redevelop strategic sites and identify underutilized buildings
- 2.3 Address jurisdictional property boundary issues with properties straddling two municipalities

3.0 Business Retention and Recruitment

- 3.1 Expand and improve existing BID job training programs
- 3.2 Upgrade buildings to meet potential business needs
- 3.3 Identify buildings in need of facade grants
- 3.4 Identify sites in need of parking improvements
- 3.5 Market available commercial and industrial space
- 3.6 Identify businesses to recruit, retain or expand
- 3.7 Improve roadway infrastructure as needed

4.0 Sustainable Development

- 4.1 Promote the use of Leadership in Energy and Environmental Design (LEED) guidelines
- 4.2 Develop a green building / sustainable development education program
- 4.3 Research and identify federal programs for green building construction
- 4.4 Explore alternatives for local government incentives
- 4.5 Encourage new construction and renovation projects that use green building techniques

5.0 Pedestrian Safety and Comfort

- 5.1 Design and implement streetscape improvements
- 5.2 Provide better pedestrian connections to the Milwaukee River's pathway system

6.0 Riverworks Master Plan

- 6.1 Develop a Riverworks master plan that supports mixed use and infill development

- 6.2 Re-zone properties within Riverworks BIDs from Industrial - Light to Industrial - Mixed Use
- 6.3 Re-zone properties along Capitol Drive from Industrial - Light to Commercial District zones
- 6.4 Develop a high speed transit link to connect workers to jobs
- 6.5 Provide strategic improvements for better transit, vehicle, and pedestrian circulation

7.0 Capitol Drive Commercial and Mixed Use Corridor

- 7.1 Improve the corridor's image through streetscape improvements, signage and wayfinding
- 7.2 Develop gateways on N 2nd Street and Humboldt Boulevard
- 7.3 Develop a Retail Overlay Zone that encourages commercial mixed use development
- 7.4 Develop design standards for new development and improvements
- 7.5 Develop parking standards and shared parking opportunities
- 7.6 Renovate and reuse vacant or underutilized properties
- 7.7 Evaluate existing parking needs and review potential for infill development
- 7.8 Create a retail node between Holton Street and Humboldt Avenue

8.0 Blue Hole Redevelopment Area

- 8.1 Evaluate redevelopment opportunities and constraints
- 8.2 Assess site contamination issues
- 8.3 Address environmental impacts of development along the Milwaukee River
- 8.4 Consider mixed use residential and commercial with recreational use
- 8.5 Relocate UWM remote parking to alternate sites as needed to reach full development potential of site



RIVERWEST ACTION ITEMS

1.0 Development

- 1.1 Reinforce special and unique characteristics of neighborhood
- 1.2 Survey and identify significant architectural and historic buildings to be preserved
- 1.3 Consider establishing an overlay district with design guidelines for renovation and new development
- 1.4 Address affordable housing needs
- 1.5 Support local initiatives such as parks, public art, urban agriculture, etc.

2.0 Center Street and Locust Street Commercial Corridors

- 2.1 Create merchants associations or Business Improvement Districts (BIDs)
- 2.2 Develop a plan to occupy vacant retail space
- 2.3 Establish streetscape, façade and signage design guidelines
- 2.4 Develop an internet marketing plan for area businesses
- 2.5 Create a major gateway at Humboldt Boulevard and Locust Street
- 2.6 Create secondary gateways at Humboldt Boulevard intersection with Capitol Drive and North Avenue
- 2.7 Promote mixed use infill redevelopment at North Avenue and Humboldt Street
- 2.8 Develop better pedestrian connections to commercial areas east of the Milwaukee River

3.0 Sustainability and Greening

- 3.1 Promote adoption of sustainable development guidelines
- 3.2 Seek to implement green infrastructure projects
- 3.3 Develop green pedestrian linkages between parks and open spaces
- 3.4 Evaluate potential pedestrian / bike connections across the Milwaukee River
- 3.5 Identify areas to be preserved as open space
- 3.6 Identify potential sites for the Milwaukee Urban Gardens "Urban Agriculture" initiative
- 3.7 Promote the use of public art in parks and open spaces

4.0 Business Commercial Core

- 4.1 Organize, market and enhance central commercial core bounded by Holton Street, Burleigh Street, Humboldt Boulevard and Clarke Street

5.0 Beer Line "B" and "C" Corridor

- 5.1 Continue development that meets development code for the district
- 5.2 Improve pedestrian links to adjacent neighborhoods
- 5.3 Fill in gaps in riverwalk for river edge development

6.0 Center Street Corridor

- 6.1 Provide incentives for arts oriented businesses
- 6.2 Promote mixed uses that incorporate artists residences and studio/gallery space
- 6.3 Develop a business flyer that promotes arts businesses
- 6.4 Promote the use of the National Trust for Historic Preservation "Main Street Four Points Approach"
- 6.5 Promote outdoor cafés and other outdoor community meeting places
- 6.6 Encourage the formation of a merchants association or Business Improvement District (BID)
- 6.7 Create design guidelines for development
- 6.8 Implement property and streetscape improvements that promote artistic character and improve the pedestrian experience
- 6.9 Expand improvements to include commercial areas west of Holton Street to Richards Street
- 6.10 Develop a unique vocabulary for streetscape
- 6.11 Improve pedestrian connections to the river

7.0 Locust Street Corridor

- 7.1 Create a merchants association or Business Improvement District (BID)
- 7.2 Provide incentives for new businesses
- 7.3 Promote proposed Garden Park programming
- 7.4 Allow and promote mixed uses
- 7.5 Implement property and block improvement strategies
- 7.6 Improve storefront appearance with facade grants
- 7.7 Develop and implement design guidelines for streetscape improvements
- 7.8 Improve appearance and pedestrian features of the Locust Street bridge. Consider a marsupial bridge under Locust Street
- 7.9 Implement traffic calming techniques

8.0 Holton Street Corridor

- 8.1 Green the corridor through street trees, urban gardens and pocket parks

RIVERWEST ACTION ITEMS

- 8.2 Develop streetscape design guidelines for the corridor
- 8.3 Intensify commercial / mixed used clusters at key intersections
- 8.4 Implement a facade improvement program
- 8.5 Improve appearance of residential properties through facade and lot improvements

9.0 Linear Park Corridor

- 9.1 Encourage volunteerism in making trail enhancements
- 9.2 Incorporate local culture, history, public art displays, recreational elements in the design of Linear Park
- 9.3 Develop educational programs that include interpretive signage
- 9.4 Promote the use of native plantings, wildlife habitats and sustainable landscapes
- 9.5 Create links to open spaces and parks
- 9.6 Create community gardens adjacent to the Fraternity School and other community facilities.
- 9.7 Redevelop the Johnson Controls site through green projects that incorporate urban agriculture, community gardens and open spaces
- 9.8 Identify strategic connections from Linear Park to surrounding neighborhood resources
- 9.9 Utilize streetscape and landscape features to reinforce connections
- 9.10 Utilize neighborhood and corridor maps to direct visitors
- 9.11 Re-evaluate zoning for parcels adjacent to Linear Park.

10.0 Center Street and Holton Street Intersection

- 10.1 Occupy available vacant space
- 10.2 Create programs to recruit new businesses.
- 10.3 Improve properties in need of repair.
- 10.4 Improve facade storefronts
- 10.5 Add landscape elements to parking bump outs
- 10.6 Promote the use of identity signage
- 10.7 Install pedestrian amenities

11.0 North Avenue Corridor Martin Luther King Drive to Reservoir Park

- 11.1 Survey existing buildings; identify buildings to be restored rehabbed or replaced
- 11.2 Address building code violations and deferred maintenance
- 11.3 Promote conversion of vacant or underutilized housing stock into commercial and mixed uses.
- 11.4 Design and implement streetscape improvements



2. Riverworks
3. Riverwest
4. Milwaukee River

MILWAUKEE RIVER ACTION ITEMS

1.0 Public Access

- 1.1 Evaluate location of pedestrian access points to the river corridor
- 1.2 Enhance existing recreational trails and access locations
- 1.3 Create a park-like gateway to the Primary Environmental Corridor

2.0 Trail Upgrades

- 2.1 Relocate ad hoc trails and redesign for sustainable use
- 2.2 Improve access through consistent signage and wayfinding
- 2.3 Identify missing links to create an integrated trail network
- 2.4 Promote shared use approach to trails

3.0 Trail Access

- 3.1 Consider community identified access points and integrate with outlying neighborhoods to promote their use

4.0 Trail Enhancements

- 4.1 Evaluate old infrastructure, ice dam, and pedestrian tunnel at Cambridge Woods
- 4.2 Establish a public trail along the west side of the river
- 4.3 Create a sense of arrival at river connections.
- 4.4 Improve connections to Brewers Hill and Riverwest
- 4.5 Address steep grade changes that create a disconnection between the Oak Leaf Trail and higher riverwalk areas
- 4.6 Make river crossings easier for pedestrians to use and shorter to cross at possible locations
- 4.7 Preserve river access and existing connections to the waterfront at important sites
- 4.8 Improve southbound Oakland Avenue bike path & connection to North Avenue bike trail entrance.

5.0 Signage

- 5.1 Provide clear signage and upgrade street level connections to the river
- 5.2 Pursue grant opportunities for wayfinding

6.0 Landscape Quality

- 6.1 Increase native plantings along river trails

- 6.2 Develop and conduct a management plan for invasive plants
- 6.3 Limit pedestrian trails to designated locations

7.0 Stormwater and Water Quality

- 7.1 Mitigate stormwater runoff through low impact development techniques
- 7.2 Develop an environmental program for improving water quality and habitat
- 7.3 Conduct periodic environmental assessments along the environmental corridor

8.0 Downtown Riverwalk District

- 8.1 Create and implement a "green" river edge district connecting downtown to the natural riverwalk district.
- 8.2 Improve existing river connections and complete unfinished sections of the riverwalk
- 8.3 Strengthen the stairway connection to the river walk at the Holton Street Marsupial Bridge.
- 8.4 Redevelop the Riverview Court site as mixed use development with affordable housing

9.0 Natural River District

- 9.1 Preserve historic buildings along the river for adaptive reuse
- 9.2 Create natural green infrastructure areas for stormwater retention in open space areas
- 9.3 Redevelop significant existing access points
- 9.4 Reestablish connections to the Riverside Park neighborhood
- 9.5 Create a community of green businesses
- 9.6 Improve connections between the Oak Leaf Trail, open space network and neighborhoods along the eastern edge of the corridor
- 9.7 Establish a trail easement and landscape buffer along the river north of Capitol Drive.
- 9.8 Consider an east - west pedestrian bridge crossing at the Blue Hole site
- 9.9 Provide a series of small boat launch facilities along the Milwaukee River

10.0 Design Guidelines

- 10.1 Develop "green" architecture for properties fronting the river corridor
- 10.2 Promote energy conservation through green building guidelines
- 10.3 Develop landscape guidelines that address environmental protection, site improvement, and enhancement of natural resources

MILWAUKEE RIVER ACTION ITEMS

- 10.4 Adhere to WDNR / SEWRPC water quality guidelines when developing waterfront properties
- 10.5 Evaluate open space requirements for natural stormwater management areas along the waterfront
- 10.6 Create parking guidelines that promote internal site parking and integration with the building form
- 10.7 Identify both percentage and availability of on-street parking
- 10.8 Provide shared parking within structures, and offer reduced parking requirements for transit oriented development.

11.0 Incentives, Regulations and Land Management

- 11.1 Establish a permanent stewardship group round-table forum of governing agencies and stakeholders to discuss and determine environmental policy, plans and improvements
- 11.2 Provide study data showing economic and social benefits of parkland and open space
- 11.3 Encourage eco-friendly alternative energy based developments
- 11.4 Promote a green infrastructure curriculum for schools
- 11.5 Identify and develop funding sources for resource and environmental management.
- 11.6 Provide city assistance with permitting and environmental clean-up grants
- 11.7 Encourage leadership and partnering opportunities to fund and construct trail and ecological improvements
- 11.8 Establish intra-agency coordination with the City of Glendale and Shorewood to coordinate riverfront development policies
- 11.9 Seek creative partnering opportunities between the County Parks Department and other non-profit organizations to acquire riverfront property and pursue grant funding.

12.0 Administrative and Development Review Procedures

- 12.1 Implement review policies applicable to the neighborhood and district level.
- 12.2 Create a development review policy based on smart growth and environmental policies
- 12.3 Mandate that all river edge development incorporate river edge restoration
- 12.4 Mandate that all proposed development adjacent to the environmental corridor provide an Environmental Impact Statement

- 12.5 Establish a forum and process for citizen based user groups to shape environmental policy
- 12.6 Create overlay districts for environmentally sensitive areas and special use sites
- 12.7 Undertake a cost / benefit analysis that compares traditional to environmentally and ecologically sensitive engineering and maintenance practices

13.0 Overlay District for the Milwaukee River Environmental Corridor

- 13.1 Protect the environmental corridor through design guidelines and a permanent overlay district
- 13.2 Establish a landscape buffer zone
- 13.3 Do not allow new development or clear cutting within the Primary Environmental Corridor
- 13.4 Maximize amount of open space in new development for potential stormwater management use
- 13.5 Review County easements to become permanently deeded parkland
- 13.6 Address site amenities for properties adjacent to the environmental corridor.
- 13.7 Identify trail access locations and trail design standards
- 13.8 Establish a wayfinding system and signage guidelines
- 13.9 Create a long term master plan for the Primary Environmental Corridor

14.0 Pedestrian Marsupial Bridge at Locust Street

- 14.1 Conduct an engineering review to determine impacts and costs
- 14.2 Evaluate ramp and / or stair connections from the east to the west bank of the river and the Oak Leaf Trail.



UPPER EAST SIDE ACTION ITEMS

1.0 Transit and Access

- 1.1 Promote public transit ridership and enhance the MCTS services.
- 1.2 Support and enhance existing citywide and UWM programs
- 1.3 Create marketing strategies and incentives to increase transit ridership
- 1.4 Improve transit connections between UWM and neighborhoods
- 1.5 Establish a north / south transit corridor through either Oakland Avenue or Maryland Avenue.
- 1.6 Create an overlay district that reinforces the transit corridor
- 1.7 Improve and promote pedestrian paths and bike routes
- 1.8 Utilize traffic calming techniques at Oakland Avenue BID (Oakland and Locust)

2.0 Parking

- 2.1 Unify and lengthen parking time allowances.
- 2.2 Explore adjustments to allow students to attend entire class periods
- 2.3 Minimize peak parking demand periods.
- 2.4 Maintain the 2-hour parking meters in commercial areas
- 2.5 Increase parking time allowances in residential areas
- 2.6 Consider building another parking structure
- 2.7 Develop design guidelines for parking structures
- 2.8 Promote commercial uses at the ground floor level of future parking structures

3.0 Commercial Areas

- 3.1 Promote mixed use development
- 3.2 Promote pedestrian generating activities
- 3.3 Consider expansion of the Oakland Avenue BID to commercial pockets to the north
- 3.4 Continue streetscape, facade and signage improvements
- 3.5 Coordinate streetscape improvements with Shorewood

4.0 Nuisance and Crime Reduction

- 4.1 Extend the UWM campus code of conduct and disciplinary policy to off campus locations
- 4.2 Provide better coordination / communication between residents, University and City police
- 4.3 Encourage and support the UWM "Walk to Work" program
- 4.4 Increase code enforcement for building violations and nuisance control measures

5.0 Neighborhood Preservation

- 5.1 Establish lot and building conservation, preservation and enhancement strategies
- 5.2 Develop design standards for historic properties - improvements, alterations and additions
- 5.3 Identify historic and architecturally important buildings (Historic American Buildings Survey)
- 5.4 Ensure new developments are compatible with existing residential character
- 5.5 Develop programs to assist property owners to better maintain historic residential properties.
- 5.6 Develop and implement home buyer assistance programs

6.0 Campus Housing

- 6.1 Encourage private development / student housing options within the larger city fabric
- 6.2 Locate University-operated student housing along transit routes in student-friendly districts
- 6.3 Investigate redevelopment of Oakland Avenue retail to include housing
- 6.4 Restrict single level retail in new development
- 6.5 Encourage multi-level mixed use retail

7.0 UWM Main Campus District

- 7.1 Establish a new campus master plan that serves the University and the larger Milwaukee community
- 7.2 Establish architectural design standards
- 7.3 Encourage coordination between UWM, Upper East Side Neighborhoods and the UNA
- 7.4 Increase the number of informal gathering places and public spaces
- 7.5 Design new buildings with pedestrian-friendly street experience
- 7.6 Assess potential uses of the Columbia Hospital campus and develop retrofit plans that are compatible with the surrounding neighborhoods and the UWM campus
- 7.7 Continue established UWM Field Station conservation strategies for Downer Woods. Coordinate programming with local groups.
- 7.8 Develop a campus wide satellite housing plan to address residential needs
- 7.9 Fund a dedicated UWM transit system
- 7.10 Investigate potential of possible satellite campuses
- 7.11 Improve pedestrian / bicycle pathways and bicycle parking facilities on campus

UPPER EAST SIDE ACTION ITEMS

8.0 Historic Downer Avenue Retail District

- 8.1 Market the district with events and programs
- 8.2 Support the newly formed Business Improvement District
- 8.3 Create design guidelines for new development within the BID

9.0 Water Tower Historic District

- 9.1 Prepare a historic survey of significant structures in the district
- 9.2 Pursue historic designation for buildings that merit historic status.
- 9.3 Promote and coordinate use of existing resources available for home repair / upkeep
- 9.4 Support new construction compatible with the district character
- 9.5 Support renovation, redevelopment and or conversion of older apartment buildings into condos
- 9.6 Prevent commercial encroachment into residential areas

10.0 Riverside Industrial Commercial Area

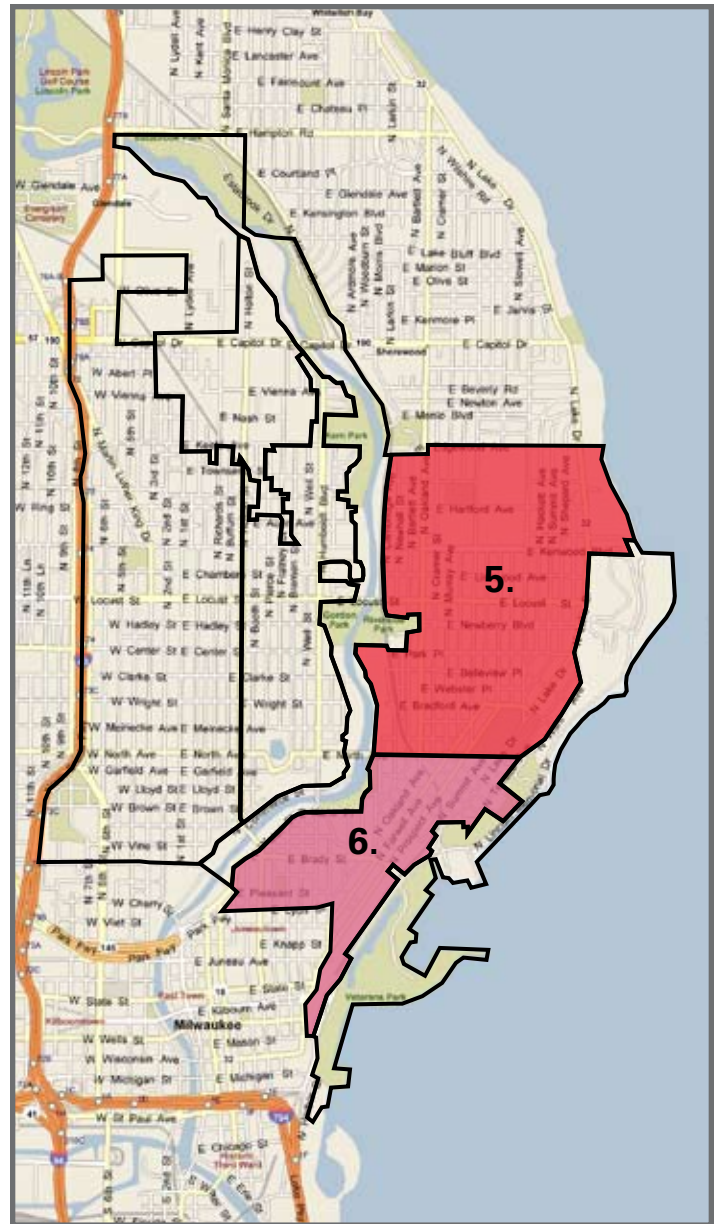
- 10.1 Promote a green building program for existing industrial uses and new developments
- 10.2 Ensure building additions or alterations are compatible with neighborhoods and commercial districts
- 10.3 Provide ADA accessible ramps and stairs at the east side of the North Avenue bridge.
- 10.4 Discourage automobile-oriented uses
- 10.5 Provide design guidelines for redevelopment
- 10.6 Evaluate and analyze impacts of developments
- 10.7 Support Park Place Bridge and 1.5 million improvement plan for Riverside Park
- 10.8 Support arboretum / park gateway to the Primary Environmental Corridor on former industrial land.

11.0 Oakland Avenue Transit and Commercial Corridor

- 11.1 Develop mixed use Transit Oriented Development (TOD) nodes along Oakland Avenue
- 11.2 Recruit neighborhood serving businesses
- 11.3 Establish design / facade guidelines
- 11.4 Consider expansion of University Square BID northward

12.0 Former Columbia Hospital Campus

- 12.1 Evaluate potential development scenarios for the St. Mary's / Columbia Hospital Campus
- 12.2 Create a pedestrian connection between UWM and Columbia St. Mary's Hospital



5. Upper East Side
6. Lower East Side

- 12.3 Establish an entrance portal to the campus at Maryland Avenue
- 12.4 Create a destination at the terminus of the connection

LOWER EAST SIDE ACTION ITEMS

1.0 Historic Preservation Strategies

- 1.1 Identify areas and buildings that should be protected through historic designation and regulatory procedures
- 1.2 Create building design standards for building restoration and new construction
- 1.3 Establish right of way and parking design
- 1.4 Provide financial support, information and technical assistance to historic building owners

2.0 Context Sensitive Development Strategies

- 2.1 Develop guidelines for use, density, scale, setback and bulk requirements.
- 2.2 Provide allowances for shared parking
- 2.3 Deter automobile oriented uses and surface parking along the street frontage
- 2.4 Evaluate the use of parking garages instead of surface parking
- 2.5 Develop an architectural review process requirement and coordinate across different city agencies

3.0 Commercial Area Strategies

- 3.1 Encourage redevelopment of existing properties
- 3.2 Promote destination retail and entertainment
- 3.3 Promote the use of the Historic National Register designation
- 3.4 Promote existing BIDs
- 3.5 Promote and market main commercial corridors
- 3.6 Highlight the assets of major commercial corridors and improve streetscape
- 3.7 Analyze existing commercial uses and identify needs for potential business recruitment

4.0 Neighboring Areas Connection Strategies

- 4.1 Utilize streetscape improvements and wayfinding to improve pedestrian movement
- 4.2 Improve pedestrian connections from river crossings to the Milwaukee River and commercial corridors
- 4.3 Strengthen connections between the existing BIDs and foster a commercial district along Farwell Avenue
- 4.4 Link the western end of Brady Street to the Water Street Mixed Use/Entertainment Corridor
- 4.5 Promote transit connections and trolleys between downtown and commercial areas

5.0 Environmental Linkage Strategies

- 5.1 Improve accessibility to the riverfront, trails and waterfront amenities
- 5.2 Include a river access component to waterfront development

- 5.3 Require buffers between new development and environmental areas
- 5.4 Utilize maps and directional signage to direct circulation to both the river and lakefront

6.0 Streetscape and Wayfinding Strategies

- 6.1 Upgrade signage and streetscape amenities as needed
- 6.2 Promote signage that directs visitors to commercial corridors
- 6.3 Improve streetscape, install traffic calming measures
- 6.4 Consider potential curb cut closings and review design requirements for driveways in future development
- 6.5 Utilize local programs to market area's distinct image

7.0 East Side BID

- 7.1 Survey and identify buildings for potential historic designation
- 7.2 Expand streetscape improvement efforts already in place
- 7.3 Promote the creation of spaces for public gathering
- 7.4 Continue implementation of public arts programs
- 7.5 Establish a gateway at North Avenue and the river
- 7.6 Utilize the North Avenue Bridge to connect the east and west sides of the river
- 7.7 Extend BID efforts to support a stronger commercial corridor along North Avenue west of Oakland
- 7.8 Utilize key sites redevelopment to leverage other development priority
- 7.8 Evaluate the use of destination retail as a redevelopment option
- 7.9 Include a river access component in the Hometown site future development
- 7.10 Evaluate potential access improvements along current industrial use riverfront properties
- 7.11 Develop design guidelines for improvement of industrial properties along the waterfront
- 7.12 Improve accessibility to the riverfront, trails and other waterfront amenities from North Avenue
- 7.13 Redevelop the former Prospect Mall and parking lots as high intensity mixed use development

8.0 Brady Street BID

- 8.1 Encourage mixed use development to promote pedestrian activity
- 8.2 Promote Brady Street as a strong transit and economic connection through public transit
- 8.3 Promote better pedestrian circulation along Prospect and Farwell Avenues

LOWER EAST SIDE ACTION ITEMS

- 8.4 Evaluate redevelopment opportunities and potential design guidelines for identified sites
- 8.5 Promote and foster its unique character through historic preservation, continued streetscape improvements and wayfinding
- 8.6 Provide additional surface parking and promote garage parking as part of mixed use buildings
- 8.7 Promote parking guidelines that allow for creative parking solutions
- 8.8 Review existing curb cut policies, limit possible construction of driveways and curb cuts
- 8.9 Evaluate the re-configuration and redesign of the five corner intersection at Brady and Farwell
- 8.10 Increase and improve pedestrian connections to the River and highlight access points to the lakefront
- 8.11 Intensity redevelopment on the west end of Brady Street between Holton and Humboldt

9.0 East Village District

- 9.1 Promote restoration of historic structures through financial support programs
- 9.2 Develop a parking and vehicular circulation strategy that addresses future needs with minimal impact
- 9.3 Establish design guidelines for new development
- 9.4 Preserve and maintain small parks
- 9.5 Evaluate potential for redevelopment of the River-view Court site
- 9.6 Promote and maintain street character to reflect the historic setting of the district
- 9.7 Preserve views and access to the Milwaukee River as future development occurs
- 9.8 Fill in gaps in riverwalk for river edge development

10.0 Farwell Avenue Corridor

- 10.1 Evaluate traffic/congestion, two way traffic and traffic calming measures
- 10.2 Evaluate the potential for Farwell Avenue to become a north and south transit street.
- 10.3 Develop guidelines for streetscape improvements
- 10.4 Strengthen the retail environment, improve access and intensify uses
- 10.5 Consider a Business Improvement District for Farwell

11.0 Prospect Avenue Corridor

- 11.1 Promote mixed use development that encourages street level commercial activity

- 11.2 Identify future development sites and consider ways of preserving views to the lake
- 11.3 Enhance the relationship between building entrances and the street
- 11.4 Conduct a transit study on Prospect Avenue
- 11.5 Develop guidelines for streetscape improvements
- 11.6 Evaluate the merits of an overlay district for Prospect Avenue to achieve optimum development
- 11.7 Identify additional historic and noteworthy buildings to be preserved

12.0 Catalytic Project: North Avenue Corridor from the Milwaukee River to Oakland Avenue

- 12.1 Redevelop available land and building stock along the North Avenue frontage
- 12.2 Utilize development on the eastern end of North Avenue as an example for future development.
- 12.3 Promote a river walk adjacent to industrial and commercial properties along the river
- 12.4 Enhance pedestrian connections to the river
- 12.5 Promote development and design guidelines along this portion of the North Avenue corridor
- 12.6 Promote commercial activities along North Avenue

13.0 Catalytic project: Park East to Brady Street TOD Connection

- 13.1 Promote transit and/or shuttle service between the Brady Street BID and the Park East Redevelopment Area
- 13.2 Strengthen the public space between intersections
- 13.3 Connect the east and west sides of the river along Holton Street by wayfinding and visual connections
- 13.4 Promote mixed use development that includes a river walk component
- 13.5 Utilize interpretive signage along the riverfront
- 13.6 Create a stronger connection to the Milwaukee River at Brady Street

14.0 Enhancements for New Development

- 14.1 Create a neighborhood plaza and gathering place by closing Ivanhoe Street between North Avenue and Prospect during the summer or for seasonal events
- 14.2 Improve overall streetscape
- 14.3 Create transit oriented development at key locations such as Brady and Farwell, Prospect and North, etc.

LAKEFRONT ACTION ITEMS

1.0 Financial Support

- 1.1 Identify funding and gather political support for maintenance and enhancements
- 1.2 Encourage “adoption” of athletic fields and amenities as a way to add improvements

2.0 Landscape Improvements

- 2.1 Preserve and enhance natural character
- 2.2 Update plantings
- 2.3 Emphasize green infrastructure
- 2.4 Develop landscape design standards
- 2.5 Restore landscape on heavily used areas
- 2.6 Limit accessible pathways and make their entry points more prominent
- 2.7 Restore park monuments, add landscaping
- 2.8 Categorize and develop wildlife habitat zones

3.0 Bluff Improvements

- 3.1 Provide additional naturalized planting for bluff stabilization
- 3.2 Create an accurate assessment of bluff floristic and habitat quality
- 3.3 Create physical development guidelines or buffer management requirements
- 3.4 Provide regulatory requirements for review by County, Department of Natural Resources, or other environmental protection agencies
- 3.5 Encourage volunteerism
- 3.6 Encourage awareness of environmental and financial value
- 3.7 Identify circulation routes and Best Management Practice (BMP) measures for Lake Park

4.0 Lakefront Access

- 4.1 Improve public access to lakefront parks
- 4.2 Encourage the use of alternative transportation options, e.g shuttle “People Mover”, etc.
- 4.3 Repair Bradford Beach Bridge and make ADA accessible
- 4.4 Improve landscaping, signage and lighting on the Brady Street Bridge

5.0 Lakefront Connections

- 5.1 Enhance linkages and connections between lakefront destinations
- 5.2 Connect natural areas to the north and cultural institutions to the south
- 5.3 Improve pedestrian access
- 5.4 Develop a unifying connecting pathway for the entire lakefront park system.



7. Lakefront

6.0 Parking Improvements and Reduction

- 6.1 Analyze parking needs, locations and conditions
- 6.2 Integrate vegetative stormwater management practices to parking areas
- 6.3 Enhance visitor connections to event areas and downtown attractions
- 6.4 Conduct upgrade to bicycle friendly facilities
- 6.5 Identify and develop other UWM parking locations to reduce student parking use of lakefront

LAKEFRONT ACTION ITEMS

7.0 Buildings, Site Furnishings and Other Amenities

- 7.1 Consider additional development or amenities to enhance the lakefront experience
- 7.2 Renovate park pavilions
- 7.3 Create a cohesive aesthetic for buildings and grounds and replace existing site furnishings where needed
- 7.4 Construct, replace and monitor rest room facilities
- 7.5 Provide a comprehensive wayfinding / signage system that connects all destinations on the lakefront
- 7.6 Develop a sustainable approach to materials and construction
- 7.7 Add food concessions and locate additional mobile vendors at park gateways

8.0 Security

- 8.1 Review active evening use areas for lighting levels and sight line visibility

9.0 McKinley Marina Catalytic Project

- 9.1 Continue recent marina improvements, e.g. picnic pavilion
- 9.2 Complete unrestricted harbor promenade access
- 9.3 Coordinate marina and park furnishings
- 9.4 Improve accessibility to visitors
- 9.5 Promote wayfinding and interpretive signage
- 9.6 Utilize the former Coast Guard Station site
- 9.7 Develop a new multi-use community center for the McKinley Harbor Area
- 9.8 Consider a year round café adjacent to the kite field and a south facing wall as a solarium
- 9.9 Provide new restroom facilities at the kite field
- 9.10 Develop alternate funding and public awareness to the McKinley sites

10.0 Park Pavilion Improvements Catalytic Project

- 10.1 Upgrade and renovate existing pavilions to establish a unified architectural language
- 10.2 Conduct design competitions (to create community input and excitement) for public art
- 10.3 Employ "Green Infrastructure" principles for energy efficient building design and landscape

Part 1: Overview

Introduction

Existing Conditions, Information
Gathering and analysis

Land Use Policy

Transit and Transportation



1: Introduction

INTRODUCTION

PLANNING CONTEXT

PLAN GOALS AND OBJECTIVES

NEIGHBORHOOD CONTEXT

INTRODUCTION

The Northeast Side Area Plan is the result of a comprehensive community-based planning effort between area stakeholders and the City of Milwaukee, facilitated by a consultant team of experts in city planning, environmental and urban design. This plan seeks to capitalize on current improvement and redevelopment efforts being led by many community and investor groups, working in partnership with local non-profits and government agencies. The plan identifies unique opportunities for the Northeast Side through a series of goals and strategies to help achieve a vision that recognizes the area's strengths and opportunities; the unique characteristics of its neighborhoods; proximity to downtown, lively commercial corridors, valuable historic districts, vibrant industrial areas; irreplaceable natural resources; access to major roads and freeways; and flourishing residential areas.

The plan acknowledges both tangible assets such as a strong academic institution (University of Wisconsin - Milwaukee, Main Campus) and a major medical complex (Columbia St. Mary's Hospital), as well as intangible assets such as the presence of active community groups that are dedicated to the area's preservation and redevelopment. The plan also acknowledges emerging political issues and opportunities to build public policy, future development and preservation. Preservation challenges include the conservation of historic buildings that are threatened by rising land values and the protection of environmentally sensitive areas from future development such as the Milwaukee River corridor and the lakefront, which are minimally regulated and are in need of coordinated oversight. Social issues are also addressed in the plan with neighborhoods that are threatened by crime and quality of life. The plan contains two very important environmental resources, the lake and river, that only have an ad hoc system of protections.

The Northeast Side Area Plan seeks to help build a framework to prioritize district goals, organize stakeholders, apply resources, and protect assets so that all neighborhoods can be preserved and enhanced. The Northeast Side assets make the area a valuable resource to the City of Milwaukee. The intricate urban fabric of the Northeast side and its internal and external connections are at the forefront of the recommendations of this plan.

The plan area is bounded by Interstate 43 to the west, the communities of Glendale, Whitefish Bay and Shorewood to the north, Lake Michigan to the east and Walnut Street / Pleasant Street to the south.

PLANNING CONTEXT

APPROXIMATELY 6.8 SQUARE MILES

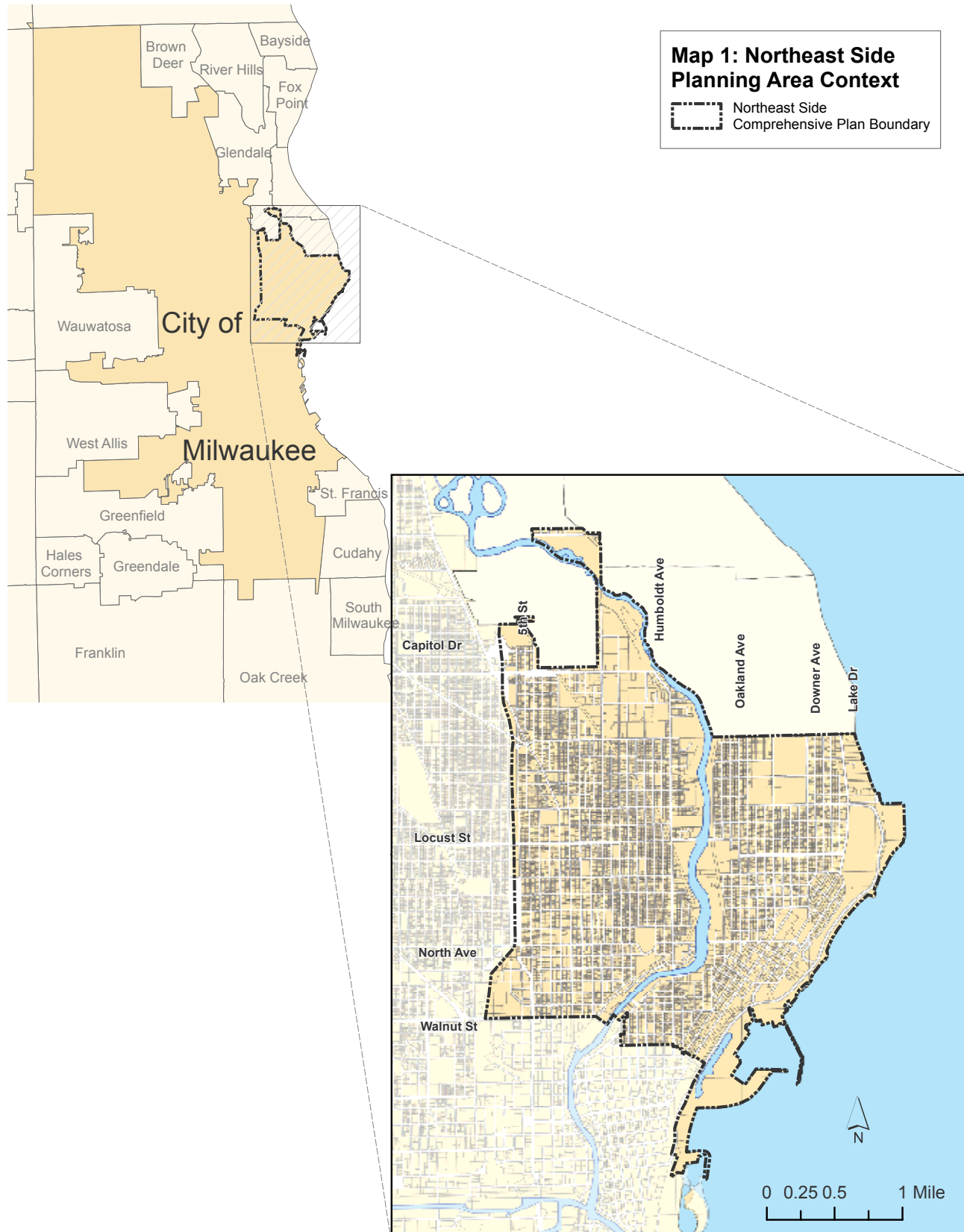


Figure 1.1: Northeast Side Planning Area
Source: Department of City Development 2007

PLANNING CONTEXT

CITY COMPREHENSIVE PLAN STRUCTURE

The preparation of the Northeast Side Area Plan complies with Wisconsin's Comprehensive Planning Law, Wis. Stats. 66.1001, commonly referred to as "Smart Growth" Legislation. The 1999 Wisconsin Act 9, and subsequently 1999 Assembly Bill AB 872 and 2001 Wisconsin Act 16, revised planning legislation for all communities in the state.

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

The recommendations of this plan represent a broad consensus achieved during an 18-month planning process involving a wide array of stakeholders. Meeting the needs of diverse stakeholder interests will require ongoing dialogue to effectively address changing needs within an ever-changing social, economic and political environment. Significant changes can only be realized when all stakeholders are vested in an ongoing partnership, working together, each within their own fiscal and legal authority.

Plans must adapt and evolve with changing circumstances. For example, new markets may present opportunities to specialize, customize or "personalize" a district in the same way that ethnic groups create and support special districts, e.g. Bronzeville, Chinatown, Little Puerto Rico, etc. New tools such as tax incentives or credits can also transform an area. New transit improvements can present land use opportunities (transit oriented development nodes). As places evolve, plans need to change along with them.

The most challenging aspect of the planning process is the politics of consensus building and conflict resolution. In order for this plan or any plan to guide development in a positive way, it is necessary to balance the needs of the environment, neighborhood residents, business and property owners, developers and the city as a whole. Residents have to be engaged in decisions regarding new development (using the plan as a guide) and should be holding town hall meetings on a regular basis to discuss neighborhood issues.

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly. The Introduction, the Planning Process and Information Gathering chapters provide a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results. The Land Use chapter identifies the types of uses and related policies and redevelopment strategies planned for the Northeast Side Plan area as a

whole. The individual area chapters outline more specifically where and how those policies and strategies should be implemented within each neighborhood and provides additional design guidelines specific to those locations. Each chapter identifies a number of corridors and specific sites within each neighborhood, and recommends several alternative scenarios for the development of those sites.

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

CONTRACT STRUCTURE

The contract between the city and the consultants was structured to create teams of stakeholders who would provide guidance throughout the process. After the initial phases of information gathering and analysis, community sessions were held. This included conducting stakeholder interviews and focus group meetings, distributing community surveys, administering an image preference/survey, and holding three community charrettes (half-day workshops). This information was utilized to formulate policy recommendations. Once the plan was drafted, it was presented to the public for review and comment. A final version was then edited and completed for public hearings and adoption.

CONTRACT MANAGEMENT TEAM

The Contract Management Team (CMT) was comprised mostly of funding partners with organizational interests in the Northeast Side. These included representatives from the Brady Street BID, East Side BID, Harambee Ombudsman Project, Historic King Drive BID, Inner City Redevelopment Corporation, Riverwest Neighborhood Association, Riverworks Development Corporation, Upper East Side Neighborhoods, University of Wisconsin – Milwaukee, University Square / Oakland Avenue BID, Urban Ecology Center, Water Tower Landmark Trust, and the City of Milwaukee Department of City Development. The CMT met to review the information gathered, provide direction for public participation, offer guidance on plan development, and provide feedback about draft versions of the plan. The team's firsthand knowledge of the area and its issues helped to guide the development of the plan. The CMT played a major role in the partnerships needed for implementing the plan recommendations.

PLANNING ADVISORY GROUP

The Planning Advisory Group (PAG) consisted of a wide range of stakeholders including landowners, agency leaders, business owners and operators, and residents within the Northeast Side. Committee members were asked to participate in the plan development process as a representative cross-section of interested parties. Members met with the project manager and consultants when issues arose that required

PLANNING CONTEXT

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

PROJECT MANAGEMENT TEAM

The Project Management Team (PMT) was comprised mostly of city departments and representatives of organizations with jurisdiction or responsibilities in the Northeast Side Plan area. These included representatives from the Department of Neighborhood Services, Department of Public Works, Community Block Grant Office, Milwaukee County, Milwaukee Public Library, Milwaukee Public Schools, and others. The PMT ensured coordination between plan goals and the various ongoing planning efforts of these agencies.

PLANNING PROCESS

The planning process for the Northeast Side Plan included the gathering of existing conditions information to create a framework for the development of the plan that included all factors affecting investment, redevelopment and growth in the community. This included an extensive public participation process to establish public opinion on issues facing the future of the Northeast Side.

Pre-planning took place summer and fall of 2006 with SWOT Analyses (Strength, Weakness, Opportunity, Threat) of all parts of the plan area with representative groups. Planning efforts began in February 2007 with a Visioning Workshop with the Planning Advisory Group to address common themes, priorities and goals for the district as a whole. Following is a schedule of events leading up to the completion of the plan:

- Site Tours, Interviews, Issue Identification, Data Collection - February-May 2007
- Best Practices & Nationally Comparable Projects - May 2007
- Consensus Building on Final Catalytic Project List & Issues/Stakeholder & PAG Meetings - June-August 2007
- CMT/PMT/PAG Meeting: Catalytic Projects Refinement - September-October 2007
- Discussion Draft of Northeast Plan - November 2007-February 2008
- Idea Refinement, Concept Plans, Recommendations, Strategies Open House - February-March 2008
- Final Document, Catalytic Projects, Action Plan, Implementation, Financing Options - April-May 2008
- Approval Process Public Hearing - May 2008

The Northeast Side Area Plan is organized into twelve chapters that includes seven individual chapters of key areas studied. At the beginning of each area chapter, an introduction, vision, goals and strategies are presented for the area as whole. Subsequent sections outline strategies for districts, corridors and catalytic projects. There are 16 Districts, 9 Corridors and 13 Catalytic Projects in the Plan. The recommendations include zoning, land use, development and design guidelines applicable to each area. Following is a description of the intent of Districts, Corridors and Catalytic Project Areas:

Districts & Corridors are contiguous areas that:

- Have a unique, special or historic character
- Share common land use, social/cultural traits and economic interests

Districts generally have a central focus or destination “nucleus” where corridors have a linear structure with destination points along a spine. Districts are for the most part located within neighborhoods and within the plan boundary. In contrast, corridors pass through neighborhoods, in and out of the plan boundary. Districts tend to have specific character that defines them. Corridors change character as they pass through different areas. For example, North Avenue (east to west) goes from historic settlement to city “core” to street-car suburb to exurb to prairie.

Collective vision for districts and corridors follows one of three basic development approaches:

- Preserve (area is near perfect just the way it is; maintain assets, control for conflicts).
- Preserve and Enhance (some parts are perfect, some are not; add and reinforce assets).
- Transform (area has undergone negative changes; save landmarks and replace assets).

Strategies for Districts and Corridors may include:

- Social / cultural vehicles for strengthening identity
- Economic tools for preserving landmarks and supporting new development
- Architectural / Environmental / Landscape Design Guidelines
- Land Use tools that customize zoning and enhance potential
- Marketing / promotional ideas
- Development approaches

Consistent with the city’s continuing efforts to cluster development activity to maximize value and leverage investment, development resources will be targeted in identified

HOW TO USE THIS PLAN

PLANNING CONTEXT

Catalytic Project Areas. These project areas will complement and often co-exist with both new and existing Targeted Investment Neighborhoods (TINs).

The intent of these strategies is to leverage traditional and non-traditional resources (such as Catalytic Project Area / TIN convergence with grassroots capacity-building); coordinate public investment dollars (such as Community Development Block Grant, HOME, and capital improvements of various levels of government such as city, county, state and federal); and take advantage of market forces.

A Catalytic Project Area will typically have the following characteristics:

The underlying strategy of a catalytic project area borrows on successful strategies employed in neighborhood revitalization efforts: “Large Impact Development Projects” and “Integrated Neighborhood Revitalization Strategies.” It focuses the combined efforts and resources of a number of different partners (city departments, neighborhood community organizations and the private sector) to leverage the impact of the catalytic project(s) and encourage additional private sector development activity in the neighborhood.

Criteria for Selection of Catalytic Project Areas

- A compact area so improvements will be concentrated and readily visible.
- The presence of a high impact residential, commercial, civic, infrastructure, institutional, or industrial project (or projects) currently underway that represents a significant and visible investment in the neighborhood.
- Strong neighborhood and/or private sector partner(s) operating in the neighborhood.
- The potential to leverage significant additional investment.
- All proximate investments have strong relationship to the central project.
- An integrated strategy among the partners that addresses commercial, residential quality of life issues.

To these characteristics we added the following criteria to assist with final selection:

- Under “High Impact” we specified:
 - Planned activity is good, however, actual activity is better.
 - Public funding is good, however, private financing is better.
 - 1:1 Leverage ratio is good, however, greater ratio is better.
- The vitality of a Catalytic Project Area can be evaluated by:

- The presence of a strong and established neighborhood anchor.
- District that has a good sense of identity.
- There exists a mix of land uses versus a uniform land pattern.

A small amount of funding may be requested from Community Development Block Grant (CDBG) and used to “fill the gaps” in the resources that are currently available in the neighborhood. These funds need to be flexible in that they should respond to the unique neighborhood needs in the area surrounding the catalytic project.

Typically, the funding set aside for these Catalytic Project Areas will be retained by the CDGB office and a project steering committee established for each project area to invest funds in project-supporting activities. A representative of the CDBG office as well as neighborhood and critical and appropriate city agencies will be represented on these steering committees.

Investment of Community Development Block Grant & Home Funds in Catalytic Project Areas

The combination of CDBG, TIN, HOME, Tax Increment Financing (TIF) as appropriate and Redevelopment Authority (RACM) funds may be used for the following types of activities as needed to complement and successfully implement catalytic projects, based on the deliberations and decisions of the steering committee:

- Code enforcement
- Spot acquisition
- Brownfield remediation
- Large Impact Development (LID)
- Rental rehab
- Owner-occupied rehab grants & loans
- Facade grants
- Buy, rehab, resell properties
- Minor home repairs
- Community organizing
- Retail Investment Fund (RIF—formerly known as TCDF)

PLAN PURPOSE

The purpose of the Northeast Side Plan is to build on the strengths and assets of the community to create an environment that helps leverage additional development appropriate to the area’s context, strengthens linkages between individual areas, and promotes its valuable commercial, residential, industrial and environmental resources. The plan’s strategies seek to promote the economic development of the area, address housing issues, foster the use of design guidelines for pedestrian friendly areas and future development and put forth sustainable development practices.

PLAN GOALS AND OBJECTIVES

PLAN GOALS AND OBJECTIVES

The following goals and objectives served as a basic framework during the planning process and in the development of the plan vision for the Northeast Side.

Residential Goals

- Strengthen and improve the existing neighborhood fabric.
- Increase owner-occupancy throughout the Northeast Side.
- Provide a variety of housing choices for residents, including affordable housing.
- Preserve historic housing structures.

Commercial Goals

- Promote mixed use development that supports vibrant commercial uses.
- Create thriving retail corridors that make use of existing commercial land and infrastructure.
- Enhance the marketability of commercial districts and corridors to promote economic stability and growth.
- Promote local independent businesses while allowing destination retailers to be integrated in a manner that fits local neighborhood character.
- Bridge gaps between demand and supply of retail services.

Industrial Goals

- Strengthen industrial areas through redevelopment, interconnections with other uses and infrastructure improvements.
- Foster a cohesive image of industrial districts that will promote further investment.
- Promote linkages to successful industrial areas in other communities.
- Promote mixed use development compatible with industrial uses.
- Support recruitment of new businesses.
- Create stronger ties between the local workforce and employers.

Institutional and Public Space Goals

- Strengthen pedestrian linkages between parks, open spaces and natural areas.
- Increase accessibility to public spaces from residential areas. Create stronger, greener connections that invite walking to neighborhood destinations.
- Protect natural areas and open spaces.
- Promote the use of green spaces in the programming of new redevelopment projects.

- Improve existing civic, community and institutional facilities to provide additional places for community activity that may also serve a resource and networking venue for area residents, employers, workers and business owners.
- Incorporate public arts programming in civic places to promote community image and a sense of pride.

Transportation, Parking and Infrastructure Goals

- Promote vehicular circulation patterns that meet the needs of residential and commercial uses.
- Increase public transit options to major employers and destinations.
- Meet parking demands through parking design standards that address neighborhood context.
- Increase pedestrian safety.
- Promote walkability and connectivity.
- Improve bicycle circulation by providing a wider, better integrated and designed network of bike paths.

NEIGHBORHOOD CONTEXT

NEIGHBORHOOD CONTEXT

Community Boundaries

The plan area is bounded by Interstate 43 to the west, the communities of Glendale, Whitefish Bay and Shorewood to the north, Lake Michigan to the east, Walnut Street and Pleasant Street to the south (refer to Figure 1.1 on page 24).

Location within the City

As its name suggests, the Northeast Side is located in the northeastern portion of the City of Milwaukee on the west shore of Lake Michigan. The rest of the City of Milwaukee lies to the west and south of the plan area. The northern section is adjacent to three other municipalities. These include Glendale, Whitefish Bay and Shorewood.

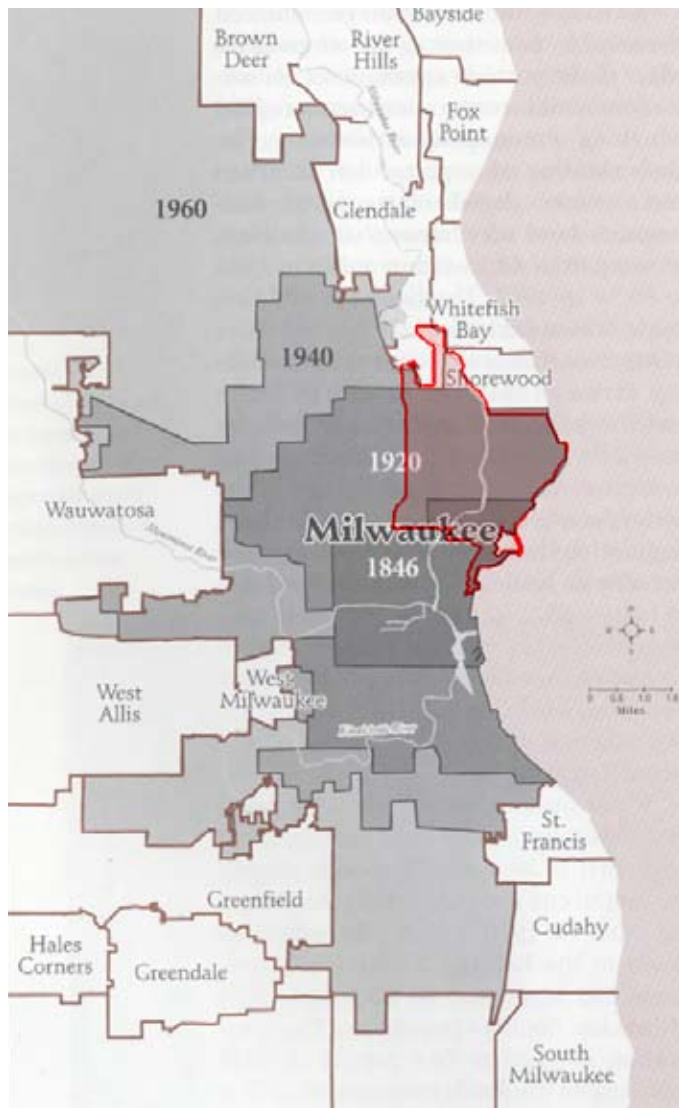


Figure 1.2: City of Milwaukee Historic Timeline

Source: The Making of Milwaukee by John Gurda

The Northeast Side has the greater number of neighborhood organizations per capita than any other place in Milwaukee. In recent years, these neighborhood organizations have focused on issues related to redevelopment impacts, historic preservation, neighborhood conservation, open space, crime and general quality of life concerns.

Physical and Cultural History

The Northeast Side is a diverse area comprised of individual and unique neighborhoods, each populated by a wide range of ethnic and economic backgrounds. The existing housing stock reflects this mix. Large, beautifully articulated, architect designed houses are congregated east of Prospect Avenue and north of North Avenue. Modest working class dwellings can be found along the Milwaukee River, north of Brady Street and in Riverwest. Comfortable middle class houses and a few grand Victorians can be found south of Brady Street near downtown. Commercial districts grew up to serve these distinct populations, which include Brady Street, the area between Oakland and Prospect on North Avenue, Downer Avenue, the Oakland and Locust cluster of shops and restaurants and the extended commercial corridor on North King Drive.

The developmental history of the Northeast Side parallels the social and economic transformations of these independent neighborhoods. The following is a brief overview of the influences that shaped these neighborhoods.

Harambee

To the west of the Milwaukee River, along Palmer Street, N. 1st and N. 2nd Streets, parts of the neighborhood now known as Harambee were settled by the city's wealthy and middle-class families, mostly Germans, some Polish, and a mix of other ethnic groups from eastern Europe. The area's west and central portions have, over time, become one of the city's most ethnically diverse communities. This area was for many years a "walk to work" neighborhood with many residents employed in the nearby factories such as AMC-Chrysler clustered around Capitol Drive, the area now known as Riverworks.

Between 1979 and 1983, Milwaukee lost a quarter of its industrial jobs and many of those industries were located in the Northeast Side. For many residents, that reduction in the employment opportunities eroded their economic stability. The area continues to struggle with high unemployment and has transformed from a working class neighborhood to a lower to middle-class neighborhood with relatively low rates of home ownership. Grassroots organizing and assistance from non-profits like Harambee Ombudsman Project, Habitat for Humanity, ICRC, MLKEDC, Thrivent for Lutherans, Riverworks, and LISC are beginning to address some of these issues and turn this neighborhood around.

NEIGHBORHOOD CONTEXT

Strong new development in the southern parts of Harambee (Halyard Park, Brewers Hill and along King Drive), has created economic momentum that will help revitalize the area to the north.

The initial settlement period for the Brewers Hill area began around 1850, which makes it one of the first permanent residential neighborhoods in the city to separate from major commercial and industrial areas. Though not far away from Schlitz Brewery and Beer Line “A,” these initial neighborhood settlements were home to people of various income levels and allowed for small businesses to be part of its social fabric.

Brewers Hill began to first see development as mills, factories and tanneries that sprouted up along the canal parallel to the Milwaukee River. The canal is now filled in as Commerce Street. Early houses in this area date back to the 1850’s. Commercial activity continued along Third Street, which is renamed Old World Third, and Martin Luther King Drive north of downtown.

The Harambee neighborhood has a number of distinctive areas within its boundaries, reflecting the evolution from modest immigrant German settlement to prosperous upper income houses; from water powered industry along the Milwaukee River to the giant Schlitz Brewery complex; from small frame stores of early merchants, blacksmith and barrel makers to the flashy retail establishments of Schuster’s Department Store, the Berlin Arcade Building, classically inspired banks and numerous clothiers.

Surviving building stock can be found dating back to the 1850s in the portion known today as Brewers Hill. Its residents were drawn by the jobs available along the Milwaukee River where an early canal gave water power that supplied mills, tanneries, millwork companies, and lumber yards that required the labor of thousands of workers. Eventually the giant Schlitz Brewery came to dominate the area and gave rise to the name Brewers Hill. Brewery owners lived within blocks of the complex. The stately homes of the wealthy mingled side by side with the one-story cottages of the laborers in the days before economic stratification led to the exclusive neighborhoods that developed later in the century.

Another phase of development can be seen north of North Avenue where large, architect designed houses dominate the streetscapes, some of which have the distinctive Germanic details that characterize Milwaukee’s more progressive architecture in the 1890s. It was in this neighborhood that merchant Edward Schuster lived and he was surrounded by other prosperous business owners and professionals. Nationally recognized socialist, newspaper editor and U.S. Congressman, Victor Berger and his wife Meta would later occupy the Schuster home.



Figure 1.3: Historic Photo of Martin Luther King Drive

* Image Source: Milwaukee Historical Society



Figure 1.4: Historic rendering of Schlitz Brewery

Source: UWM Libraries, Archives Department



Figure 1.5: Schlitz Brewery today in reuse as mixed-use complex

Source: Milwaukee Then and Now by Sandra Ackerman

NEIGHBORHOOD CONTEXT

By the early decades of the 20th century, the most prosperous families moved east and north along Lake Drive. North of Center Street, a mix of more modest middle class single family and duplex residences can be found, generally of wood frame construction.

Commercial activity centered on North 3rd Street, known today as N. Martin Luther King Jr. Drive. It was once hailed as one of the longest, continuous commercial streets in the country and was almost the equivalent of shopping downtown. King Drive was one of the earlier roads that had direct connection to Green Bay and its transportation component made it an ideal spot for local merchants. Businesses grew from small family-run entities to commercial giants like Schuster's Department Store which began on King Drive and went on to establish other stores around the city. At King Drive's intersection with North Avenue, a major public transportation transfer point, an array of high style buildings were constructed, remodeled, and updated to meet the shopping needs of the area.

While King Drive continued to thrive into the 1950s only to succumb to disinvestment in the 1960s and 1970s exacerbated by numerous demolitions, the adjacent residential neighborhood became home to successive waves of less affluent newcomers as descendants of the original German population moved on to newer portions of the city. A substantial number of Jewish residents lived in the area, giving rise to the establishment of Sinai Hospital. Israel's Prime Minister Golda Meir grew up nearby and attended the public school that now bears her name. African Americans, among other ethnic groups, were drawn to the neighborhood because of the availability of good jobs and became a prominent presence in the area beginning in the 1950s. Grants Soul Food Restaurant on North Avenue near Martin Luther King Drive is an example of the African American community's longevity and occupies a landmark building once built by the Wadham's Oil Company. The distinctive pagoda style



Figure 1.6: Uihlein House N. 5th Street, 1895

Source: UWM Libraries, Archives Department

roof is the last remaining example of the company's signature style in Milwaukee. The latest ethnic group to find a home in Harambee (and Riverwest) is the Puerto Rican community, clustered around Center and Holton Streets and expanding north and south.

In recognition for its collection of fine mid-to-late 19th century residences and broad spectrum of commercial buildings, a number of individual properties and groups of properties have been listed in the National Register of Historic Places and/or have received local historic designation. There are additional properties eligible for historic status that should be evaluated for the National Register.

Harambee Neighborhood Historic Properties

1. *Brewers Hill National Register District, Local Historic District*
2. *North First Street [and N. Second Street] National Register Historic District*
3. *North Third Street National Register Historic District (now known as N. Martin Luther King Drive)*
4. *Baasen House 1702 N. 4th Street National Register listed*
5. *Chief Lippert Fire Station (later home to the Milwaukee Inner City Arts Council) 642 W. North Avenue National Register listed*
6. *Frederick Ketter Warehouse 325 W. Vine Street National Register listed*
7. *F. Mayer Boot & Shoe Company 116 E. Walnut/Pleasant Street National Register listed*
8. *Public School #27 (Garfield Avenue School) 2215 N. 4th Street National Register listed*
9. *St. Francis of Assisi Church Complex 1927 N. 4th Street National Register eligible*
10. *William Steinmeyer House 1716-1722 N. 5th Street national Register listed*
11. *Frederick C. Ehlers House 2576 N. 4th Street Local Historic Designation*
12. *Hausmann Building 1750 N. Martin Luther King Drive Local Historic Designation*
13. *Kubbernuss House 222 E. Burleigh Street Local Historic Designation*
14. *Mayer & Durner Buildings 2002-2006 N. Martin Luther King Drive local Historic Designation*
15. *Charles Stehling House 1840 N. 5th Street Local Historic Designation*
16. *Hrobsky/Berg Building 2722-24 N. Martin Luther King Jr. Drive (Local historic designation)*

Figure 1.7: Source: Historic Preservation Office, City of Milwaukee

NEIGHBORHOOD CONTEXT

Riverworks

What began as a small village along the Milwaukee River grew into a major economic engine of the city in less than a century.

The Riverworks area as its name implies, owed its beginnings to the presence to the Milwaukee River. Just where the river crossed today's Capitol Drive, two dams were built that attracted the construction of flour and paper and linseed oil mills. The community of Mechanicsville was established in 1836 by Amasa Bigelow, on the east bank of the river, south of the bridge that crossed the river at today's Capitol Drive. He anticipated an influx of settlers who would work for the new industries. This community flourished with the Panic of 1837 and commercial development ended. It was succeeded by the Village of Humboldt, platted in 1850 on the west bank, with street names as Schiller and Goethe reflecting the German ethnicity of the founders. Noonan's Paper Mill (1850) and John J. Orton's flour mill (1853) were established in the vicinity. This community also flourished by the mid-1870s when repeated flooding forced the mills to close.

In the spring of 1876 a new enterprise started up, the Milwaukee Cement Company. It was established by Joseph Berthelet on the west bank of the Milwaukee River, north of today's Capitol Drive, to produce natural hydraulic cement. The type of limestone used in this process was very rare, only being found in Louisville, Kentucky and Utica, Illinois. By the late 1880s the company had grown to the largest cement mill in the United States and shipped to customers as far away as Colorado. From 75 to 100 men worked at the site. The company's real estate holdings along the Milwaukee River grew to some 350 acres. Eventually, the easily accessible lime deposits began to play out. The introduction of Portland Cement and its becoming the industry standard also impacted the Milwaukee Cement Company and the business ultimately ceased production in 1911. The company began disposing of its real estate, some of which became Estabrook Park. Most of the property had been sold off by 1948. The site of the cement works is known today as the "Blue Hole" and features a surface parking lot. The curve in the Milwaukee River at the "Blue Hole" is actually a result of the slurry dumped by the Milwaukee Cement Company.

Rail lines serviced the Milwaukee Cement Company site which promoted the growth of additional manufacturing businesses along the tracks by the 20th century. Famous names include Square D, and Coca Cola and there was even a manufacturer of x-ray machines used in the sale of footwear in the 1950s. The largest manufacturing plant in the area, at North Richards Street and Capitol Drive, was opened in 1920 by the Seaman Body Corporation in order to produce auto bodies for Nash Motors, a company that later grew into



Figure 1.8: Globe Union (now C&D Technologies) building in Riverworks
Source: City of Milwaukee, Department of City Development



Figure 1.9 Older industrial building in Riverworks
Source: City of Milwaukee, Department of City Development

American Motors. Some 15,000 employees would eventually work at this location and the physical plant contained more than a million square feet of production space under one roof. Its last owner, the Chrysler Corporation, closed the facility in the late 1980s. The plant was demolished in the early 1990s.

Today, the Riverworks neighborhood is reinventing itself as an area for big box retail, light manufacturing, office and commercial uses, as well as a home to industrial uses that remain and industrial start-ups that choose to locate here.

NEIGHBORHOOD CONTEXT

Riverwest

The Riverwest neighborhood is located to the east of Holton Street at the edge of Harambee and west of the Milwaukee River. Riverwest was largely populated by working class families, primarily Polish immigrants, and is still today a working class and some would argue Bohemian neighborhood that hosts students, artists, community activists and alternative lifestyles. To the south and west of Riverwest are Beer Line “B” and Brewers Hill which are more gentrified upscale versions of the old working class neighborhoods that exist in Riverwest.

Riverwest has had an interesting evolution and is a study in contrasts. Modest working class houses, Polish Flats, small shops and taverns can be found in much of the neighborhood but there are some grand and unusual houses as well along with industrial sectors. Humboldt Boulevard, for the most part, is the transition zone between economic classes. However, there were also pockets of well-to-do families around the city’s reservoir, a former water works feature that has dominated the topography of the neighborhood since 1873 and has recently been reinvented as Reservoir Park. Views from the top of the former reservoir encompass Lake Michigan to the Allen Bradley clock tower on the south side of Milwaukee.

The land between Humboldt Boulevard and the Milwaukee River and north of North Avenue was especially attractive for Milwaukee wealthy residents to build summer retreats. Historic photos show that beneath the river bluffs, many Milwaukeeans took their pleasure craft out on the serene waters. This area was originally considered the “country” and far enough away from the pollution of the industries lining the banks of the river in the Harambee/Brewers Hill area. The Uihleins had a summer house there, north of Locust Street. An unusual Octagon House, the last of its type in the city, was located here and eventually moved to its current location on Gordon Place. At 2532 N. Dousman, John D. Alcott built his “new Swiss Cottage” on his Humboldt Avenue property in 1875-1876. At his housewarming the Milwaukee Sentinel stated, “Mr. Alcott’s cottage is located on one of the most picturesque points along the Milwaukee River”. This heritage, along with the designation of Humboldt as an official boulevard in 1917, attracted larger and more substantial houses along this thoroughfare north to Capitol Drive.

Right at North Avenue, the character changed as the large Humboldt Yards shops of the Chicago, Milwaukee and St. Paul (Milwaukee Road) Railway dominated the southeast corner of North and Humboldt Avenues. It gave employment to some 150 men who built and repaired railroad cars there beginning in 1865. Small workers houses and stores and saloons sprouted up nearby. The rail line followed the course of the Milwaukee River, to veer inland at Locust



Figure 1.10: Bremen Street Parade; 1916

Source: UWM Libraries, Archives Department



Figure 1.11: Holton Street mixed-use building



Figure 1.12: Riverwest Co-op. at Clarke and Fratney Streets

NEIGHBORHOOD CONTEXT

Street (currently the site of a linear park and conversion of the abandoned rail right of way). By the 1880s the rail line began attracting a host of factories and the summer retreats disappeared in the area between North Avenue and Clarke Street.

German Americans began building houses in the neighborhood in the 1880s and established Jerusalem Lutheran Church in 1888. They were soon outnumbered by the Poles, moving north and west from the Brady Street area. The Poles established St. Casimir Church in 1893 and St. Mary of Czestochowa in 1907 and formed a small commercial district along Wright Street. Larger commercial districts would develop along Center Street and Locust Street. Shaped front gables, evocative of buildings in Poland, grace various commercial buildings built for and designed by Polish Americans. Modest worker cottages, duplexes and Polish Flats, created by raising up a house and building a basement apartment below, can be found west of Humboldt Boulevard and along N. Gordon Place and N. Dousman Street.

Since the 1950s, new residents of Riverwest have included Puerto Ricans and African Americans as well as the counterculture Bohemians, current and former activists of the 1960s and many UWM graduates. The neighborhood now has a vibrant arts community that mingles with established ethnic groups.



Figure 1.13: Fuel Cafe on Center Street



Figure 1.14 Locally owned business on Center Street.



Figure 1.15 Riverwest home depicting local artistic character

Riverwest Neighborhood Historic Properties

1. *Kilbourn/Reservoir Park (local historic designation)*
2. *Schlitz Tavern Building at 2249 N. Humboldt Avenue/1025 E. North Avenue (local historic designation)*
3. *The Octagon House at 2443 N. Gordon Place (local historic designation)*
4. *St. Casimir's Church Complex at 904 E. Clarke Street/2604,2618, 2626 N. Bremen Street (local historic designation)*
5. *Henry Messmer House at 2302 N. Booth Street (local historic designation)*
6. *There is also a potential National Register Historic District on Wright Street between Humboldt Boulevard and Pierce/Booth Street.*

A survey of the neighborhood is warranted to identify other sites eligible for historic status.

Figure 1.14: Source: Historic Preservation Office, City of Milwaukee

NEIGHBORHOOD CONTEXT

The Milwaukee River

The Milwaukee River is one of Milwaukee's greatest assets. It has always had something of a dual nature, working river and scenic river, with its recreation navigation and fisheries potential obstructed by the former dam in the vicinity of North Avenue. Historically, it provided the means by which raw materials and goods were brought in and shipped out of the burgeoning city. It provided jobs and an economic base but at a huge environmental cost. Up river the tree lined bluffs and tranquil setting led to many recreational uses which were eventually lost or compromised due to industrial pollutants. City politicians and residents recognized the upper river as a corridor of great beauty and environmental importance. They initiated the creation of a series of large public parks that would be accessible to all residents of the city. However they underestimated the negative impact associated with the industrial use of this fragile ecosystem.

The working river has seen the most change. Once lined with mills, tanneries, lumber and coal yards, grain elevators and ice storage companies, the buildings gradually disappeared from the landscape. The greater change occurred after the 1920s when shipping in the river ceased to be a viable enterprise. Some semblance of a natural state had returned to its banks in the last several decades. However the recent condo and mixed-use development has erased all vegetation along the river between the Pleasant Street Bridge and the Humboldt Street Bridge (Beer Line "B"). There are still businesses along the river or buildings that once housed manufacturers. Just north of the North Avenue Bridge, on the east bank is located the paper recycling complex belonging to Wisconsin Paperboard Corporation. It was established at this location in 1912 as the Hummel and Downing Company to manufacture shipping boxes, folding cartons, bakery boxes and more. Nearby are the sites of two, now defunct, ice companies: Wisconsin Lakes Ice and Cartage Company (later Hometown) on the east bank and Michael Orth & Son on the west bank. Further up river at Park Place are buildings once associated with the Milwaukee Worsted Woolen Mills and the National Brake and Electric Company.

In spite of the industrial nature of the river right along North Avenue, recreational activities clustered here and formed the gateway to further activities up river. Just south of the North Avenue Bridge (first built in 1872-73, rebuilt in 1891, 1921 and 1991), were three swimming schools, Rohn's, Whittaker's, and Bechstein's where generations of Milwaukeeans were taught how to swim. A popular Chute-the-Chute water slide was located on the east bank. Riverview, an impressive roller rink and ballroom was built just north of the bridge on the east bank in 1908, and was replaced with a new ballroom after a 1930 fire destroyed the original. Small boathouses belonging to the various boating and rowing



Figure 1.16: North Avenue Dam - Historic Photo



Figure 1.17: Tanneries on the Milwaukee River, Commerce Street

Source: UWM Libraries, Archives Department

clubs also clustered along the banks. At North Avenue, pleasure seekers could catch a boat launch that would take them sightseeing on the way to the private parks and beer gardens up river that included Lueddemann's-on-the-River (1870s to early 20th century, later known as Mineral Spring Park then Wonderland) and Pleasant Valley Park, later known as Blatz Park. While heading north, visitors could see the extensive greenhouses of English immigrant Frank Whitnall at Locust Street. Whitnall became one of the leading florists of Milwaukee and began what evolved into the Florist Transworld Delivery (FTD) system. There was also the nursery business of Martin Dorward on the west bank south of Locust Street. These private parks and green spaces were later incorporated into the municipal park system, led by Whitnall's son Charles who was the visionary responsible for much of the city's early urban planning efforts as well as the park system. Riverside Park was established in 1890 and designed by the nationally renowned Olmsted firm. Gordon Park was established in 1907, Kern Park in 1910 (the site of the J. B. Kern farm and gristmill). Land for Estabrook Park was acquired between 1916 and 1931. Lueddemann's ultimately became today's Hubbard Park in Shorewood in 1910.

NEIGHBORHOOD CONTEXT

With the removal of the North Avenue dam in the late 1990s, the Milwaukee River has experienced a rebirth. New vegetation has grown, fish and birds have returned. Water flows more naturally through the river valley. The era of using the river for sewage overflow and a dumping ground for unwanted items has ended. There is a unique opportunity for Milwaukeeans to continue the visionary efforts of past generations. Nowhere else in the heart of the city is there such a wealth of scenic beauty and natural resources. The Milwaukee River Corridor deserves preservation in the broadest sense of the term.

Upper East Side

In the late 19th century, the population of the City of Milwaukee was growing and people of all income levels were looking beyond the central city neighborhoods and business districts to build. The Upper East Side north of North Avenue was considered to be at the periphery of the city at the time and was attractive to investors. Developers and owners of lakefront land envisioned that the area would become a distinctive neighborhood for Milwaukee's wealthy community. However, residential development in the Upper East Side was slow and many areas remained undeveloped until the early 1900's. The reason behind this slow growth was the lack of major urban services and improvements desired by wealthy homeowners to be in place before building their residences. These included water lines, sewers, and paved walks and streets. By contrast, the middle and lower income groups of the northwest and southwest city areas built their neighborhoods before these improvements were in place.

The Downer Avenue Commercial District was built between 1909 and 1936. This commercial district formed around World War I to serve the residents of the Upper East Side neighborhoods. At first the area's commerce sought to serve the needs of the residents in surrounding areas, but after World War II, large retailers began to replace small businesses and the district became more neighborhood focused. Automobile storage and garages in the district reflect the automobile boom around 1905 when cars became the mode of transportation of choice for well-to-do people in the surrounding neighborhood. Families could store their auto, then ring the garage when it was needed. Other aspects of the Downer commercial district were and still are amenities for a high standard of living: a movie theatre, book store, hardware store, grocery, bakery and ice cream parlor.

The Upper East Side contains some of the most noteworthy collection of buildings in the city and has one of the largest, intact residential areas, spared from urban renewal and many of the redevelopment pressures felt in other areas of the city. Large institutions, including the University of Wisconsin-Milwaukee and Columbia-St. Mary's Hospital, are an integral part of Upper East Side. The recent growth and



Figure 1.18: Streetcar at Oakland and Locust

Source: Historic Preservation Office, City of Milwaukee



Figure 1.19 Historic Brady Street today

development of these institutions has created tensions over development impacts to neighborhood stability.

The earliest activity centered on North Avenue where the city acquired a 40-acre tract in 1846 that it set aside for welfare and charitable purposes. This property was bounded by today's Downer, Maryland, Bradford and North Avenues. The first use was a "pest house" site, a place to isolate the victims of contagious diseases. St. Mary's Hospital followed in 1858, established by the Sisters of Charity. Orphanages were then founded, one for Catholics and one for Protestants, then a complex for delinquent girls, followed by homes for the aged and an institution for the care of children with developmental problems. This land also was the location for the city's municipal water system, with intake pumps at the foot of the bluffs and a standpipe, the gothic-inspired Water Tower on the hill above, all built in the early 1870s. Pipes connected the intake system to the Reservoir due west along North Avenue, in the neighborhood called Riverwest today. Other activity included the construction of the recently restored North Point Lighthouse by the Federal government in 1855 on a site that is now located within Lake Park.

NEIGHBORHOOD CONTEXT

At the very north end of the Upper East Side, educational institutions came to dominate with the establishment of Downer College (late 1890s), the Wisconsin State Normal School (1909, now UW-Milwaukee) and the Milwaukee University School (1920s), all north of Kenwood Boulevard.

Alexander Mitchell platted a section north of North Avenue along Oakland Avenue that began filling up with modest middle class houses and duplexes by the mid-to-late 1880s. West of Oakland Avenue, the smaller lots, Polish flats and working class cottages are evidence of the Polish families that clustered near the Milwaukee River to work for the manufacturers that located along the river. Oakland Avenue was serviced by a streetcar line and at the intersection of Locust Street, a small but thriving commercial district developed that is still a vital part of the neighborhood today.

The purchase of land, primarily Lueddemans-on-the-Lake picnic grove, for Lake Park in 1890-1892 spurred adjacent residential development and members of the established social elite, including the Gallun, Pritzlaff, Blatz, Pabst, Goodrich, Vogel, Falk, Miller, Brumder and Smith families, all built high style, mostly masonry houses in the area. Housing styles ranged from Arts and Crafts to Tudor Revival, German Renaissance Revival to Colonial, Classical Revival to Prairie. This preeminent neighborhood extended north to the Village of Shorewood and still remains a sought after district today. Most of the housing east of Downer Avenue and north of Newberry Boulevard falls within the city's largest National Register Historic District. Newberry Boulevard was developed by the Park Commission as a linear green parkway to connecting Lake Park to Riverside Park, both designed by the nationally renowned Frederick Law Olmsted. Large-scale houses clustered along the boulevard closest to Lake Park transition to more modest duplexes as you get closer to Riverside Park. Downer Avenue, a major north south arterial, evolved into a commercial district from Park Place to Webster that serviced the well-to-do residents. Two large buildings were constructed to store and service the automobile, a new device that the adjacent residents could afford but sometimes not house on their own property. The Prairie style Downer Theater was built in 1915, the city's oldest continually operating movie theater, and is one of the major landmarks on the Upper East Side.

The area between Lake and Riverside parks developed into a neighborhood with mostly architect-designed houses and duplexes that are predominantly Arts and Crafts, Prairie and various period revival styles. Also prominent in the blocks close to Kenwood Boulevard are numerous bungalows, evidence of a social shift that prized well-crafted, modest dwellings with labor saving built-ins.

The Upper East Side was mostly developed by the early 1920s and remained stable for decades. The first wave of challenges occurred in the 1960s when apartment buildings



Figure 1.20: 1904 Arts and Crafts house, Upper East Side
Source: Historic Preservation Office, City of Milwaukee



Figure 1.21 Merrill Hall at UWM
Source: 2006 University of Wisconsin-Milwaukee Libraries

began eroding intact single-family residential blocks. Other challenges arose as the State Teachers College transitioned to the UW-Milwaukee and new campus buildings joined the original building, Mitchell Hall. Neighborhood residents stopped proposed expansion of the campus to the west in the late 1960s-early 1970s. A zoning rollback in the mid 1970's coupled with strict occupancy requirements prevented conversion of large houses into multi-unit rentals, thus saving the neighborhood from further erosion of character. Columbia Hospital's expansion in the early 1970s resulted in the removal and relocation of a number of substantial houses and duplexes from the neighborhood. St. Mary's Hospital expansion at the south end of the Upper East Side, was prompted by its merger with Columbia Hospital. This has changed the original institutional campus in the immediate area by fostering demolition of the older obsolete medical buildings and providing opportunities for reuse and renovation of the more substantial buildings. New challenges facing the Upper East Side include the attempted insertion of taller and denser buildings within the unified fabric of mostly single-family houses and the trend toward expansion of commercial areas into residential neighborhoods.

NEIGHBORHOOD CONTEXT

Historic Properties in the Upper East Side Neighborhood

1. *Downer Avenue Commercial Historic District (local historic designation)*
 2. *Fourth Church of Christ, Scientist 2519 E. Kenwood Boulevard (local historic designation)*
 3. *Frederick C. Bogk House 2420 N. Terrace Avenue (National Register and local historic designation)*
 4. *Edmund Gustorf House 3138 N. Cambridge Avenue (local historic designation)*
 5. *Alfred M. Hoelz House (Ernest Flagg designed) 3449-51 N. Frederick Avenue (National Register)*
 6. *Kenwood Masonic Temple 2648 N. Hackett Avenue (local historic designation)*
 7. *Kenwood Park-Prospect Hill Historic District (National Register)*
 8. *Lake Park (National Register)*
 9. *Mrs. Myron T. MacLaren House 3230 E. Kenwood Boulevard (local historic designation)*
 10. *Milwaukee-Downer "Quad" Hartford and Downer Avenues (National Register)*
 11. *Milwaukee Protestant Home for the Aged 2449 N. Downer Avenue (local historic designation)*
 12. *Newberry Boulevard Historic District (National Register)*
 13. *North Lake Drive Estates Historic District (local historic district)*
 14. *North Lake Drive Historic District (portions in National Register Historic District, local historic designation)*
 15. *North Point North Historic District (National Register and local historic designation)*
 16. *Prospect Hill Historic District (National Register)*
 17. *Charles Quarles House 2531 N. Farwell Avenue (National Register)*
 18. *St. Mary's Hospital 2320-2388 N. Lake Drive (local historic designation)*
 19. *Sts. Peter & Paul Roman Catholic Church Complex 2474-90 N. Cramer Street and 2463-91 N. Murray Avenue (National Register)*
 20. *Louis Auer & Son Houses 2015, 2019, 2025, 2029 E. Kenwood Boulevard (local historic designation)*
- Potentially eligible National Register buildings and historic districts include:*
1. *Stowell, Prospect, and Farwell Avenues (2700, 2800, 2900, 3000 blocks)*
 2. *Westminster Presbyterian Church 2308 E. Belleview Place*
 3. *Louis Auer & Son Bungalow Historic District (N. Bartlett Street, N. Newhall Street 3000 block)*
 4. *Campus Heights/Mariner Realty Company's Subdivisions (3400 block of Maryland, Frederick, and Murray Avenues)*

Figure 1.22: Source: Historic Preservation Office, City of Milwaukee

NEIGHBORHOOD CONTEXT

Lower Eastside

The Lower East Side was largely undeveloped before the Civil War although there were some residents in the area. Prospect Avenue has always been a key thoroughfare in the neighborhood, evolving from an old Indian trail into what would later become the showplace of the city. A few hardy pioneers built houses on what was considered a cold and damp bluff top overlooking Lake Michigan. They might have been surprised when the military established an encampment, Camp Sigel/renamed Camp Reno, housing about 800 men and officers along Prospect Avenue between 1861 and 1865. Prospect Avenue was serviced by one of the city's earliest streetcar lines, a route that originally extended up to the city limits at North Avenue.

The growth in population after the Civil War pushed residential construction north of Ogden Avenue all the way to Brady Street. This portion of the neighborhood was settled by mostly middle class English speaking residents who built Italianate, Victorian Gothic, Classical Revival and Queen Anne style dwellings, many which have been beautifully restored and stand as a testament to that era. Some earlier Greek Revival structures were also moved onto remaining lots in the 1880s and 1890s as commercial development downtown replaced early pioneer era residential enclaves. The distinctive side-by-side double house, a form not common in Milwaukee, is represented by a number of surviving examples here.

The Brady Street commercial corridor started as a Main Street for the working-class Polish immigrant community in the area. This is one of the City of Milwaukee's oldest thoroughfares and already existed when the city was formally incorporated. Most of the land in East Brady Street was subdivided by 1854, but areas to the north of the corridor east of Humboldt Avenue were not subdivided until the 1870's. The corridor was firmly established during the 1880's and 1890's as a major ethnic commercial district when its primary growth period took place. Development in the area spanned from 1875 through 1931 but the majority of the buildings were constructed between 1880 and 1915.

Prospect Avenue became the city's Gold Coast between the late 1860s and the turn of the 20th century. Opulent mansions lined the thoroughfare all the way to Lafayette Place, designed by some of the top Milwaukee and out-of-state architects. The mansions were built of costly materials and decorated with some of the most expensive leaded glass, rich wood, wall murals and furnishings that money could buy. Photographs illustrating the mansions were inserted into every conceivable promotional book on the city.

North of Brady Street and west of Prospect Avenue, this swampy land was less desirable as it was close to the Milwaukee River with its dozens of tanneries, lumber yards,



Figure 1.23: Historic Photo of Pulaski Street in the Lower East Side
Source: Milwaukee Then and Now by Sandra Ackerman



Figure 1.24: Pulaski Street Today
Source: Milwaukee Then and Now by Sandra Ackerman



Figure 1.25: Rochambo on Brady Street Today

NEIGHBORHOOD CONTEXT

breweries, millwork companies, ice houses and the like. Drawn by the jobs, immigrants from the Kaszuby region of Poland on the Baltic seacoast quickly took over the challenging topography and built a thriving neighborhood around their church, St. Hedwig, established in 1871. This neighborhood is known as East Village today. Brady Street became their shopping district and prominent masonry commercial buildings began going up in the early 1880s.

English-speaking residents began to move north of Brady Street and east of Cambridge Avenue by the late 1890s and formed Holy Rosary Parish in 1885. Many of the surnames of original owners show that the Irish were prominent in this enclave.

In 1919 St. Rita's Mission was opened south of Brady Street to serve the growing number of Italian Americans in the area. It grew into a full-fledged parish twenty years later.

The Lower East Side was by-and-large developed by the turn of the twentieth century. Population growth began to make a change in the neighborhood in the 1920s. The intersection of Prospect, Farwell and North Avenues grew into a significant commercial and transportation hub and the Oriental Theater, the city's most exotic movie palace, was built in 1927 to take advantage of the concentration of businesses. The establishment of zoning that allowed for the construction of large apartment buildings and greater population densities also occurred in the 1920s. Apartment buildings were inserted into traditional single-family dwelling blocks and even Prospect Avenue began to see such development erode the character of the once exclusive Gold Coast.

Change accelerated in the post World War II era. Much of the Polish population dispersed and Italian Americans became more prominent in the neighborhood. The remaining "upper crust" moved to the north shore and beyond and many luxurious mansions fell for high-rise apartment construction. The trend continues today with high-rise condominiums replacing smaller, older apartments and institutions like museums and music schools and churches occupying the few remaining mansions. Attracted by economical rents, the Bohemian counterculture flocked to Brady Street in the 1960s and shops reflected the new clientele and offered candles, beads, smoking gear and pottery.

Since becoming a historic district, Brady Street has experienced a renaissance with trendy restaurants, coffee houses, clothing stores, and boutiques. Some long time survivors like Sciortino's bakery and Glorioso's market are being rediscovered by a new generation. The commercial hub at



Figure 1.26: Historic Photo of the Brady Street Fire Station

Source: Milwaukee Then and Now by Sandra Ackerman

Prospect and North Avenues likewise has experienced a rebirth with new stores, restaurants and bars, and some destination retail. In the surrounding residential neighborhoods, new construction is targeted at individual sites as residents seek to preserve the unique character of the neighborhood that would be lost or substantially compromised with inappropriate large-scale development.

NEIGHBORHOOD CONTEXT



Figure 1.27: Benjamin House; Prospect Avenue with a view of Lake Michigan Source: Historic Preservation Office, City of Milwaukee



Figure 1.28: Historic photo of Prospect Avenue Source: Historic Preservation Office, City of Milwaukee

Historic Properties in the Lower East Side Neighborhood

1. Emanuel D. Adler House 1681 N. Prospect Avenue (National Register and local historic designation)
2. Charles Allis House/Museum 1630 E. Royall Place (National Register and local historic Designation)
3. Bertelson Building 2101-11 N. Prospect Avenue (National Register eligible)
4. Brady Street Historic District (National Register and local historic designation)
5. Herman Buemming House 1012 E. Pleasant Street (National Register)
6. Elias A. Calkins Double house 1612-14 E. Kane Place (National Register)
7. Desmond-Farnham-Hustis House 1535 N. Marshall Street (National Register)
8. East Village (National Register and local Conservation Overlay District)
9. First Church of Christ, Scientist/Renaissance Place 1451 N. Prospect Avenue (National Register)
10. Friedmann Row 731 E. Pleasant Street, 1537-43 N. Cass Street (National Register and local historic designation)
11. Gallun Tannery Historic District (National Register)
12. Frederick J. Goll House 1550 N. Prospect Avenue (National Register and local historic designation)
13. Graham Row 1501-07 N. Marshall Street (National Register and local historic designation)
14. Holy Rosary Roman Catholic Church, Rectory, School 2011 N. Oakland Avenue (local historic designation)
15. Sanford Kane House 1841 N. Prospect Avenue (National Register and local historic designation)
16. Charles McIntosh House/Wisconsin Conservatory of Music 1584 N. Prospect Avenue (National Register and local historic designation)
17. Milwaukee Fire Dept. Fire House Ladder Company 5 1945 N. Bartlett Avenue (local historic designation)
18. North Point South Historic District (National Register and local historic designation)
19. North Point Water Tower east end of North Avenue (National Register and local historic designation)
20. George W. Peck Rowhouse 1620-28 N. Farwell Avenue (local historic designation)
21. Prospect Avenue Apartment Buildings Historic District (National Register)
22. Prospect Avenue Mansions Historic District (National Register)
23. Shorecrest Hotel 1962 N. Prospect Avenue (National Register)
24. Lloyd Smith House/Villa Terrace 2220 N. Terrace Avenue (National Register and local historic designation)
25. Edmund Stormowski Duplex 1874-76 N. Warren Avenue (local historic designation)
26. Francis Niezorawski Duplex 1722-24 N. Franklin Place (local historic designation)
27. Milwaukee-Western Fuel & Oil Company Building 2150 N. Prospect Avenue (National Register)

Figure 1.29: Source: Historic Preservation Office, City of Milwaukee

NEIGHBORHOOD CONTEXT

Lakefront

When land was purchased for Lake Park in 1890, plans were already in place to create a parkway at the foot of the bluffs along Lake Michigan that would link downtown with the park. Originally, bluffs fell straight down to Lake Michigan and only the tracks of the Chicago and North Western Railway hugged the base of the bluffs at water's edge, which veer inland at today's Lafayette Place. Two man-made peninsulas, the Water Works pumping station (1870s) and the Milwaukee River Flushing Tunnel Station (1888) were to serve as the "anchors" for the roadway and would be linked by a scenic drive. Property easements or purchases had to be acquired from landowners and fill for the railway bed consisted of the debris from the demolition of many buildings as well as earth from excavations for various municipal projects. Under construction for decades, the roadway was built in phases with the final portion completed to Kenwood Boulevard in September 1929.

Milwaukee architect Alfred Clas as well as the Olmsted firm had a hand in designing the meandering parkway intended for the enjoyment of lake vistas. The parkway was conceived to be a linear park accessible to the public in perpetuity, ensuring that residents could always enjoy the waterfront. As the result of creating this reclaimed lake bed park land there are restrictions on any development and parkland use by the State of Wisconsin Department of Natural Resources (WDNR).

Changes to the lakefront have occurred over time although the natural beauty of the lakefront has remained a constant, punctuated by distinctive buildings that did not overpower the importance of scenic vistas. The Chicago and North Western tracks have been abandoned and converted to the Oakleaf hike and bike trail. The various areas have been replanted and creatively landscaped. The marina adjacent to the lagoon has been enlarged. The original Gothic style pump houses for the Water Works were demolished and replaced with utilitarian structures. The original Yacht Club buildings have been replaced with the current ones following a fire. The Flushing Tunnel Pumping Station has been converted to a popular coffee house. The concession stands and bath houses been refurbished. Beach erosion has been stabilized. Unfortunately, a prominent Prairie Style Coast Guard Station, listed in the National Register of Historic Places was demolished recently. This locally designated historic site was a fixture on the waterfront from 1915 until its demolition in April 2008 due to failed attempts to find a viable use and plan to restore it.

While the various neighborhoods of the Northeast Side have similar histories, cultural influences, development patterns and overlapping interests, they have limited mechanisms for mutual governance, communication and collaboration. Given that their interests are inextricably linked together, this plan seeks to establish ongoing partnerships or inter-neighborhood coalitions for sharing knowledge and resources toward creating a mutually beneficial future for all neighborhoods.



Figure 1.30: Bradford Beach with restored art deco beach house

Source: UWM Libraries, Archives Department



Figure 1.31: Former Coast Guard Station recently demolished

NEIGHBORHOOD CONTEXT



Figure 1.32: Historic photo of Lake Michigan shoreline

Source: Historic Preservation Office, City of Milwaukee

Historic Properties in the Lakefront Neighborhood

1. All of Lake Park and the buildings/structures within the park, which include the North Point Light House and Light House keepers quarters, the Lake Park Pavilion, the Bradford Beach Bathhouse, and the Lion Bridges are National Register and/or local historic designation.
2. The Milwaukee River Flushing Tunnel Pumping Station (local historic designation, part of Alterra Coffee restoration)
3. Light Vessel #57 (National Register)
4. The private residences atop the bluff overlooking the lakefront are all included in the North Point North and North Point South Historic Districts (National Register and local historic designation).

Figure 1.33: Source: Historic Preservation Office, City of Milwaukee

2: Existing Conditions, Information Gathering and Analysis

REVIEW OF PRIOR STUDIES SUMMARY

EXISTING CONDITIONS

MARKET ANALYSIS SUMMARY

PROJECT REVIEW SUMMARY

PUBLIC PARTICIPATION SUMMARY

REVIEW OF PRIOR STUDIES SUMMARY

REVIEW OF PRIOR STUDIES SUMMARY

As part of the planning efforts for the Northeast Side Plan, the City of Milwaukee and the consulting team reviewed and summarized over thirty plans and studies of the area. Many of these studies were lead by community organizations working in the Northeast Side. Current and previous plan recommendations were taken into consideration throughout the development of the Northeast Side plan. Below is a comprehensive list of these reports:

- Cluster Two Neighborhood Association Inc.
- A Preliminary Neighborhood Plan and Vision for the Enhanced Access and Preservation of Cambridge Woods
- Redevelopment Opportunities in Milwaukee
- Riverworks Industrial Center: Expanding Redevelopment Opportunities in Milwaukee
- Urban Forestry Management and Education Project - Urban Ecology Center
- Water Tower Landmark Trust Objectives and Plans
- The Economic State of Milwaukee’s Inner City
- Brewers Hill / Harambee Neighborhood Conservation Overlay District
- A Bronzeville Cultural and Entertainment Redevelopment Plan Amendment
- Downer Woods Natural Area: 2003 Annual Report & 2004 Plan
- Integrated Neighborhood Revitalization Strategy Area, NSP Area 7: Holton Street Corridor Revitalization Strategy
- A Partnership For Change: A Strategy and Vision for the UWM Neighborhood
- Riverworks Retail Assessment & Development Strategy
- Martin Luther King Drive Model Block Project
- Public Outdoor Recreation Plan for City of Milwaukee Neighborhoods
- Plan for the Phased Development of McKinley Marina, McKinley Park, and Veterans Park
- 2000-2003 Harambee Neighborhood Strategic Development Plan
- African American Cultural and Entertainment District Market Study
- Beer Line “B” Master Plan & Neighborhood Code
- Lapham Park - Family Development Revitalization
- Holton Street Area
- Redevelopment Plan for the Historic King Drive BID 1996
- Market Analysis for Owner-Occupied Housing in the Central Area of Milwaukee
- A Plan for Milwaukee’s Lakefront
- Milwaukee Riverlink Guidelines
- Riverside Park Area Study
- Neighborhood Redevelopment: A Master Plan for the 2200 Block of Martin Luther King, Jr. Drive

- King Drive Parking Study October 1986
- Riverwest Traffic and Parking Study 1984
- A Strategy for the Redevelopment of Riverwest
- Action Programs for Upper Third Street
- Upper Third Street Neighborhood Project
- Futures for Locust Street – Third Aldermanic District
- The University of Wisconsin – Milwaukee Campus Plan
- General Neighborhood Renewal Plan: East Side Neighborhood Renewal Area
- Area Plan Report: East Side Urban Renewal Area

An assessment of these plans helped to establish key issues, goals, opportunities and the basis of the Northeast Side Plan recommendations. This has allowed for the plan to incorporate the ideas and goals of the various stakeholders and provide a coordinated effort between existing and future plans.

EXISTING CONDITIONS

The following pages provide information on the existing conditions of the Northeast Side. Maps prepared by the Department of City Development are utilized to represent basic information in the area such as regulation and development controls including land use, zoning, overlay zones and districts. This information provides the basis in which current development occurs and helps identify challenges and opportunities for the implementation of recommendations. Demographic information is also presented to provide an overview of population, households, housing and employment characteristics of the Northeast Side. The analysis of demographic data outlines changes and trends in the plan area and helps to determine future needs.

Land Use

There are a variety of land uses throughout the Northeast Side. Most uses are concentrated within specific areas such as commercial corridors, industrial districts and educational facilities. The largest land use category is residential (72.5%) while the smallest land use category is agriculture and fishing (0.1%). Below is the breakdown by percentage of land area of land use categories in the Northeast Side:

72.5%	Residential
12.7%	Commercial
5.5%	Manufacturing
3.3%	Mixed Use
2.9%	Vacant
2.6%	Transportation
0.4%	Public / Quasi Public

EXISTING CONDITIONS

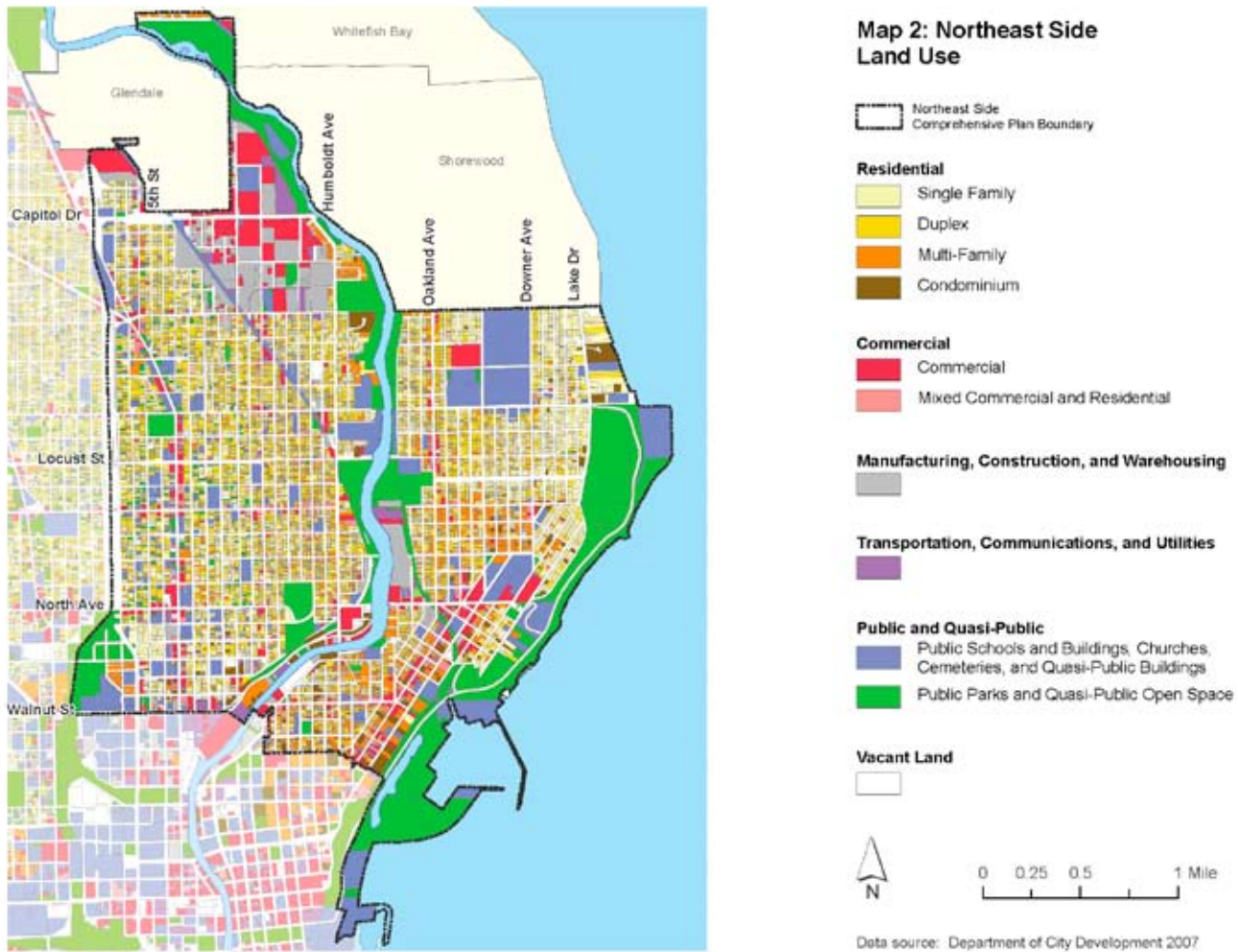


Figure 2.1: Land Use
Source: Department of City Development 2007

Northeast Side Land Use

The land use in the Northeast Side was divided into six categories including: Residential; Commercial; Manufacturing, Construction, and Warehousing; Transportation, Communications, and Utilities; Public / Quasi-Public Uses and Vacant Land. The land use plan shows a clear concentration of uses, such as the industrial uses within the Riverworks Industrial District and areas of the Milwaukee River north of North Avenue; strong commercial corridors such as Martin Luther King Drive, Center Street, North Avenue, Brady Street, Farwell Avenue and Capitol Drive. Educational facilities encompass the University of Wisconsin Milwaukee campus and scattered school sites. Most of the Northeast

Side is made up of single and two family residential neighborhoods. However, there are concentrations of multifamily and condominium developments within the Lower East Side and the southern portions of the Upper East Side, mainly along Prospect Avenue.

EXISTING CONDITIONS

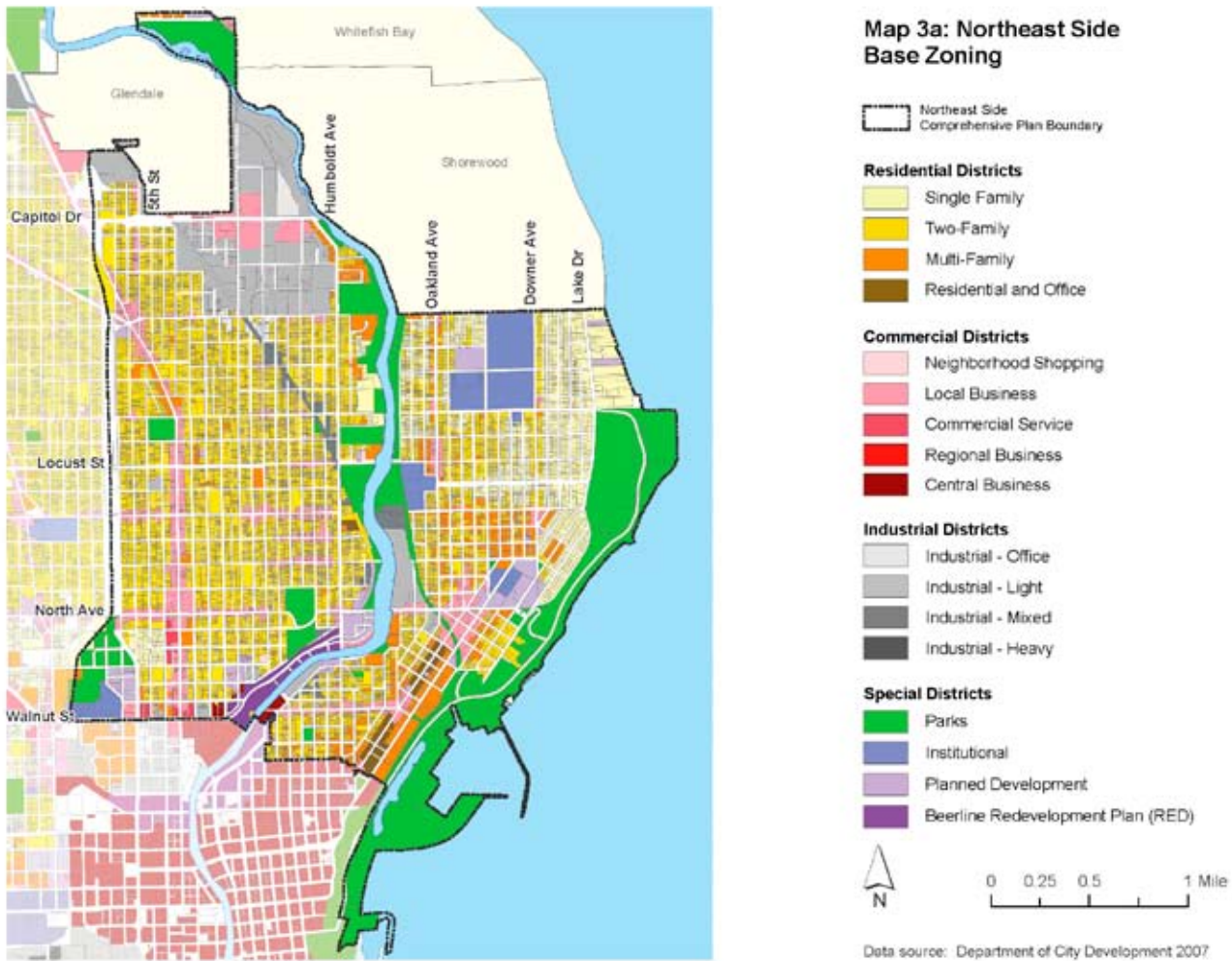


Figure 2.2: Zoning
Source: Department of City Development 2007

Northeast Side Base Zoning

In general, the base zoning reflects and supports the majority of the existing land uses in the area. Zoning in the plan area is comprised of single family residential districts on the east end of the Upper East Side and two family residential districts to the west into Riverwest and Harambee neighborhoods. Two family residential districts are also prominent in the Lower East Side south of North Avenue. Some multi-family districts are located on the southern end of the Upper East Side, along the Milwaukee River south of North Avenue and north of Edgewood Avenue, as well as northern portions of Capitol Drive and Prospect Avenue, where

development has increased due to demands for lakefront views. Commercial districts are prominent along main commercial corridors including Brady Street, North Avenue, Martin Luther King Boulevard and Center Street. There is one industrial district in the Northeast Side, the Riverworks Industrial Center and various Special Districts that include the lakefront and Milwaukee River areas, the University of Wisconsin-Milwaukee grounds as well as the Beerline and other Planned Development areas. A comprehensive analysis and comparison of individual areas can help identify discrepancies between permitted development, existing land use and current development practices.

EXISTING CONDITIONS

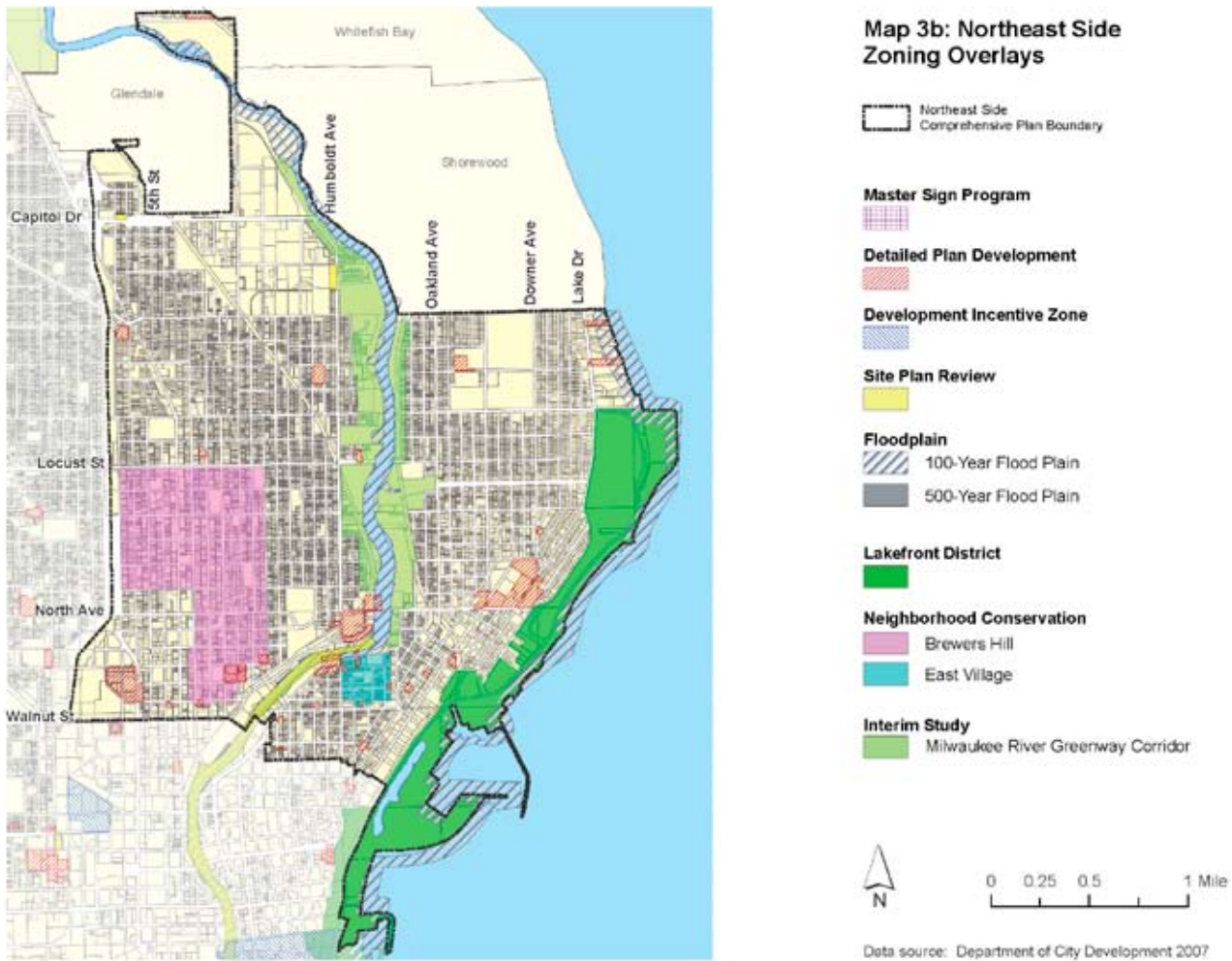


Figure 2.3: Zoning Overlays
Source: Department of City Development 2007

Northeast Side Zoning Overlays

Zoning overlays provide the opportunity to address the needs of specific areas by tailoring zoning regulations to promote conservation and other design guidelines that will shape future development. The Northeast Side Plan addresses the Lakefront District, the Brewers Hill and East Village Conservation Districts and the Milwaukee River Environmental Corridor.

EXISTING CONDITIONS

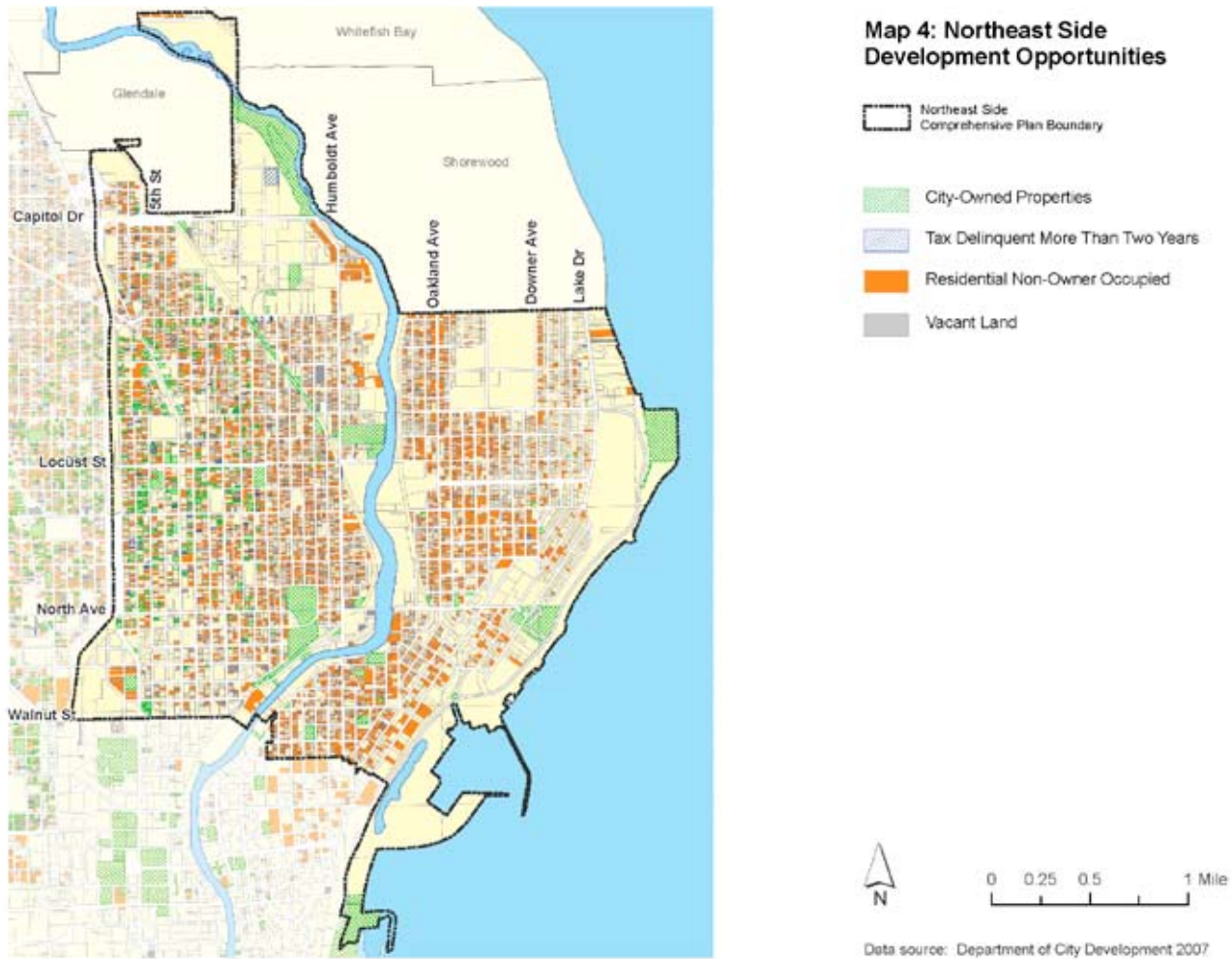


Figure 2.4: Development Opportunities

Source: Department of City Development 2007

Northeast Side Development Opportunities

This map shows properties susceptible to change that can potentially generate development pressures in the Northeast Side including vacant land, non-owner occupied residential properties, tax delinquent properties for more than two years and city owned properties. Vacant properties provide opportunities for new development, including the potential construction of additional affordable housing options for area residents. Other properties might provide redevelopment opportunities in the area while some might be in need of physical improvements.

Rental housing availability in the Northeast Side provides those without the resources to invest with the opportunity to live in the area. These rental properties should be appropriately maintained and renovated to meet rental market demands and provide a better quality of life for area residents.

EXISTING CONDITIONS

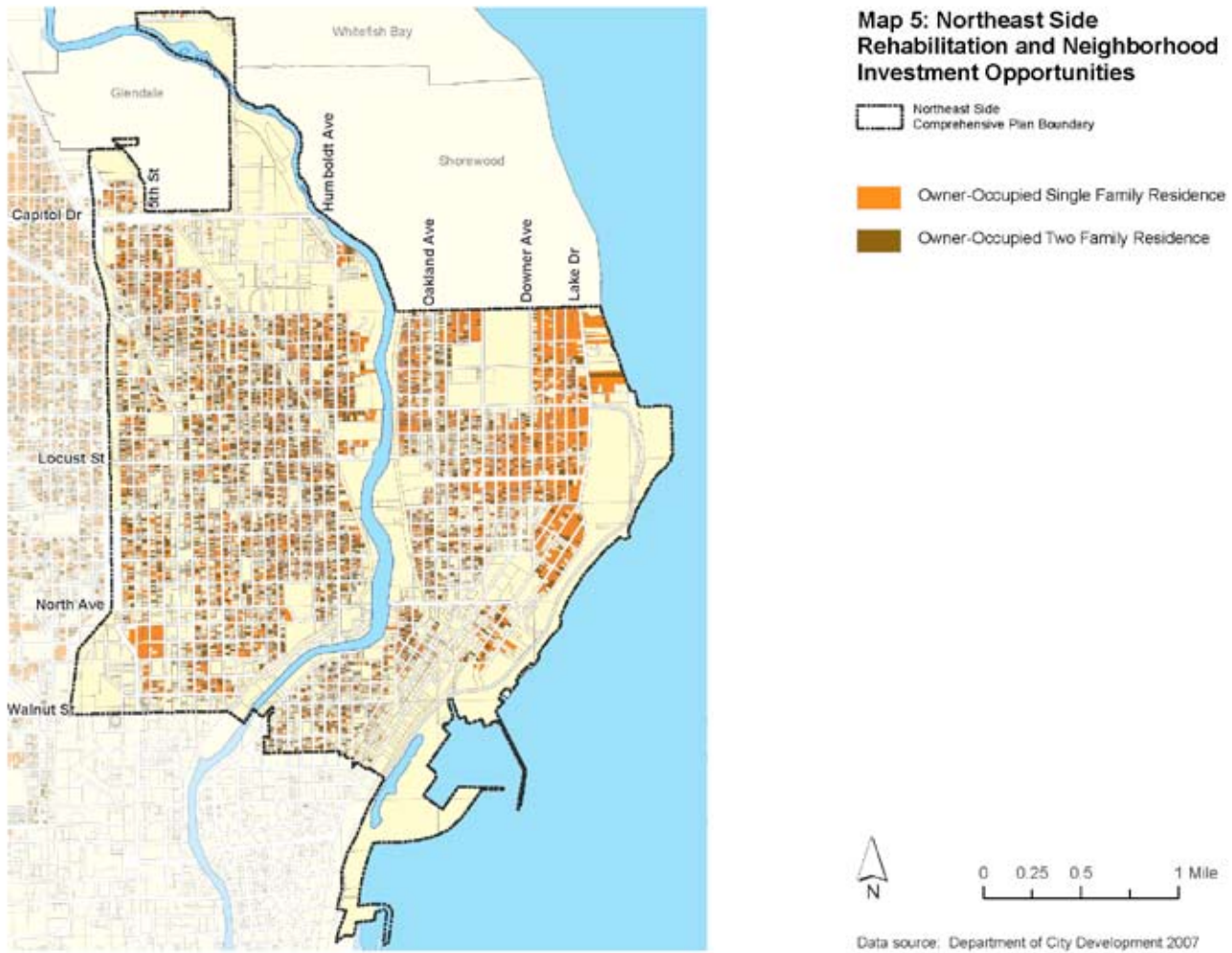


Figure 2.5: Rehabilitation and Neighborhood Investment Opportunities

Source: Department of City Development 2007

Northeast Side Rehabilitation and Neighborhood Investment Opportunities

This map illustrates owner-occupied single and two family residences. Neighborhoods with a strong owner presence provide and have the motivation to improve quality of life components: schools, parks, shopping districts.

EXISTING CONDITIONS

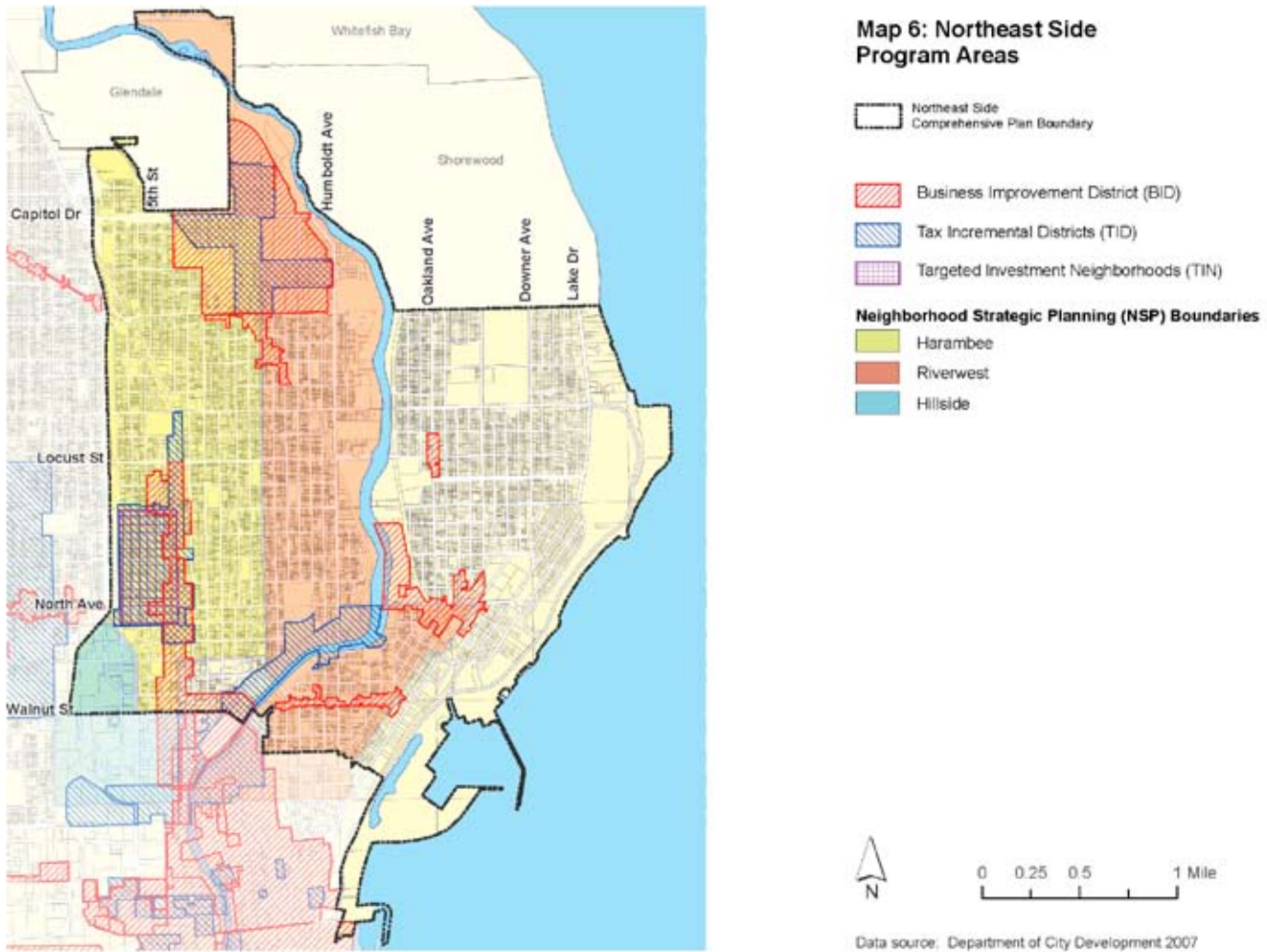


Figure 2.6: Program Areas
Source: Department of City Development 2007

Northeast Side Program Areas

This map illustrates Neighborhood Strategic Planning (NSP) Boundaries and program areas including Business Improvement Districts (BID), Tax Incremental Districts (TID) and Targeted Investment Neighborhoods (TIN). These program areas seek to promote neighborhood investment, mixed use and commercial redevelopment opportunities. The Northeast Side Plan provides strategies for TINs in the Northeast Side and presents additional goals and strategies in support of existing NSP areas. BIDs throughout the Northeast Side have had an intricate role in the development and programming of neighborhood commercial and retail areas. BIDs in-

clude the Historic King Drive BID, the Brady Street BID, the East Side BID, the Oakland Avenue BID and the Riverworks BID. The plan has developed a vision and recommendations for each one of these BIDs. BID managers and community leaders were consulted throughout the planning process on plan recommendations.

EXISTING CONDITIONS

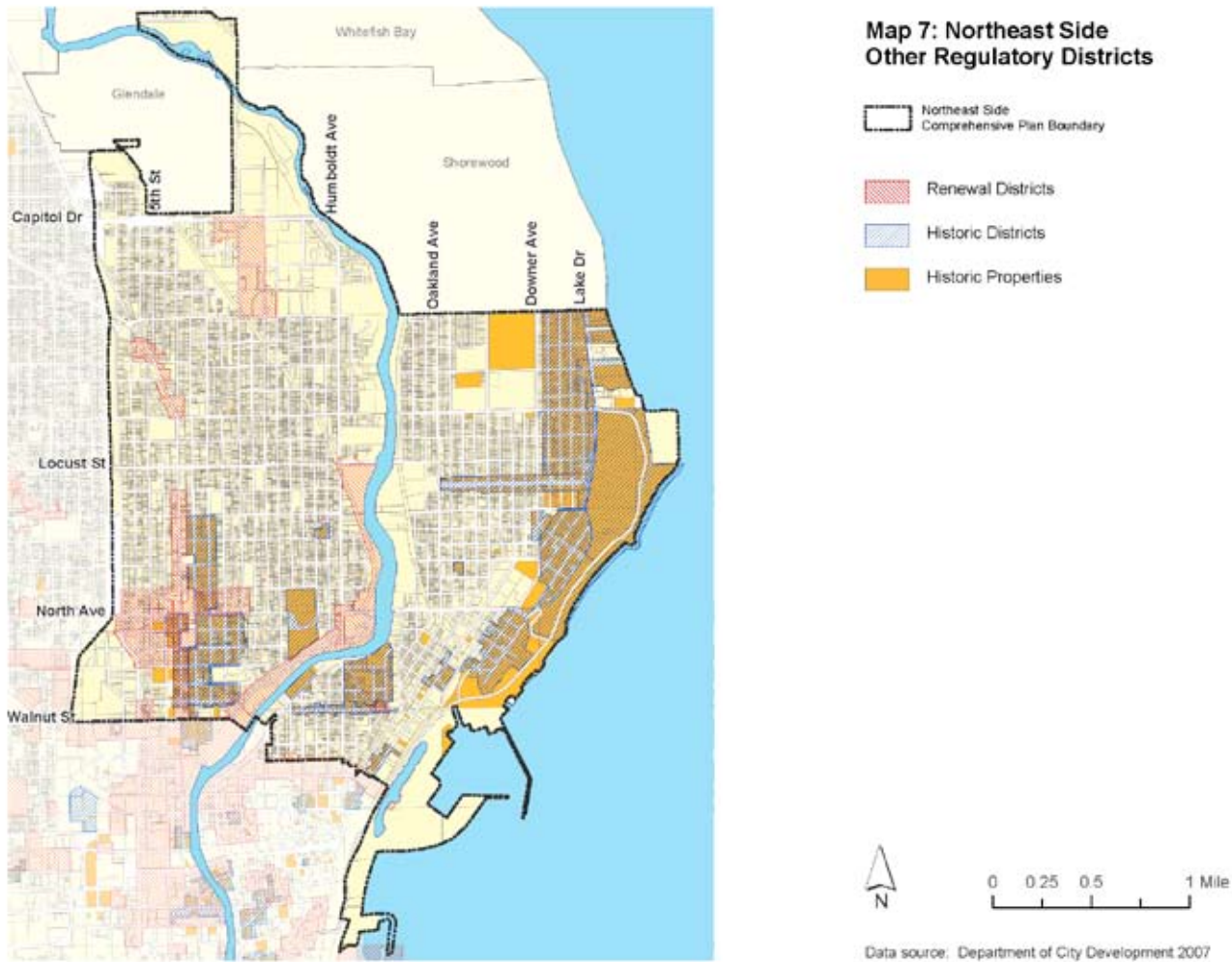


Figure 2.7: Regulatory Districts
 Source: Department of City Development 2007

Northeast Side Other Regulatory Districts

Other regulatory districts in the Northeast Side include Renewal Districts, Historic Districts and Historic Properties. Historic Districts addressed in the Northeast Side Plan include Brewers Hill, Martin Luther King Drive, Water Tower, East Village, Brady Street, the Prospect Avenue Apartment Buildings and the Prospect Avenue Mansions Historic Districts. These historic districts are facing development pressures that require the enforcement of existing regulatory controls and guidelines as well as the creation of additional development standards for renovation and new construction to be sensitive to the existing context.

The Northeast Side Plan seeks to promote the conservation of existing historic districts and properties. The plan also encourages the identification of additional buildings and / or areas to be designated for historic preservation.

EXISTING CONDITIONS

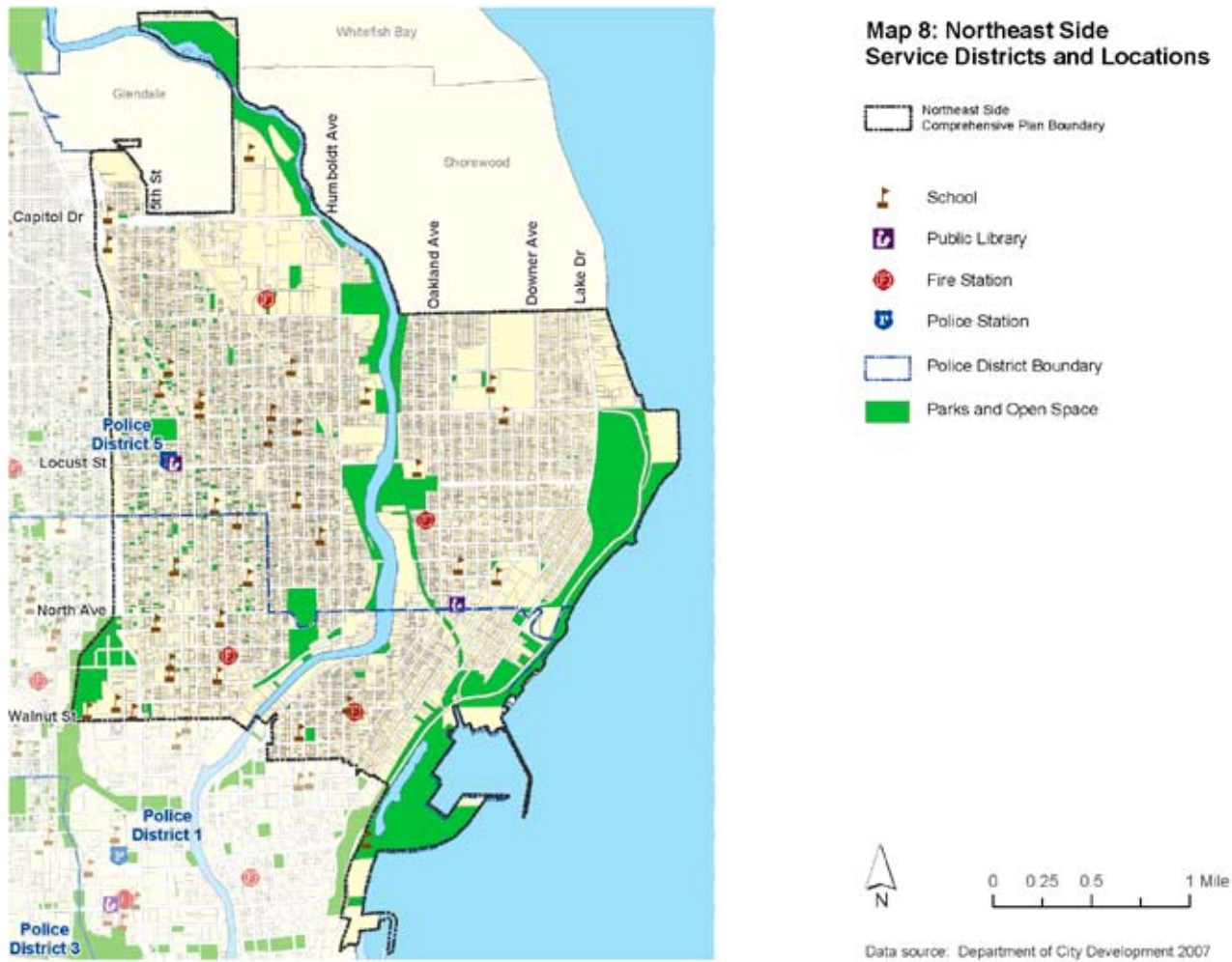


Figure 2.8: Service Districts and Locations

Source: Department of City Development 2007

Northeast Side Service Districts and Locations

This map shows community facilities and resources within the Northeast Side as well as the area's open space which is mostly located in areas surrounding the Milwaukee River and Lake Michigan. The map supports the existing need for more small neighborhood pocket parks and playgrounds, as well as better access and connections to the lakefront and the Milwaukee River.

EXISTING CONDITIONS



Figure 2.9: Street Classifications
 Source: Department of City Development 2007

Northeast Side: Street Classifications

This map illustrates the classification of streets throughout the Northeast Side, including freeways, arterial roads, collector and local streets. It shows three major east / west arteries important to the area: Capitol Drive, Locust Street and North Avenue. These east / west connections across the Milwaukee River provide key transportation access points throughout the plan area.

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

EXISTING CONDITIONS

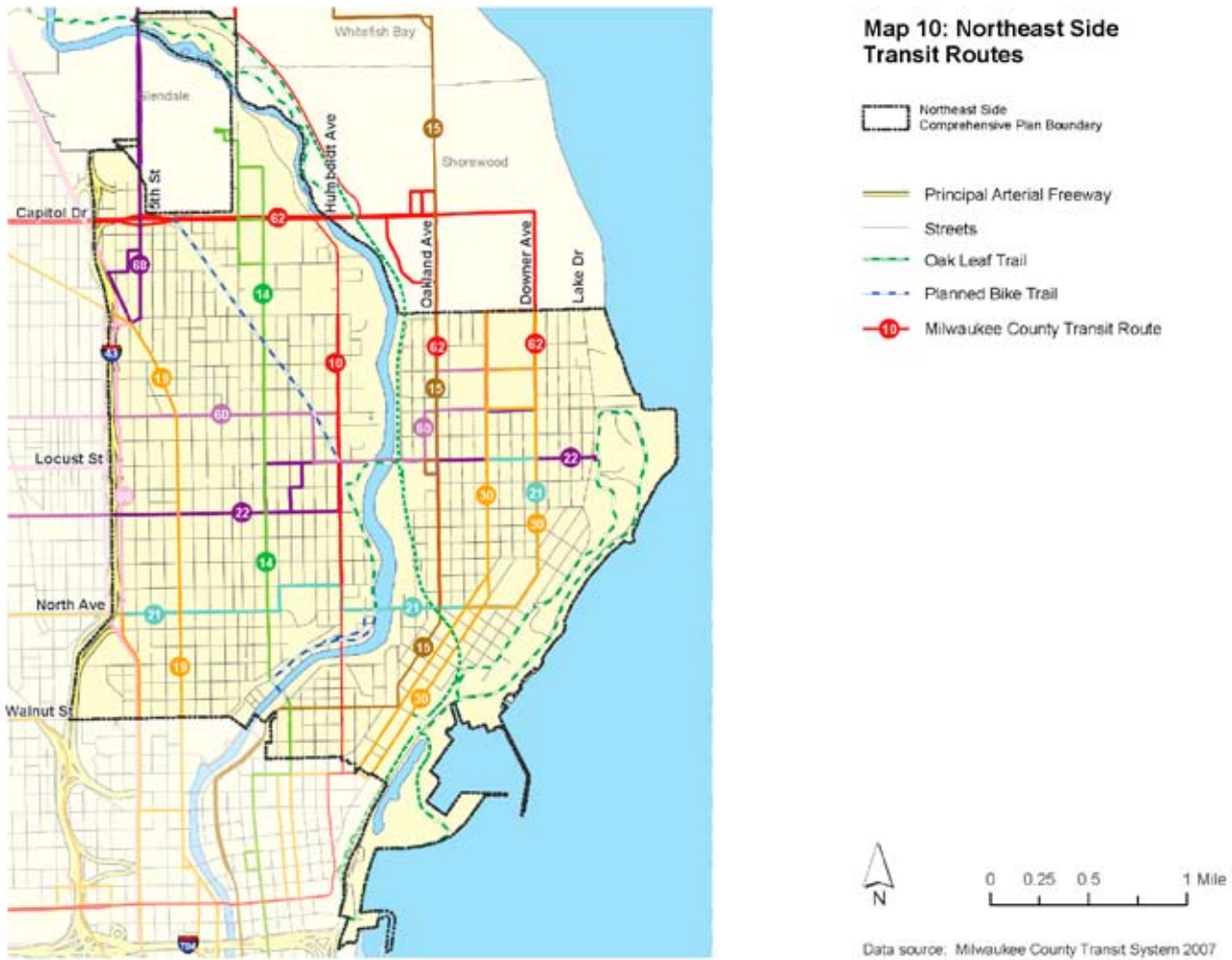


Figure 2.10: Transit Routes (Note: MCTS Rte. 11 has replaced Rte. 14)

Source: Department of City Development 2007

Northeast Side Transit Routes

This maps shows transit routes and recreational trails (including the Oak Leaf Trail and proposed bike trails) in the Northeast Side. There are 42.8 miles of bike trails in the area (off road and on road). These connect open spaces and provide a recreational network in the area. Transit recommendation can be found in Chapter 4 of the plan.

EXISTING CONDITIONS

DEMOGRAPHICS

Population

As noted in the Market Analysis conducted by S.B. Friedman & Company, in 2007 the population of the Northeast Side was approximately 62,300 people, making up more than 10% of the population of the City of Milwaukee which was estimated at 585,559 people. The area has experienced a 1.6% decline in population since 2000 while there has been an estimated increase of approximately 164 households to its household base of 29,376. The discrepancy between total population and number of households is attributed to a decreasing trend in the average household size not only on the Northeast Side but in the region. It is estimated that this trend will continue and that between 2007 and 2012 the Northeast Side will experience a decrease of

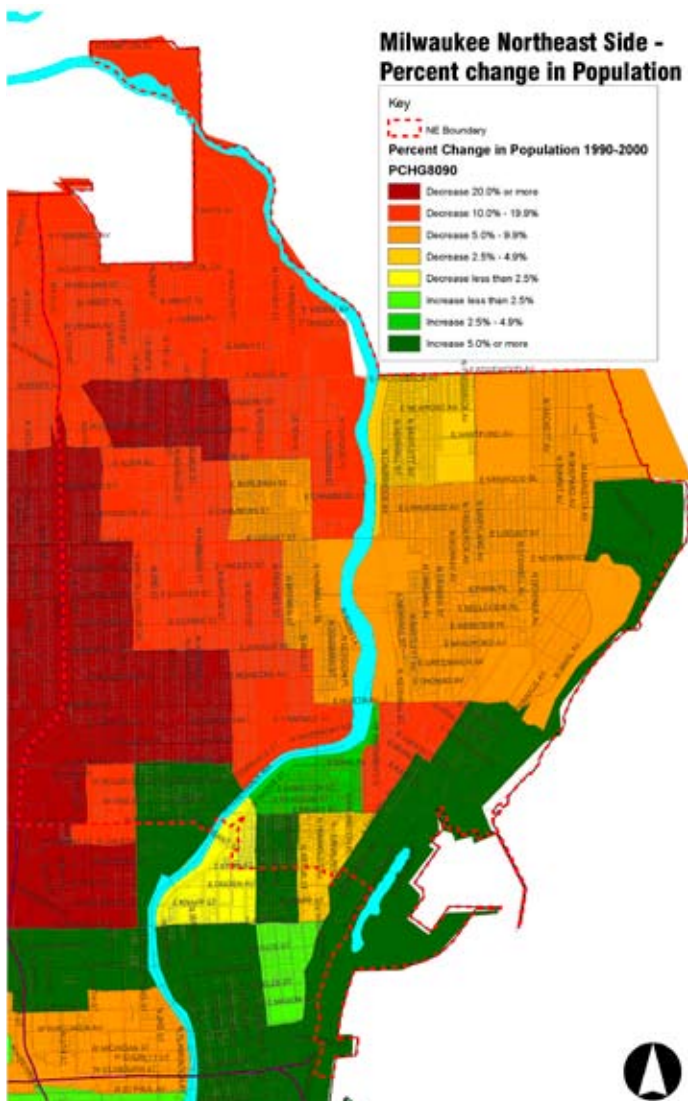


Figure 2.11: Percent Change in Population
Source: US Census 2000

approximately 800 people and an increase of approximately 280 new households. Figure 2.11 shows an increase in population to the eastern portions of the Northeast Side along the lakefront while there has been a significant decline of population to the west.

Age provides important information regarding social service and business needs in a locality. It can help determine the need for schools, retail, entertainment options, jobs and housing as well as be an indicator of potential changes in household size due to adjustments in the family structure. The median age for the population in the Northeast Side is 27.6, less than that of the City of Milwaukee at 30.6. The population in the Northeast Side (and the City of Milwaukee) is significantly younger than the population of surrounding municipalities. Figure 2.12 compares the median population age of the Plan Area with that of the city and adjacent municipalities. This younger demographic reflects a potential demand for smaller housing types and a larger demand for more public gathering places and entertainment uses in the area.

When compared with other census data, racial composition can have great social, political and legal implications. It can also provide important information on the needs of racial subgroups in the area, such as employment and housing. In the Northeast Side, approximately 56.9% of the population are Caucasian, 32% are African American, 7.1% are Hispanic, 2.3% are Asian, and .7% are American Indian. The combined minority population in the Northeast Side is approximately 43.1%, slightly less racially diverse than the City of Milwaukee which had a combined minority population of 50% in the year 2000. The greater percentage of minority population is towards the western portions of the Northeast Side, an area which also contains the greater percentage of population below the poverty line. This information is vital to the planning process in the Northeast Side, helping to identify the need for affordable housing options, connections to jobs and additional social services in these areas.

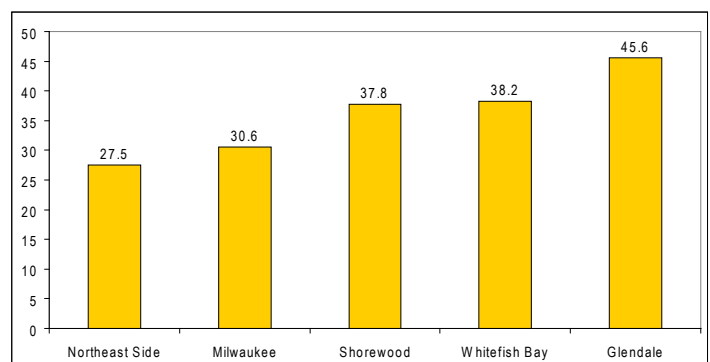


Figure 2.12: Median Age Comparisons
Source: US Census 2000

EXISTING CONDITIONS

Households

The total number of households in the Northeast Side in 2007 was 29,540. Census 2000 data showed that the average household size for the Northeast Side was 2.35, slightly less than that of the City of Milwaukee at 2.5. Figure 2.14 compares the average household size between the City of Milwaukee, the Plan Area and adjacent municipalities, showing similar size compositions throughout. Household size information can be utilized to determine the demand for particular housing types and redevelopment opportunities.

In 2007 the median household income for the Northeast Side was \$39,267. The median household income was lower for the area when compared to the city household income of \$41,888 and Milwaukee County (\$49,421). The existing base of over 1,700 young professional households (25 to 34-year-old householders earning \$75,000 or more) and the

projected addition of nearly 150 empty nester households (55 to 64 year-old) earning \$100,000 or more over the next five years are indicative of potential future demand for multifamily for-sale housing products such as condominiums (S.B. Friedman & Company).

It is important to note that there is a significant difference in household income between the east and west side neighborhoods. The median household income east of the Milwaukee River is \$46,048 while that of the western portion is \$30,940. Figure 2.13 shows the difference in median household incomes throughout the Northeast Side. Household income data shows a greater percent of population under the poverty line towards the west, as depicted in Figure 2.15. While there is a need for affordable housing in all neighborhoods, poverty levels show a more pronounced need for affordable housing, jobs and other social services in the Harambee neighborhood in the western segment of the Northeast Side.

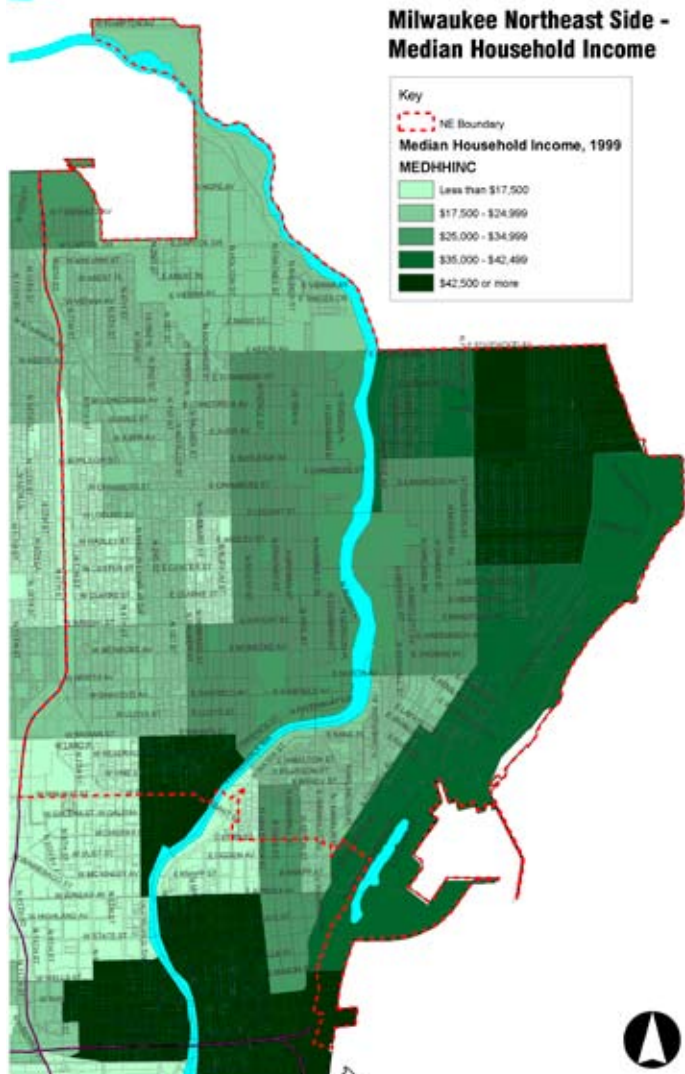


Figure 2.13: Median Household Income
Source: US Census 2000

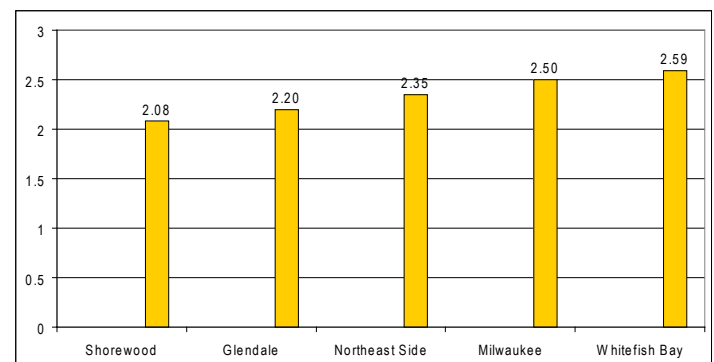


Figure 2.14: Average Household Size
Source: US Census 2000

EXISTING CONDITIONS

Housing

Census 2000 data shows a total of 25,515 occupied housing units in the Northeast Side. This represents approximately 11% of the total occupied housing units for the City of Milwaukee (232,188). As shown in Figure 2.17, approximately 26% of occupied housing units in the Northeast Side are owner occupied while 74% are occupied by renters. The percent of owner occupied housing units for the City of Milwaukee is 45.3%, a significant increase of owner occupied housing units over the Northeast Side. The percentage of renter occupied using units for the City of Milwaukee is 54.7%. As shown in Figure 2.16, owner occupied housing units in the Northeast Side are greater in the Upper East Side.

Neighborhoods surrounding university campuses typically offer many rental housing opportunities. Rental properties

provide housing options for low income residents as well as students that do not have the resources to live in the area before investing. However, absentee landlords and transient student residents generally do not invest in the up-keep of properties, which can lead to potential deterioration of the housing stock and make a community vulnerable to additional disinvestment.

A declining home ownership and owner-occupancy rate can signal neighborhood decline. Encouraging home ownership will sponsor a vested interest in property and neighborhood improvements. Homeowners recognize the importance of a vital and successful community to maintain property values. These issues have been considered throughout plan recommendations.

Figure 2.17 compares the percentage of owner occupied housing units for the City of Milwaukee and communities

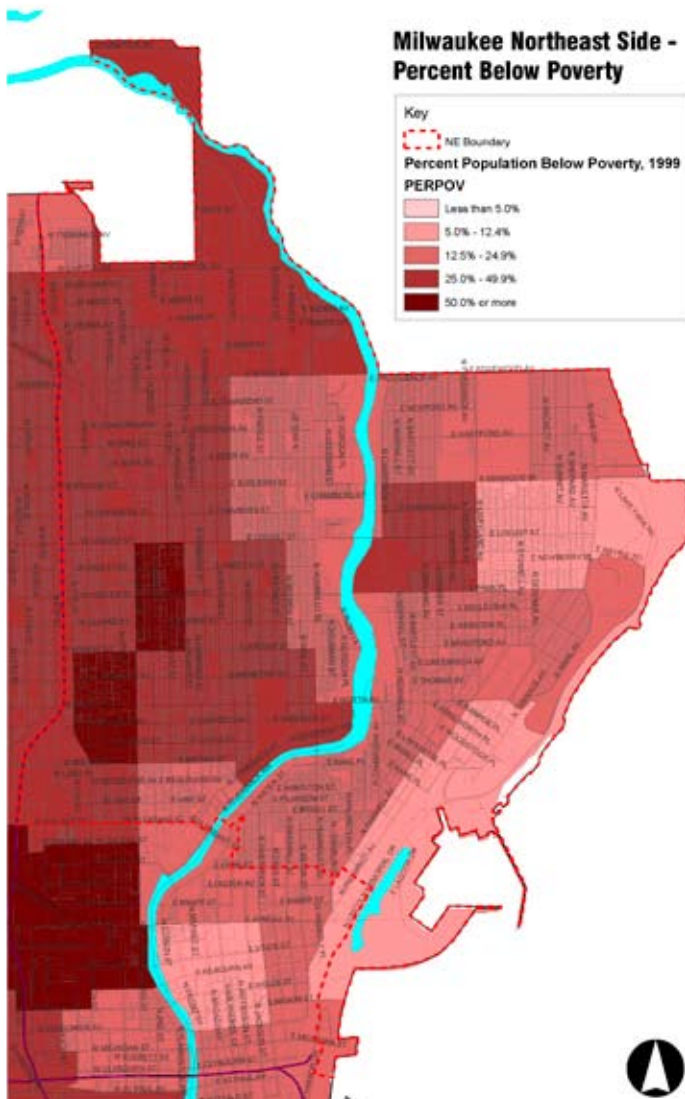


Figure 2.15: Percent Below Poverty Line
Source: US Census 2000

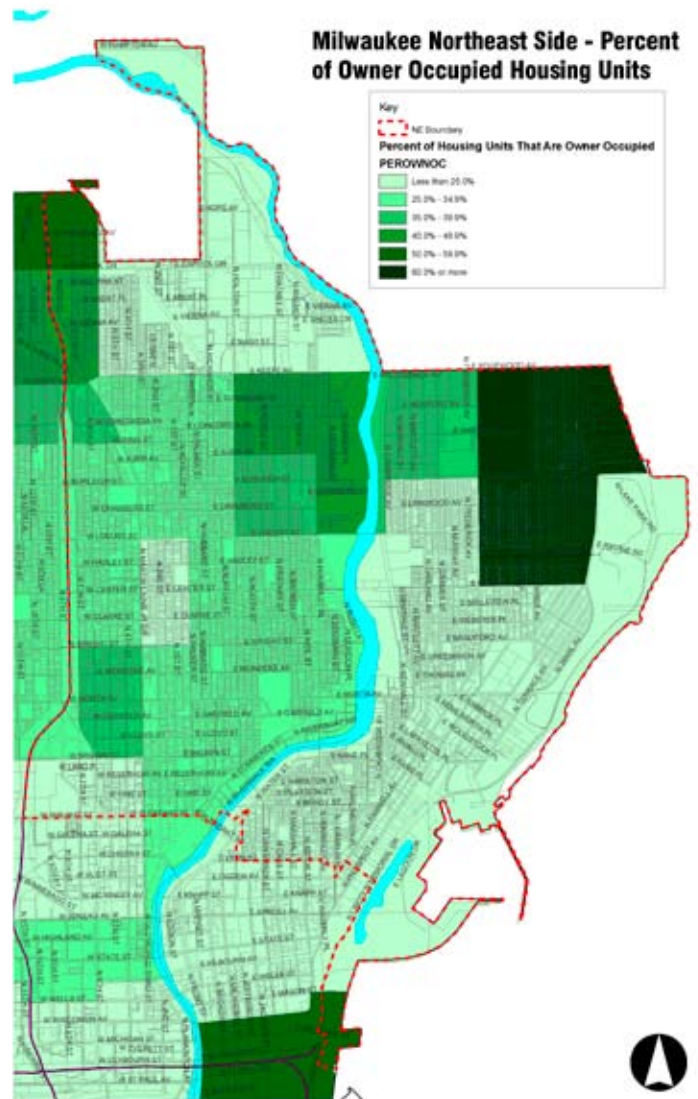


Figure 2.16: Owner Occupied Housing in the Northeast Side
Source: US Census 2000

EXISTING CONDITIONS

surrounding the Northeast Side, showing a higher percentage of owner occupied housing units for surrounding municipalities (Village of Whitefish Bay 84.6%, City of Glendale 73.1%, and Village of Shorewood 47.6%). The quality of the schools in these municipalities are attracting young families who tend to seek home ownership.

Census 2000 data shows that 7.4% of the housing units in the Northeast Side are vacant, slightly more than the percentage of vacant units in the City of Milwaukee (6.8%).

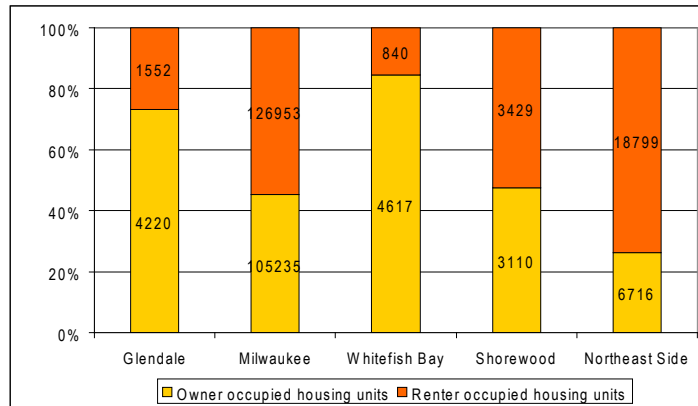


Figure 2.17: Housing Tenure in the Plan Area
Source: US Census 2000

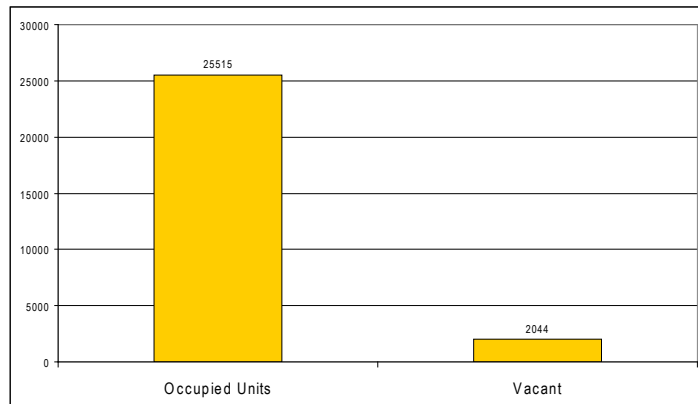


Figure 2.18: Vacancies in the Northeast Side
Source: US Census 2000

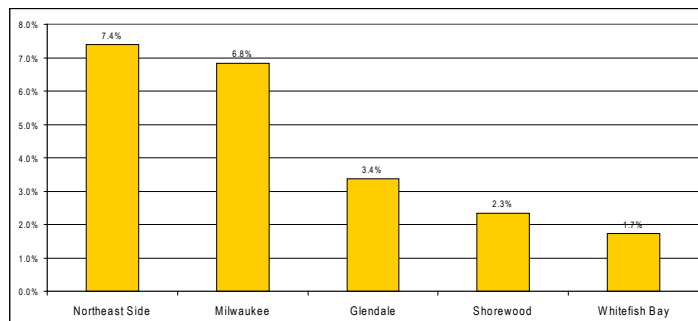


Figure 2.19: Vacancy Comparisons with the Northeast Side
Source: US Census 2000

Figure 2.18 shows a comparison between the number of vacant and occupied units in the Northeast Side. The percentage of vacant properties in the Northeast Side is more than double that of surrounding municipalities (see Figure 2.19), a potential sign of neighborhood decline.

Employment

The 2000 Census showed that the Northeast Side represented 11.3 percent of the total labor force of the City of Milwaukee. In 2000, the unemployment rate for the Northeast Side was 8% while that of the City of Milwaukee was 9.4%, making the unemployment rate in the study area slightly less than in the rest of the city.

More than half of the labor force in the Northeast Side (including both male and female population) are employed in the educational, health and social services sector (53.8%). Additional sectors of major employment include scientific, management, administrative, and waste management services (27.3%); arts, entertainment; recreation, accommodation and food services (25.5%); as well as retail trade and manufacturing (both 21.1%).

The total workforce in the Northeast Side is comprised of 51.2% male and 48.8% female. The manufacturing workforce is slightly higher for males (7.2%) while the education, health and social services sector is dominated by the female labor force (20.7% above males).

While there is a disconnect between place of employment and housing, since jobs are generally located at a different location than the place of residence, a view into the labor market of the Northeast Side can provide feedback regarding skills of the labor force in the area. This information could be utilized in the creation of additional job opportunities or linkages to existing and future job centers. In March 2008, the unemployment rate for the nation was 5.1% (U.S. Department of Labor), showing a higher unemployment rate in the plan area. Unemployment issues and the need for job access is an underlying principle in plan recommendations.

MARKET ANALYSIS SUMMARY

Prepared by S.B. Friedman & Company (2007)

RESIDENTIAL MARKET FACTS AND FINDINGS

Residential Development Activity. The Northeast Side is experiencing significant residential development activity. Occupancy permits were issued for over 1,000 units in the Northeast Side in the six years between 2001 and 2006 at an average annual rate of nearly 170 units a year. Single family development in the Northeast Side has been gradual, averaging just 16 units a year in this time frame. The vast majority of the permits (over 87 percent) issued in these six years were for multifamily development that includes condominiums, townhomes, and apartments. The current lack of new market rate single family development of significant scale in the Northeast Side is primarily due to the limited availability of sufficient land in areas that could support such product types..

While multiple townhome projects of significant scale have been developed in the Beerline neighborhood along the west side of the river, this area is approaching full buildout. The relatively strong demand for condominiums has led to higher land values on sites on the east side of the river, which in turn has favored higher density condominium development over townhomes.

Over 2,900 units in 34 projects are either actively being marketed, are under construction or are planned for development. While some of the projects are affordable housing with public subsidies, nearly 80 percent of the new, active or planned residential developments are made up exclusively of unsubsidized, market-priced condominium projects and one market rate apartment project.

Affordable Housing. All six active or planned affordable projects are located west of the Milwaukee River in the Harambee neighborhood where the median household income levels are relatively low. These developments include a mix of rental and for-sale housing and various product types including mid-rise apartments, duplexes and single family homes. The new housing projects are improving the general image

of the area and could serve as critical mass to catalyze further redevelopment activity. Following are details of the six affordable housing projects in the area:

- **King Commons** - Phase I of this multi-family, mixed use project developed by the Martin Luther King Economic Development Corporation is located at 2774 Martin Luther King Drive. It is a three story, mixed use building with 18 apartments and 5,000 square feet of retail space. The second phase includes 24 homes in a mixed use development including single family homes, duplexes, three and four unit apartment buildings, as well as a nine unit building with 2,200 square feet of retail space.
- **Park Hill Senior Housing** - a 62 unit independent senior living apartment complex located at Fifth Street and Concordia Avenue is 66 percent occupied. The other 33 percent is still under renovation.
- **Inner City Redevelopment Corporation (ICRC)** - 24 duplex units for rent built in Harambee with plans to build 24 more in a four block area between Second and Third Streets east of King Drive.
- **Habitat for Humanity** - 10 single family homes in the Harambee neighborhood on former city owned lots.
- **Prince Hall Senior Housing** - is the planned redevelopment of the former Plymouth Manor Nursing and Rehabilitation Center located at Sixth and Walnut Streets. The project is designed to be developed in two phases. Phase I will include a skilled nursing facility with 50 beds. Phase II will include a mix of 75 senior independent living apartments and an assisted living facility with 60 units. The second phase of the project will also include a retail / commercial component ranging in size between 20,000 and 30,000 square feet.



Figure 2.20: King Drive Commons I



Figure 2.21: Landmark on the Lake

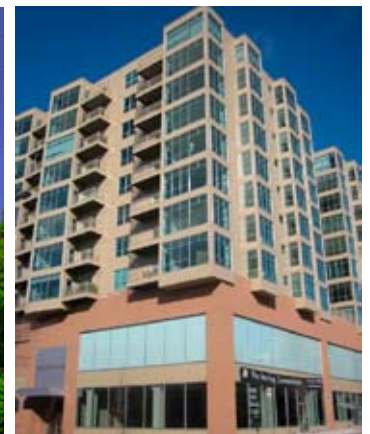


Figure 2.22: Sterling Condominiums

MARKET ANALYSIS SUMMARY

Condominium Market. Between 2004 and 2006, the greater downtown condominium market had 25 projects under construction, totaling nearly 1,500 units. Over 1,080 units were closed in these three years in the downtown market at an average annual rate of 360 units a year. In this time frame, the Northeast Side had 10 projects with 566 units under construction and represented approximately 40 percent of the overall greater downtown condominium market in terms of the number of projects and total units. Northeast Side condominium projects captured approximately 30 percent of the downtown market sales, an average absorption rate of 107 units a year.

Currently, there are approximately 16 condominium projects in the Northeast Side that are actively selling units. The majority of the projects have completed construction and each have less than 30 unsold units remaining on the market. The five projects under construction include approximately 557 units. Base prices are reported to start at approximately \$180,000 per unit, with average sales prices at about \$300,000. Asking prices per square foot cluster between \$250 and \$350. Following is a list of active condominium projects in the Northeast Side.

Completed Projects

- Reservoir Street Lofts - 10 units
- City View/Skyline Condos - 12 units
- Western Leather Lofts - 56 units
- 1522 on the Lake - 99 units
- McCormick on Farwell - 30 units
- Hi Fi Lofts - 40 units
- Rivercrest Condos - 40 units
- Sterling Condominiums - 112 units
- Gallun Tannery - 31 units
- Union Point Condos - 72 units
- Landmark on the Lake - 275 units

Projects Under Construction

- Humboldt Ridge Condos - 4 units
- Park Lafayette (Towers 1 & 2) - 291 units
- The Edge Condos - 133 units
- Cambridge River North - 48 units
- 2201 N Cambridge - 81 units



Figure 2.23: 1522 On The Lake



Figure 2.24: Park Lafayette



Figure 2.25: Reservoir Street Lofts

MARKET ANALYSIS SUMMARY

Apartments. No new market rate rental apartment buildings have been built in the Northeast Side in recent years. The only proposed apartment project is a 475 unit student housing project for the University of Wisconsin-Milwaukee. The newly constructed UWM Riverview Residence Hall houses 475 UWM students. The dormitory is located on North Avenue on the west bank of the Milwaukee River. It was built as an effort to accommodate the increased student housing demand at UWM and it is one of the first satellite housing facilities for the University.

Future Market Potential by Product. Future market potential in the Northeast Side will be regulated by the availability and land costs of redevelopment sites. The market potential by residential product type is as follows:

- **Single Family Homes:** While scattered infill single family development is likely to continue throughout the Northeast Side, the potential for larger scale single family development is likely to be limited to the Harambee neighborhood and the Johnson Controls site in Riverwest based on land availability. In the Harambee neighborhood there are opportunities for consolidation of vacant lots for relatively larger-scale residential development that can have a greater revitalization effect than scattered infill development.
- **Townhomes:** The land constraints pertaining to market rate single family homes are generally applicable to townhomes as well. Some townhome development may still be feasible in the Lower East Side as transition buildings to mid-rise and high-rise condominium projects.
- **Condominiums:** The review of active and planned projects revealed that the proposed pipeline of nine new condominium projects with 723 units represents approximately seven years of supply at current absorption rates. While current concerns regarding an over-supply of units and the softening housing market may dampen the prospects for new projects in the short term, the demand for condominiums is likely to persist in the greater downtown submarket. Projected growth of young professional and empty nester households in the Milwaukee Metropolitan Area is likely to sustain popularity of the condominium product type in the region as a whole, with downtown representing the largest and most amenity-rich submarket. Additionally, Milwaukee's condominium market appears to be less oriented to speculative buyers and second-home investors, and is therefore likely



Figure 2.26: Kenilworth Building



Figure 2.27: Riverview Dorm from North Avenue Bridge

MARKET ANALYSIS SUMMARY

more resilient to “housing bubble” submarket concerns than other downtown markets such as Chicago and Miami.

- Apartments:** The recent for-sale residential boom in the past few years was accompanied by a decline in demand for market rate rental apartments. In recent years, market rents have not generally been high enough to support new construction market rate urban-style apartments. The “Echo Boom” demographic segment (the children of the post-World War II “baby boom” generation) is projected to enter the Milwaukee apartment market in greater numbers from 2009 onwards. The improving demographic conditions for apartments and constrained supply conditions may lead to increased rents. This trend may at some point in the future allow market rate apartment construction to become financially feasible.
- Kenilworth Building** This six-story, 500,000 square foot building, used to be the property of the U.S. General Services Administration and was transferred to UWM in 1971. It is located at E. Kenilworth Place between Farwell and Prospect Avenues. The building was being used for UWM’s Physical Plant Services and provided storage and research facilities for the Department of Anthropology and the School of Fine Arts. Now the building has been redeveloped into student housing, classrooms and retail space along with the Peck School of the Arts.



Figure 2.28: Brady Street Retail - Passeggio Complex

RETAIL MARKET FACTS AND FINDINGS

Retail Opportunities for Northeast Side. The Northeast Side has a mix of “main street” pedestrian-oriented retail and auto-oriented shopping districts. Based on the character of the existing retail corridors, available opportunity sites and the retail leakage analysis, a list of key retail categories that have market potential in the Northeast Side was compiled for both auto-oriented and pedestrian-oriented retail environments.

Pedestrian-Oriented Retail Opportunities

- Home furnishings
- Local electronics and appliances stores
- Small boutiques and clothing stores seeking an urban environment
- Smaller format hardware/home improvement stores

Auto-Oriented Retail Opportunities

- Grocery stores (full-service and mid-size stores)
- Furniture stores
- Electronics and appliance stores
- Clothing stores
- General merchandise stores

Retail Opportunities for Key Pedestrian-Oriented Retail Corridors. The market potential for the key pedestrian-oriented corridors within the Northeast Side are as follows:

- Brady Street Corridor.** This corridor, extending from Farwell Avenue to Water Street, contains a diverse and unique mix of specialty stores, most of which are locally owned. Many of the buildings in this corridor are over 75 years old, giving the corridor a historic character. The relatively shallow lot depths on available redevelopment sites within this corridor suggest that most new retail uses would likely be limited to small-scale storefront retail space ranging from 2,000 to 5,000 square feet within mixed use developments. There are also opportunities for adaptive reuse of residential structures for retail. The retail opportunities are as follows:
 - Electronics stores such as Radio Shack
 - Cell phone store
 - Home furnishings stores
 - Garden/floral supplies, adaptive use of vacant parcels for outdoor market
 - Antique store
 - Art gallery

MARKET ANALYSIS SUMMARY

- Paper supplies/stationery store, such as Paper Source
 - Boutique apparel and accessories stores
 - Ice cream store
- **North, Prospect and Farwell Avenues.** This area is experiencing significant new development, which is contributing to a dense and vibrant mixed use neighborhood. With the recent opening of the Whole Foods grocery store and Urban Outfitters apparel and accessories store this area is emerging as a strong retail destination. Prospect and Farwell Avenues are currently designated as one-way streets to improve traffic flow. Conversion of these streets to two-way is likely to contribute to the vitality of retailing in the area by calming traffic and improving the pedestrian experience. There are opportunities to add to the existing retail base and create a unique urban shopping experience by intensively redeveloping key sites such as the Prospect Mall, the mall parking lot and adjacent gas station, the US Bank site and the library site. The following are examples of retailers that could locate in the North, Prospect and Farwell Corridor:
 - Apparel and accessories stores that have an affinity for urban locations, such as Gap, American Apparel, Chicos and Active Endeavors.
 - Specialty boutiques – independent/local stores that could benefit from a cluster of national chains
 - Home furnishings such as Cost Plus or Pier 1 Imports-Furniture stores
 - Spa/Beauty salon
 - Additional Health Club
 - Additional specialty grocery
 - **Whole Foods and Columbia St. Mary's Building.** The Whole Foods store and the Columbia St. Mary's Hospital building is located on the opposite corners of North and Prospect Avenues. It provides new services to the Northeast Side, especially the Upper East Side and Lower East Side neighborhoods. This new construction and investment has served as a catalytic project for the east side neighborhoods. The Whole Foods serves as a new retail anchor for the area.
 - **Martin Luther King Drive (King Drive) Corridor.** The historic King Drive has been a center of commerce for over 100 years. While the corridor has gone through some years of decline, recent investments have brought new residents and retail to the area. Key retail nodes along the corridor in the

Northeast Side include the King and North Avenue area, King and Hadley and the Five Points Exchange area. The King Drive corridor is likely to continue to have a neighborhood-serving function in the near future. A potential redevelopment strategy would be to target retail development at the key nodes that have an existing retail core and/or are already attracting new retail development. Retail uses that could be added to the corridor include:

- Small format grocery store such as an Aldi -
 - Laundromat/dry cleaners
 - Local hardware/paint supplies
 - Fitness/recreation center
 - Florist
 - Art and framing stores
 - Ice cream store
- **Oakland Avenue Corridor.** The commercial development along this corridor is focused primarily around the Locust Street and Oakland Avenue intersection. Farther north, there is commercial development on Kenwood and Oakland. The existing business mix includes a variety of casual and full-service dining establishments, a drug store, and specialty businesses catering primarily to UWM students such as music, book and bicycle stores. Besides the re-use/redevelopment of a former Walgreens facility, there appear to be no significant retail redevelopment opportunities in the area.
 - **Downer Avenue Corridor.** The Downer Avenue Corridor is a relatively compact, three-block corridor with a strong student-oriented retail presence. Significant redevelopment activity is already taking



Figure 2.29: Whole Foods and Columbia St. Mary's

MARKET ANALYSIS SUMMARY

place in this area, including a parking garage with ground floor retail, a hotel, and a condominium/hotel project. Once these projects are completed, there do not appear to be significant redevelopment opportunities in the near term.

- **Riverwest Corridors.** The Riverwest Neighborhood has four relatively small retail corridors on Locust, Center, Clarke and Burleigh Streets that are located within four to five blocks of each other. These corridors serve primarily as neighborhood-oriented retail and include independent stores such as food marts, local eateries, art galleries and coffeehouses. The redevelopment opportunities within these corridors are likely to be limited to independent stores.

Retail Opportunities for Auto-Oriented Retail. Within the Northeast Side planning area, auto-oriented retail uses are concentrated on Capitol Drive between Humboldt Boulevard on the east and I-43 on the west. There are eight shopping centers located in this corridor that range from small convenience centers of approximately 14,000 square feet to free-standing big box retailers of approximately 125,000 square feet. This corridor has the potential to attract new big box retailers that are missing in the area. Key retail categories that could be attracted include:

- General Merchandise Stores like Target
- Electronics and Appliance stores such as Best Buy
- Discount apparel and accessories department stores such as TJ Maxx



Figure 2.30: Retail along Capitol Drive

- Home furnishings stores such as Bed Bath and Beyond or Linens N Things
- Hobby art and craft stores such as Michaels
- Furniture stores

INDUSTRIAL MARKET FACTS AND FINDINGS

Regional Market Trends. Between 1995 and 2000, approximately 33.4 million square feet of industrial space and over 2,550 acres of industrial land were absorbed in the Milwaukee Metropolitan Area. During this time, the city had a capture rate of regional industrial absorption that ranged from 7% to 15% while most of the remaining growth (85% to 93%) in new industrial development occurred in suburban locations. This trend is primarily due to the relative shortage of development-ready land suitable for industrial uses in the city.

Absorption Trends. The future annual absorption of industrial land in the city is projected to range from 32 to 63 acres based on projections of the regional absorption rate of industrial land and the city's historical capture rates (7% to 15%) of regional industrial growth. However, this projection assumes that the city will be able to add a new supply of suitable development-ready industrial land. Analysis of historical absorption data shows that very little new industrial development activity occurred in the Northeast Side. Of the 550 acres absorbed in the City of Milwaukee between 1990 and 2004 for industrial uses, the Northeast Side absorbed approximately 20 acres, or approximately 4%, of city-wide land area developed for industrial uses. The relatively low capture of new industrial activity is primarily because much of the land suitable for industrial uses in the Northeast Side is already built out.

Profile of Existing Industrial Uses in the Northeast Side. The industrial uses in the Northeast Side are concentrated in the Riverworks area, which is located in the northwest part of the Northeast Side. While there are some remaining industrial uses in scattered locations along the river and the formerly active railroad tracks, this space is a small proportion of the total industrial area of the Northeast Side. The Riverworks area has approximately 120 acres of industrial land, over 3 million square feet of industrial space, and is estimated to have over 1,000 employees. Nearly 85% of the industrial buildings in the Northeast Side are over 50 years old. Therefore, they are less likely to meet the space, access, floor loading, ceiling height, dock, and/or other functional requirements of modern industrial tenants.

Competitive Position of Northeast Side. Key competitive strengths of the Northeast Side in terms of attracting and retaining industrial users include its proximity to I-43, the adjacency to Estabrook Corporate Park – a successful modern business park located in Glendale – and the access to

MARKET ANALYSIS

the area's large workforce. However, the lack of a cohesive, modern business park image, development-ready sites, an interconnected street grid north of Capitol Drive and the presence of land use conflicts with adjacent residential neighborhoods limit the redevelopment potential of industrial sites in the Northeast Side.

Future Industrial Potential. Four sites in the Riverworks area were identified as having redevelopment potential for industrial uses, including the Blue Hole site located in the northeast corner of the Riverworks area. There may also be opportunities to redevelop older / underutilized sites with modern industrial space. Because many of these sites are likely to require extensive demolition and environmental cleanup, city involvement is likely to be required for land assembly and preparation of sites for development. Future absorption potential of industrial uses in the Northeast Side will be largely determined by the pace at which sites can be made development-ready and infrastructure and streetscape improvements implemented in the area.

Strategies to Enhance Industrial Development. There are several additional strategies that the city and the Riverworks Business Improvement District (BID) can jointly implement to further enhance industrial development in the Northeast Side. These include:

1. Develop and implement a streetscape program to enhance the overall appearance of the public realm in the Riverworks Center.
2. Prepare and adopt design guidelines to ensure high quality new development/redevelopment in the area and updated or retrofitted older facilities.
3. Encourage property maintenance and façade improvements through grants and voluntary upgrades and replacements of deteriorated or dated building/site elements.
4. Create an interconnected street network that eliminates/minimizes dead-end streets and provides adequate turning radii for truck traffic. Additionally, through coordination with the Village of Glendale, street linkages could be established to create a stronger connection to Estabrook Corporate Park.
5. Assemble and prepare property for industrial development. A proactive approach could be taken to make additional land available for industrial development in the Northeast Side by identifying and prioritizing obsolete/vacant facilities for redevelopment.



Figures 2.31 - 2.33: Industrial Buildings in Riverworks

PROJECT REVIEW SUMMARY - SUSTAINABLE ENVIRONMENTS

Although development within the Northeast Side needs to take into consideration local needs and character, the following projects demonstrate how other communities outside Milwaukee are addressing similar challenges and opportunities. These project examples were divided in three categories: 1) Sustainable Environments, 2) Sustainable Neighborhood Improvements and 3) Transit Nodes and Connectivity. Following is a summary of the examples presented to stakeholders of the Northeast Side:

RIVERFRONT

IBA Emscher Park, Ruhr Valley, Germany



Project Summary

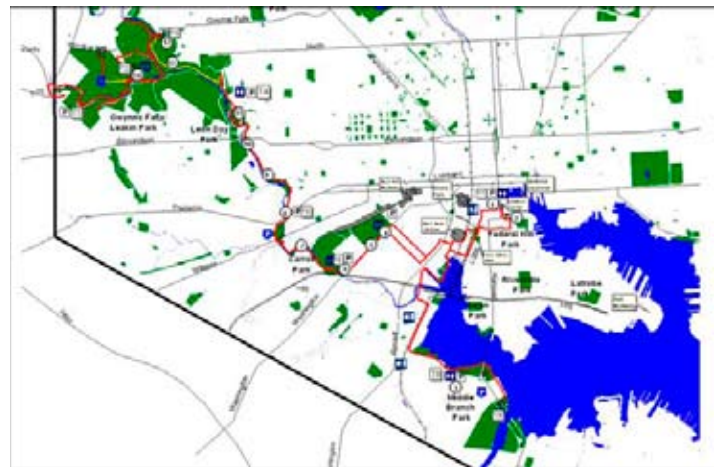


Emscher Park in Germany is a massive brownfields redevelopment project covering an area of over 800 square kilometers. It is made up of approximately 100 individual projects, ranging from re-naturalization of watercourses to building new housing, business parks and research centres. It has been developed and implemented on five sites between Duisburg and Kamen. One of the redevelopment project's most intriguing idea is the preservation of industrial monuments and their nearby areas for cultural and historical uses. Besides the creation of its Landscape Park, the clean up of the Emscher River system and the preservation of industrial monuments, Emscher IBA also includes 25 housing projects with 3,000 new houses slated for construction and another 3,000 for rehabilitation.

Potential for Milwaukee

Strategies and implementation methods from Emscher Park to maximize river value and protect natural habitat could be built upon and used as an example for the preservation and restoration of the Milwaukee River corridor. In addition to addressing the riverfront, Emscher IBA also provides concepts for redeveloping former industrial sites with environmental issues.

Gwynns Falls Trail Baltimore, MD



Project Summary

Especially unique in an urban setting, this 15-mile linear greenway trail connects over 30 neighborhoods and 2,000 acres of publicly owned land, providing access to recreational opportunities, environmental education, parks, cultural resources and historic landmarks in the City of Baltimore. Educational programs are provided for residents and visitors to learn about the urban environment, wildlife and plants along the trail, as well as recreational activities such as canoeing, kayaking and biking. The trail also provides an alternate commuting route between neighborhoods and places of employment.

Potential for Milwaukee

The Milwaukee River Corridor provides many opportunities for the expansion and improvement of its existing trails system. Trails along the river include paved trails (similar to the Oak Leaf Trail), as well as soft trails used for hiking and biking. The Gwynns Falls Trail provides access strategies, enhancement options, signage and trail network linkage strategies that could be applicable to the Milwaukee River.

PROJECT REVIEW SUMMARY - SUSTAINABLE ENVIRONMENTS

Trinity River Corridor Dallas, TX



Project Summary

The Trinity River Corridor Study proposes a vision for the corridor that includes a balance among five interrelated issues: flood protection, environmental management, recreation, transportation, and community / economic development. As envisioned in the plan, the corridor would provide a vast public green space that is easily accessible; a restored riverfront environment; roadway access along downtown areas; community development and reinvestment opportunities; and long-term flood protection through levee improvements.

Potential for Milwaukee

One of the challenges along the Milwaukee River Corridor is to balance the preservation of natural areas and potential development pressures. The Trinity Valley River Corridor Study provides many conceptual ideas and recommendations for achieving a balance among these different issues.

Providence 2020 - Downtown Plan Providence, RI



Project Summary

Downtown Providence is nestled among the river valleys and the bay, making the waterfront a vital part of downtown. The plan seeks to connect the valley to the bay with transit and improved access between the residential neighborhoods on the hill to the waterfront, and to strengthen riverfront linkages through improved access to the river walk. The plan also looks to create open spaces and amenities, foster pedestrian friendly streets and promote architecture in keeping with the downtown's image.

Potential for Milwaukee

The Northeast Side is bisected by the Milwaukee River, a prominent waterfront feature. Stronger linkages from neighborhoods in the Northeast Side to the river and the lakefront waterfronts can foster pedestrian activity and use of these public green spaces. In addition, stronger linkages along the waterfront can maximize the use of available amenities and resources. Strategies and recommendations in the Providence Downtown Plan can be further studied for applicability to the Northeast Side.

PROJECT REVIEW SUMMARY - SUSTAINABLE ENVIRONMENTS

SUSTAINABLE RIVER

Living Water Garden Fu Nan River, Chengdu, China



Project Summary

The Living Water Garden in Chengdu, China, is the first inner city ecological park in the world with water as its theme. This 5.9 acre international award winning park is a fully functioning water treatment plant. It contains a giant sculpture in the shape of a fish (symbol of regeneration in Chinese culture), a living environmental education center, and it serves as a wildlife and plant refuge. Each day, 200 cubic meters of polluted river water move through the park's natural treatment system, improving water quality to drinking standards.

Potential for Milwaukee

An environmental program for improving the Milwaukee River's water quality can serve as an educational program for residents and visitors on sustainable water treatment systems and processes. An improved Milwaukee River ecosystem can help promote the river's, use increasing the confidence of visitors to see and enjoy a non-polluted recreation waterfront environment.

GREEN ROOFS

Chicago's Green Crown Chicago, IL Year: 2001



Project Summary

Representing the most progressive green roof in the nation, the City Hall rooftop garden improves air quality, conserves energy, reduces stormwater runoff, helps lessen the urban heat island effect and extends the useful life of the roof by adding beauty and usable space. The garden consists of 20,000 plants of more than 100 species, including shrubs, vines and trees. The plants were selected for their ability to thrive in the conditions on the roof, which is exposed to the sun and can be windy and arid.

Potential for Milwaukee

Many cities have established green roof programs in an effort to increase open space in the urban environment, lessening heat island effect, improving air quality, addressing stormwater run off and lessening the need for heating and cooling. The City of Milwaukee could potentially create a pilot green roofs program in the Northeast Side that will support these efforts as well as create additional urban agriculture gardens desired by so many residents in the city. Potential incentives for green roof construction could include floor area bonuses as done in other cities such as Chicago.

PROJECT REVIEW SUMMARY - SUSTAINABLE ENVIRONMENTS

SUSTAINABLE PARK

Tanner Springs Park
Portland, OR Year: 2005



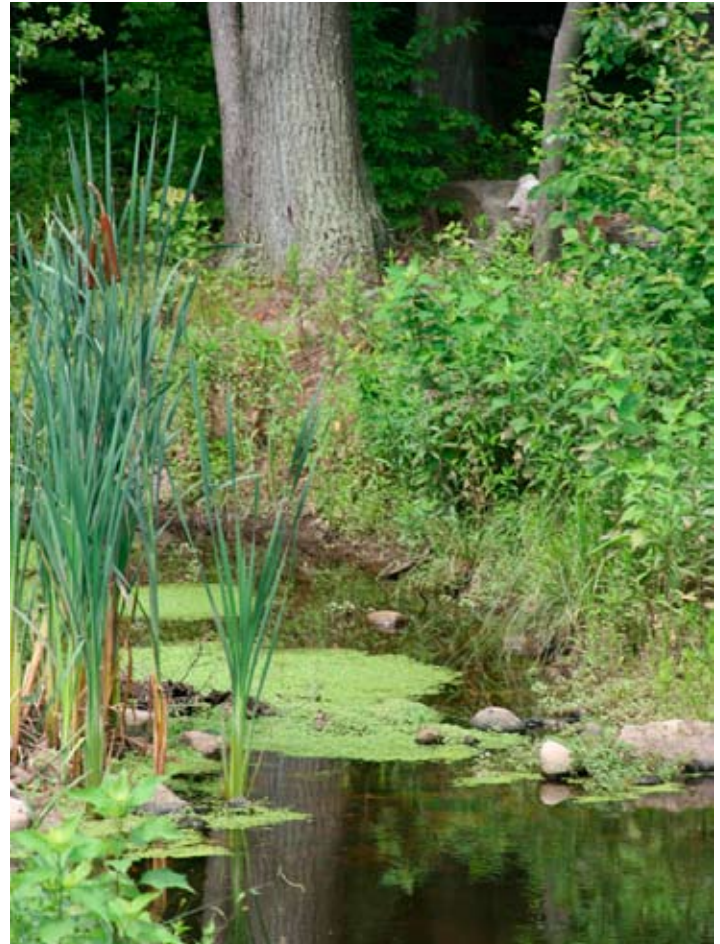
Project Summary

Tanner Springs Park is located in Portland's Pearl District, a neighborhood formerly identified as a post-industrial blighted area that has turned into a residential and commercial district. Originally, the site contained a wetland and lake fed by streams flowing from nearby hills. The hills served as a filter to water flowing into the Willamette River. The lake and wetland areas were filled to make way for industrial uses. While the park provides a place to contemplate nature within an urban environment, sustainable design features including innovative stormwater management and minimal irrigation requirements, reflect the natural history of the site.

Potential for Milwaukee

The development of urban parks with sustainable features can serve as a gathering place and add additional green space in the Northeast Side. The use of sustainable practices such as stormwater management, native species and recreation of natural features that once stood in urban areas can serve an educational purpose while improving the areas environmental quality.

Staten Island Bluebelt
Staten Island, NY
Project Summary



This award winning, ecologically sound and cost-effective stormwater management program serves approximately one third of Staten Island. The program preserves natural drainage corridors (called Bluebelts) which perform their functions of conveying, storing, and filtering stormwater as well as provide important community open spaces and diverse wildlife habitats. The Bluebelt also promotes historic preservation, provides passive recreation areas and help beautify neighborhoods.

Potential for Milwaukee

The Bluebelt program saves tens of millions of dollars in infrastructure costs when compared to providing conventional storm sewers for the same land area. This program demonstrates the economic and environmental benefits of wetland preservation. Similar stormwater management programs can be evaluated for the City of Milwaukee.

PROJECT REVIEW SUMMARY - SUSTAINABLE ENVIRONMENTS

SUSTAINABLE BUILDING

**Artists for Humanity EpiCenter
Boston, MA**



Project Summary

The Artists for Humanity EpiCenter is dedicated to youth empowerment through arts and entrepreneurship. It houses fine and commercial art studios, a learning laboratory and a 5,000 square foot gallery space to showcase student art. It is the first LEED Platinum building constructed in Boston, achieving this highest levels of sustainability on a tight budget. The building uses energy and water efficiently, incorporates recycled materials, makes full use of natural daylight, and promotes the health of its occupants. The EpiCenter offers an opportunity to build public awareness of sustainable, economic, and environmental principles among the immediate community and beyond.

Potential for Milwaukee

Creating a high-performance green building makes economic and community sense. Many buildings in Milwaukee already joined this sustainable trend, the Urban Ecology Center, new Field Headquarters of Department of Public Works and Cherry Court are leading more new and existing buildings to promote a "Green Milwaukee".

SUSTAINABLE INDUSTRY

**Michigan Alternative Renewable Energy Center
Muskegon, MI**



Project Summary

The Michigan Alternative and Renewable Energy Center (MAREC) is the first fully integrated demonstration facility for distributed generation of electricity using alternative and renewable energy technologies in the United States. It is part of the Muskegon Lakeshore SmartZone, a joint venture between the Michigan Economic Development Corporation, the city of Muskegon, and Grand Valley State University. This self-sustaining 25,000 square foot building offers business incubator space, a research center and classroom facilities. In addition, MAREC is a LEED Gold building developed on brownfield that employs stormwater management techniques, promotes wildlife habitat and uses drought resistant native vegetation.

Potential for Milwaukee

With partnerships between the business, educational institutions, community members and the private sector, a pioneer project in sustainable design can become a catalyst for economic development and job growth, and promote and attract green technology business development in the Milwaukee area.

PROJECT REVIEW SUMMARY - SUSTAINABLE NEIGHBORHOOD IMPROVEMENT

URBAN REDEVELOPMENT

Fall Creek Place
Indianapolis, Indiana Year: 2004



Project Summary

Fall Creek Place is the result of a large scale 26-block infill effort. The neighborhood has been transformed from a crime-ridden, largely abandoned area into an attractive mixed-income residential community. The project included the construction of 369 new houses on formerly vacant lots, the restoration of 58 historic houses previously dilapidated, the construction of new streets and sidewalks, and the installation of streetscape amenities. Partners in the project include the City of Indianapolis, the U.S. Department of Housing and Urban Development (HUD), and Mansur Real Estate Services. As part of HUD's requirements for the project, 51 percent of the residences are reserved for households earning 80 percent or less of the area's median income.

Potential for Milwaukee

Fall Creek Place provides an example of how neighborhoods can be transformed by promoting an attractive community for home buyers, helping existing residents maintain and improve their homes and increasing the impact of neighborhood investment through new construction and rehabilitating of existing housing stock. Collaboration between various government agencies and private organizations can help create the supporting environment needed for neighborhood redevelopment. Redevelopment efforts in the Harambee area could be expanded to include similar ventures.

SouthSide Works
Pittsburgh, Pennsylvania Year: 2007



Project Summary

A former steel mill site, SouthSide Works is now a 37.2 acre mixed use, pedestrian urban village located in the South Side neighborhood of the City of Pittsburgh. The property was vacant for approximately 10 years until revitalization took place in nearby areas through the construction of various sports facilities. These facilities generated developer interest in the area and provided the grounds for the development of retail and office space. Currently, SouthSide Works contains retail, restaurants, office space, apartments, and a ten-screen cinema, all of which are oriented around a central square and landscaped open space. Future phases will include a hotel, additional multifamily and office buildings, an outdoor performance venue, a destination restaurant and a brewery.

Potential for Milwaukee

The promotion of catalytic projects, such as the development of new urban town centers like SouthSide Works, can provide the impetus needed for the redevelopment of challenging sites, including industrial brownfield properties. The Blue Hole site in Riverworks faces similar challenges. Finding key redevelopment options for this property and its surrounding area can help generate the support and momentum needed to develop this property to its maximum and best use.

PROJECT REVIEW SUMMARY - TRANSIT, TRANSIT NODES AND CONNECTIVITY

PEDESTRIAN BRIDGE

Belle Isle Pedestrian Bridge Richmond, VA



Project Summary

Suspended under the Lee Bridge, the Belle Isle pedestrian bridge provides access from downtown Richmond to Belle Isle, a well-known city park. The bridge’s intricate form provides an adventurous stroll over the river while allowing pedestrians to enjoy the natural views.

Potential for Milwaukee

The use of pedestrian bridges along the Milwaukee River has been exemplified by the development of the Holton Street Marsupial Bridge. Utilizing the existing roadway infrastructure crossing the Milwaukee River to create additional pedestrian connections can help lessen the gaps between the east and west side of the Northeast Side. Bridge function can be complemented with creative design ideas to enhance the pedestrian experience while adding to the character and aesthetic value of the Milwaukee River crossings.

BIKEWAYS

Bicycle Facilities San Francisco, CA

Project Summary

The City of San Francisco has an extensive bike lane system, with multiple bike lanes going over bridges, through parks and along the waterfront.

Potential for Milwaukee

Opportunities for designated bicycle facilities abound throughout the Northeast Side. These include the potential addition of bike lanes throughout city streets and along the lakefront. Existing bike routes along the Milwaukee River could be further improved and connected to adjacent neighborhoods. Additional facilities, such as bike stations with air pumps and bicycle “parking” could promote the use of bikes throughout the area.

Greenbelts Davis, CA Project Summary



The City of Davis is at the forefront of bicycle facility planning. This 10 square mile city offers 48 miles of on-street bike lanes, abundant bike parking, pedestrian and bicycle crossings, and bicycle traffic signalization at busy intersections. Most importantly, the city has created a series of “greenbelts” comprised of off-street bike and pedestrian linkages through recreational areas, schools and retail areas. The city has achieved this in part by requiring developers to integrate and finance “greenbelts” in new construction.

Potential for Milwaukee

Existing and future bike and pedestrian trails throughout the Northeast Side can be preserved and further implemented through the creation of programs that foster the development of trail segments during new construction. Requirements and / or incentives could be provided to ensure trail segments are constructed, or at a minimum, easements are preserved for its future development. This might be especially useful on properties adjacent to the Milwaukee River.



PROJECT REVIEW SUMMARY - TRANSIT, TRANSIT NODES AND CONNECTIVITY

Rede Integrada de Transporte Curitiba, Brazil



Project Summary

The Rede Integrada de Transporte is a pioneer of bus rapid transit (BRT) that inspired many other cities to follow their lead. The long buses used for the system are split in to 3 sections and stop at designated elevated tubes, complete with handicapped access. Being used by 85% of the population, the system consists 8 different bus routes categorized by color of the bus and 21 passenger terminals in the city with free transfers between lines and buses.

Potential for Milwaukee

Categorize different bus routes by color of the bus and provide handicapped access at stops. The design of bus stops can facilitate an efficient and functional boarding with aesthetically appealing station designs that integrates the bus stop into the surrounding community.

TRAMWAYS, FRANCE

Introducing Tramway to Milwaukee

The tramway is a good compromise between railroad and bus: it is cheaper and has a higher capacity. Tramways are ideally suited to medium sized towns for which a railroad system is too expensive but which have a need for good public transport services.

Trams are more efficient than buses. Service is faster and more regular as a result of dedicated lanes. Also, because trams are powered by electricity, they are more environmentally friendly and quieter than gas or diesel vehicles. Finally, the construction of new tram lines is linked to reductions of car and parking needs within town centers.

One of the most important advantages of tramways is the functional link they make between transport and urbanism. The introduction of tramways into the urban fabric serves as an opportunity for local authorities to reconsider the layout of public spaces and the urban landscape. Tramways influence the development of the urban structure and the urban fabric. By providing rapid links from the suburbs to the town centre, tramways can open up disadvantaged districts for development.



Tramway in Valenciennes. The urban landscape associated with the tramway can be used to increase the value of the areas through which they run: paving materials can be changed, trees can be planted and grass can be laid along the tramway tracks.

PROJECT REVIEW SUMMARY - TRANSIT, TRANSIT NODES AND CONNECTIVITY

Pinellas Trail St Petersburg, FL



Project Summary

The Fred Marquis Pinellas Trail is a linear park that currently extends from St. Petersburg to Tarpon Springs. When completed, the trail will convert 47 miles of an abandoned railroad and other unused right of way areas into a recreational trail. The trail includes amenities such as benches, water fountains, and rest areas. Private community groups help raise funds for the trail's maintenance.

Potential for Milwaukee

The Pinellas Trail could be used as an example for the development of a linear park along the abandoned railroad right of way that diagonally crosses the Northeast Side, currently under design for the Riverwest neighborhood.

TRAINS AND BIKES

Bikes on Board Caltrain San Francisco, CA



Project Summary

This program which started with just 4 bikes per train is now serving 2,000 bicyclists a day on the Caltrain line. Each train can carry 24 bikes, and some even 48 bikes. Intense demand for bringing bikes on trains, has caused Caltrain to provide incentives. Bikers are encouraged to rent 2 bike lockers for the price of one urging bikers to keep bikes at the end of both trips instead of bringing them on board.

Potential for Milwaukee

To encourage alternatives to automobile use, at the same time developing transit system, Milwaukee should also promote bike racks on buses to maximize transit usage.

BUS RAPID TRANSIT (BRT)

Euclid Transit Cleveland, OH



Project Summary

This system will connect Cleveland's Business District (the region's largest employment center) with the University Circle area (the second largest employment center) and major cultural, medical and educational districts. A bus rapid transit (BRT) system is envisioned to provide an attractive and effective alternative to automobiles and a flexible and low cost alternative to rail.

Emerald Express Eugene, OR



Project Summary

The Emerald Express is a BRT serves the Eugene-Springfield metropolitan area of Oregon, including the University of Oregon. The vehicles are run on dedicated bus lanes given signal priority via ground-loop signaling to the traffic control system, with special traffic signals at intersections. There will be no fare for the first few years and expansions are being planned.

Potential for Milwaukee

A BRT system or other public transportation options could be utilized to connect significant employment centers and residential neighborhoods along major transit routes. UWM facilities could also take advantage of the transit connections, linking students and UWM.

PUBLIC PARTICIPATION SUMMARY



Figure 2.34: Vision Workshop



Figure 2.35: Vision Workshop



Figure 2.36: Plan Area Bus Tour with CMT and Consultants

PUBLIC PARTICIPATION SUMMARY

Issues, ideas and recommendations that have emerged in this plan are the results of an extensive public participation process that included numerous dialogues with a variety of stakeholders, residents and business owners within the Northeast Side at Contract Management Team (CMT) and Plan Advisory Group (PAG) meetings; stakeholder and community meetings; and public open houses. As a result, the collective vision for this plan must be attributed to this wide cross section of community stakeholders.

The City and planning team used a variety of public participation tools to gather input from a broad segment of the Northeast Side including stakeholders, neighborhood associations, business groups, community members, and the general public. These planning tools included interviews, surveys, focus groups, workshops and charrettes; public information meetings; a community wide open house, and public hearings to adopt the plan. (The community has been very involved in this planning process and their opinion, ideas and feedback are a crucial component of the Northeast Side Plan).

PLAN ADVISORY GROUP

The Plan Advisory Group (PAG) with over 50 participants represents a broad cross section of the Northeast Side community and a wide variety of organizations. The PAG met every three months during the planning process to provide feedback on issues and recommendations.

STAKEHOLDER MEETINGS

During the planning process, stakeholder meetings were held with a variety of constituent groups to address particular issues affecting the Northeast Side and receive feedback on catalytic project options. Stakeholders included Alderman D'Amato, Alderman Bauman, members of the Brady



Figure 2.37: Residential Character - Highest rated image

PUBLIC PARTICIPATION SUMMARY

Street BID, the Historic King Drive BID, the Harambee Ombudsman Project, the Inner City Redevelopment Corporation, the MLKEDC and the Milwaukee River Work Group. Various individual meetings have also been conducted with Riverwest stakeholders and other organizations.

SURVEYS

Through an image preference survey and household survey, community members had the opportunity to share their concerns, hopes, and ideas for the future of the Northeast Side. Both surveys were used to help guide the direction of the planning process and highlight neighborhood development concerns.

NORTHEAST SIDE IMAGE PREFERENCE SURVEY

The Image Preference Survey (IPS) is a public participation tool that utilizes pictures to gauge people’s reactions to how their community looks and feels now and provides options for how it could look in the future. Participants are given the opportunity to evaluate their existing physical environment, while envisioning the future of their neighborhoods.

The Northeast Side Image Preference Survey was conducted online and in twelve focus groups held throughout the plan area from October 2006 through May 2007. The survey was open to anyone who lives, works, shops, or spends time in the Northeast Side. Participants (122 total) were asked to evaluate residential, commercial and mixed use, industrial, institutional and civic, and parks and open space development character as well as the following urban features: streets, streetscapes, parking, urban design, and historic preservation. They were shown a series of images from Milwaukee and elsewhere, and asked to rank the land use features in each image according to desirability for their neighborhood (between -5 and 5). Afterward, participants discussed the images to clarify what was preferable or undesirable about each picture’s elements. The following is a brief summary of the survey results.

Residential

Participants generally favored preservation of traditional neighborhoods and new development that fit in with the surrounding neighborhood context. They liked generous windows, large usable front porches, and craftsman-like detailing. Multi-story multifamily residential images received the most negative responses, due to the lack of public interaction at the street level, poor landscaping, and “big block” design. Participants responded positively to improved designs, which included recessed openings, balconies, porticoes, and entry courts or plazas. Overall, participants favored landscaping that included greenery (e.g. flowers and trees) for all residential typologies.



Figure 2.38: Commercial & Mixed Use Character - Highest rated image



Figure 2.39: Industrial Character - Highest rated image



Figure 2.40: Civic and Institutional - Highest rated image

PUBLIC PARTICIPATION SUMMARY

Commercial & Mixed Use

Discussions about commercial and mixed use elements revealed that respondents were strongly in favor of sidewalk retail as a means of improving the pedestrian experience and promoting a sense of community. Participants responded positively to interactive and engaging street front facades. They responded negatively to commercial development that turned its back to the street. Generally, automobile dominated images of streets, parking lots, and buildings set back too far from the pedestrian realm received low scores.

Industrial

Participants appreciated the industrial history of Milwaukee and felt that some old industrial buildings were worth saving (e.g. Pabst City buildings). As to industrial in their own neighborhoods, participants felt any buildings must fit into a “walk to work” community and be a good neighbor to surrounding uses (by providing screening and / or buffering). Respondents did react positively to certain elements of suburban style industrial buildings (e.g. cleanliness and green space). However, they also felt these types of complexes belong in the suburbs and not in urban mixed use neighborhoods.

Institutional & Civic

Institutional and civic buildings that positively contributed to the community received enthusiastic responses. Public outdoor spaces with generous seating, engaging public art, attractive landscaping, and social gathering opportunities ranked high. Buildings that either ignored or failed to enhance the public realm (e.g. blank walls, no public seating, no paths through the building’s grounds) were rated poorly.

Streets

Respondents decided that narrow rights of way, curb bump-outs, defined crosswalks, and wide sidewalks to accommodate pedestrian traffic were desirable. They also felt well defined bike lanes in all neighborhoods throughout the city were important. Participants thought street friendly building facades created a pleasant “street wall”. Landscaping with street trees and planters as well as parking layouts (street parking, not too many curb cuts for lots) were essential elements of successful streets.

Streetscape

According to participants, pedestrian amenities were extremely important features for good streetscape design. Amenities that supported neighborhood scale outdoor dining and social gathering spaces were favored. They also supported streetscapes to serve as a buffer between the street edge and buildings. Lack of windows, poor street lighting

and badly maintained public rights of way were viewed as negative elements that gave the impression of an unfriendly and potentially dangerous area.



Figure 2.41: Street Character - Highest rated image



Figure 2.42: Streetscape Character - Highest rated image



Figure 2.43: Parks & Open Space Character - Highest rated image

PUBLIC PARTICIPATION SUMMARY

Parks & Open Space

Participants preferred both active and passive uses of parks and open space, as well as urban parks tailored to particular locations and diverse user groups (e.g. a multi-use path along the lakefront in certain sections, and untouched beach in other sections). Most felt it was crucial to keep all current parks, open spaces, and green spaces while encouraging more wherever possible.

Parking

There was strong consensus among participants that well-designed, well-landscaped parking lots enhance the urban environment. There was also agreement that permeable pavement should be used to pave parking lots. Participants felt surface lots should be screened from surrounding uses with landscaping or attractive fencing. Islands and / or medians in parking lots were considered important treatments that provide traffic control and improved safety.

Urban Design

Participants responded positively to mixed use buildings and pedestrian friendly facades that activated the street. Welcoming storefronts that engage the public create better retail environments, safer streets, and help to articulate a unique sense of place. Participants did not like blank walls or lack of windows on street facing facades. Participants liked signage that was appropriate in scale to the building and pedestrians. Artistic signage was considered desirable, while large billboards were not preferred.



Figure 2.44: Historic Preservation Character - Highest rated image

Historic Preservation

Most participants felt it was extremely important to preserve unique buildings and historic properties. These structures and sites add to neighborhood historical, architectural, and cultural identity. Well restored properties were considered neighborhood enhancements, and encouraged additional investment in the area. While participants felt it was important to preserve some historic structures, they also thought some buildings which have suffered from neglect or deferred maintenance may no longer be suitable for preservation.



Figure 2.45: Parking Character -Highest rated image



Figure 2.46: Urban Design Character - Highest rated image

PUBLIC PARTICIPATION SUMMARY

COMMUNITY SURVEY

The Community Survey was distributed to residents, business owners, and neighborhood organizations throughout the Northeast Side to gather demographic, residential, and commercial information as well as opinions about neighborhood elements / characteristics and issues facing the entire plan area. The survey feedback was used to help develop area development objectives, plan recommendations, strategies, and catalytic projects. The following is a summary of major findings.



Figure 2.47: Northeast Side Community Survey Flyer

Quantitative Analysis

The following is a general profile of the survey participants.

- The majority of survey respondents (86%) were residents of the Northeast Side.
- Forty-eight percent worked in the Northeast Side.
- Only 9% owned businesses on the Northeast Side.
- Approximately 18% were students on the Northeast Side.
- The age of survey respondents varied, with the highest percentage in the 25 – 44 age range (46%).
- Of those who provided their annual household income information, 43% made \$49,000 or less.
- Eighty-one percent did not have children under 18 living in their household.
- The length of time survey respondents have lived in their neighborhoods appeared to be fairly evenly distributed, from new inhabitants (0-2 years) to long-term residents (over 20 years).
- Fifty-nine percent were homeowners, while 40% were renters.

Neighborhood Elements / Characteristics

Overall, the elements of the neighborhood that received the highest ratings by a majority of respondents were: access to cultural opportunities, proximity to basic shopping, and general quality of life.

Elements that received the lowest ratings were: availability of parking, affordability of housing, and proximity to destination shopping.

Commercial

The shopping districts / corridors respondents most frequently used were Brady Street and Downer Avenue. Locust Street and Martin Luther King Drive were the least used shopping districts / corridors.

Eighty-four percent of respondents were most satisfied with pharmacies / drug stores in their neighborhoods (84%), while forty-three percent were least satisfied with clothing / accessory stores (43%).

The highest percentage of respondents would like to see more (or better quality) clothing accessory stores (28%), while 49% would like to see less big box retail.

A majority of respondents indicated that more choice of stores and products would increase their use of businesses within the Northeast Side, while better transit option would be least likely to increase business usage.

Comprehensive Plan Area

Respondents felt the Northeast Side would be most positively impacted by:

1. Increased property maintenance
2. Environmental conservation of the Milwaukee River corridor
3. Increased home ownership
4. Increased police presence
5. Improvements to neighborhood shopping districts

Respondents felt that the Northeast Side would be most negatively impacted by:

1. Decreased police presence
2. Decreased public open space
3. Decreased home ownership
4. Decreased transit options
5. Increased density

PUBLIC PARTICIPATION SUMMARY

Qualitative Analysis

The following summary is based on an analysis of Northeast Side residents' responses to the open-ended questions at the end of the Community Survey.

- Residents of subareas C and E were three times more likely to mention 'safety' than residents of the other subareas.
- Residents of subareas A, B, and D were almost twice as likely to praise the Northeast Side for its 'diversity' than those living in C and E.
- Residents of subareas C and E were almost three times more likely to claim to enjoy the 'walkability' of the Northeast Side than residents of subareas A, B, and D.
- Residents of subareas C and E praised the Northeast Side's green (open) space or proximity to the Lake at more than four times the rate of those living in subareas A, B, and D.

The most critical issue for the Northeast Side of Milwaukee, according to residents from subareas A, B, D, and E, was crime / safety. Residents of subarea C were most concerned with student behavior.

WORKSHOP SUMMARY

On May 23, 2007, the DCD planning staff and the Northeast Side consulting team conducted a visioning workshop in which the results of the PAG workshop on February 28th and a summary of the community survey were presented. Also, national and international examples of projects were presented and discussed to develop potential ideas for catalytic project options in the Northeast Side.

OPEN HOUSE SUMMARY

On February 27, 2008, an open house was held at the Alterra Coffee House on Humboldt Boulevard to show the latest draft of the Northeast Side Plan to all interested persons. The meeting was open to the public at large. Boards showing plan text and graphics were presented, and a running PowerPoint allowed community members to sit in a lecture format, take notes and comment on plan recommendations. Printed copies of the plan draft were disbursed throughout the room. Boards were made available for people to write their comments, and DCD staff as well as the consulting team was available to answer questions.

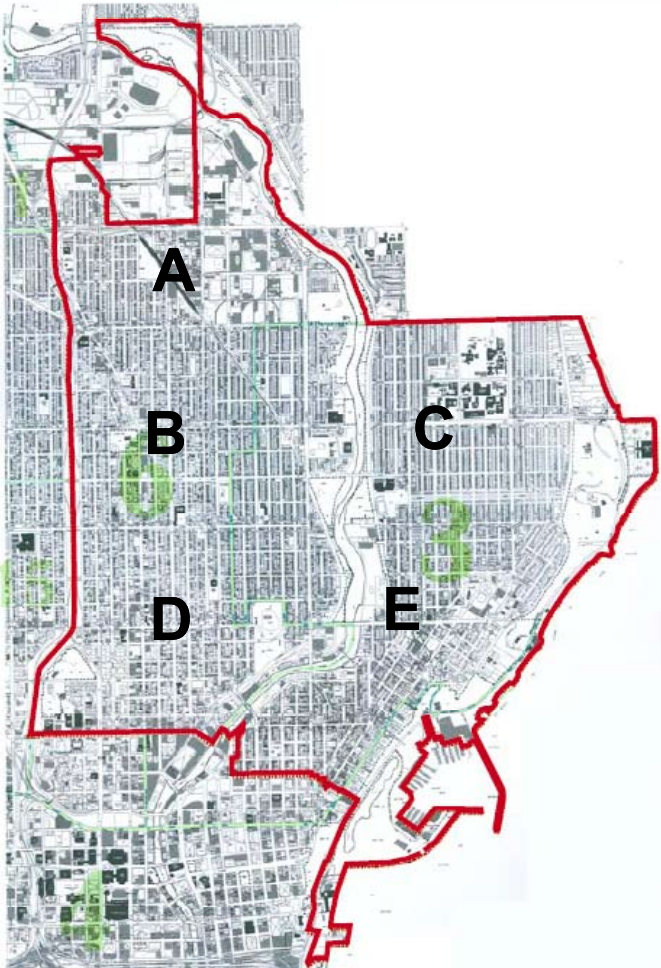


Figure 2.48: Northeast Side Area Map: Resident Sub-areas

3: Land Use Policies and Strategies

OVERALL LAND USE

RESIDENTIAL

COMMERCIAL

INDUSTRIAL

PARKS, GARDENS AND OPEN SPACE

CIVIC AND INSTITUTIONAL

TRANSPORTATION AND TRANSIT

SUSTAINABLE LAND USE

OVERALL LAND USE LAND USE POLICIES AND STRATEGIES

The Land Use Policies and Strategies in this chapter are intended to promote mixed use development on a neighborhood scale that is compact, walkable and reinforces traditional neighborhood development (TND) design standards of efficiency, economy and interconnectedness.

The Land Use Policies and Strategies are described by land use category. They provide specific approaches to achieving well integrated pedestrian oriented districts and corridors, preserving the character and purpose of special districts with unique design features, conserving desirable and marketable neighborhood characteristics, conserving irreplaceable environmental resources, and implementing efficient sustainable strategies for urban growth and redevelopment.

GOALS

- A.** Build community as a way to empower businesses to create jobs and residents to shape the neighborhoods and commercial districts where they live, work, and invest.
- B.** Adhere to “Livable Cities” standards for all new development: compact, walkable, well-integrated land use; transit-oriented corridors; street-friendly buildings; context-sensitive urban “infill”; and urban-to-rural transect standards of place making that add value, enhances districts and preserves local history and culture.
- C.** Provide family-supporting jobs and reinvest in key sectors of the local economy to build wealth and create upward momentum for Milwaukee’s poor and disenfranchised populations.

OVERALL STRATEGIES:

1. Target or focus public resources to preserve, enhance or transform neighborhoods based on that neighborhood’s vision for itself as defined by a participatory public process.
 - Build on existing assets and expand upon recent investments.
 - Identify and enhance places of special significance to the community through community-based initiatives.
 - Establish Neighborhood Conservation Districts as a way of helping special districts establish and maintain their own urban, architectural and landscape character.
 - Reinforce the character and purpose of special districts with unique or “signature” design features. For example, a cultural and entertainment district might have street art, custom benches or shelters, designer walls, parks or streetscape, seasonal indoor/outdoor cafés, etc.
2. Develop public-private community partnerships to coordinate and maximize investment.
 - Develop comprehensive plans with community partners that provide a clear and coherent framework for investment.
 - Enlist the community from all walks of life, ages, incomes, etc. in planning and visioning for the future of neighborhoods, commercial districts, industrial centers, parks and transit.
3. Develop catalytic projects to spur large-scale investment, leverage resources, maximize assets, and enhance the identity of important districts and corridors throughout the city.
4. In land use decisions requiring public support or subsidy, new taxable uses are generally preferred over non-taxable uses. Exemptions include instances where there is a compelling reason or a strong case can be made that the non-taxable use supports the quality of life of the surrounding community, enhances its value in an indirect way, or may lead to investment that spurs economic development. For example, parkland is a non-taxable use that enhances property values and quality of life of the surrounding community.
5. The Redevelopment Authority of the City of Milwaukee (RACM) should assemble land for public purposes with broad public support, such as neighborhood improvement, redevelopment projects, elimination of blight, remediation of environmentally contaminated lands, and long-term reinvestment in the city. Preservation and conservation goals should be incorporated in decisions regarding land assembly, so that the redevelopment projects represent context sensitive design solutions and not “urban removal” or “scrape-off” approaches to redevelopment..
 - Offer vacant city owned lots for sale to adjacent owners, except when there is a greater priority for the land, such as creating infill development that adds to the tax base, or land assembly for a project that will benefit the surrounding neighborhood.
6. Consider historic buildings, sites and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts.
 - Exercise architectural “best practices” in adaptation of historic buildings for reuse.
 - Follow U.S. Department of Interior guidelines for restoration or repair of buildings in National Regis-

OVERALL LAND USE POLICIES AND STRATEGIES

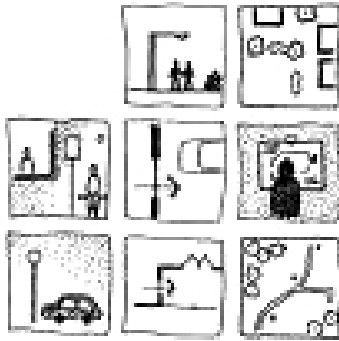


Figure 3.1: Crime prevention through environmental design - examples of safe built environments.

- ter and Local Landmark Districts.
- Do regular property condition reports or surveys for historic properties. Prevent the kind of deferred maintenance that leads to eventual demolition by neglect.
 - Historic buildings (sites and districts) should be designated and protected so their eventual redevelopment potential can be realized.
 - Whenever possible, channel new development to vacant and underutilized land (e.g. surface parking lots) before allowing tear-downs of historic and noteworthy buildings.
7. Permit selective demolition of structures that act as a blighting influence on the neighborhood or can no longer be restored to a safe condition for use or occupancy.
 8. Promote green infrastructure (network of parks, trails, wildlife habitat, environmental corridors, greenways, urban gardens, tree canopy, etc.) as a critical part of sustaining a healthy urban environment for all citizens. Conserve what already exists of this network and build new developments to support and extend it where feasible.
 9. For all new development and redevelopment projects, minimize parking as a component of the overall use or mix of uses. Reduce or eliminate parking requirements where good transit options are available. As a city-wide initiative, couple parking area reductions with transit improvements over time.
 10. To create safer neighborhoods, employ Crime Prevention through Environmental Design (CPTED) strategies in all new development and redevelopment projects.
 - Make the most of surveillance opportunities in building design. Maintain good visibility and sightlines between buildings and their surroundings.



Figure 3.2: Historic Building - Charles Allis Art Museum



Figure 3.3: Example of Concertina Wire - Avoid this negative type of security measure.

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

- Encourage a direct physical and visual sense of ownership and responsibility for public, private and semi-private spaces. Discourage common areas that end up as a “no man’s land,” i.e. where there is no obvious connection to an “owner” or responsible party.
- Avoid security measures that send a message that the area is unsafe and should be avoided, such as steel grates and roll-down shutters, fences topped with barbed or concertina wire, threatening signs, etc.
- Create “clean” neighborhoods after the “broken glass” theory that neighborhoods that appear to tolerate less disorder, criminal activity and anti-social behavior will in fact, experience less disorder, criminal activity, and anti-social behavior. To the ex-

RESIDENTIAL LAND USE POLICIES AND STRATEGIES

tent possible, eliminate physical signs of disorder, such as board-ups, broken windows, graffiti, litter, unkempt vacant lots, illegally parked or abandoned cars, etc.

11. To create safer neighborhoods, employ community policing.
 - Police assigned to neighborhoods work with community partners to develop analysis of area crime problems and strategies to address them (Neighborhood Policing Plan).
 - Create dedicated patrols to eradicate a variety of criminal activity affecting quality of life.
 - Empower residents to take control in restoring health, stability and order to the district.
 - Develop long-lasting relationships between neighborhood residents and community police.

12. Support and promote Safe Streets initiatives (enforcement strategies with prevention and intervention projects). Use citizen patrols such as Safe Walkers to increase neighborhood awareness of potential problems and decrease opportunity for crime to occur.
 - Support programs and ongoing police efforts to reduce number of firearms in Milwaukee.
 - Use existing data resources, such as COMPASS (Community Mapping and Analysis for Safety Strategies) which provides crime, housing, education, and economic development data to Milwaukee citizens and identifies crime patterns and trends by location and category
 - Support programs for teens and young adults, particularly summer jobs and recreation programs.
 - Create an active block watch program (one that meets regularly, covers every block in the neighborhood and involves both renters and homeowners) that works as a cooperative effort to increase safety, strengthen neighbor-to-neighbor contact and prevents crime.
 - Help local schools, churches, libraries and youth centers to provide a safe place for after-school activities (age-appropriate, supervised, recreational and educational activities).

The following residential policies address: land use compatibility; design for the redevelopment, rehabilitation and preservation of existing housing stock; and the development of a sense of ownership (vested interest) and loyalty to the neighborhood.

GOALS

A. Throughout all neighborhoods and districts, create housing options that accommodate a diversity of households and



Figure 3.4: Upper East Side Residential Neighborhood

incomes.

B. Reinforce and re-assert traditional patterns of development characteristic of older Milwaukee neighborhoods, specifically with regard to: the public realm; layout of streets and blocks; traditional design elements of sites, buildings and districts; and all the various and diverse social/cultural and anthropological characteristics that add up to and create a sense of place.

C. Where neighborhood character has been eroded, new infill development or redevelopment should return these areas to economic health and social well-being, and in so doing, restore a sense of belonging and a sense of place.

Residential strategies:

1. In impoverished neighborhoods, cluster new development to have the greatest positive impact on surrounding property values. Concentrations of higher values will have a greater impact than the same higher values widely dispersed throughout the neighborhood.
2. Couple new construction with rehab, renovation and preservation of surrounding properties to maximize benefit to the neighborhood.
3. Preserve traditional neighborhood use patterns and adapt and update to fit changes in households, markets, lifestyles, etc. Design infill development and new construction to blend in with the existing context.
4. Support the creation of National Register Housing Districts in order to make property owners eligible

RESIDENTIAL LAND USE POLICIES AND STRATEGIES

for state and federal historic tax credits.

5. Use Neighborhood Conservation Districts to preserve and enhance neighborhood character while rehabbing older structures, and adding new or infill development. Add financial incentives if possible.
6. Incorporate green space in all new development. Use parks and open space as a way of adding value and increasing the impact of housing reinvestment on the neighborhood.
7. Seek to retain and increase owner occupancy for all building types. People who are vested in neighborhoods are more likely to take care of precious assets and care about its future. Encourage homeowners, landlords and tenants to work together to improve neighborhoods and strengthen personal investment in neighborhoods.
8. Use a Target Investment Neighborhood (TIN) strategy to reverse signs of neighborhood decline at the earliest recognition of those signs. (TINs include grants for home rehab, assistance for home loans, aggressive enforcement of building code violations, nuisance properties, tax delinquencies, etc.).
 - Work with homeowners to repair, rehab and improve properties
 - Work to turn stable long term tenants into homeowners.
 - Target absentee landlords who depreciate properties and disinvest, resulting in devaluation of surrounding properties. In these cases, address issues at the earliest opportunity or as soon as the nuisance can be documented and addressed.
 - When code enforcement actions accumulate for a given property, work with the property owner to resolve. If necessary, use spot acquisition to prevent damage to surrounding property values.
 - Accelerate the timetable for acquiring tax delinquent properties in an area with a high percentage of tax delinquencies.
 - Coordinate information and actions of various city departments in a better effort to correlate the whole range of negative occurrences that may be affecting a neighborhood or subarea within a neighborhood.
9. Public housing and subsidized housing should be evenly distributed throughout the Milwaukee metro area. Avoid over concentration of public and subsidized housing in one part of the metro area, the City of Milwaukee, or in any single neighborhood.



Figure 3.5: Modern Infill In Traditional Neighborhood



Figure 3.6: King Drive Commons - Mixed Income Housing



Figure 3.7: Walnut Way Conservation Corporation - Garden to Market Program

RESIDENTIAL LAND USE POLICIES AND STRATEGIES

- Continue efforts to reduce the density and isolation in all public housing developments.
 - Continue to apply community building (New Urbanism and “HOPE VI”) principles to the redesign of public housing projects to make them more humane, desirable, and family-friendly places to live.
 - Place subsidized family housing on scattered sites. Continue to add scattered site subsidized housing throughout the metro area, without over concentrating subsidized housing in any one area. Design should conform to existing neighborhood character.
 - Develop mixed income housing (in addition to existing public housing units) at public housing developments and at new areas throughout the metro area.
10. Return vacant lots to productive uses as soon as possible. Unimproved vacant lots, while they may be an interim or temporary use of property, may be a safety hazard for neighborhood children. As such they should be kept free of junk and litter, closely monitored and if possible, assigned to a responsible party (could be a neighborhood association or block watch, church or faith-based organization, or civic-minded non-profit organization).
11. Support urban farming (small scale intensive farming, an updated modern version of “victory gardens”) in residential and mixed use neighborhoods as a way to:
- Build self reliance for those who grow healthy, fresh food for themselves and their families.
 - Provide extra family income for those who create food for sale in neighborhood farmers markets.
 - Advance community building, as neighbors enjoy the beauty of urban farms and gardens, participate in growing community and food together, and provide gainful work for neighborhood residents, especially the young and the old.
12. Use empowerment as an economic development tool. Empowerment, defined as the collaboration between citizens, businesses, government and non-profits to achieve common goals, can be a means of improving quality of life, preserving assets, and increasing the desirability and marketability of neighborhoods. For example, the personalization of public space with public art and functional elements that serve the local population (e.g. kiosks, bike racks, benches) presents a positive image to potential home buyers of a community that is working together to achieve common goals. It also helps retain existing residents and businesses.
13. Use a Neighborhood Improvement District (NID) as a way to finance public improvements (such as lighting, distinctive signage, park equipment, landscaping and streetscaping) that will improve quality of life, upgrade property values, and provide amenities over and beyond what can be provided by city government.

COMMERCIAL LAND USE POLICIES AND STRATEGIES

The following commercial policies and strategies address: land use compatibility, design for the redevelopment and revitalization of existing commercial corridors, and the development of new ways to increase market share for those commercial corridors while serving the needs of neighborhood residents.

GOALS

- A. Create revitalized neighborhood shopping streets and commercial districts by using a Main Street type approach to redevelopment-preservation/design, organization, economic restructuring, marketing/promotion.
 - B. Redevelop and revitalize commercial corridors to increase destination retail and market share while also serving the needs of neighborhood residents (e.g. hardware stores, grocery stores, dry cleaners, banks, etc.).
 - C. Design new structures (or rehab existing structures) to reinforce and build upon the successful traditional development patterns and existing assets of historic districts.
 - D. Make automobile-oriented corridors with big box retail such as Capitol Drive, greener (better landscaped) and friendlier to pedestrians (walkable connections where possible).
3. Create a Business Improvement District program or Main Street strategies to create a balanced mix of uses, improve the image of the commercial district, address problems for merchants within the district like parking, security, etc., recruit new desirable tenants, sponsor events, and determine overall direction that redevelopment should take.
 4. Preservation, adaptive reuse, and infill of context-compatible buildings (in that order) are the preferred approaches to vacant buildings and lots on commercial corridors.
 5. Avoid concentration of high traffic, automobile-oriented commercial uses such as gas stations, convenience stores and drive-thru establishments (general standard of no more than one per block).
 6. Avoid concentration of marginal business, e.g. payday loan, check cashing, convenience, dollar, junk or low end second hand stores that give an area, block or street a negative image or the appearance of being economically unstable or in decline.
 7. Introduce high-density multifamily housing to commercial districts (in keeping with the scale and character of those districts) as a way of adding a stable market for commercial goods and services, and a stable population of “regular customers” that brings morning-to-evening activity to the street.

COMMERCIAL STRATEGIES:

1. Maintain and enhance existing commercial corridors and neighborhood shopping streets as continuous street-active street-friendly facades. Provide incentives for business owners such as facade improvement grants, low interest loans, streetscape improvements, etc.
2. Employ a “Park Once” concept, where customers may park once and walk to multiple stores or destinations within a commercial or mixed use district.



Figure 3.8: Riverwest Co-op Grocery and Café



Figure 3.9: Northeast Side Commercial Corridors: Center Street., Historic Martin Luther King Drive, North Avenue, Downer Avenue and Brady Street

COMMERCIAL LAND USE POLICIES AND STRATEGIES

8. Encourage streetscape elements that improve and add value to the area: public art, way-finding devices, kiosks, benches, pedestrian lighting, planters paving patterns and added infrastructure elements. Streetscape elements should be unified by district, but may be individualized by property owners who want to create a particular marketable image.
9. Discourage creation of gaps in commercial blocks, i.e., surface parking, vacant lots; and promote more substantial investment in vacant or underutilized properties. Residential demolition for building commercial surface parking lots is discouraged.
10. Demolition of buildings that are blighted, deteriorated or damaged beyond repair is acceptable, and may be necessary to protect existing investment in the surrounding area.
11. Restrict parking to the minimum number of spaces necessary to accommodate customers/visitors to the commercial corridor.
12. Promote shared parking as a way to minimize the number of surface lots.
13. Parking should be placed to the rear or side of commercial corridor buildings, not in front of the building creating a separation between the pedestrian and the storefront façade or front facade (whichever the case may be).
14. Keep older commercial buildings embedded within neighborhoods if the use and structure are still viable, and if existing activities do not cause a disturbance or nuisance to surrounding residents.
15. Continue the traditional pattern of residential uses on the upper stories and retail uses at the lower level. Office uses may be located at any level, but should have storefront windows / entry at street level .
16. For larger buildings consider a “mall pattern” of breaking up the interior into smaller pieces with a central atrium or court. Typically those buildings have a Main Street front entrance and a rear connection to shared parking.
17. Encourage the visual and physical extension of the main floor of shops and restaurants to the street in order to welcome and engage passersby, and to activate and enliven the street (e.g. outdoor cafes, sidewalk sales, etc.)



Figure 3.10: Park East Enterprise Lofts: Mixed Use Residential and Commercial



Figure 3.11: Café Hollander: Public Outdoor Seating and Planters



Figure 3.12: Historic Martin Luther King Drive: Side parking lot with trees as pedestrian buffer.

INDUSTRIAL LAND USE POLICIES AND STRATEGIES

The following policies and strategies for industrial use are intended to create a desirable marketable workplace environment for employers, employees (both residents and non-residents of the neighborhood), industrial customers and visitors to the industrial corridor. These policies are also intended to increase the sense of security within the industrial corridor.

GOALS

- A. Create jobs that create regional wealth. High multiplier, high “spin off” jobs are jobs that tap into emerging markets; or are part of growing sectors in the so-called global economy; or that generate demands that spur the local economy to respond by generating parts, products, services, supporting jobs.)
- B. Create a reinvented Riverworks Industrial Center that is on a par with new industrial centers in the metro area, provides a walk-to-work environment, and a mix of uses that is supportive of its historic manufacturing focus.
- C. Create an industrial center campus with marketable sites and a welcoming “campus” identity, that visibly exhibits a desirable marketable workplace environment for employers, employees, customers and visitors.
- D. Increase security, both real and perceived, within the Riverworks Industrial Center “campus” and in the surrounding neighborhoods.

INDUSTRIAL STRATEGIES:

1. Provide areas such as the Riverworks Industrial Center where intensive industrial use can occur without conflict with other uses; buildings and parcels large enough and designed to accommodate industrial use; and infrastructure and services that support manufacturing and other related uses.
2. Develop an effective marketing strategy for the city’s industrial corridors and districts, that does not place them in direct competition with each other.
3. Create a campus master plan and a public-private partnership to assemble, “bank” or hold land within areas such as the Riverworks Industrial Center.
4. Develop landscape and site design features that create a more unified, marketable campus with consistent streetscape elements such as, pedestrian lights, paving details, benches, fencing, signage, etc.
5. Use existing resources (BIDs, TIFs, Industrial Center assessments) to green the industrial corridor, park or center, where effective landscaping can be achieved, such as landscape borders, screening, foundation planting, etc.
6. Extend high speed cable within the City of Milwaukee to improve the capability for computerized manufacturing.
7. Identify buildings and sites that blight the industrial corridor. Gradually rehab, replace, or remove these buildings that detract from the positive things that the area has to offer, and create a negative image that undermines marketing efforts.
8. Use available federal and state brownfield funds to remediate and market environmentally contaminated sites.
9. Remove, clean up or replace unsightly elements—rusted fences, barbed wire, broken glass, etc. Signs of disrepair give the wrong impression, and may inadvertently encourage negative activity. These should be addressed in as comprehensive a way possible in an effort to “clean up” the image of the district.
10. Consider a district-sponsored private security force to police the district during hours when there are very few active manufacturing operations, and consequently very few “eyes on the street.”



Figure 3.13: Riverworks Industrial Center Streetscape

PARKS, GARDENS AND OPEN SPACE LAND USE POLICIES AND STRATEGIES

The following policies and strategies for gardens and open spaces create destinations and gathering places for residents, and amenities for customers and visitors. These policies are also intended to increase the sense of security in the public areas of the neighborhood.

GOALS

- A. Provide accessible neighborhood open space for all residents.
- B. Use open space as an amenity and economic development tool.
- C. Support neighborhood success stories where local groups have designed different types of open space (varying sizes, amenities, approaches to public art and landscape treatment) to meet the recreational needs of diverse groups of people; to enhance streets and provide places of refuge on busy commercial corridors; and to serve different groups in the neighborhood—naturalists, birders, hikers, bikers, gardeners, etc.
- D. Increase overall sense of security in public parts of the neighborhood.

OPEN SPACE STRATEGIES

1. Use parks, trails and open space to enhance surrounding property values, and add value to districts and corridors.
 - Create focal points and community gathering spaces within neighborhood parks, along urban trails, and as an integral part of other destinations popular with local residents (space permitting).
 - Locate public plazas or “art spaces” in the most intensely planned/developed districts and corridors to add value and market appeal to those districts.
 - Use open space (can be community gardens or urban agriculture if managed and maintained) to add balance to densely developed housing or mixed use complexes.
 - For an industrial campus or large-scale complex, include parks or plazas that serve area residents, visitors, and workers.
 - Private homeowner association owned and managed parks are acceptable ways of adding value to residential subdivisions.
2. Return city owned vacant lots to active neighborhood-supporting uses. Hold lots for the minimum time necessary to find a responsible owner and use that will add value to the neighborhood. All City of



Figure 3.14: Kadish Park: Neighborhood Open Space



Figure 3.15: Oak Leaf Trail: County Park System Multi-Use Trail

Milwaukee land sales are subject to standards of neighborhood-compatible design and use.

3. Wild overgrown areas within urban neighborhoods are undesirable. Vacant land should be carefully maintained, and signs that imply lack of ownership or responsibility, should be promptly addressed. Exceptions would be nature preserves and environmental corridors which actually do require landscape programming and maintenance and add value to urban neighborhoods if they are properly cared for.
4. Consider urban agriculture a form of small scale farming and allow in neighborhoods where uses such as greenhouses or garden retail would be allowed (e.g. Kellner's Garden Center on Humboldt).

CIVIC AND INSTITUTIONAL LAND USE POLICIES AND STRATEGIES

The following policies and strategies for institutional and civic uses establish a physical hierarchy that places civic uses at the center of the public realm, and also attempt to increase the compatibility between institutions and adjacent land uses.

GOALS

- A.** Civic and institutional buildings should enrich the public life of cities.
- B.** Create or redevelop civic and institutional uses that are welcoming places for people to gather and that serve as landmarks for the community they serve.
- C.** Place civic buildings in prominent places, and give them distinctive architecture, site design, and landscape features that will enrich the public realm.

CIVIC AND INSTITUTIONAL STRATEGIES

1. Develop civic and institutional uses that are welcoming places for people to gather, serve as landmarks for the community, and enrich public life.
2. Place major civic buildings at prominent locations (e.g. hill overlooking the city) or at natural hubs of activity, such as commercial nodes, central places within a district, or the intersections of well-trafficked streets. Give them distinctive or iconic architecture, site design, landscape features and public art that will enrich the public realm.
3. Where open space permits, create a well-landscaped park-like setting or square that sets off civic and institutional uses from their surroundings. This creates a public amenity and underscores the value and significance of the civic/institutional use.
4. The surface parking lots and parking garages that often accompany large civic/institutional uses should be hidden, buried mid-block or below-grade, or placed behind “liner uses” that are compatible with the surrounding area. A parking garage should never be the principal entry to a civic building.
5. As a way of blending civic and institutional uses into their surrounding districts and neighborhoods, incorporate gallery space, a gift shop or other retail, restaurant, educational/training space, or a community meeting room. Place supporting uses close to the street or visible from the main entry.
6. Decentralize civic uses such as schools, libraries, and community centers so that they are within walking



Figure 3.16: UWM: Chapman Hall



Figure 3.17: Urban Ecology Center

distance (or easy transit distance) of the majority of users.

7. Develop programs that reduce the negative impact of large institutions on surrounding neighborhoods, such as Resident Parking Permits for commuter-impacted areas.
8. Use cooperative forums for problem-solving such as the University Neighborhoods Association.

TRANSPORTATION AND TRANSIT LAND USE POLICIES AND STRATEGIES

The following transportation and transit policies and strategies are intended to provide safe, pleasant, and efficient access to all land uses by enhancing and where necessary, recreating historic neighborhood traffic patterns.

GOALS

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

B. On major and minor arterials, create an effective multi-modal public right of way for pedestrians, bicycles, automobiles, and mass transit.

C. Where feasible, recreate historic neighborhood traffic patterns that reinforce existing land use, such as old streetcar routes lined by compact mixed use development.

D. Establish the value of automobile-alternative modes of travel for neighborhood residents, i.e., the right to have good efficient affordable transportation choices.

E. Employ transportation options as both a neighborhood asset and an economic development tool.

F. Ensure good transit connections to major employers and large traffic generators, such as large health and educational institutions, e.g. the Riverworks Industrial Center, Milwaukee, Columbia St. Mary's, etc.

STRATEGIES

1. Emphasize the movement of more people, rather than the movement of more vehicles, when making public investment decisions.
2. Transit should connect people to jobs; get the majority of transit users to major employment centers in the most efficient way possible. To gain the most ridership, transit routes should travel through compact walkable densely developed neighborhoods and travel along major commercial corridors.
3. Develop a fixed-route transit system with street-embedded guideway or rail for speed, efficiency and smoothness of travel.
4. Develop a fixed-route transit system with street-embedded guideway or rail as an economic development tool that provides an enhanced development environment along transit routes and confidence for investors that the route is fixed for long-term cumulative investment; that it is there to stay.
5. Transit should connect people to jobs by getting the majority of transit users to major employment centers in the most efficient way possible.
6. Transit should include features that reinforce marketing and economic development.
 - Define routes and transit nodes with special paving features, signage, bus shelters, benches, historic markers, public art, etc.
 - Incorporate tourist and city-wide travel information as part of the transit shelter. Design (advertising may also be incorporated, but is secondary to tourist and travel information).
 - Incorporate tourist destinations or other special points of interest as called-out stops along transit routes
 - Create a marketable logo and look to buses, trams and trolleys that travel historic or tourist-oriented routes.
 - Place Intelligent Transportation System Technology in bus stations along heavily traveled transit routes. This technology includes monitors that identify the time of arrival of the next bus.
7. Transit-oriented development should be placed along transit routes.
 - Include a mix of uses in transit-oriented development (intensified development and enhanced streetscape at transit nodes and transfer points).
 - Use Business Improvement Districts to fund and maintain special amenities.
8. Develop an integrated, overlapping system of connections from one mode of travel to another, so that people can easily transfer for example, from tram or streetcar to bus, taxi, automobile, bicycle or foot travel without encountering gaps or obstacles.
9. Prohibit increasing the traffic capacity of street rights-of-way if expansion would negatively impact investment in transit, or adversely impact the viability of the adjacent land uses. Use scarce infrastructure dollars wisely by prioritizing reinvestment in transit over expansion of roadway.
10. Traffic circulation should be multi-option (choice of multiple routes) and multi-modal (transit, automobile, bicycle and pedestrian).
 - Maintain and restore the multi-option and hierarchical street grid system ("discipline" of streets and blocks) as effective traffic management.
 - Design public rights-of way to jointly and effectively serve the needs of mass transit, automobiles, bicycles and pedestrians.

TRANSPORTATION AND TRANSIT LAND USE POLICIES AND STRATEGIES

- Context sensitive street design should fit the surrounding land use (e.g., For quiet residential streets, narrow the R.O.W. and add traffic-calming measures; for neighborhood shopping streets, add curb bump-outs and streetscape amenities; for auto-oriented commercial districts use generous streetscape and well-defined landscaped parking areas; for industrial areas, use boulevards, landscaped entrances and identity features).
 - Use a Main Street model for major arterials that also serve as commercial corridors. Create a high activity pedestrian friendly zone (that includes residential or mixed-use blocks surrounding a commercial district) with significant traffic calming, two lanes both directions with parking on both sides, limited curb cuts, and shared parking.
 - On all commercial corridors, maximize shared parking and pedestrian connections to adjacent uses.
 - Gradually improve the rights-of-way of all streets with neighborhood input regarding traffic calming and amenities.
 - Use an assessable menu of public works improvements to enrich and customize public rights-of-way for neighborhoods, special districts and corridors, and parkways.
11. Maintain and promote two-way automobile travel in neighborhoods and retail districts.
 12. Encourage shared parking. Create a menu of varied shared public parking options and design standards that will work for different land uses (residential, commercial, industrial, park, civic, etc.).
 13. Create better way-finding throughout city neighborhoods. Orient people to routes, urban trails and neighborhood destinations by a coordinated system of public infrastructure, streetscape and signage.
 14. Use public art as a means of establishing neighborhood identity and creating visible landmarks that define public spaces and pathways.
 15. Expand and improve bike lanes. Address issues for design and accommodation of bike lanes.
 - Use pavement color or more visible brighter reflective markings for bike lanes so that they are more visible to automobiles.
 - Promote bike racks on busses to maximize transit usage.
 - Design streetscape so as not to impede bike lanes. For example, where curb bump-outs might cause bicyclist to weave out into traffic as in the example of Holton Street, design the bike lane to intersect or go through the curb bump-out.

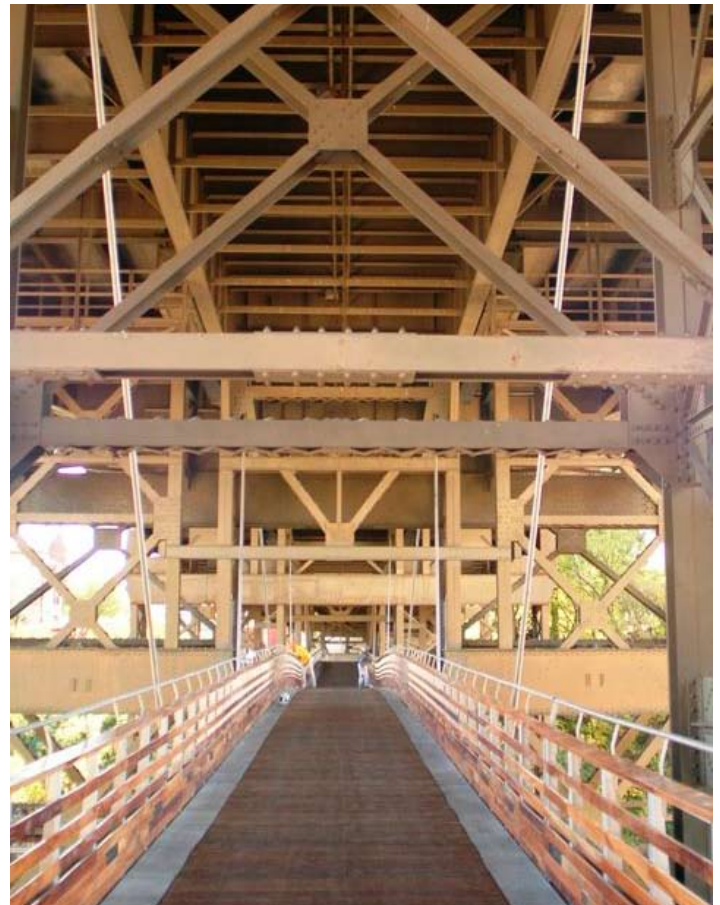


Figure 3.18: Marsupial Bridge Under Holton Street Viaduct



Figure 3.19: Bike Lane , Madison Wisconsin

- Implement more buffered bike lanes. Consider placing buffered bike lanes on the inside rather than the outside of parking lanes.
- Provide bike lanes on all major arterials to increase bicycle usage as alternative mode of transportation through the Northeast Side Plan.

SUSTAINABLE LAND USE POLICIES AND STRATEGIES

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

GOALS

- A.** Throughout all neighborhoods and districts, use sustainable development practices in order to reduce environmental impact and improve the ecological and economic sustainability of the Northeast Side.
- B.** Promote use and adaptive reuse of lands that recognizes ecological context, river influence, existing landmarks, neighborhood and cultural context, and existing building stock.
- C.** Design for energy efficiency to generate environmentally responsible building operations and cost savings.
- D.** Reduce impact on natural resources to achieve cost reductions, increased performance and improve aesthetics of exterior and interior environments (e.g. renewable materials, daylighting).
- E.** Improve construction and demolition waste management practices to reduce wastes, costs, and environmental impacts of demolition.
- F.** Reclaim and remediate contaminated brownfield sites.
- G.** Increase tree canopy. Tree cover is directly related to environmental quality. Maintaining a robust enough tree cover to function as green infrastructure reduces the need and expense of building infrastructure to manage air and water resources. A greater tree canopy represents tremendous energy savings for an urban area. Trees improve air quality, reduce stormwater flow and conserve energy.

STRATEGIES

1. **Stormwater Management:** Use green roof systems, rain gardens, drought resistant plantings, vegetated swales, rain barrels, and permeable pavement for on-site stormwater management.
2. **Natural Landscape:**
 - Consider, preserve, and protect natural environmental corridors, such as the Milwaukee River corridor, when planning and implementing redevelopment or new development.
 - Landscape with native plant and tree species whenever possible. Use deciduous shade trees, vegetative cover, and exterior structures such as

arbors and trellises to provide shade over non-roof impervious areas.

- Whenever possible, utilize green infrastructure to connect green spaces, open spaces, natural areas, wetlands, agricultural land and park spaces. Green infrastructure is an interconnected network of lands that protects native plants and animals and unique landscapes, improves water quality, manages stormwater, provides paths for wildlife, protects natural ecosystems and fosters a stronger sense of community cohesiveness.
3. **Parking and Transportation:**
 - Encourage transportation alternatives for residents, employees, and visitors by providing bicycle racks, covered bus shelters, and pleasant and accessible walkways.
 - Incorporate green spaces into parking areas where possible to break up large expanses of concrete.
 - Consider using porous paving systems to extend the life of the pavement, allow for stormwater infiltration, reduce maintenance costs, and reduce the urban heat island effect in summer.
 - Include on-street and shared parking wherever possible. Consider concrete pavement rather than asphalt to keep parking areas cool.
 4. **Site Planning:**
 - Ensure scale, design, and use of new buildings are compatible with adjacent buildings and uses.
 - Design parking facilities and open spaces to work together to manage stormwater.
 - Preserve and enhance cultural resources that may exist on or near development site.



Figure 3.20: Josey Heights Porous Pavers

SUSTAINABLE LAND USE POLICIES AND STRATEGIES

5. Site Lighting:

- Use high efficiency lighting (metal halide or high pressure sodium lamps) and try to maintain an overall “low-lighting profile”
- When calculating or assessing lighting for public spaces or rights-of-way, take into account indirect sources of lighting such as storefronts in commercial districts, porch lighting in residential districts, etc. to reduce dependence on direct, high-wattage electrical lighting.

6. Building Design:

- Consider the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) environmentally sustainable standards when constructing new buildings.
- Design to accommodate areas for recycling of waste materials.
- Where possible, orient buildings along an east-west axis for maximum daylighting benefits.
- Promote “healthy buildings” that minimize potential environmental hazards. Indoor environmental quality issues should be addressed when redeveloping, renovating, or upgrading existing structures (e.g. material emissions, lead paint abatement, thermal comfort, and air ventilation).

7. Energy Efficiency:

- Design for energy performance that improves upon Wisconsin State Building Code. Use thermal mass such as masonry or concrete to moderate interior temperatures.
- Use Energy Star equipment and appliances when rehabbing an old building, or constructing a new building.

8. Alternative Energy:

- Purchase power generated from renewable sources (e.g. solar, wind, biomass, or low-impact hydro).

9. Materials and Resources:

- Utilize local, recycled, sustainable materials when possible (e.g. brick, fly ash concrete, wood, recycled glass). Use Wisconsin Green Building Alliance’s ‘Wisconsin Built Directory’ to locate sources for these materials.
- Selection of building materials and resources should take into account available and renewable natural resources in addition to more cost, durability, performance, and aesthetics.
- Reuse existing building shells and components where feasible.



Figure 3.21 Department of City Development - Green Roof



Figure 3.22: Rain Garden



Figure 3.23: Rainbarrel

SUSTAINABLE LAND USE POLICIES AND STRATEGIES

- For historic buildings, make changes to exterior in accordance with US Department of the Interior Rehabilitation Guidelines.

10. Construction & Demolition:

- Reduce, reuse, and recycle construction and demolition waste to protect on-site materials and reduce environmental impacts.

11. Tree Canopy:

Build ecosystem services and economic value of trees into public policies and programs. Increase trees planted on private property, public right of way, open spaces, parking and other paved areas. Milwaukee's tree canopy is close to 16%. Set a city-wide target of increasing the tree canopy to 25-40%.

4: Northeast Side Transit Opportunities

INTRODUCTION

MILWAUKEE CONNECTOR

THE COMET

KRM COMMUTER LINK

A NEW TRANSIT AUTHORITY

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RETAIL DISTRICTS

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NORTHEAST SIDE TRANSIT OPPORTUNITIES

INTRODUCTION

The Northeast Side has a mix of employment, housing, schools, health care, major institutions and retail all within walking distance of transit. In preparing for the future, the Northeast Side is an ideal location to increase the number of trips made by transit riders, bicyclists and pedestrians. This would in turn decrease the single occupant auto trips and ultimately decrease traffic congestion, reduce air and noise pollution, and improve general mobility in the city.

Transit is a major political issue in Milwaukee that will directly affect the Northeast Side neighborhoods. In the current transit planning process the city and county have evaluated different approaches for using \$91.5 million in federal transit aid that has been set aside for Milwaukee and Southeast Wisconsin transit improvements since the early 1990's. Both the city and county are working through their competing objectives and jointly preparing a negotiated transit plan that will incorporate some of the recent planning efforts, including the Milwaukee Connector, the Comet, SMART and the Kenosha, Racine, Milwaukee (KRM) Commuter Link.

MILWAUKEE CONNECTOR

The Milwaukee Connector project originated as a catalytic project and economic development strategy from the 2000 Downtown Plan, to connect neighborhoods to downtown and workers to jobs. Its other intended purpose is to be incorporated into the comprehensive Milwaukee transit proposal and "Locally Preferred Alternative" to provide efficient and modern mass transit. There is 91.5 million set aside from the Federal Transit Administration for Milwaukee transit.

The latest technologies under consideration are Bus Rapid Transit (BRT) which is being considered for express routes. In addition the BRT could supplement a Downtown Circulator which is being considered as a streetcar or embedded rail system. The Circulator is being considered for a Downtown loop to start but could be expanded to cover a wider geographic area in the future. This rail-based system would link attractions like the convention center, Grand Avenue Mall, downtown hotels, Intermodal Am Trak Station, lakefront attractions like the Milwaukee Art Museum and Summerfest grounds, etc..

THE COMET

In 2007, Mayor Barrett introduced another initiative called the COMET, for County of Milwaukee Express Transit system. This plan would augment and upgrade Milwaukee County transit buses and offer "comfortable, competitive, high-quality rides" designed to deliver employees and students to their destinations.

The COMET's routes would include an east-west route connecting the University of Wisconsin-Milwaukee campus, Columbia St. Mary's Hospital, the Milwaukee School of



Figure 4.1: Downtown Circulator and Intermodal Station

*Image Source: DCD

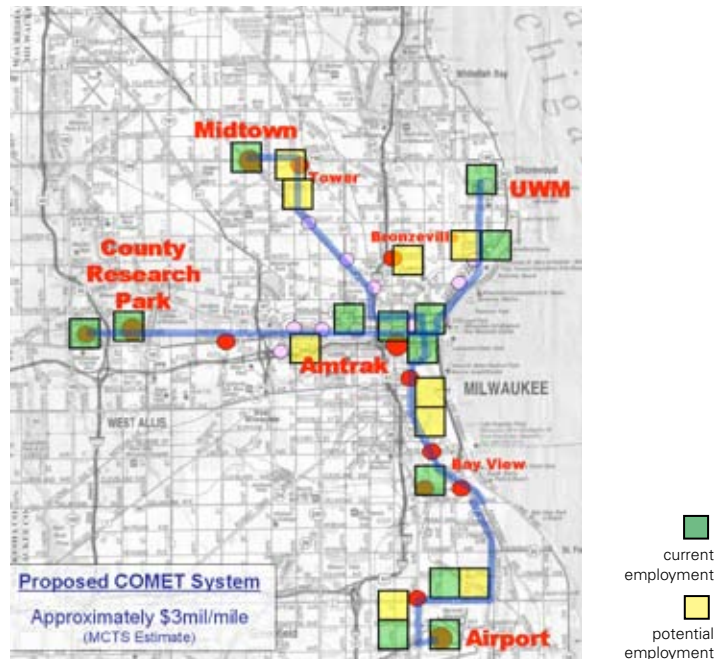


Figure 4.2: The COMET Proposed Corridors

*Image Source: DCD



Figure 4.3: The COMET Bus Rapid Transit (BRT)

*Image Source: DCD

NORTHEAST SIDE TRANSIT OPPORTUNITIES

Engineering, downtown, Marquette University, the Milwaukee County Regional Medical Center and the Milwaukee County Research Park. A north-south route would link the Midtown shopping center, the Tower Automotive redevelopment area, the Fond du Lac Avenue-North Avenue corridor, the Bronzeville area, downtown, Bay View and General Mitchell International Airport. The COMET lines would also stop at the new Intermodal Station downtown.

KENOSHA, RACINE, MILWAUKEE COMMUTER LINK (KRM)

In the Milwaukee area, the Southeastern Wisconsin Regional Transit Authority is planning the KRM Commuter Link, a \$200 million rail line that would connect downtown Milwaukee to the south side, the southern suburbs, Racine and Kenosha counties. It has been proposed that the trains would run 14 round trips daily and would link to Chicago's Metra trains. There is some political concern that the KRM line will overshadow the financial needs of the Milwaukee County Transit System, which has experienced frequent fare increases and route cutbacks. A portion of the funding for the proposed KRM transit commuter rail transit is anticipated to be paid by the Federal Transit Administration's "New Starts" program along with additional local, state and federal funding. (Note: KRM funding is separate from MCTS and 91.5 million set aside for local transit improvements).

GOVERNMENTAL AGENCY RESPONSE

While Milwaukee County Executive Scott Walker has consistently opposed any rail-based system in Milwaukee County, (and requested the federal money be used for express buses), the previous guided street tram developed as the preferred local alternative was rejected by Mayor Tom Barrett. The Milwaukee Transit Study Committee is trying to develop a locally preferred alternative by reviewing and melding the best aspects of various plans.

A NEW TRANSIT AUTHORITY

These transit efforts are proceeding at the same time community leaders are having long overdue discussions over the future of public transit funding in Southeast Wisconsin. The combination of new transit plans and the financial challenges of local transit agencies (in addition to those of MCTS) in funding ambitions and far reaching new transit plans for the existing Milwaukee County Transit System, have sponsored consideration of a new regional transit authority.

The new RTA would have the primary responsibility of recommending to the State legislature and Governor a permanent dedicated funding source for the local share of capital and operating costs of commuter rail and public transit.

Based on successful transit models currently in operation around the country, a dedicated funding source is a critical step and a key component to making transit viable as a

long term solution to the transportation needs of the metro region.

Currently the county and city are working together with suburban leaders, to study the feasibility of a four-county regional authority with a dedicated revenue source that could take over local bus systems and replace the current transit authorities. However those discussions have not yet produced agreements on managing, operating or funding a new regional transit authority. Despite all the political debates, a Milwaukee-area transit planning is moving forward to seek federal funding within the year.

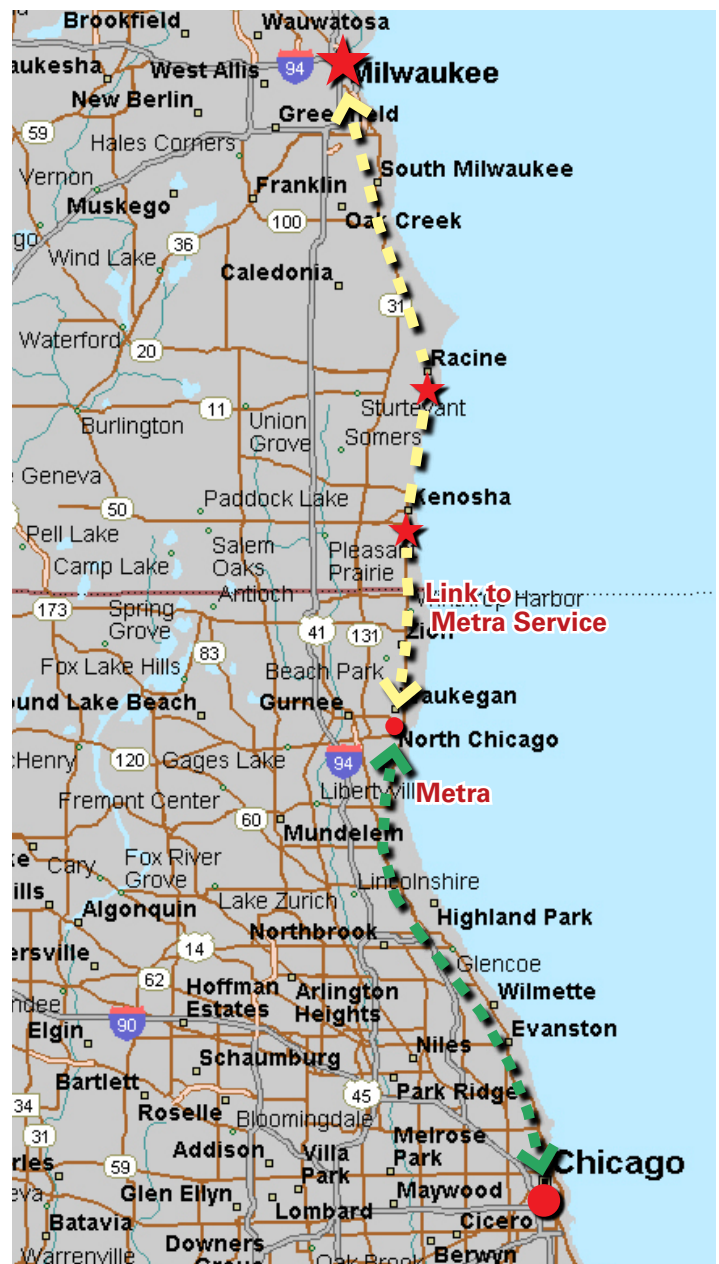


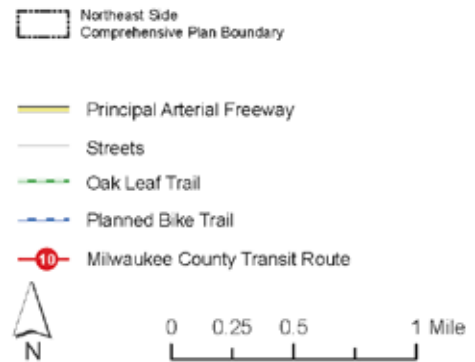
Figure 4.4: Proposed Kenosha, Racine, Milwaukee Commuter Link (KRM)

NORTHEAST SIDE TRANSIT OPPORTUNITIES



TRANSIT RECOMMENDATIONS FOR THE NORTHEAST SIDE

Despite the larger transit debate for the Milwaukee region, the Northeast Side has some key goals and recommendations for transit improvements to benefit both the Northeast Side and the city. The primary goal is to provide transit where ridership is strong. This has the greatest potential to benefit the community by connecting major employers, retail shopping districts, major institutions (e.g. UWM, Marquette, MATC, etc.) and residents. This is an essential issue for the transit-reliant residents of the Harambee and Riverwest neighborhoods and the denser neighborhoods of the east side. Also, transit service needs to be perceived as a safe, comfortable, efficient and reliable form of transportation to encourage optimal ridership. There are approximately 79,192 daily transit trips serving the Northeast Side with Route 30 (Sherman-Wisconsin) and Route 19 (MLK-S.13th) having the highest ridership numbers.



Data source: Milwaukee County Transit System 2007

Figure 4.5: Existing Transit

EXISTING NORTHEAST SIDE TRANSIT ROUTES

The following transit routes are currently serving the Northeast Side. (Refer to existing transit map)

ROUTE	NAME	RIDES PER DAY					TOTAL RIDE
		AM	MD	PM	EVE	LN	
10	Humboldt-Wisconsin	1,431	2,753	1,648	603	595	7,030
14	Holton-Forest Home	1,196	1,847	1,403	478	410	5,334
15	Oakland-Kinnickinnic	1,557	2,715	1,807	735	771	7,585
19	M.L. King-S. 13th	2,168	3,350	2,217	697	611	9,043
21	North Ave.	1,111	2,291	1,508	714	313	5,937
22	Center St.	1,253	1,565	1,289	513	219	4,839
23	Fond du Lac Ave.*	1,946	3,347	2,153	824	834	9,104
30	Sherman-Wisconsin	3,662	6,035	3,905	1,836	1,109	16,547
60	Burleigh St.	1,325	1,596	1,463	595	378	5,357
62	Capitol Dr.	1,866	3,057	2,272	809	412	8,416
Total		17,515	28,556	19,665	7,804	5,652	79,192

Figure 4.6: Existing Northeast Side Transit Routes Ridership Chart (Note: MCTS Rte. 11 has replaced Rte. 14)

* Data Source: MCTS *Included for comparison purposes, note in Northeast Side plan area

NORTHEAST SIDE TRANSIT OPPORTUNITIES



Figure 4.7: Existing Transit

NORTHEAST SIDE TRANSIT OPPORTUNITIES

MAJOR EMPLOYMENT CENTERS

Many significant employment centers are located in the Northeast Side (refer to the proposed transit map for locations).

- A) Riverworks Industrial Center and (BID) and adjacent Glendale Industrial Center.
- B) UWM Main Campus
- C) Columbia St. Mary's Hospital Complex
- D) Wisconsin Paperboard
- E) Schlitz Park / Manpower
- F) Milwaukee Downtown, Central Business District

RETAIL DISTRICTS

There are numerous shopping districts of varying sizes and retail volumes throughout the Northeast Side.

Riverworks	Capitol Drive Shopping District
Upper East Side	North Avenue (East Side BID), Oakland Avenue Commercial Area (BID) and Downer Avenue (BID)
Lower East Side	North Avenue (East Side BID), Brady Street (BID); Farwell Street
Riverwest	Center, Locust and Holton Street; scattered neighborhood retail
Harambee	MLK Drive and North Avenue

RECREATION / ENTERTAINMENT / CULTURAL CENTERS

There is a wide range of recreation, entertainment and cultural amenities within the Northeast Side and additional transit would help offset parking demand, especially at peak periods.

Downtown	Discovery World, Milwaukee Art Museum including the Calatrava addition
Lakefront	Numerous summertime events, museums, recreational activities and programs
Upper East Side	UWM, Downer, Oakland and North Avenue dining / entertainment (East Side BID), Urban Ecology Center
Lower East Side	Brady Street, Water Street, Farwell Street Dining / Entertainment
Riverwest	Center Street, Churches and other Cultural Institutions
Harambee	King Drive, Bronzeville Entertainment District
Riverfront	Cluster of cultural and entertainment uses along river. Riverwalk, Urban Ecology Center

RESIDENTIAL TRANSIT NEEDS AND OPPORTUNITIES

All the neighborhoods of the Northeast Side would benefit from enhanced transit. However, some lower income areas depend on transit for access to jobs, shopping, medical visits and other daily needs. Many residents of Harambee and students living in the Northeast Side do not own cars and rely exclusively on transit, walking and/or biking. Therefore it is critical that transit needs for these neighborhoods be addressed.

UWM AND MOBILITY

As the UWM population continues to grow and less land is available for parking; there is a greater reliance on transit for students, faculty and staff. UWM will be addressing these issues in detail during their campus master planning process. The University is considering additional remote campus locations and dedicated transit routes to the Downtown Campus, a proposed campus location at the County Grounds in Wauwatosa and a School of Public Health site proposed for the Park East, former Pabst Brewery area or former Columbia Hospital campus.

PROPOSED OR ENHANCED NORTHEAST SIDE TRANSIT ROUTES

The following transit routes should be enhanced to meet future demand based on the location of employers, retail districts, entertainment / recreational areas and residents.

North / South Transit Corridors

MCTS 19/68	MLK to Port Washington: from Downtown Milwaukee to the Bay Shore Town Center; Connecting Downtown to Grand Avenue Mall, Schlitz / Manpower, Bronzeville (North and MLK transit node), MLK Shopping district, Capitol Drive shopping district and Riverworks / Glendale Industrial Center and Bayshore Town Center.
MCTS 11	Holton Street to Capitol Drive from Downtown Milwaukee Connecting Downtown to Brady Street, Holton Street, Capitol Drive, Riverworks Industrial Center.
MCTS 10	Humboldt Boulevard to Capitol Drive to Estabrook Parkway from Downtown Milwaukee to the Bay Shore Town Center; Connecting Downtown to Brady Street, Humboldt Avenue, Capitol Drive, Riverworks / Glendale Industrial Center and Bay Shore Town Center.
MCTS 15	Water Street, to Brady Street to Oakland Avenue, to Silver Spring Avenue from

NORTHEAST SIDE TRANSIT OPPORTUNITIES

Downtown Milwaukee to the Bay Shore Town Center; Connecting Downtown to Brady Street, East Side BID, Oakland Avenue BID, UWM and Bay Shore Town Center.

MCTS 30 Prospect Avenue to Maryland Avenue or Downer Avenue to UWM to Capitol Drive to the Bay Shore Town Center; Connecting Downtown to Brady Street, East Side BID, Maryland Avenue, UWM and Bay Shore Town Center. Note that this route is being considered for BRT status due to heavy ridership and because of its downtown to UWM connection.

East / West Transit Corridors

MCTS 62 University of Wisconsin - Milwaukee through Capitol Drive to Midtown Center and the Brookfield Market Place.

MCTS 21 Wauwatosa Mayfair Mall and Civic Complex through North Avenue to the Columbia St. Mary's Hospital and the University of Wisconsin - Milwaukee.

MCTS 22 University of Wisconsin - Milwaukee, Locust to Center Street, with stops at Humboldt Boulevard, Holton Street and Martin Luther King Drive to areas west of the Northeast Side.

TRANSIT ORIENTED DEVELOPMENT (TOD)

Allowing higher density development around transit stops can lower the household transportation costs, and therefore increase the supply of affordable housing. Also, the location of housing near transit can decrease the need for the second or third household vehicle. The creation of design guidelines focusing development around transit stops can promote higher density mixed use development that allows transit riders to combine shopping for basic needs (groceries, pharmacy/convenience, daily purchases like coffee, etc.) with the journey to work. Transit Oriented Development should adhere to neighborhood scale, character and context particularly in historic districts. (See Figures 4.8 & 4.9 Downers Grove and Bartlett Illinois.)

Properly designed communities can also help citizens to not only be safer due to slower traffic speeds, but to feel safer because streets are more inviting for pedestrians. Softly lighted rather than over lighted sidewalks along streets designed for slower speeds tend to encourage walking, transit and bicycle trips and attract daytime and evening neighborhood activity.

As the federal government evaluates the appropriation of transit funds, being a "Livable Community" is increasingly an important factor. The characteristics of a livable community include neighborhoods where housing, schools, and parks are within easy walking distance of user-friendly transit opportunities that effectively connect residents with local social and economic services and jobs; and the transit service reflects the diverse needs of the community. Any Transit Oriented Development (TOD) should address the following livable community planning criteria.

Transit, Pedestrian and Bicycle Access: Land use planning, zoning and urban design encourages alternatives to automobile use through walking, transit, and bike riding. Specific measures are taken to encourage bicycle use, e.g. bicycle parking facilities with showers and lockers, bike carriers on buses, expansion of bike lanes, etc.

Mixed Use Neighborhoods: Residential areas that are within walking distance of office and commercial areas, recreation areas, and areas devoted to health, educational and social services.

Economic Development: Transit improvements, such as an embedded rail streetcar line, can be a very important eco-



Figure 4.8: Downers Grove, IL - Example TOD and livable community with a community shopping district and civic plaza.



Figure 4.9: Bartlett Town Center - Bartlett, IL - Example TOD and livable community with a community shopping district and civic plaza.

NORTHEAST SIDE TRANSIT OPPORTUNITIES

conomic development tool because this infrastructure is a permanent framework for investment and assurance that this particular route will be there in the future. It is an added value to both existing and new development, with the economic benefits of having transit riders in close proximity to businesses along the route. Ultimately transit riders are good retail customers. Transit-oriented development connects people to jobs in an efficient way, and tailors land use to transit routes, creating environmentally sound and sustainable development.

Land Use Amenities: Transit stops and facilities that are designed to be safe and comfortable to encourage rider-ship. Areas around transit stops can offer neighborhood services including day care centers, groceries, dry cleaners, and other enterprises that are useful to transit passengers.

Transit Shelters: Improvements to transit shelters should address safety, comfort and information for riders. On major routes, shelters can be designed to address weather protection and provide informational technology signage that indicates the arrival of the next bus.

Safety: Transit stops and streets should be well lit. These areas need to be safe for pedestrians and all transit riders, including persons with disabilities. Traffic calming techniques should be used to provide safety to pedestrians and lower traffic speeds.

Sustainable Environments: Good transit design improves overall air quality. Parking is designed and located to save space and to ensure that buildings are accessible to pedestrians and transit, and not isolated by large parking lots. Livable communities also contain sufficient parks and green space to ensure a high quality of life for the residents.

Community Participation: Livable communities encourage participation by residents, retailers, neighborhood organizations, small and minority businesses, individuals and institutions in the planning process for their communities.

NORTHEAST SIDE CORRIDORS

TRANSPORTATION CORRIDORS

Key transportation corridors throughout the Northeast Side provide vital access to the region while connecting major resources such as commercial areas, central employment locations and natural recreation areas. These transportation corridors have a major impact on the image and economy of the Northeast Side, increasing the need for improvement strategies to be carefully planned and coordinated.

North / South Transportation Corridors

Lake Drive and Lincoln Memorial Drive

These two connecting drives provide access to destinations along the lakefront and provide extensive access to area north and south of the Northeast Side. On the north, Lake Drive provides access to the Villages of Shorewood and Whitefish Bay and on the south Lincoln Memorial Drive provides access to Downtown Milwaukee and I-794. These linkages make the drives a prominent route for the Northeast Side, making outside resources available to residents and providing easy access for visitors into the area.

Historic King Drive Transit and Commercial Corridor

This corridor connects Downtown Milwaukee to the Bayshore Town Center in Glendale. It serves as an important connection to major destination points. The corridor should be improved to attract businesses in order to generate additional economic activity. Improvement of individual properties through renovation and reuse of available commercial space, facade improvements and long term redevelopment strategies can lead to increased commercial activity in the area. Streetscape and pedestrian safety improvements can help foster a better corridor image.

Oakland Avenue Transit and Commercial Corridor

This corridor connects the Upper and the Lower East Sides to commercial areas of Capitol Drive and the Village of Shorewood to the north. Commercial nodes along Oakland Avenue at Locust Street, North Avenue and Edgewood Avenue could be strengthened through transit oriented development strategies. The corridor goes through the University Square BID and provides a link to other BIDs of the Northeast Side. Streetscape design on Oakland Avenue should be coordinated with the Village of Shorewood to establish a cohesive linkage.

Farwell Avenue

This commercial and residential corridor connects the University of Wisconsin - Milwaukee and the Upper and the Lower East Side with Downtown. It also links two strong commercial nodes at North Avenue and Brady Street. Traffic improvements including the potential for two way traffic

NORTHEAST SIDE CORRIDORS

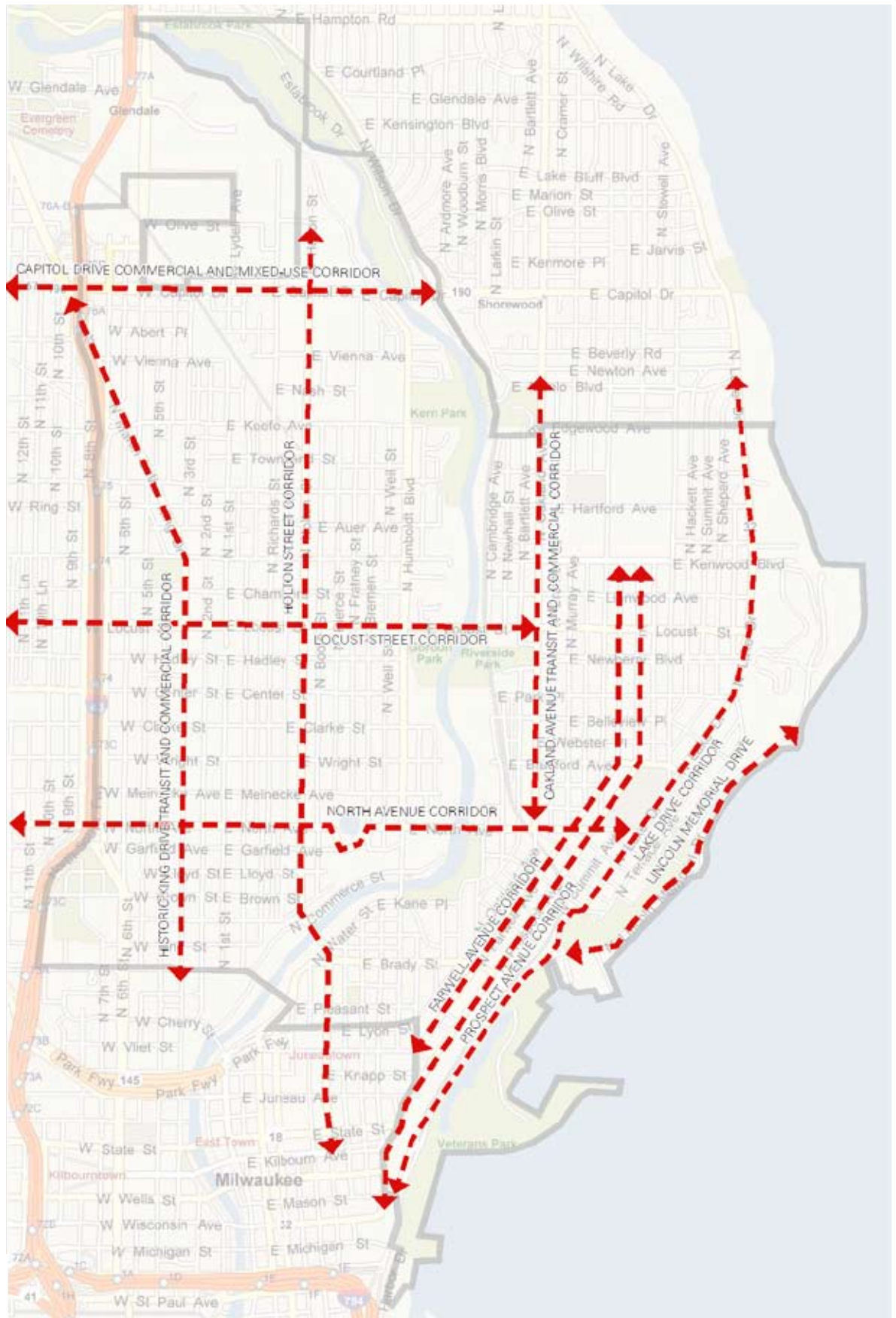


Figure 4.10: Northeast Side Corridors

NORTHEAST SIDE CORRIDORS

circulation can help enhance commercial activity in the corridor. Design standards for streetscape improvements that address pedestrian safety as well as design standards for future development could help strengthen the retail environment.

Prospect Avenue

This predominantly multifamily residential corridor also links the University of Wisconsin - Milwaukee, the Upper and Lower East Side neighborhoods and Downtown. However, it also provides a visual connection to the lakefront. For this reason, highrise development has dominated the land to the east of the corridor. Traffic problems have risen along Prospect Avenue greatly due to vehicular conflicts caused by the lack of loading areas. In addition, high speeds have reduced pedestrian comfort along the corridor. Development design standards can foster a more pedestrian friendly environment that encourages on street commercial activity. Two way traffic circulation has the potential to also help address traffic issues and will be further studied for this area.

Holton Street

This corridor bisects the Northeast Side from north to south establishing the boundary between the Harambee and Riverwest neighborhoods. Current streetscape improvements efforts are making this corridor more pedestrian friendly. Sidewalk widths and opportunities for street tree planting need to be further evaluated. There is potential for the development of commercial / mixed used nodes at Burleigh Street, Locust Street, Center Street, Brown Street, Keefe Avenue and North Avenue which would provide a more active commercial corridor. Facade and lot improvement programs would also help create a cohesive image for the area.

East / West Transportation Corridors

There are very few through streets that provide direct access to the Northeast Side from I-43. The following are the major east / west corridors and access gateways into the Northeast Side.

Capitol Drive Commercial and Mixed Use Gateway Corridor

Capitol Drive is a major connection from I-43 providing access to commercial uses along Capitol Drive and the Riverworks Industrial Center. These are major destinations within the Northeast Side providing opportunities for future economic development for the city. Capitol Drive also provides a link to commercial areas within the Village of Shorewood and access to Lake Drive along the Lake Michigan waterfront.

Locust Street Gateway Corridor

This corridor is a less populated east-west connection and considered a secondary route. It traverses the Northeast Side linking various residential neighborhoods from I-43, over the Milwaukee River to the lakefront. It also connects major employment cluster along the Riverwest neighborhood and at Oakland Avenue. Locust Street has the potential to become a strong central commercial corridor in the Northeast Side through property and streetscape improvements, business attraction incentives and mixed use development.

North Avenue Gateway Corridor

North Avenue is a major east-west corridor that stretches from the Water Tower on Milwaukee's lakefront through central city neighborhoods to the suburbs and exurbs. It is a major historically significant east-west thoroughfare, and continues to be a strong central corridor and gateway to the east side. North Avenue does have "weak links" and deteriorated sections, but has potential to become a stronger corridor through reinvestment and strategic neighborhood improvements.

CATALYTIC PROJECT - NORTH AVENUE IMPROVEMENTS

INTRODUCTION

North Avenue is the primary access route for the Northeast Side from I-43 and bisects major commercial areas including the Historic King Drive and the East Side BIDs. It also traverses the Bronzeville Cultural and Entertainment District, serving as a key gateway location. North Avenue is a gateway to many neighborhoods including Riverwest, the Upper East and Lower East Sides.

However, the current building and streetscape conditions do not provide a positive image of North Avenue. Redevelopment opportunities along this corridor would have a major impact and help generate the momentum and economic base needed to promote additional development.

VISION

Link neighborhoods within the Northeast Side through an improved North Avenue that provides a compelling entrance to the area.

AREA BOUNDARIES

North Avenue from I-43 to the lakefront.

IMPROVEMENT STRATEGIES

The portion of North Avenue between Martin Luther King Drive to Reservoir Park connects the Harambee and Riverwest neighborhoods and offers many redevelopment opportunities, including vacant and underutilized properties. North Avenue from the Milwaukee River to Oakland Avenue has the greatest amount of opportunity sites for redevelopment. This area has the greatest potential to change and provide a catalyst for new development along the entire corridor. The eastern portions of North Avenue (from Oakland Avenue to Lake Drive) provide a model for new development along the corridor where new construction has been carefully planned to fit the neighborhood context.

There is an opportunity for unification of the North Avenue corridor through streetscape improvements that foster pedestrian safety and a cohesive image. Design guidelines for new construction that include mixed use development would help create a more vibrant commercial corridor.



Figure 4.11: Possible North Avenue and 6th Street Culture Center



Figure 4.12: Gateway at North Avenue and Humboldt Boulevard



Figure 4.13: North Avenue Corridor

CATALYTIC PROJECT - NORTH AVENUE IMPROVEMENTS

North Avenue is one of the few streets that connect neighborhoods on the east and west side of the Milwaukee River. Linkages to the Milwaukee River must enhance the pedestrian experience and help link neighborhoods on both sides of the river. A pedestrian friendly environment is paramount to the development of the area.

Figure 4.13 provides the location of potential development concepts for North Avenue shown on Figures 4.14 through 4.18. These include a potential cultural center on 6th Street in Bronzeville, a gateway at North Avenue and Humboldt Boulevard, treatment of the Milwaukee River’s edge, and redevelopment opportunities in the East Side BID described in further detail under that area’s chapter. These illustrate ideas about streetscape, wayfinding and landscape improvements; preservation of natural areas; as well as gathering places and pedestrian safety improvements.



Figure 4.16: North Avenue McDonald's Site



Figure 4.14: North Avenue and river's edge



Figure 4.17: North Avenue Library Site

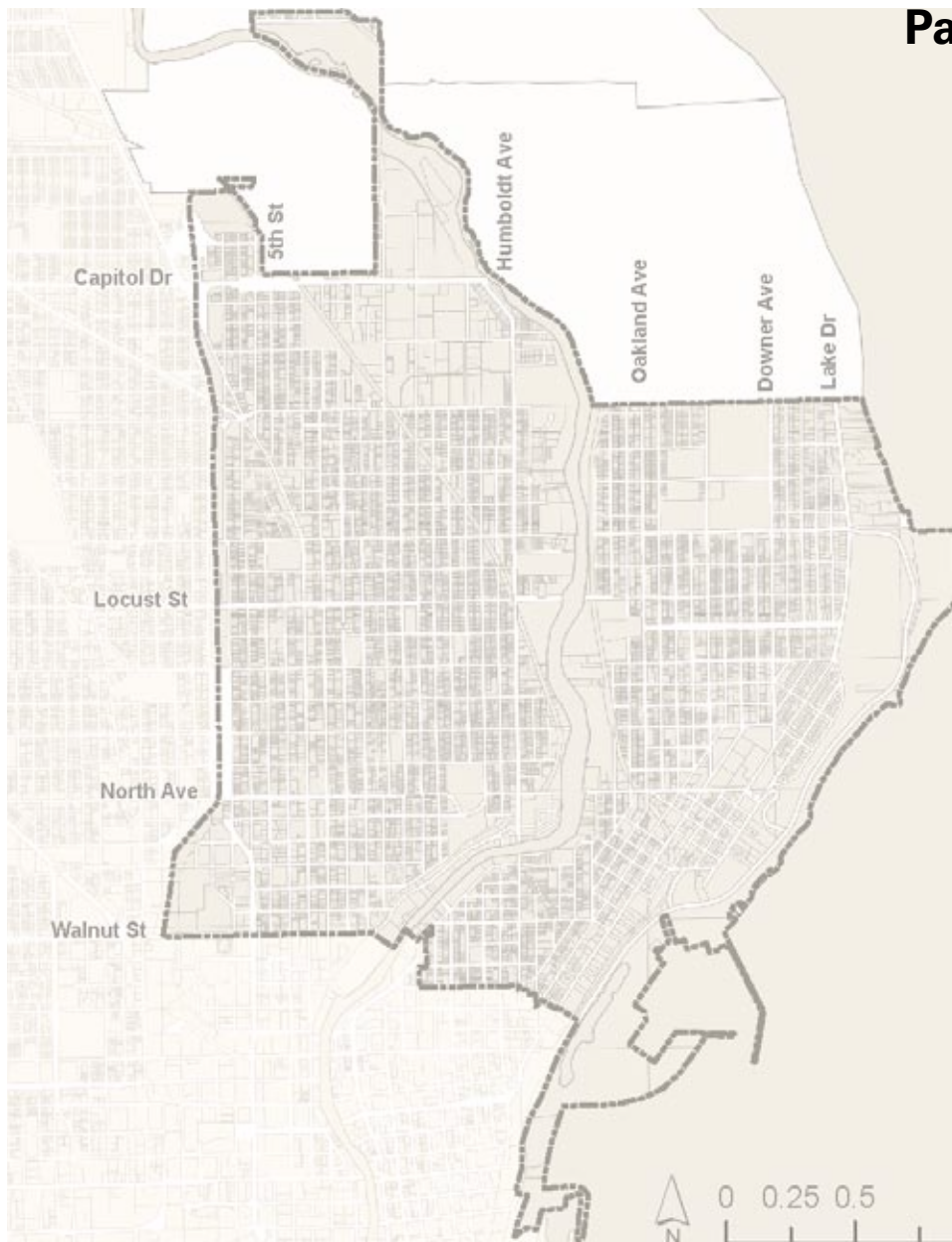


Figure 4.15: North Avenue and river's edge East

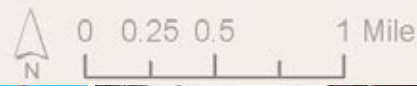


Figure 4.18: Gathering Place at North Avenue and Ivanhoe Place

Part 2: Areas



- Harambee
- Riverworks
- Riverwest
- Milwaukee River
- Upper East Side
- Lower East Side
- Lakefront



5: Harambee - Area 1

HARAMBEE - AREA OVERVIEW

DISTRICTS:

1A - HARAMBEE GREAT NEIGHBORHOOD PLAN

1B - BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

1C - TARGETED INVESTMENT NEIGHBORHOODS (TINS)

1D - HISTORIC BREWERS HILL / HARAMBEE NEIGHBORHOOD
CONSERVATION DISTRICT

CORRIDOR:

1E - HISTORIC MARTIN LUTHER KING DRIVE TRANSIT AND
COMMERCIAL CORRIDOR

CATALYTIC PROJECTS:

1F - FIVE POINTS EXCHANGE

1G - MARTIN LUTHER KING DRIVE MEINECKE TO BROWN

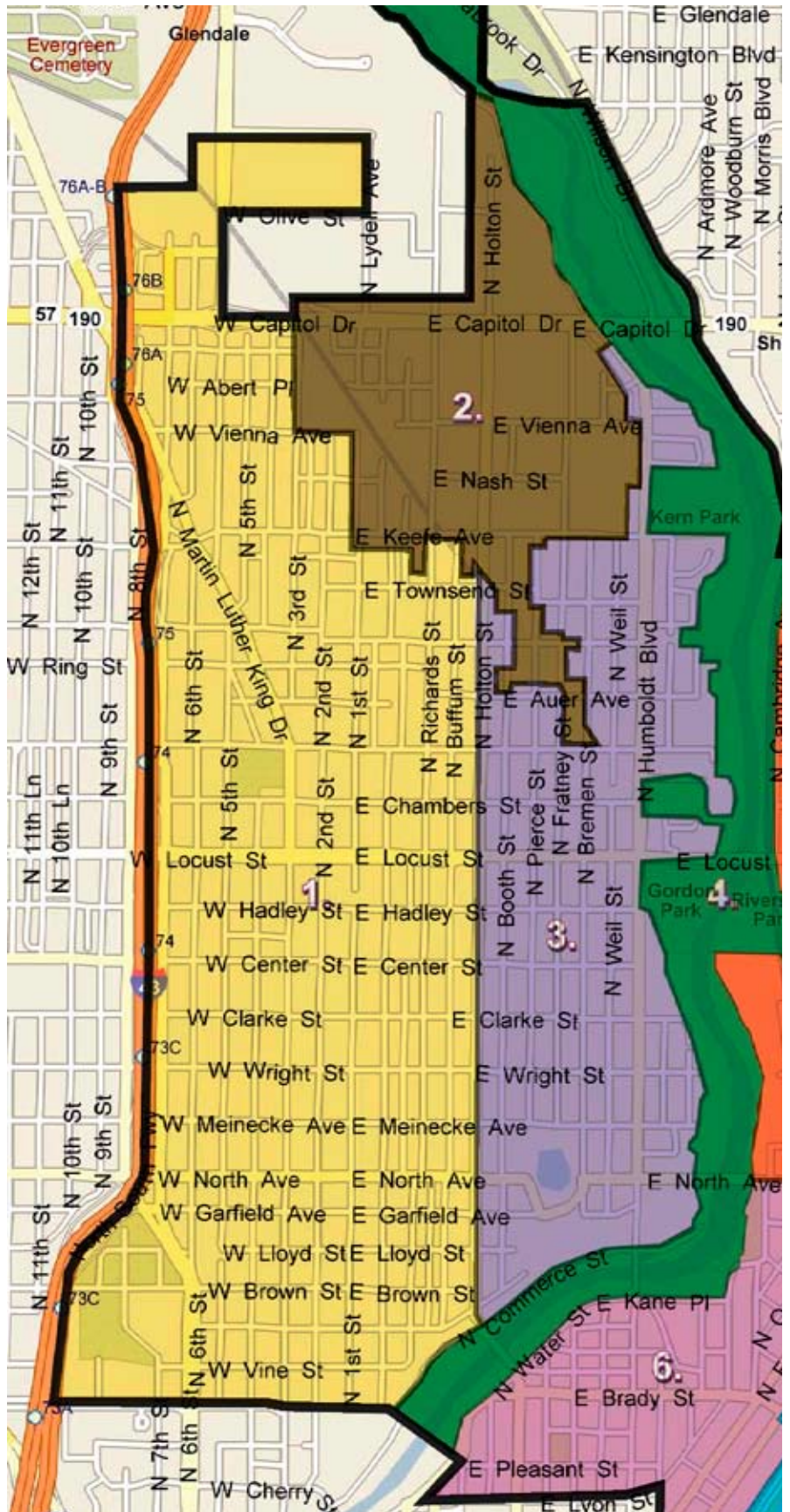
HARAMBEE AREA 1

Northeast Side Plan Areas

1. Harambee
2. Riverworks
3. Riverwest
4. Milwaukee River
5. Upper East Side (outside of map)
6. Lower East Side
7. Lakefront (outside of map)

Stakeholders:

- Harambee Ombudsman Project
- Historic King Drive BID
- Inner City Redevelopment Corporation
- MLK Economic Development Corporation



HARAMBEE AREA

INTRODUCTION

The neighborhood of Harambee has historically had a strong social fabric and cultural identity that served as a great asset to the neighborhood. It was originally settled by German immigrants and transitioned during the 1970's to what is now a multi-cultural community. Its name, from the Swahili word for "pulling together", highlights the neighborhood's grassroots organizing and community building capacity that includes organizations such as the Harambee Ombudsman Project, the Inner City Redevelopment Corporation, the Riverworks Development Corporation, the Martin Luther King Economic Development Corporation, the Northcott Neighborhood House, American's Black Holocaust Museum and the Historic King Drive Business Improvement District. Neighborhood House, America's Black Holocaust Museum, and the Historic King Drive Business Improvement District.

Fortunately, community prosperity and pride persist despite the decline of manufacturing jobs; the related loss of income and the inability of homeowners to keep pace with older housing stock repairs. An increase in crime and safety issues is attributed to a shift in ownership from in-neighborhood to out-of-neighborhood absentee owners. The same issues exist in other city neighborhoods that have experienced a similar shift in ownership. Owners who live out of the neighborhood do not exhibit the same care and maintenance, nor the same surveillance and reporting of crime activity (key crime-related factor) as owners who live in the neighborhood. Similarly, multi-family buildings with on-site management do better at all of the above factors than multi-family buildings with remote management. Several block clubs active in the neighborhood have taken steps to correct key factors for crime and safety. An ongoing collaboration of more than eight years between the Harambee Ombudsman Project, the Milwaukee Police Department, the Community Prosecutor and other community partners, has resolved many of the crime and safety issues and continues to make improvements in other quality of life issues in the area.

New residents have moved into homes throughout the Harambee neighborhood, with a noticeable increase in the past ten years. A rich and varied history provides a range of housing in the area from classic bungalows to Milwaukee duplexes, Polish flats, to the "suburban" ranch-style houses of Halyard Park.

New residents particularly in the gentrifying southern portions of the Brewers Hill neighborhood are attracted to the area's historic housing stock which includes quaint Victorian cottages and striking Italianate mansions. This area offers grand panoramic views of downtown, a landscaped setting and close proximity to the King Drive historic district. This has led to an increase in property values and rising taxes which has affected longterm property owners

and threatens the economic stability of existing residents. Existing programs by the City of Milwaukee, community groups and other special agencies are available but limited in resources to adequately address these complicated neighborhood issues and protect the existing community fabric.

VISION

Empower residents to shape and define their community to reflect history and common goals. Redefine ownership to promote a sense of caring and vested interest. Strengthen the community through resource building partnerships with the city, educational entities, employers, retailers, community organizations and residents.

AREA BOUNDARIES

I-43 to the west, approximately Capitol Drive and Messmer Cluster to the north, Holton Street to east and Walnut / Pleasant Street to the south (downtown).

GOALS

A. NEIGHBORHOOD IDENTITY

Strengthen neighborhood identity through community programming, outreach and infrastructure improvements that include streetscape, wayfinding and public art.

B. LEADERSHIP, EDUCATION AND JOB CREATION

Improve coordination between neighborhood organizations and institutions to create a strong social network, promote leadership and develop programs to increase job creation and strengthen the labor force.

C. ENVIRONMENTAL AND SUSTAINABLE DEVELOPMENT PROGRAMS

Promote improvement programs that address public health, environmental issues and improve quality of life.

D. PROPERTY REDEVELOPMENT AND INFILL

Redevelop vacant or underutilized buildings and parcels for commercial and residential development that will serve as a catalyst to new development in the area.

E. HOUSING DEVELOPMENT AND HOMEOWNERSHIP

Increase homeownership through better knowledge and use of programs that support existing residents and attract new home buyers. Address the effects of gentrification in Brewers Hill (particularly in the areas adjacent to downtown and to the Beer Line "B") and maintain affordable housing options for low-income residents. Provide support programs to prevent predatory lending and foreclosures.

F. CRIME PREVENTION

Foster collaboration between residents, community organizations, city enforcement and government agencies to address safety issues in high-crime areas.

HARAMBEE AREA

G. DIVERSITY

Encourage development and related policies regarding age, family type, race, and income, that maintain and enhance the current diversity that makes the Harambee area exceptional.

H. BUSINESS GROWTH

Build on the current economic growth of existing commercial corridors such as the Historic King Drive BID (which has added 25 new businesses from 2004 to 2007) to provide additional jobs and services to the surrounding neighborhoods and the larger metro area.

NEIGHBORHOOD IDENTITY STRATEGIES

1. Promote cultural activities with a focus on youth programs related to the arts
 - Support youth activities established by the Harambee Great Neighborhood Plan that include: a signature marketing event for the neighborhood, a summer youth employment program with a focus on the arts and gallery shows of local artists on storefronts along Martin Luther King Drive.
2. Design and implement streetscape improvements that promote pedestrian safety and comfort while depicting the community's image.
 - Intensify streetscape efforts on Martin Luther King Drive and North Avenue.
 - Coordinate streetscape improvements along Holton Street with the Riverwest community.
 - Promote traffic calming techniques and context sensitive street design where needed.
 - Install pedestrian amenities such as benches, trash receptacles and bicycle stations.
 - Promote the use of banners that identify the neighborhood and help promote community events.
 - Add landscape elements such as street trees, planting beds, planting boxes and hanging flower baskets where feasible that will help promote the greening of the neighborhood.
3. Provide wayfinding signage and business directories to inform visitors and residents of businesses, services and resources in the area. The signage should be designed with a theme that identifies and artistically depicts neighborhood character.
 - Install maps showing location of places to visit in the Harambee neighborhoods and community resources.
 - Provide directional signage to highlight the location of destination retail (e.g. Northern Chocolate), local landmarks (e.g. Martin Luther King statue) and other key points of interest.
4. Continue the implementation of the Dr. Martin Luther King Drive Revitalization Proposal completed by the Historic King Drive Business Improvement District for streetscape and facade improvements along Martin Luther King Drive from McKinley Avenue to Locust Street.
5. Create neighborhood gateways that market the neighborhood and promote its identity.
 - Create neighborhood gateways at Locust Street and North Avenue at the intersection with I-43.
 - Promote the use of neighborhood icons at these gateways. Consider relocation and placement of the Martin Luther King statue at the most prominent gateway into the neighborhood.
 - Consider public art at visible locations.

LEADERSHIP, EDUCATION AND JOB CREATION STRATEGIES

1. Have educational institutions within the metro area work through community organizations within Harambee to reach out to residents regarding potential education and job opportunities.
 - Encourage and enable University of Wisconsin Milwaukee (UWM), Milwaukee School of Engineering (MSOE), Marquette University and/or Milwaukee Institute of Art and Design (MIAD) programs to expand into the Harambee neighborhood to benefit the area and increase the universities' outreach to local residents.
 - Tailor Milwaukee Area Technical College (MATC) education and training programs to meet the needs of local businesses and manufacturing companies.
2. Promote existing job training and workforce assistance programs through community outreach.
3. Establish workforce recruitment programs with city agencies and civic organizations.
 - Promote "career days" with local businesses and retailers.
 - Coordinate job recruitment programs with the Riverworks Development Corporation.
4. Reinstate lighted schoolhouse programs in area schools, or similar after school programs that give children educational or recreational activities in a supervised setting.
5. Expand and reinforce the role of community centers (potentially a Center for Family Prosperity) to include job assistance, after school care and family oriented recreation.

HARAMBEE AREA

6. Link training and work programs to building and landscape improvements in the area. Potential jobs include building restoration work (carpentry, painting, plumbing, etc.), landscape and horticulture for greening improvements, construction and potential outreach work such as mailings, distributing flyers, etc.
7. Provide business services and resources.

ENVIRONMENTAL AND SUSTAINABLE DEVELOPMENT PROGRAMS STRATEGIES

1. Remediate industrial brownfield sites as part of redevelopment programming.
2. Address environmental issues and contaminants in older homes. Examples of measures include lead paint removal and pest control measures.
 - Research existing and promote new grants for the restoration of existing building stock.
3. Use vacant land for public parks and community gardens when feasible.
 - Foster public and private partnerships for the creation of public parks.
 - Promote the development of community gardens programs on vacant land located on non-buildable sites, remnant parcels or strategically placed commons area with good public access.
 - When appropriate, provide the use of porous pavement for parking areas and the use of solar panels on garage roofs for energy production.

PROPERTY REDEVELOPMENT AND INFILL STRATEGIES

1. Redevelop and reuse buildings that are underutilized or vacant and insert carefully and contextually designed infill buildings on vacant parcels.
 - Buildings to be redeveloped, reused or expanded include the Coggs Health Center, the Malcom X Academy, the Milwaukee Inner City Arts Council Building, the Milwaukee Enterprise Center and various properties on Martin Luther King Drive between Brown and Meinecke (refer to the catalytic project area of the same name on page 113).
 - Promote the assets of the Harambee neighborhood to attract businesses into the area.
 - Identify lots available for construction.
 - Explore infill potential for vacant lots owned by the City of Milwaukee.
 - Provide financial incentives for the development of key sites.

2. Strengthen commercial corridors and intensity activity in commercial nodes
 - Promote mixed use development that includes commercial and residential components.
 - Develop a transit oriented node at Martin Luther King Drive and North Avenue.
3. Develop a mixed use neighborhood node on parcels adjacent to the Five Points Exchange Project boundary that will serve as an inviting gateway to the neighborhood (see catalytic project on page 140).
 - Investigate potential for a new school at that location.
4. Preserve existing historic districts and structures and identify potential areas and buildings for historic designation.
 - Enforce preservation requirements for the Historic Brewers Hill District.
 - Establish Local Landmark in addition to National Register Historic District designation for Martin Luther King Drive and establish guidelines for its protection.
 - Continue to implement plan for Harambee/Brewers Hill Conservation Overlay District.

HOUSING DEVELOPMENT AND HOMEOWNERSHIP STRATEGIES

1. Help existing residents maintain and improve their homes
 - Identify and promote existing financial programs for home improvements.
 - Provide financial support for renters trying to improve their properties but unable to receive landlord commitment.



Figure 5.1: Leon Sullivan Townhomes (Phase 1) owned by Inner City Redevelopment Corporation

HARAMBEE AREA

- Establish a distinct services location (could be part of a Center for Family Prosperity) to handle a broad range of residential needs such as: job training and placement; financial education from personal finance to savings/investment and knowledge about home ownership, loans, etc.
2. Where possible, provide support and assistance to affordable housing providers and those rehabilitating existing housing for market and low income buyers.
 3. Create new construction clusters and rehabilitate existing housing in need of redevelopment to increase the impact of neighborhood investment.
 4. Promote the Harambee neighborhood as an attractive community for home buyers and market available housing stock in the area to new homeowners and existing residents.
 - Advertise available properties through the Historic King Drive BID, community organizations and real estate oriented businesses.
 - Better inform neighborhood residents about existing government programs for first time homeowners that provide financial incentives to purchase within Harambee.
 - Develop programs for special groups that will foster investment and redevelopment within targeted areas (for example create a tax incentive for artists to live and work within an arts and entertainment district such as Bronzeville).

CRIME PREVENTION STRATEGIES

1. Foster communication between residents, businesses and the Milwaukee Police Department's Community Liaison and Crime Prevention officers in charge of neighborhood policing to address crime.
 - Promote programs that bring a higher police presence into the neighborhood. These can include on-foot or bike beat cops.
 - Develop and promote an anonymous crime reporting system for neighborhood.
 - Foster familiarity between neighborhood residents and police for better communication. Hold regular block watch meetings to ensure good neighbor-to-neighbor communication and to strengthen crime prevention efforts that depend on good neighborhood-police communication. Establish neighborhood block watch programs in all parts of the neighborhood.

- Explore safety strategies and funding sources for protecting commercial areas.

DIVERSITY STRATEGIES

1. Encourage policies and incentives that promote family-friendly development and aging within the community that will attract and retain individuals and families throughout their lives.
2. Support multi-cultural family programming in community centers such as Northcott Neighborhood House, Heartlove Place and the Holton Youth Center.
3. Encourage a "lighted school house" program at schools in the area.
4. Enhance recreation programs for residents of all ages at local parks.

BUSINESS GROWTH STRATEGIES

1. With assistance from groups such as ICRC, MLKEDC, HOPI, and King Drive BID, continue to identify redevelopment opportunities on commercial corridors.
2. Consider expanding the King Drive BID northward on King Drive to the Five Points Exchange (see catalytic project 1F).
3. Develop King Commons III (See Figure 5.3) as a way of carrying the "success story" and economic momentum south of North Avenue northward on King Drive.



Figure 5.2: King Drive Bank

HARAMBEE AREA

KING COMMONS III King Drive and Center Street

King Drive Commons III is a planned and mixed-use development, located at 2715 – 2737 N Dr Martin Luther King Drive, between Christine Lane and Center Street. Developed by Martin Luther King Economic Development Corporation (MLKEDC), this development will include 6,000 square feet of retail space and 24 affordable rental units, including three-bedroom live-work units and two-bedroom apartments.

The commercial portion of the development will house a fresh foods market. The market will open out onto King Drive, creating an open-air area along the sidewalk that can be used to display and sell fresh produce outside during the summer and fall. The Market will be managed and operated by Will Allen, an area farmer, who operates a fresh produce market and is the Executive Director of Growing Power, an urban agriculture production and training facility located on Milwaukee's northwest side. The food market will offer fresh and nutritious food products that are not available in this area.

King Drive Commons III is the latest phase of the redevelopment of an area of North Martin Luther King Jr. Drive that is bound by Locust Street on the north, Center Street on the south, First Street on the east, and Seventh Street on the west, and is part of a more recent comprehensive planning and redevelopment of the northern portion of the Harambee community. Thrivent Financial for Lutherans and the Local Initiative Support Corporation (LISC) are providing the principal support for this Harambee Great Neighborhood Initiative.

MLKEDC's earlier redevelopment activities in this area include development of the Ameritech King Commerce Center with Historic King Drive Business Improvement District (1999), the Ponderosa Restaurant (2002), and King Drive Commons I, a \$3.6 million mixed-use development consisting of 18 affordable apartments and 5,000 square feet of commercial space, developed with Harambee Ombudsman Project Inc. in 2005. Phase II of King Drive Commons, now nearing completion, is a \$5.8 million mixed-use development, which includes 24 units of affordable family-style housing units and 2000 square feet of commercial space along King Drive at Hadley Street



Figure 5.4: King Drive Commons III



Figure 5.5: King Drive Commons III - Center and King Drive

Figure 5.3: King Commons III

1A - HARAMBEE GREAT NEIGHBORHOOD PLAN DISTRICT



Figure 5.6: Historic King Drive



Figure 5.7: Milwaukee Inner City Arts Council Building (closed)



Figure 5.8: Proposed gateway at North Avenue and I-43 with south view of Terry Porter project.

Note: The following points are taken from the Harambee Great Neighborhood Plan (Community Design Solutions/LISC 2008) and carried forward in partnership with the Northeast Side Plan as common goals.

INTRODUCTION

The Harambee Great Neighborhood Plan is a community development initiative for approximately 120 blocks in the northern part of the Harambee area. Redevelopment priority was given to the area due to its revitalization potential, the presence of public and private investments that can provide additional leverage opportunities, the area's active social networks and organizations, its proximity to neighborhoods with significant investment activity and the availability of agencies that could serve as potential partners in the redevelopment process.

VISION

Make the Harambee Great Neighborhood Plan District the location of choice for residents, businesses, government agencies and other institutions in a manner that fosters existing social connections. Strengthen its residential clusters to retain existing and attract new residents, create an attractive market for potential businesses and investors, and leverage additional government investment.

AREA BOUNDARIES

Capitol Drive to the north, I-43 to the west, Holton Avenue to the East and Center Street to the south.

PLAN OUTCOMES AND STRATEGIES

The Harambee Great Neighborhood Plan sought to achieve a series of outcomes for the district and recommended twelve strategies to achieve them. Following are the outcomes and strategies stated in the plan:

- A.** Harambee and its neighborhood clusters will have strong and positive identities and a sense of place. Neighbors within the clusters will be engaged in projects that build community pride.
- B.** The homeownership market will be vibrant and the area's residents and schools will attract new homeowners.
- C.** Existing residents will have the means and the commitment to maintain and improve their homes.
- D.** The Harambee neighborhood will have well developed gateways and nodes of activity where development is highly visible.
- E.** Efforts to improve the environment and health of residents will be linked to job creation.

1A - HARAMBEE GREAT NEIGHBORHOOD PLAN DISTRICT

- F.** Residents will have leadership roles in neighborhood initiatives and have greater connections with their neighbors, neighborhood schools and neighborhood institutions.
- G.** Rose Park will be a center of cultural, social and recreational activities for the entire community.
- H.** Organizations will work together to create greater impact in the Harambee neighborhood and residents will be aware of these efforts.
- I.** Residents will have a one stop shop for access to a wide range of employment, job training and financial education resources.
- J.** Residents will see a reduction in the negative impacts of gangs and crime.
- K.** The cultural life of Harambee will be identified as an important neighborhood asset. Young people will be engaged in the arts and community events will celebrate artistic achievement.
- L.** Children will be cared for in safe and developmentally stimulating surroundings by skilled child care providers.
9. Develop a one stop shop for job training and placement, employment skills and financial education to better connect Harambee residents to employment opportunities.
 10. Foster collaboration among residents, businesses, the Department of Justice Safe Streets Initiative, the Milwaukee Police Department, the Community Prosecutor, Community Partners and others to work together on an on-going basis on safety strategies in specific high crime areas.
 11. Create a greater focus on the cultural life of the Harambee neighborhood by encouraging youth activities related to the arts and community events that celebrate artistic achievement.
 12. Organize a vehicle of support for independent child care providers and day care centers in Harambee.

STRATEGIES

1. Strengthen neighborhood identity and sense of place by recognizing there are smaller neighborhoods within Harambee, enhancing the identity of those smaller neighborhoods and engaging residents in projects that build community pride.
2. Intervene directly in the housing market by marketing the existing stock of homes to homeowners.
3. Expand, maintain and preserve affordable housing opportunities for lower-income residents.
4. Maximize physical impacts around certain activity nodes and new developments so that change can be seen and impact leveraged.
5. Promote activities that improve resident health and the environment and where possible, link these to job creation.
6. Strengthen leadership capacity among residents and increase the density of social connections.
7. Reinforce Rose Park as a community center.
8. Better connect social service agencies and institutions to the neighborhood.

1B - BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

INTRODUCTION

The Bronzeville Cultural and Entertainment District is a re-development project to revitalize an older commercial district and surrounding neighborhood in the historic heart of Milwaukee's African-American community. Between the 1900s and the 1960s the area used to serve as a vibrant economic and cultural center to Milwaukee's African-American community. The plan seeks to create a strong identity for the area that will foster reinvestment and create jobs. Components of the plan include the revitalization of the North Avenue corridor and the surrounding neighborhood. Redevelopment opportunities in the area have the potential to provide a core group of businesses, a nucleus for the district, that can help support and sustain a market for entertainment uses. This plan supports the Bronzeville Cultural and Entertainment District redevelopment project as a way to promote this historically and culturally significant destination.

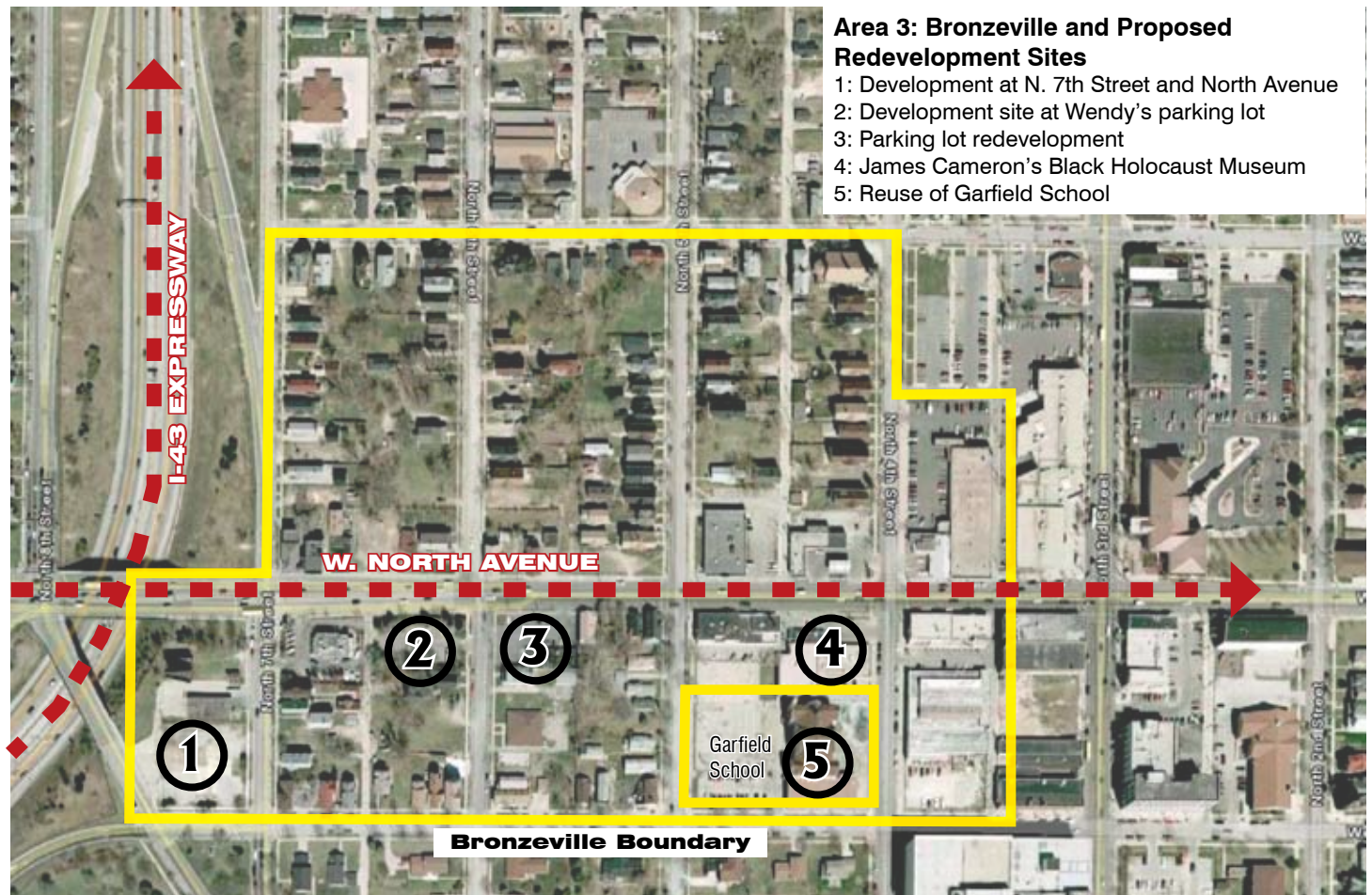


Figure 5.9: Bronzeville African-American Cultural and Entertainment District

1B - BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

Bronzeville's Place in Milwaukee History

The phrase "Bronzeville" was a generic term given to an area in a city that was majority populated by Blacks. Milwaukee's Bronzeville was not solely occupied by the newcomers from the south. Germans, Jews, and Italians made their homes there long before the influx of Blacks into the city and were widely interspersed in the community. In the late 1800's to early 1900's the earlier arriving immigrants slowly began to move northward leaving a majority Black community immersed in family traditions.

Milwaukee's Bronzeville residents were a community devoted not just to nuclear and extended families, they also held a strong duty to reach out their hands to surrounding Black families. Home to upper, middle, and lower classes, African Americans gave all who lived there automatic guidance that would only further the community's relationship. This laid the foundation of a reliable intricate society that assisted each other in child rearing, job placement, tutoring, money lending, repair service, medical assistance, and social interactions. A city within a city full of leadership, a sense of community, and a focus on entrepreneurship would lead to a high number of Black owned businesses and entertainment clubs, than exist today. . Housed on Lower Walnut Street were hotels, night clubs, restaurants, barber shops, cafés, a theatre,

drug stores, frozen custard joints, and chicken shacks. The area also had a nearby hay market. Residents enjoyed walking a couple of blocks from their door steps to find all that one would need for the day. Night life on Lower Walnut Street was filled with the sounds of rhythm and blues belted live from masters like Duke Ellington, Louis Armstrong, and Billie Holiday. Bronzeville was able to thrive in its hey day. Monetary resources were kept within the community's boundaries. In the mid 1950's to mid 1960's two processes would disturb the community and bring the vibrant life of Bronzeville to a standstill.

In the 1950's the city of Milwaukee began to develop plans to rid urban blight in Milwaukee's slum area. Administered under Mayor Frank Zeidler, the Urban Renewal Act left many homes & buildings across Milwaukee cleared for revitalization. This also meant slating buildings on Lower Walnut Street and in the Black community, leaving an imprint of blight and civil unrest. At the same time the city was also planning to build the North-South freeway, I-43, which cut directly across Bronzeville eliminating over 8,000 homes and the Black metropolis. Huge parts of the community would soon vanish from Milwaukee maps and the dispersal of Blacks would follow as housing shortages increased.

Figure 5.10: Source: The Publisher's Group



Figure 5.11: Historic Bronzeville photo

Source: The Publisher's Group



Figure 5.12: Historic Bronzeville photo from the early 1950's

Source: Milwaukee Public Library

1B - BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

STREETSCAPE IMPROVEMENT STRATEGIES

1. Develop streetscape improvements for the North Avenue corridor that will promote safe and pleasant pedestrian circulation, strengthen the commercial corridor and promote the district's identity.
 - Develop a design vocabulary for streetscape amenities that represent the Bronzeville Cultural and Entertainment District. These could include but are not limited to signage, pedestrian lighting, benches and trash receptacles.
 - Promote greening through landscape improvements such as street trees, planting beds, planters and hanging baskets.
 - Install banners and wayfinding signage that will highlight the district's identity.
 - Encourage businesses to add signature elements to the streetscape, personalize their facades and entries and create outdoor cafés that enliven the street.
 - Work with King Drive BID on amenities for North and King Drive.

VEHICULAR TRAFFIC AND PARKING STRATEGIES

1. Evaluate traffic circulation around the I-43/North Avenue intersection and develop potential solutions (for example, roundabouts).
2. Use traffic calming techniques to slow traffic (create a more pedestrian-friendly environment), address traffic circulation issues and foster pedestrian circulation.
3. Develop a parking strategy that will not negatively affect neighborhood quality of life and that will foster pedestrian circulation uninterrupted by automobiles parking next to the sidewalk, unnecessary curb cuts, etc.

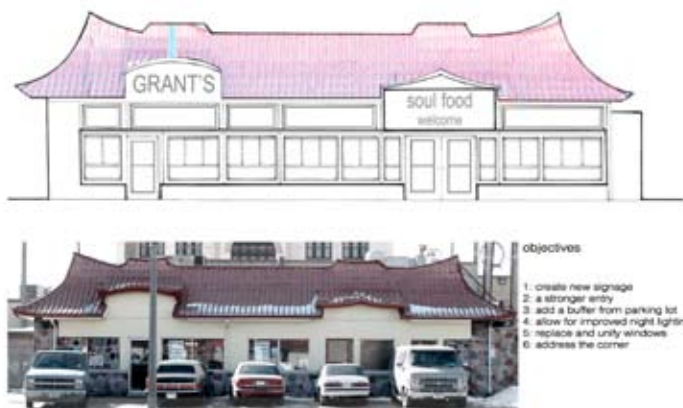


Figure 5.13: Potential redevelopment option for Soul Food restaurant

- Promote site design guidelines for future development that will encourage parking at the rear of buildings.

COMMERCIAL REDEVELOPMENT STRATEGIES

1. Promote mixed use development that includes retail, restaurants, and entertainment uses in a manner that does not compete with or draw resources away from the existing businesses on King Drive, and that does not undermine the stability and quality of life of the surrounding neighborhoods, e.g. Halyard Park.
2. Strengthen existing and recruit new businesses in the area that provide convenient shopping and neighborhood services.
 - Conduct necessary building and facade improvements that will further promote the district's image as a cultural and entertainment district.
 - Continue to acquire blighted properties within the redevelopment area and develop programs to attract new mixed use development that support culture and entertainment.
3. Conduct a redevelopment strategy for individual properties identified in the redevelopment plan. Strategies could include land assembly strategies or rehabilitation of existing buildings.
 - Support the construction of the Bronzeville Cultural Center, a theater arts and cultural center within the district.
 - Create a family-oriented focus for the majority of restaurant, cultural and entertainment uses within the Bronzeville district.
 - Improve the Grant's Soul Food restaurant building and site to spur redevelopment around this community landmark.
 - If possible, pursue redevelopment of the Wendy's parking lot site to maximize the property's use.
 - Find an appropriate adaptive reuse the Historic



Figure 5.14: Terry Porter Project (proposed)

* Image Source: Community Design Solutions

1B - BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

Garfield Math and Science Specialty School, that compliments the district. Several proposals for reuse are currently under consideration.

- Redevelop Brooks Plaza and a portion of the adjacent parking lots to add significant retail and housing to the district.
 - Support the construction of the proposed Terry Porter Project, a high profile new mixed use development at I-43, North Avenue, 7th Street and Garfield Avenue. This project will be visible from the freeway, serve as a gateway to the Harambee neighborhood and will provide a sense of arrival into the district. Facilities will include a bank, sports bar, apartments, condos and a parking garage (see gateway sketch).
 - Redevelop the building at 435 W. North Avenue, Milwaukee Urban League's Headquarters, as the location for the Center for Teaching Entrepreneurship which holds programs to support minority businesses.
4. Enhance the emerging district's ability to attract new businesses by making high visibility improvements such as facade grants, streetscape improvements, and landscaping to existing businesses in the King Drive and Bronzeville area through a Tax Increment Finance District. The combined resources of BID and TIF expenditures may also present additional opportunities for job training in the area (e.g. building rehab and restoration, etc.).
 5. Develop the intersection of Martin Luther King Drive and North Avenue as a retail cluster and transit oriented development (TOD) node.
 6. Hold facade grant workshops for commercial property owners along the Bronzeville corridor. Use design development guidelines for potential redevelopment sites consistent with the objective of the Cultural and Entertainment District.
 7. Coordinate improvements with the adjacent Historic King Drive BID and apply a similar Main Street approach to blending historic and new infill redevelopment.
 8. Use all expenditures of funds (state, federal, local) as potential job training opportunities where there is the option of combining work with apprenticeship or entry-level job training.
 9. Create a cultural center in the district. Options for the renovation of the Garfield school include a Fine Arts center, studio or gallery space, lecture hall live/work spaces for emerging artists, offices, event and/or performance spaces.



Figure 5.15: Artists's rendering of possible North Ave. & 6th Street Cultural Center



Figure 5.16: America's Black Holocaust Museum (recently closed) in the foreground and Garfield School in the background.

1C - TARGETED INVESTMENT NEIGHBORHOODS (TINS): BROOKS (HALYARD PARK), HOLTON/KEEFE, HARAMBEE/RIVERWEST

INTRODUCTION

In partnership with the City of Milwaukee, community organizations have the opportunity to seek redevelopment in targeted areas within their neighborhood (ranging from six to twelve blocks in size) to encourage home ownership, increase property values and conduct necessary physical improvements. Strategies can include housing rehabilitation, loans to increase home ownership, sale of city lots for new infill housing, code enforcement, additional community policing including “eyes on the street” action groups and neighborhood block watch.

VISION

With the cooperation of residents, police and key government agencies, Targeted Investment Neighborhoods enhance neighborhood image, improve public safety and make neighborhoods desirable places to live.

AREA BOUNDARIES

Boundary areas vary depending on individual TIN need assessments.

STRATEGIES

1. Continue to implement strategies for the existing TINs in the Northeast Side, such as the Brooks TIN encompassing the area from Garfield Avenue to Center Street and Martin Luther King Jr. Drive to 7th Street.
2. Evaluate need for additional neighborhood TINs around Holton Street / Keefe Avenue in coordination with both Riverwest and the Harambee neighborhoods.
3. Provide information to residents on the critical role they play in making TINs successful. Make them aware of the program benefits to residents and businesses within the TIN areas.
4. The City of Milwaukee’s Neighborhood Improvement Development Corporation will only conduct TINs in neighborhoods with strong community partners. This is as much a community ongoing strategy as it is a “rescue” strategy. Therefore, it is essential that neighborhoods be ready to support the resources that are made available.

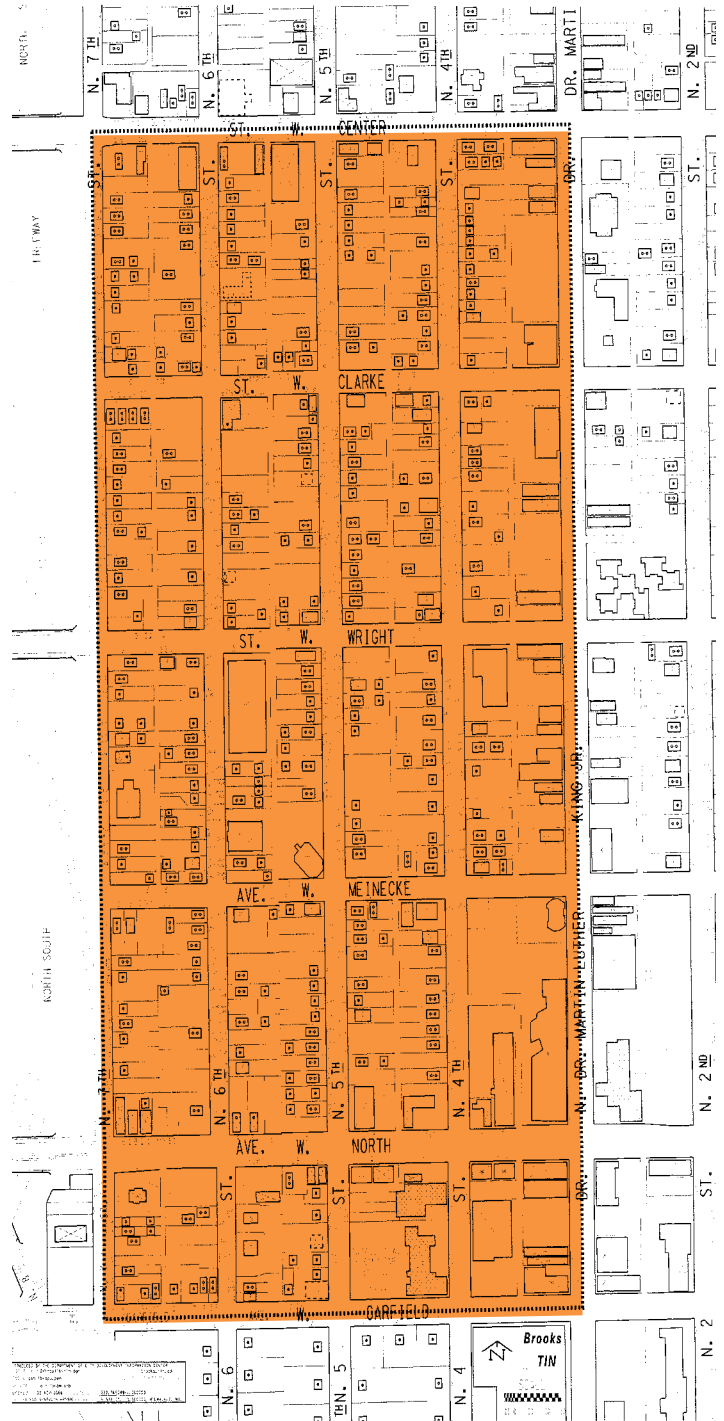


Figure 5.17: Brooks TIN (Neighborhood Adjacent to Bronzeville District)
 * Image Source: City of Milwaukee:

1D - HISTORIC BREWERS HILL / HARAMBEE NEIGHBORHOOD CONSERVATION DISTRICT

INTRODUCTION

The Brewers Hill / Harambee Neighborhood Conservation Overlay District was created to support continued investment within these areas of historical significance while ensuring that development is planned carefully to preserve historic housing stock and development patterns. There are two historic districts within the overlay district, Brewers Hill and Martin Luther King Drive. Brewers Hill was designated a National Historic Place in 1983 for its architecture and residential composition. This neighborhood has a rich cultural history and a unique assembly of eclectic housing structures that continue to attract new residents. Adding to its appeal is the main commercial corridor, Martin Luther King Drive, designated a National Register Historic District. Unfortunately, the attraction of newcomers to this area has led to gentrification and conflicts with the existing neighborhood character. Larger scale developments have led to increased traffic and parking issues coupled with increasing taxes and the reduction of open space. Fortunately, a core group of dedicated homeowners continues to restore, rehab, and preserve its architectural heritage and social standing as one of Milwaukee's unique historic neighborhoods.

VISION

Preserve the historic character of Brewers Hill and southern most areas of Harambee included in the Neighborhood Conservation Overlay District, by promoting development practices and investment that enhance their historic character.

AREA BOUNDARIES

I-43 and N. 2nd Street to the west, Locust Street to the north, Holton Street to the east and Vine Street to the south.

HISTORIC PRESERVATION STRATEGIES

1. Preserve and enhance the Brewers Hill National Register Historic District.
 - Enforce policies established by the Historic District designation.
 - Conduct high quality restoration and updating of historic houses that add significant value to the neighborhood.
 - Redevelop historic buildings in a way that fits the current market but keeps significant architectural features.
 - Find ways to assist homeowners with the added cost of restoration and repairs generated by historic and overlay district requirements.



Figure 5.18: Brewers Hill Housing

CONTEXT SENSITIVE DEVELOPMENT STRATEGIES

1. Prevent over development through land use controls and code enforcement.
2. Make new construction and infill development compatible with the existing historic district.
3. Enforce development and design standards established for the Overlay District.
 - Review established standards and recommend additional regulations if necessary.

HOUSING STRATEGIES

1. Encourage a high level of owner-occupancy in the district.
 - Develop incentives that encourage homeownership in the area.
 - Market vacant properties and develop programs that attract new buyers.
2. Counterbalance the strain caused by gentrification and new development on low income residents.
 - Support affordable housing programs that include new construction and rehabilitation of existing housing stock.

1D - HISTORIC BREWERS HILL / HARAMBEE NEIGHBORHOOD CONSERVATION DISTRICT

Plan for the Brewers Hill/Harambee Neighborhood Conservation Overlay District

Brewers Hill is a three by six-block area located on a steep rise just west of the Milwaukee River and north of Downtown Milwaukee. It was a subdivision carved out of the original Kilbourntown in the 1850's, and soon became an important residential enclave sandwiched between the factories that lined Commerce Street and the bustling retail centers of then-Third Street and North Avenue. Business owners and laborers lived side by side in the 19th century, leading to a mixture of grand houses on large lots next to closely spaced workers cottages and duplexes.

When Brewers Hill was placed on the National Register of Historic Places in 1983, the nomination stated 'Its core of Greek Revival and Italianate, single-family, brick or frame houses constitutes the most remarkable assemblage of architecture of its type remaining from Milwaukee's early years.... chiefly in it's variety of building types and concentration in a small, exclusively residential area'.

Although many of the original houses survived the decline of the post WWII years, the city was forced to demolish a number of abandoned buildings in the 60's and 70's, leaving gaps in the streetscape of Brewers Hill. Over the last 10 years, new houses have been built to fill most of those gaps, bringing new homeowners to the area. Also, proximity to cultural and entertainment centers have attracted young and 'empty nest' buyers to condos and townhouses carved out of old factories and warehouses, as well as to new construction on both city-owned and privately-held acreage.

Already the rapid growth of the Brewers Hill area has begun to change its character; increased traffic

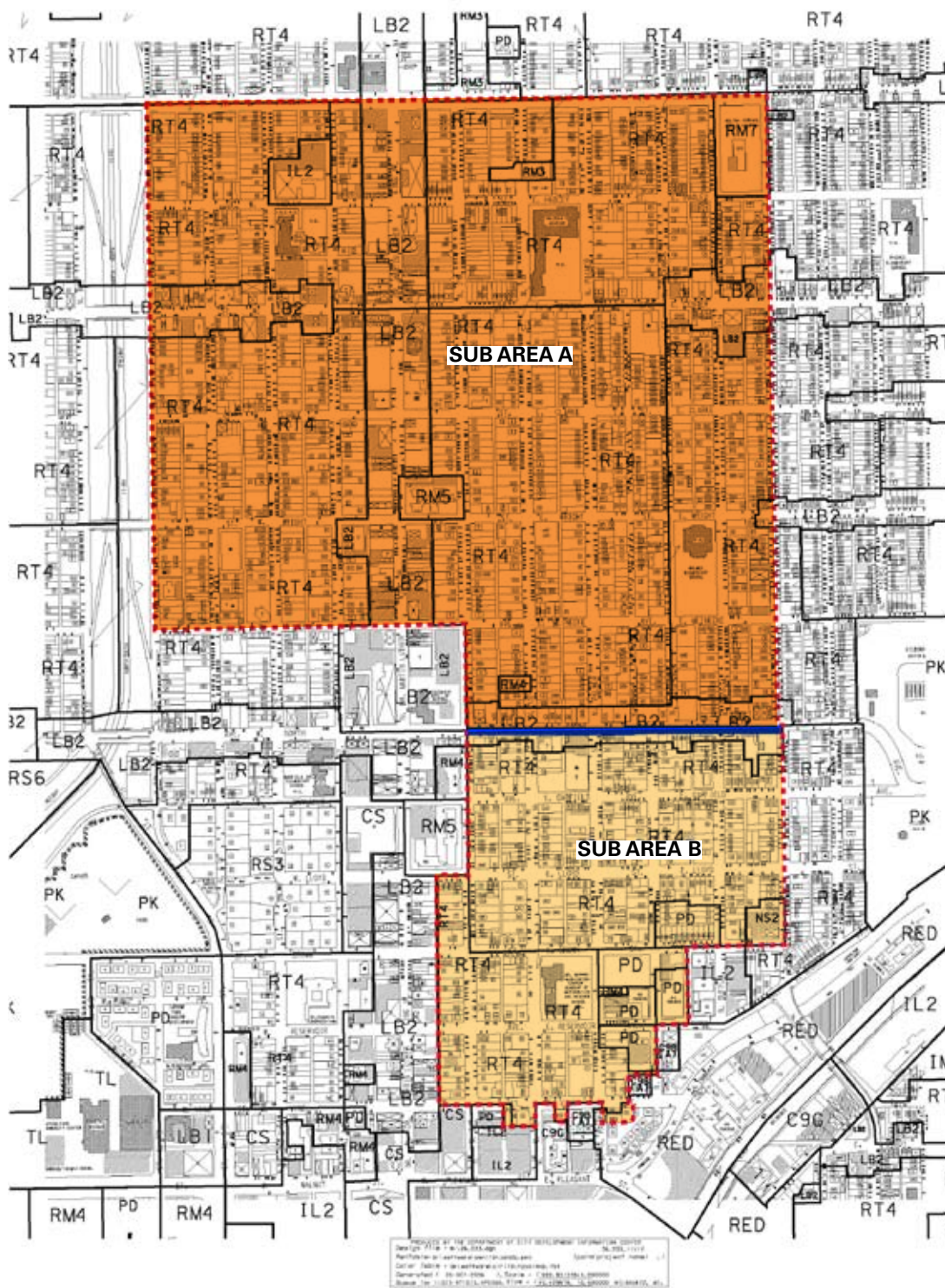
and street parking, noise, loss of open/green space as new construction takes up vacant land, and skyrocketing taxes are among the challenges facing the residents. Most recently, the threat of oversized condo complexes towering over the old houses galvanized neighbors' objections, and focused attention on the need for a long term plan for the area. The same issues are already spilling over into adjacent areas west of Brewers Hill, and will eventually affect all the surrounding neighborhoods; consequently, we believe this is a prime opportunity to include those areas in the overlay district.

The Harambee Neighborhood, which overlaps Brewers Hill, is expected to experience the most new housing development. Harambee's boundaries are Holton on the east, N. 7th Street on the west, Burleigh on the North, and Walnut on the South. Harambee is a neighborhood of impressive resources, including substantial homes, active commercial areas, residents, and community based organizations that are committed to neighborhood revitalization and a strong cultural heritage. The southern portion of the community also includes the Halyard Park neighborhood, a suburban-style subdivision of spacious homes and large lots. This neighborhood was built between the late 1970's and mid-1990s and has symbolized new life in the heart of the central city. An overlay district that will encourage continued investment in the existing housing stock as well as guide the growth of carefully planned new construction is essential to the success of this neighborhood. It will also serve as a long-term blueprint for managed growth in the areas north of Brewers Hill.

Figure 5.19: Source: Milwaukee Historic Preservation Office/DCD

3. Help existing residents maintain and improve their homes.
 - Identify and promote existing financial programs for home improvements.
 - Develop (through existing non-profits) a technical assistance program or cooperative and tool lending library to offer residents support in maintaining older homes
4. Allow higher density residential uses on King Drive.

1D - HISTORIC BREWERS HILL / HARAMBEE NEIGHBORHOOD CONSERVATION DISTRICT



SUB AREA A - Harambee

SUB AREA B - Brewers Hill

Figure 5.20: Brewers Hill / Harambee Neighborhood Conservation Overlay District

* Image Source: City of Milwaukee;

1E - HISTORIC MARTIN LUTHER KING DRIVE TRANSIT AND COMMERCIAL CORRIDOR

INTRODUCTION

Martin Luther King (MLK) Drive (combined MCTS Routes 19 & 68) is an important corridor connecting Downtown Milwaukee to the Bayshore Town Center in Glendale. This study looks specifically at the portion of MLK Drive that is central to the Harambee community. It is one of the few north-south retail corridors in the Northeast Side ideal for transit with connections to major destinations and a wide right of way (ROW).

VISION

Promote a vibrant “Main Street” commercial district through better transit connections, re-occupancy of vacant space, parking strategies, streetscape improvements, historic facade restoration and marketing / promotion.

AREA BOUNDARIES

Martin Luther King Drive from Capitol Drive on the north and McKinley on the south with a key commercial segment, Vine to Locust.

CITY-NEIGHBORHOOD LIAISON PROGRAM

Designate “community liaisons” within Milwaukee city agencies to work closely with organizations, business groups and residents in the area. Develop a regular means of communication that allows for streamlined information exchange between the city and stakeholders in the area.

BUSINESS ATTRACTION STRATEGIES

In order to attract businesses to the area, continue to develop MLK Drive as a vibrant corridor that generates substantial economic activity.

1. Build the Historic King Drive BID’s capacity for continuing recruitment of businesses.
 - Continue to expand the BID’s existing programs for physical improvements of MLK Drive as well as partner agency’s education and business assistance programs.
2. Continue to enhance the image of MLK Drive as a historic and cultural corridor to attract businesses, strengthen the community image and increase community pride, to foster additional development.
 - Promote the reputation of MLK Drive as a National Register Historic District from McKinley to North Avenue. Pursue historic designations of additional buildings and less polished sections of MLK Drive north of North Avenue where eligibility exists.
 - Establish additional community programs and market the community as a key location.
3. Identify and support new retail anchors and key commercial/mixed use destinations.
 - Promote business development at key commercial destinations. Recruit a grocery store and additional neighborhood serving retail.

- Utilize the Heritage Center Clinic as a medical anchor to include retail and medical office components.
4. Strategically locate arts oriented businesses. Cluster uses as part of redevelopment to strengthen the community image.

STREETScape AND PEDESTRIAN STRATEGIES

1. Improve existing and develop new streetscape improvements for both pedestrian and traffic circulation.
 - Continue implementation of existing streetscape projects.
 - Implement additional landscape improvements and installation of amenities such as benches, signage, improved transit stops, traffic calming techniques and parking strategies.
 - Implement more complete streetscape and traffic calming program to make MLK Drive more business and pedestrian friendly.

TRANSIT CONNECTIONS STRATEGIES

Strengthen and reinforce MLK Drive as a public transportation corridor as a way to benefit businesses along MLK Drive as well as the adjacent neighborhoods.

1. Develop strategic public transportation nodes along MLK Drive that will service residents and bring additional pedestrian activity that will benefit the economic recovery of the area.
2. Connect people to jobs. Develop a rapid transit route that connects businesses and neighborhoods via MLK Drive from downtown through the Riverworks/ Glendale Industrial Center and to the Bayshore Town Center, as part of the “Locally Preferred Alternative” (LPA) for transit.
3. Improve public transit connections to increase efficiency, safety and comfort at transit stops.
4. Streetscaping should accommodate future transit technologies.

1E - HISTORIC MARTIN LUTHER KING DRIVE TRANSIT AND COMMERCIAL CORRIDOR

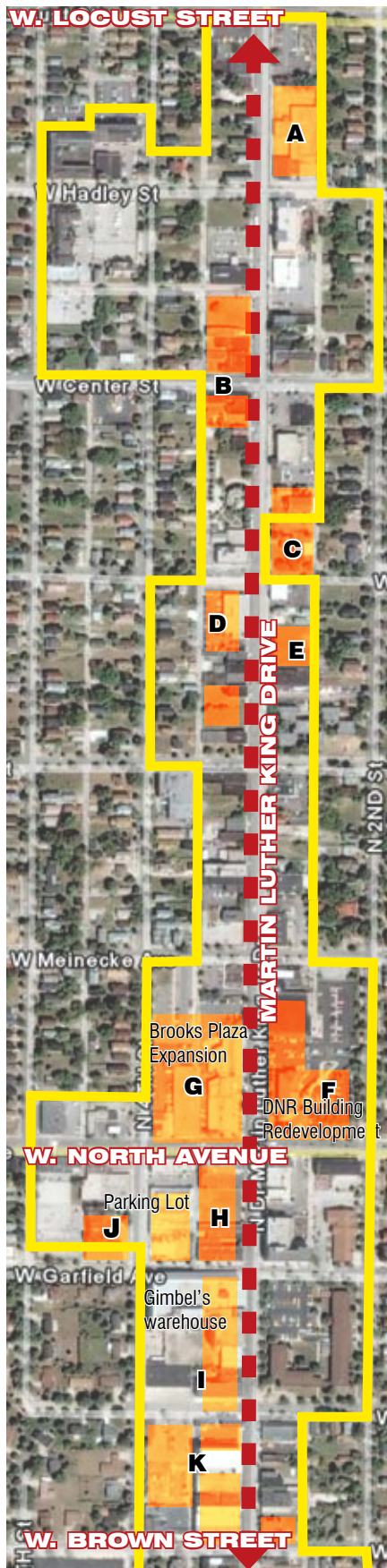


Figure 5.21: Center Street Rehab



Figure 5.22: General Patterson Tire



Figure 5.25: St. Vincent's Complex



Figure 5.23: Monsanto Plaza (proposed)
* Image Source: Monsanto Plaza Urbane Concepts LLC



Figure 5.26: Heritage Health Center

- A** Patterson General Tire site - 10,000 sq. ft. of retail and parking.
- B** Center St. Rehab - Buildings with historical significance. Potential mixed use development with 10,000 sq. ft. of retail.
- C** St. Vincent's Complex - Potential reuse/rehab site for institutional or arts center.
- D** Heritage Health Center - Medical anchor
- E** Monsanto Plaza - Current proposal for the expansion of Shekinah Printing (a local business).
- F** Department of Natural Resources (DNR) Site
- G** ICRC development / Brooks Plaza
- H** 40,000 sq. ft. of vacant property
- I** Coakley site - 400,000 sq. ft.
- J** Garfield School
- K** 12,000 sq. ft. of retail

Figure 5.24: Historic Martin Luther King Drive Transit and Commercial Corridor

1E - HISTORIC MARTIN LUTHER KING DRIVE TRANSIT AND COMMERCIAL CORRIDOR

COMMERCIAL CORRIDOR STRATEGIES

The following are potential redevelopment sites within the MLK Drive commercial corridor identified by city and community representatives:

1. Promote the renovation and reuse of available commercial property on MLK Drive between Meinecke Avenue and Brown Street as the first phase of redevelopment in the area (see catalytic project for detailed strategy).
2. Continue to develop retail node around Center and King Drive.
3. Promote better integration between Bronzeville and King Drive businesses.
4. Develop a long term redevelopment plan for sites requiring major renovations along MLK Drive between Locust & Clarke Streets.
5. Develop a plan for intensive land uses (such as grocery stores) on MLK Drive between Meinecke Avenue and Locust Street.
6. Promote Transit Oriented Development guidelines and development practices at MLK Drive & North Avenue.
 - Smaller stores that can locate in historic buildings with smaller floor plates. which can be 2-level, should be planned for the North Avenue area.
7. Promote mixed use development that includes commercial uses at the street level and residential uses above.
8. Develop a parking strategy for the area and evaluate the use of Tax Increment Financing (TIF).
9. Promote storefront facade guidelines to create exciting and historically appropriate facade improvements and create an identifying image for the district.
 - Encourage signage that is clear and uncluttered.
 - Promote the use of coordinated awnings.
 - Allow for a minimum of 70% transparent glass on window storefronts.
 - Avoid blocking windows with unsightly interior displays or signage.
 - Encourage high quality retail displays
 - Coordinate security elements, lighting, signage, and entries with architectural elements.

MAIN STREET STRATEGIES

Continue the Historic King Drive BID Main Street Program's success using the classic Four Points of organization, design and preservation, economic restructuring, and promotion.

1. Expand Wisconsin Women's Business Initiative Corporation, YWCA, Urban Entrepreneurship Collaborative and Urban Leagues if feasible, particularly as support for new start-ups and first-time entrepreneurs. in the King Drive and Harambee areas.
2. Promote the revitalization of MLK Drive north of the BID to increase the commercial strength of the BID and help revitalize surrounding neighborhood areas.
 - Develop a group of strategic catalytic projects in partnership with the MLKEDC and ICRC, to continue the momentum of Ameritech Commerce Center, Ponderosa, King Commons I and II.
3. Where creation of an historic district is not appropriate (for example, where too much of the historic "fabric" has been altered), create conservation district that establishes design guidelines for new development and additions.
 - Pursue aggressive code enforcement for non-contributing uses.
4. Developments on King Drive from North Avenue to Locust Street should include onsite parking (to the rear or side of buildings) that adequately supports commerce.
5. Gradually replace absentee owners with present and participating (contributing) owners by heavily marketing vacant properties to civic-minded investors committed to continuing the success story of MLK Drive.

1F - CATALYTIC PROJECT: FIVE POINTS EXCHANGE

INTRODUCTION

The Five Points Exchange is a unique six-cornered intersection of three very well travelled streets that if each property were developed in a significant manner will change the perception of the district. The area is a major gateway into Harambee and its development will help spur improvement of the adjacent area and additional development. Currently, there are plans for a 65-unit affordable housing development (see figure 5.28 below) for seniors (Shiloh Manor) that will include common areas for the residents.

VISION

To create a gateway intersection to the Harambee neighborhood through the redevelopment of buildings / businesses supported by carefully designed streetscape, public open space, public art, and a redesigned right of way.

AREA BOUNDARIES

Martin Luther King Drive, Keefe Avenue, North 6th Street, Port Washington/Atkinson Avenue.

STREETScape IMPROVEMENT STRATEGIES

Coordinate a streetscape improvements that include landscape elements, pedestrian amenities (such as benches) and wayfinding / signage that promotes the Harambee sense of pride, community and positive image.

1. Use landscape and other streetscape improvements to better define vehicular areas and buffer pedestrians from traffic movement and create well landscaped plazas and "hardscape" areas adjacent to buildings.

OPEN SPACE STRATEGIES

Promote public open space as part of future development to integrate the surrounding community with the new residents.

ADJACENT PROPERTY DEVELOPMENT STRATEGIES

Encourage the mixed use development in the surrounding area that will increase pedestrian activity and benefit the entire community. Note: New development in the catalytic project area should not compete with or take resources away from existing businesses on King Drive or the economic momentum that has been established for the northern section of King Drive.

COMMUNITY OUTREACH STRATEGIES

Work with community organizations to expand outreach to all residents, old and new, owner or renter, to encourage better social connections and utilization of neighborhood resources.



Figure 5.27: Five Points Exchange Project



Figure 5.28: Five Points Exchange Project - Proposed Improvements

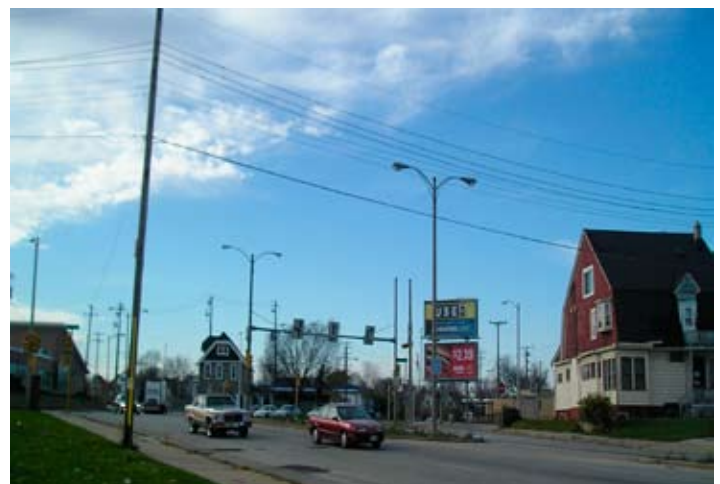


Figure 5.29: Five Points Exchange Project - Existing Conditions

1G - CATALYTIC PROJECT: MARTIN LUTHER KING DRIVE MEINECKE TO BROWN

INTRODUCTION

The section of Martin Luther King Drive from Meinecke Avenue to Brown Street has great potential for redevelopment and renewal.

VISION

Redevelop this retail-oriented section of the MLK Drive commercial corridor in a streamlined manner that will allow it to serve as an example for renovation in other parts of the corridor and spur additional development.

AREA BOUNDARIES

Martin Luther King Drive between Meinecke Avenue and Brown Street.

COMMERCIAL IMPROVEMENTS STRATEGIES

Couple redevelopment of sites with tenant requirements (par of recruitment) and enhance new tenant placement with facade renovations and building upgrades.

1. Encourage the redevelopment of the following sites:
 - F Department of Natural Resources building to be replaced by new LEED certified mixed use building
 - G Brooks Plaza (retail plus housing)
 - H Vacant property between North Avenue and Garfield Avenue (48,500 SF)
 - I Gimbel's Warehouse
 - J Retail space within existing buildings and underutilized parking lots between Brown and Lloyd Streets (12,000 SF)
 - K 10,000-12,000 sq. ft. of potential retail space with two underutilized parking lots
 - L Senior housing and underutilized parking lot
2. Evaluate the condition of identified properties and prioritize redevelopment based extent and cost of improvements needed.
3. Promote a Transit Oriented Development node at the intersection of Martin Luther King Drive and North Avenue (see the Historic King Drive Transit and Commercial Corridor section on page 139 for details).
4. Provide parking for buildings that are "expansion locked" to allow for historic preservation and provide adequate parking to run a business.

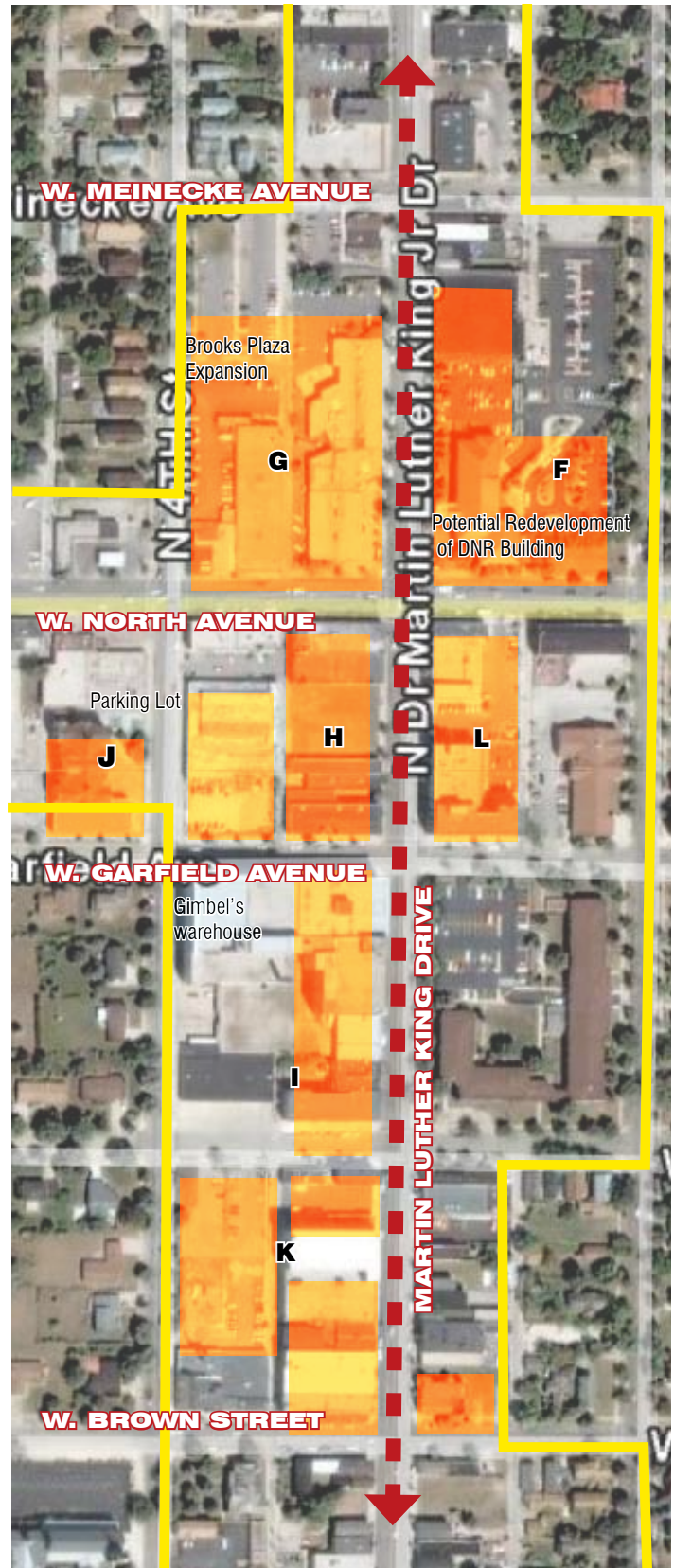


Figure 5.30: Martin Luther King Drive from Meinecke to Brown Street

1G - CATALYTIC PROJECT: MARTIN LUTHER KING DRIVE MEINECKE TO BROWN

STREETSCAPE IMPROVEMENTS STRATEGIES

1. Encourage streetscape improvements that will promote a pedestrian friendly environment and highlight recommended approaches (see the Historic King Drive Transit and Commercial Corridor section on page 139 for details).

2. Seek creative parking solutions (such as shared parking or creative use of vacant lots) that will not undermine the character of the district.



Figure 5.31: DNR Building - May be Relocated



Figure 5.33: Brooks Plaza - Mini Mall and Parking to be Redeveloped



Figure 5.32: Vacant Property Available - Historic Potential (Historic facade in need of renovation.)



Figure 5.34: Gimbel's Warehouse - Non-contributing Use

6: Riverworks - Area 2

DISTRICT:

2A - RIVERWORKS INDUSTRIAL CENTER

CORRIDOR:

2B - CAPITOL DRIVE COMMERCIAL AND MIXED USE CORRIDOR

CATALYTIC PROJECT:

2C - "BLUE HOLE" REDEVELOPMENT AREA

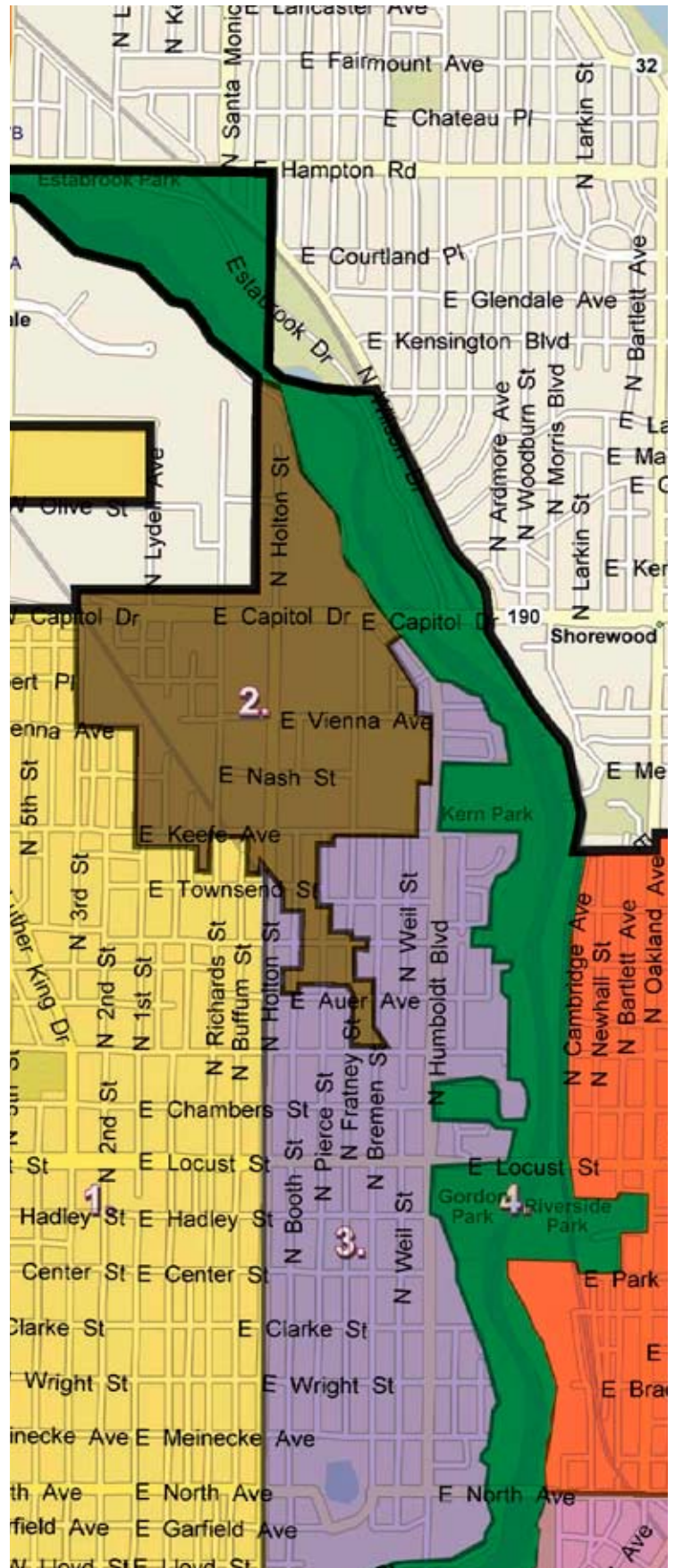
RIVERWORKS AREA 2

Northeast Side Plan Areas

1. Harambee
2. **Riverworks**
3. Riverwest
4. Milwaukee River
5. Upper East Side (outside of map)
6. Lower East Side
7. Lakefront (outside of map)

Stakeholders:

- Riverworks Development Corporation
- Riverworks BIDs #25 and #36



2A: RIVERWORKS INDUSTRIAL CENTER DISTRICT

INTRODUCTION

The Riverworks Industrial Center is a thriving business and manufacturing district at the northernmost point of the Northeast Side. It serves as a gateway to Milwaukee from the Glendale, Shorewood and Whitefish Bay communities. With many positive attributes: geographically central location, good transit service, proximity to a skilled workforce and reasonably affordable manufacturing space, Riverworks remains competitive as a business park, a strong regional and local shopping district (Capitol Drive commercial corridor) and an industrial center with many manufacturing, wholesale product, retail and technology industries. Part of the Northeast Milwaukee Industrial Corridor, Riverworks has suffered a portion of Milwaukee's loss of manufacturing jobs over the past 30 years. Prior to the 1970's and early 1980's, the area was a major manufacturing center that included automotive plants for companies such as American Motors Corporation and Chrysler. The area's two Business Improvement Districts (BIDs #25 and #36), together with the Riverworks Development Corporation, are making great strides toward improving the business district and retaining the jobs that remain.

Auto-oriented, big box and mini-mall development on Capitol Drive (a strong commercial corridor that bisects Riverworks east-west) has had some detrimental effect on its ability to create a cohesive corporate park image, link uses, maximize the use of available land and attract customers and new businesses. Capitol Drive, the central east-west corridor in the district, serves as a major thoroughfare to the area from I-43. This corridor also serves a market area that stretches from the North Shore suburbs to Milwaukee's Harambee, Riverwest and East Side neighborhoods. As a central spine of commercial activity for the district and its well designed and strategic redevelopment can help improve the area's image and attract new investment.

VISION

Enhance the Riverworks District identity, marketability and viability, as a state of the art industrial and commercial mixed use center through the support and retention of thriving businesses; maintenance of up to date buildings and infrastructure; and the retrofit and upgrade of outdated structures.

AREA BOUNDARIES

Humboldt Avenue to the east, Richards Street / North 3rd Street / North 1st Street to the west, Keefe Avenue to the south and the City of Glendale boundary to the north.

GOALS

Create a masterplan for Riverworks. Develop a comprehensive master planning document that will articulate the goals for the area and guide implementation of strategies used to accomplish these goals as follows:

A. CREATE A MASTER PLAN FOR RIVERWORKS

Develop a comprehensive master planning document that will articulate the goals for the area and guide implementation of strategies used to accomplish these goals.

B. IMPROVE OVERALL DISTRICT IMAGE AND IDENTITY

Promote and strengthen current efforts to create and maintain a cohesive, vibrant and successful Business District. Rehab marginal uses and eliminate unsightly uses that detract from the image and identity of the area. Improve site as well as building elements (e.g. fences, landscaping, signs, parking lots) as part of image and identity. Emphasize cleanliness and lack of debris, litter, graffiti, etc.

C. REDEVELOPMENT AND LAND USE

Encourage mixed use development that includes light industrial, office and commercial uses. Define areas where independent uses should be intensified as well as areas where mixed use may not be desirable (e.g. conflicts between uses). Identify sites for land assembly and brownfield remediation. Differentiate Capitol Drive as a commercial/retail corridor.

D. BUSINESS RETENTION AND RECRUITMENT

Use local workforce development agencies, new and improved facilities, and appropriate infrastructure to retain existing and attract new businesses.

E. SUSTAINABLE DEVELOPMENT PRACTICES

Promote the use of sustainable development principles that address stormwater management and building envelope improvements that will benefit businesses.

F. PEDESTRIAN SAFETY AND COMFORT

Address the need for continuous pedestrian connections, streetscape improvements and reduction of pedestrian / vehicular conflicts.

G. HIGH SPEED TRANSIT LINK

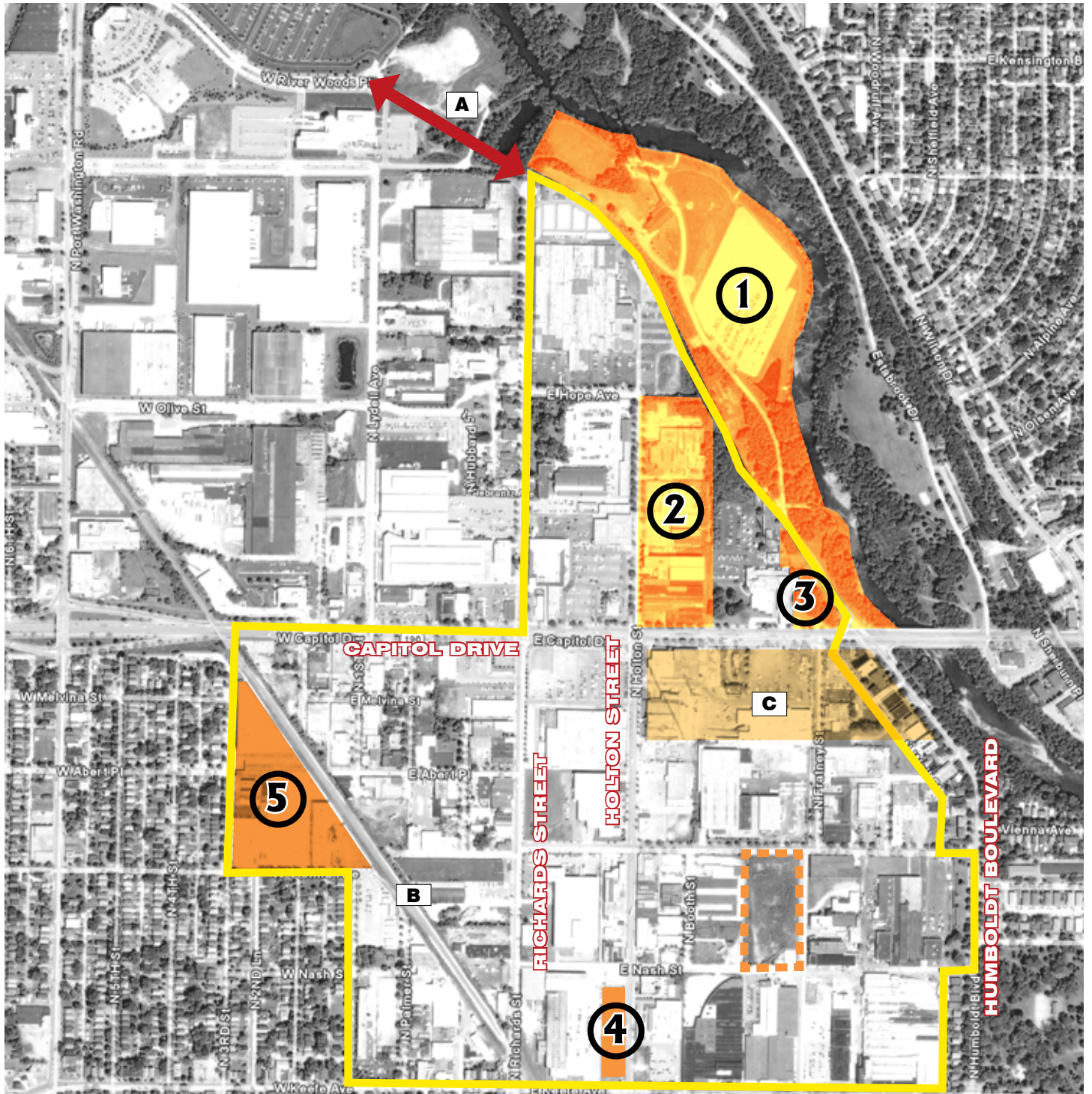
Promote a high speed transit link to connect the Riverworks and Glendale Industrial Centers with Downtown, Schlitz, Manpower, King Drive, Harambee, the Port Washington commercial corridor and Bayshore Town Center (see Proposed or Enhanced Northeast Side Transit Routes p. 109)

RIVERWORKS MASTER PLAN STRATEGIES

Create a comprehensive vision for Riverworks through the development of a master plan that promotes the goals for the Riverworks Industrial Center District as well as the following:

1. Expand the identity of Riverworks from an industrial park to a thriving mixed use district with supporting light manufacturing uses.

2A: RIVERWORKS INDUSTRIAL CENTER DISTRICT



- # Potential Redevelopment Site
- Vacant Parcel
- A** River Woods Parkway or Estabrook Blvd. Extension
- B** Sold Railroad Alignment
- C** Expanded Retail Node
- 1** Blue Hole Redevelopment Site
- 2** Jessica Property Site
- 3** Available Open Space at Gateway
- 4** Underutilized Grass Area by Compo
- 5** Underutilized Land / Building by US Corrugated

Figure 6.1: Redevelopment Sites within Riverworks

2A: RIVERWORKS INDUSTRIAL CENTER DISTRICT

- Evaluate potential for properties beyond the Capitol Drive frontage to be rezoned from Industrial - Light to Industrial - Mixed.
 - Evaluate potential for properties along Capitol Drive to be rezoned from Industrial - Light to applicable Commercial District zones. Zoning along Capitol Drive should be uniform.
2. Encourage participation by area businesses, property owners, residents and community organizations to better understand public needs.
 3. Provide strategic improvements for better transit, vehicle, pedestrian and bicycle access into and throughout the district. Improvements include a more pedestrian and bicycle friendly street network; promoting uses that encourage walking, transit and biking; and providing transit stops and facilities that address the safety and comfort of riders.
 4. Market to strengths of area-good transit, close proximity to employees, infrastructure already in place, empty buildings ready to be occupied (inc. 5 - 10,000 SF industrial “condos” if needed), competitive pricing.
 5. For new development in compliance with master-plan, create a clear streamlined process for development/redevelopment (permits, timeline, assistance, etc.).

IMAGE AND IDENTITY IMPROVEMENT STRATEGIES

The image and identity of Riverworks is strong on Capitol Drive. Signage and streetscape improvements efforts have enhanced the area and businesses have flourished along the corridor. The Riverworks image should be expanded throughout the district to create a unified image for the area, link businesses and attract investment.

1. Create a common image and strengthen connections with the Glendale Industrial Center to the north.
 - Extend River Woods Parkway or Estabrook Boulevard that creates an entrance to Glendale’s Estabrook Corporate Park and connect to N. Humboldt Boulevard. This will improve access to isolated land parcels along the river and physically as well as visually link the Riverworks’ Industrial Center to Glendale’s Estabrook Corporate Park.
2. Develop gateways to identify entry points into the district and give visitors a sense of arrival.
 - Utilize signage, banners, identity icons, landscape elements and special paving materials at nodes identified for gateway locations (see Figure 6.11 Streetscape Concepts). Pedestrian amenities



Figure 6.2: Existing Riverworks Identity Signage



Figure 6.3: Existing Roadway Conditions



Figure 6.4: Existing Industrial Buildings

2A: RIVERWORKS INDUSTRIAL CENTER DISTRICT

such as bus stops and seating areas should be integrated where appropriate. Potential gateway locations include Capitol Drive and N. 2nd Street, Capitol Drive and Humboldt Boulevard and N. 1st Street with the new River Woods Extension.

- Promote the use of signage, location maps and business directories that will foster Riverwork's identity while providing information on area resources.

C. REDEVELOPMENT AND LAND USE STRATEGIES

Both retail and industrial uses are marketable in the area. Providing an appropriate mix of uses that supplies adequate industrial space while allowing for an increase of commercial uses will promote a more vibrant district.

- Develop regulations that set boundaries for mixed use commercial development and industrial uses.
- Evaluate potential reuse opportunities of redevelopment sites and underutilized buildings (See Figure 6.1).
 - Potential reuse opportunities include the conversion of outdated industrial buildings into mixed use commercial and residential uses. An example of an appropriate development of this type for the area includes lofts for artists and other craftsmen that provide living as well as working space.
- Address boundary issues arising from properties subdivided between the City of Glendale and City of Milwaukee boundary lines.



Figure 6.5: Existing District Zoning

* Data Source: Milwaukee DCD

BUSINESS RETENTION AND RECRUITMENT STRATEGIES

Supporting a variety of business options in the area and providing a well trained workforce will help retain existing industry and make Riverworks attractive to new businesses.

- Continue to expand and improve existing BID job training programs for the local workforce.
 - Tailor training programs to create a workforce that meets the demand of businesses located or relocating into the area. For example, programs geared towards computer skills education can help meet the needs of technology oriented businesses.
- Continue to provide space for the growth and development of existing and new businesses.
 - Continue to find ways to help core businesses in the district expand. Support new ventures that build on their current operations and customer base.
 - Upgrade buildings to meet the needs of potential businesses. Renovation efforts should include interior, site and facade improvements.
 - Identify specific buildings in need of facade grants and sites in need of parking and / or parking improvements.
 - Increase marketing efforts announcing available commercial and industrial space.
- Identify commercial and industrial businesses that Riverworks should recruit, based on current market needs.
 - Expand the entrepreneurial base.
 - Review list of retailers targeted in the Riverworks Retail Assessment & Development Strategy study to evaluate whether they meet current needs.
 - Support the growth of small businesses in the district. Explore the variety of small business models that are existing or have the potential to be included in the area, and evaluate needs for interior space requirements.



2A: RIVERWORKS INDUSTRIAL CENTER DISTRICT

- Further support existing and foster the creation of additional small business incubators as an opportunity for business development.
4. Improve roadway infrastructure to allow for better vehicular and pedestrian circulation.

SUSTAINABLE DEVELOPMENT STRATEGIES

1. Promote the use of Leadership in Energy and Environmental Design (LEED) guidelines.
 - Develop a green building / sustainable development education program for businesses and developers in the area with the assistance of the local BIDs and the Riverworks Development Corporation.
 - Research and identify applicable federal programs for green building construction.
 - Explore alternatives for local government incentives such as density bonuses, grants, expedited permitting, permit / zone fee reductions, tax abatement, tax credits and technical assistance, to foster green building practices.
 - Promote sustainable operation practices for existing businesses.
2. Encourage new construction and renovation projects that use green building techniques to improve not only the environment but the business bottom line.
 - Support upgrades that address energy use reduction. Develop a pilot program that include identification of available funding for this effort and creates additional incentives.
3. Encourage sustainable development principles for stormwater runoff practices such as porous pavements, rain gardens, green roofs and other forms of natural water management.

PEDESTRIAN SAFETY AND COMFORT STRATEGIES

1. Conduct streetscape improvements that include landscaping, pedestrian amenities and lighting to promote pedestrian circulation.
 - Extend streetscape improvements from southern portions of Holton Street into Riverworks.
 - Develop a landscape plan for the area.
2. Provide better pedestrian connections to allow customers from local businesses and area employees to take advantage of this network.

HIGH SPEED TRANSIT LINK STRATEGIES

1. Promote a high speed transit link (as a future element in a comprehensive regional transit strategy) that links workers to major employment centers such as Schlitz and Manpower near downtown, and Riverworks/Glendale Industrial Centers on the Northeast Side.
2. Also promote this high speed transit link as a way to connect neighborhoods like Harambee to commercial corridor employment and shopping, e.g. Grand Avenue Mall, Bayshore Town Center, Capitol Drive, and King Drive.
3. Provide a shuttle from the major transit stop(s) on Port Washington Road to all Riverworks and Glendale Industrial Center places of employment

2B - CAPITOL DRIVE COMMERCIAL AND MIXED USE CORRIDOR

INTRODUCTION

Capitol Drive is a central commercial arterial that bisects Riverworks. Recently this area has transformed from a primarily industrial area to a commercial retail corridor, composed of national retailers and fast food restaurants. I-43 highway access along Capitol Drive is a major asset for retail development, however, the auto-oriented big box retailers with large parking lots do not promote pedestrian activity. This type of development has limited linkages along the corridor. The goal of the plan is to improve Capitol Drive to create a vibrant commercial / retail corridor incorporating a mix of regional shopping and neighborhood services in a pedestrian friendly and attractive setting.

AREA BOUNDARIES

Capitol Drive from I-43 to Humboldt Boulevard.

CORRIDOR IMAGE IMPROVEMENT STRATEGIES

1. Continue and further promote the use of signage, banners and business directories along Capitol Drive to develop a strong corridor image that complements the Riverworks District.
2. Develop gateways on N 2nd Street and Humboldt Boulevard to provide a sense of arrival and a stronger identity. Other gateways throughout the city, such as that of the Third Ward, serve as an example (see figure 6.6). Gateways should include Riverworks identity signage as shown on Figure 6.2.



Figure 6.6: Example of Third Ward Gateway in Milwaukee

3. Conduct streetscape improvements that include landscaping, installation of pedestrian amenities, improved transit stops and traffic calming techniques.

LAND USE AND DEVELOPMENT STRATEGIES

The development of a Retail Overlay Zone on Capitol Drive would facilitate the implementation of land use and development standards along the corridor. The following are some potential development strategies for such a zone:

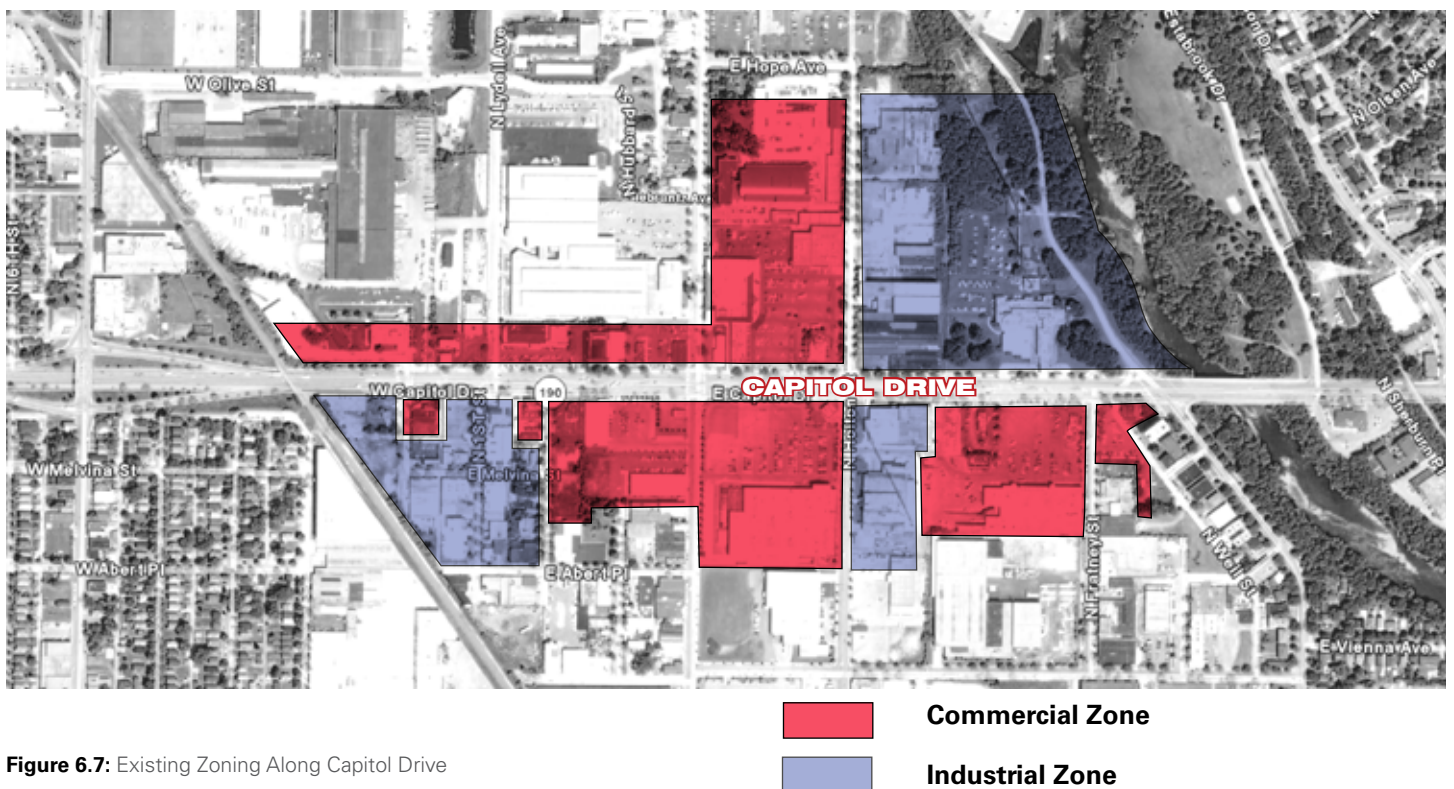


Figure 6.7: Existing Zoning Along Capitol Drive

2B - CAPITOL DRIVE COMMERCIAL AND MIXED USE CORRIDOR

1. Evaluate rezoning light industrial properties to commercial. Analyze existing commercial activity and determine the type of commercial district zones needed in the area.
 - Evaluate the potential creation of a 300' commercial zone along Capitol Drive for retail development that establishes a street edge and landscaped parking lots.
2. Encourage mixed use development that incorporates commercial and office uses.
3. Establish design standards for new development and improvements.
 - Create walkable retail clusters that provide linkages for pedestrian movement.
 - Promote the construction of commercial buildings along the Capitol Drive frontage to create a continuous building edge.
4. Develop parking standards that will accommodate the needs of potential retailers coming into the area and address pedestrian circulation.
 - Encourage shared parking and pedestrian connections that support multi-purpose trips. Multi-purpose trips allow for customers to drive to one destination and walk throughout a commercial area to obtain a variety of goods.
 - Promote the placement of parking areas behind or on the side of buildings.

COMMERCIAL AND RETAIL STRATEGIES

1. Promote the renovation and reuse of vacant or underutilized properties along the corridor.
 - Evaluate potential location of needed retail (e.g. "sit down" restaurants).
2. Evaluate existing parking needs and review the potential for infill development in the existing parking areas (e.g. Wal-Mart, Lena's, Big Lots parking lots).
3. Encourage the creation of a retail node between Holton Street and Humboldt Avenue.
 - Develop a "town square" approach to big box and shopping center development that includes walkable blocks, internal "streets" and street oriented storefronts and facades, landscaped public spaces and public ways.



Figure 6.8: Existing Commercial Development Along Capitol Drive



Figure 6.9: Capitol Drive Existing Conditions



Figure 6.10: Potential Redevelopment Opportunities

STREETSCAPE CONCEPTS

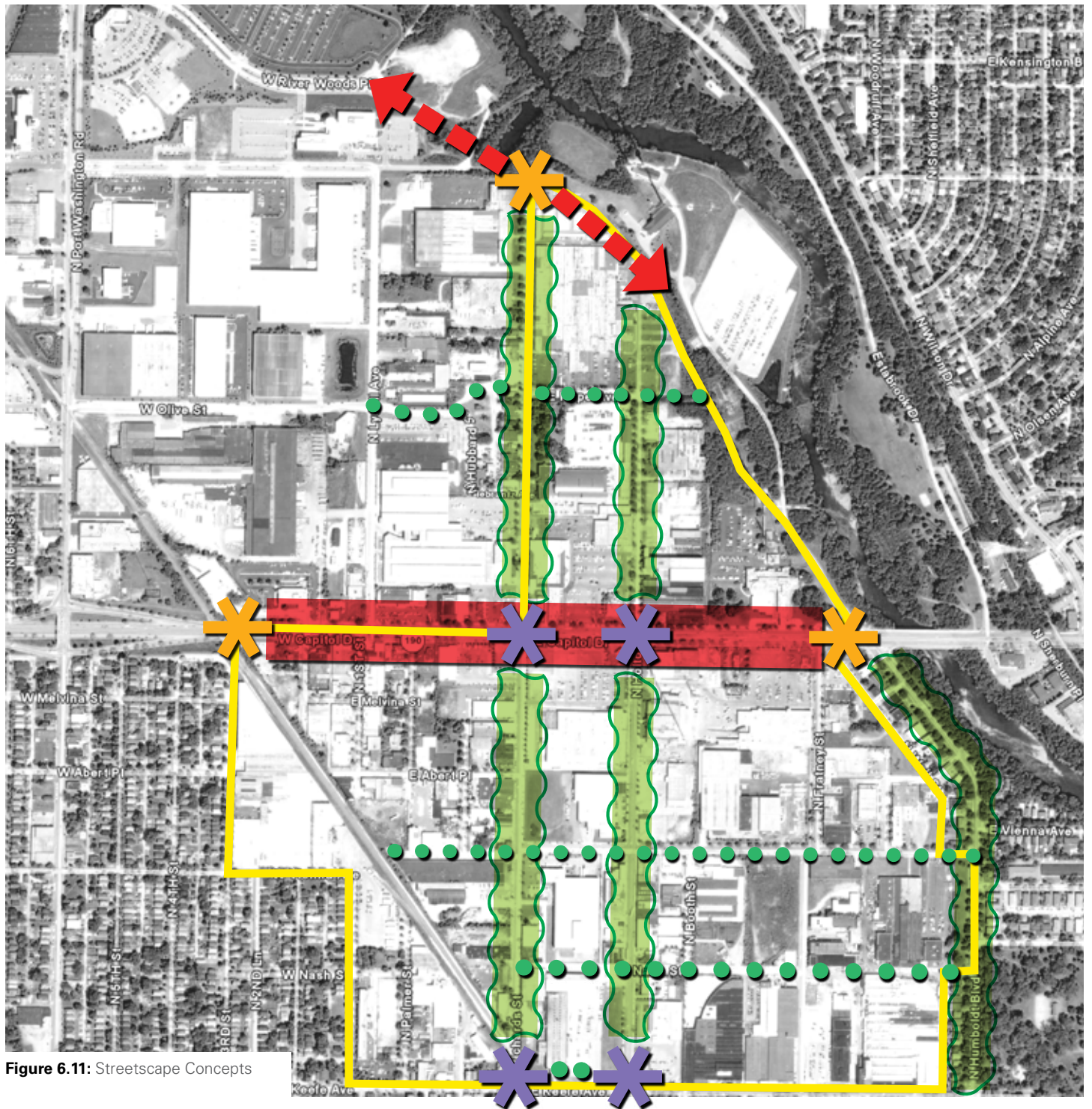


Figure 6.11: Streetscape Concepts

- New Parkway Connection**
- District Gateway**
- Intersection Improvement/Identity Signage**
- Boulevard Streetscape "Greening Strategy"**
- Retail Arterial Streetscape**
- Basic Streetscape**

COMMERCIAL CORRIDOR

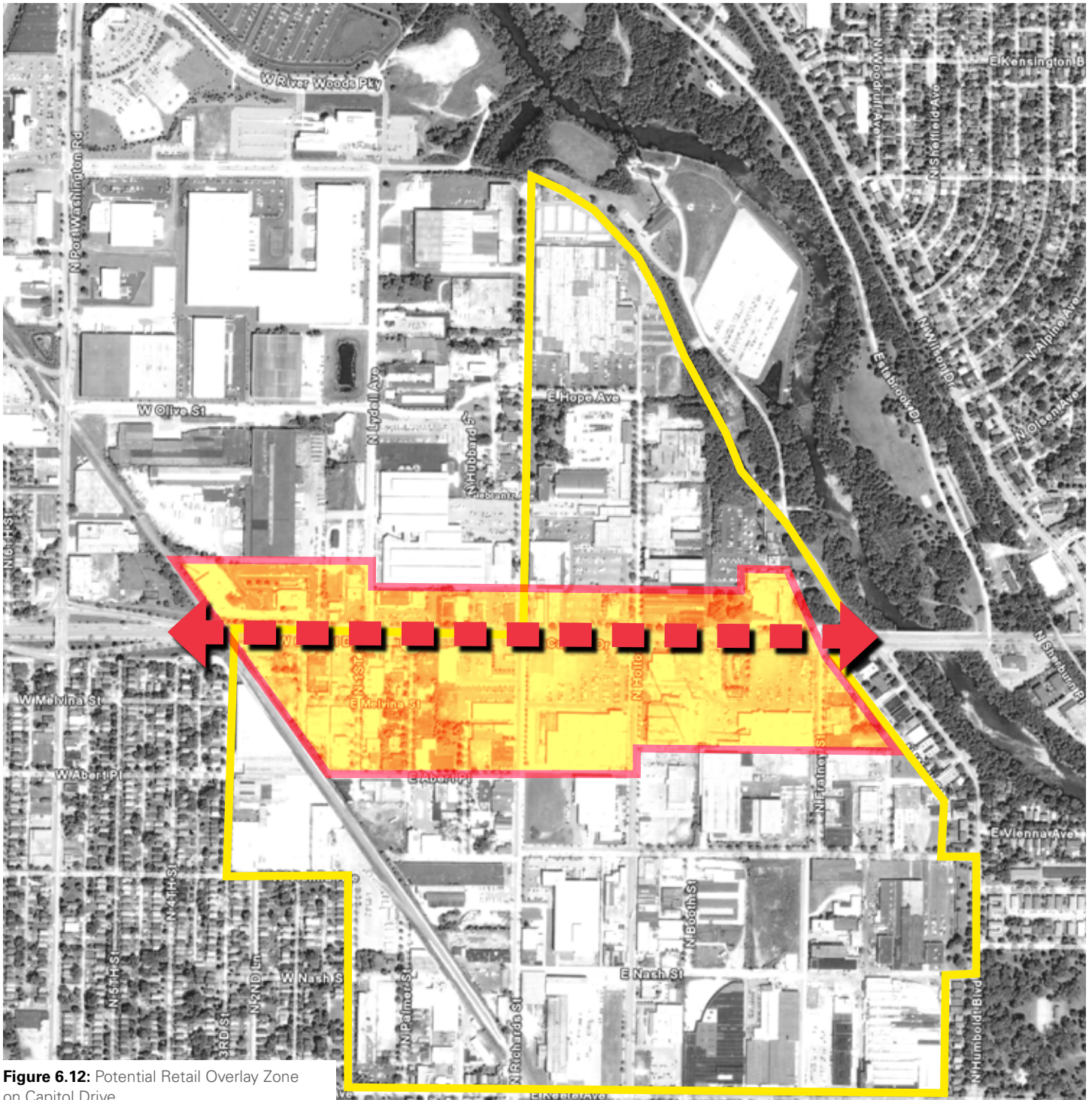


Figure 6.12: Potential Retail Overlay Zone on Capitol Drive



2C: BLUE HOLE REDEVELOPMENT AREA



Figure 6.13: Blue Hole Redevelopment Area and the Milwaukee River

INTRODUCTION

The Blue Hole site is owned by the Milwaukee Area Technical College (MATC). It is a capped landfill currently used as a UWM park and ride lot. There are several redevelopment alternatives for the site but any combination of these or other future development must take into consideration the site's environmental issues including contaminated land and its proximity to the Milwaukee River. The site's redevelopment would be catalytic due to its location, size and potential to include an intensity of land uses.

AREA BOUNDARIES

The Milwaukee River to the north and east, Capitol Drive to the south and Humboldt Boulevard to the west.

ALTERNATIVE #1: RECREATION FIELDS

Athletic fields at the Blue Hole site could provide recreational opportunities for the community at large as well as UWM students. Athletic fields would take better advantage of available land while still allocating space for parking needed by UWM and other users. The athletic fields could include baseball and soccer fields as well as a pedestrian / bike bridge to connect the east and west side of the Milwaukee River.



Figure 6.14: Blue Hole Site Boundary

2C: BLUE HOLE REDEVELOPMENT AREA

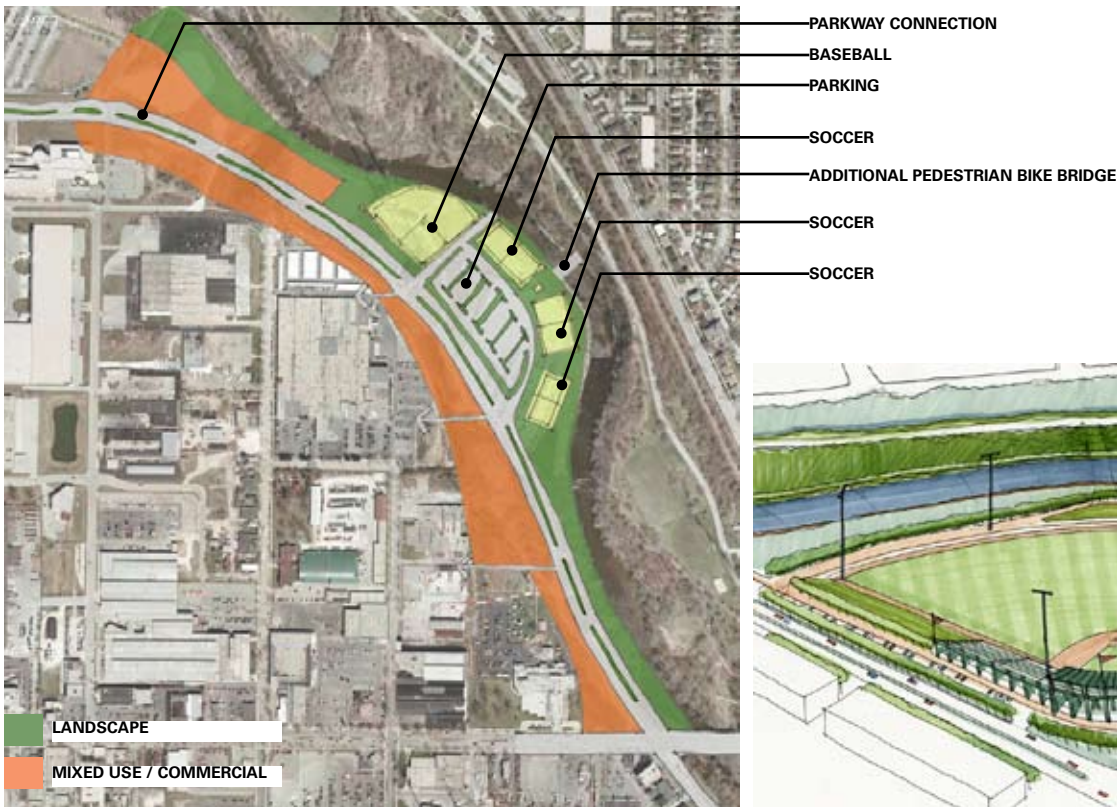
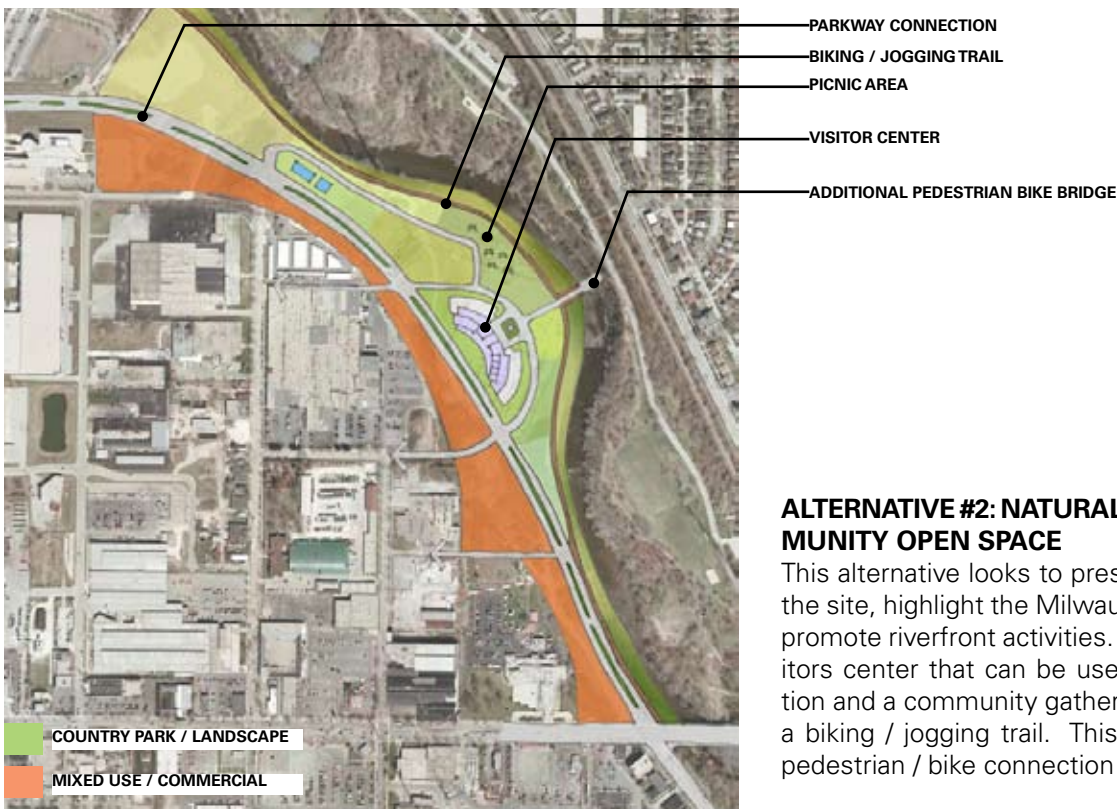


Figure 6.15: Blue Hole - Recreation Fields

Figure 6.17: Blue Hole - Recreation Fields



ALTERNATIVE #2: NATURALISTIC LANDSCAPE / COMMUNITY OPEN SPACE

This alternative looks to preserve the natural scenery of the site, highlight the Milwaukee River as a resource and promote riverfront activities. The program includes a visitors center that can be used for environmental education and a community gathering space, a picnic area and a biking / jogging trail. This alternative also provides a pedestrian / bike connection across the river.

Figure 6.16: Blue Hole - Naturalistic Landscape / Community Open Space

2C: BLUE HOLE REDEVELOPMENT AREA

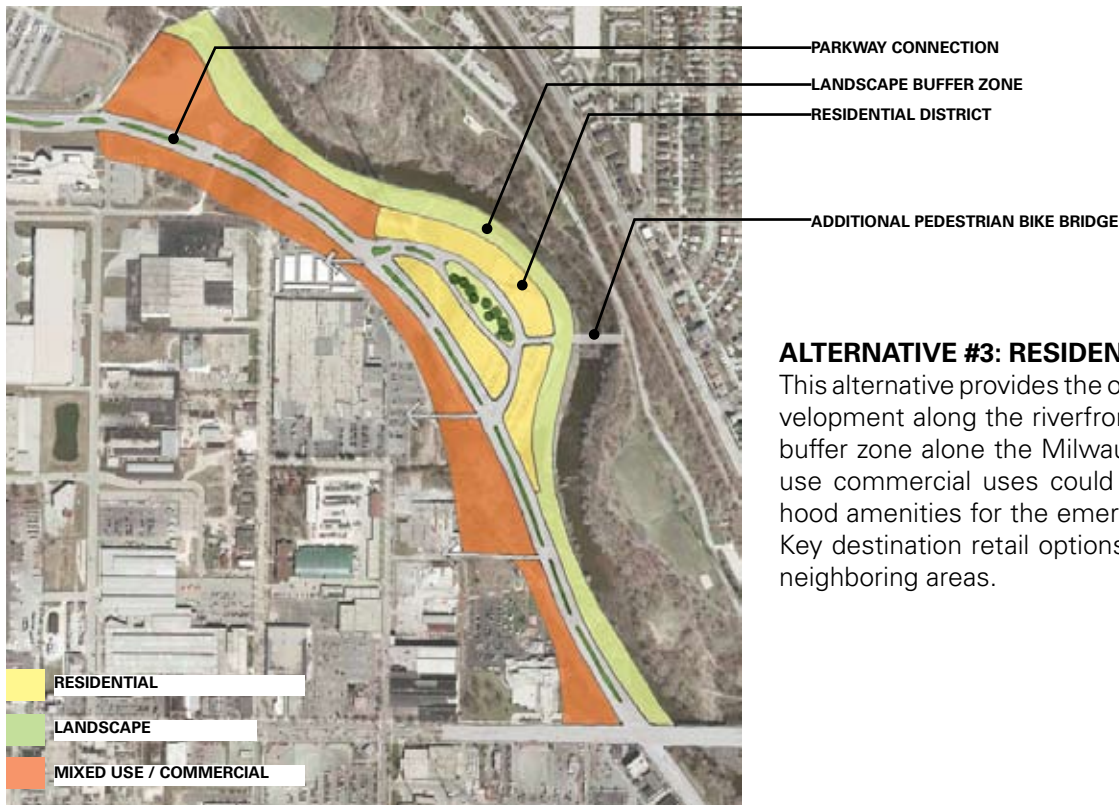


Figure 6.18: Blue Hole - Residential Mixed Use

ALTERNATIVE #3: RESIDENTIAL MIXED USE

This alternative provides the opportunity for residential development along the riverfront and includes a landscape buffer zone along the Milwaukee River. Adjacent mixed use commercial uses could provide walkable neighborhood amenities for the emerging residential community. Key destination retail options could also be provided for neighboring areas.

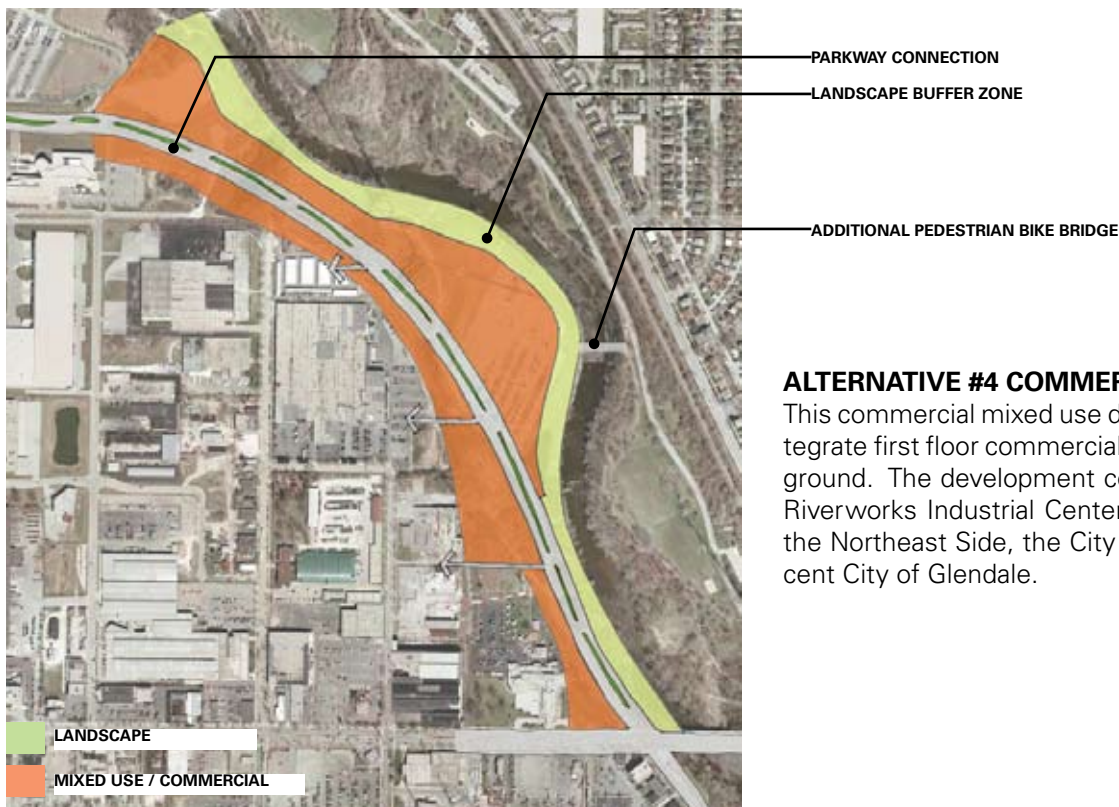


Figure 6.19: Blue Hole - Commercial Mixed Use

ALTERNATIVE #4 COMMERCIAL MIXED USE

This commercial mixed use development option could integrate first floor commercial with residential uses above ground. The development could be an extension of the Riverworks Industrial Center and provide more jobs for the Northeast Side, the City of Milwaukee and the adjacent City of Glendale.

7: Riverwest - Area 3

AREA OVERVIEW

DISTRICT:

3A - BEER LINE "B" & "C" CORRIDORS

CORRIDORS:

3B - CENTER STREET

3C - LOCUST STREET

3D - HOLTON STREET

3E - LINEAR PARK

CATALYTIC PROJECT:

3F - CENTER STREET & HOLTON STREET INTERSECTION

3G - NORTH AVENUE CORRIDOR - MARTIN LUTHER KING DRIVE TO
RESERVOIR PARK

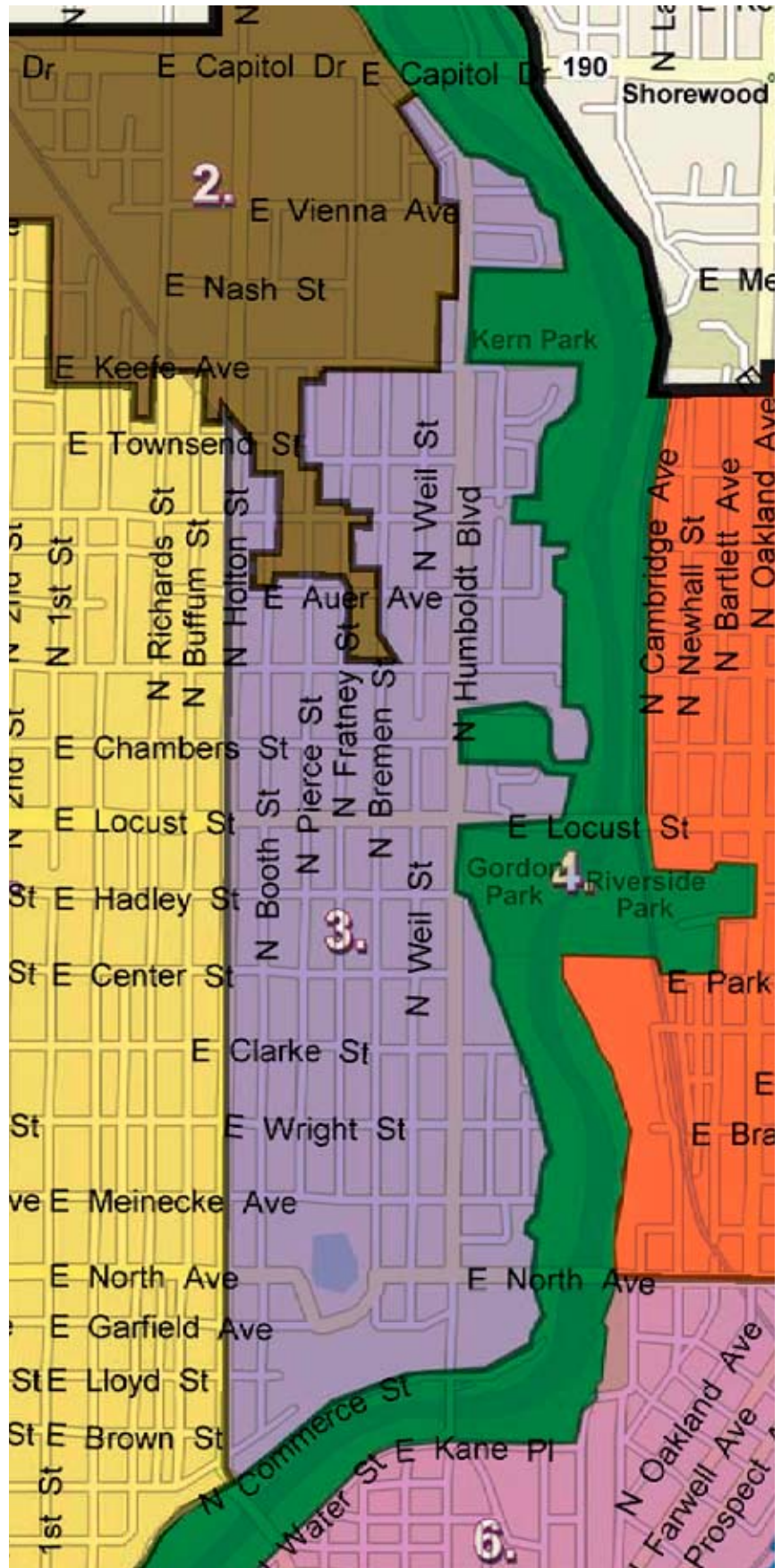
RIVERWEST AREA 3

NORTHEAST SIDE PLAN AREAS

1. Harambee
2. Riverworks
- 3. Riverwest**
4. Milwaukee River
5. Upper East Side
6. Lower East Side
7. Lakefront

Stakeholders:

- Riverwest Neighborhood Association
- Riverwest Neighborhood Association's Guardians of Green Space
- Milwaukee Urban Gardens



RIVERWEST AREA

INTRODUCTION

Located just three miles north of downtown, Riverwest is an urban village in the heart of metro Milwaukee with its own distinctive character and eclectic appeal. Residents describe it as complex and contradictory, at one and the same working class and well off; Bohemian and core value (self-reliant, do-it-yourself, no frills, pragmatic); family-oriented yet open to all lifestyles; independent but loyal (customers who Buy Local and prefer mom-and-pop to chain stores). Based on this, not surprisingly, Riverwest is home to many local independent businesses, artists studios and galleries and one-of-a-kind shops, co-ops, restaurants, community-oriented “handouts”, coffee houses, etc. Many of these creative one-of-a-kind businesses are also marginal and might benefit from a larger following or customer base.

From a physical development standpoint, the community is conservative of its traditional pattern language (way of building). Many original housing blocks are largely intact. Polish flats still exist along with corner stores, residential-above-retail commercial areas, historic schools and churches. Riverwest is rich in history and tradition, although clearly the burden/cost of maintaining these properties has outstripped the incomes of many of its residents.

Local organizations and individuals are active in trying to preserve the artistic identity of the area, promote open space / green space and improve the neighborhood’s commercial areas. This plan seeks to promote Riverwest’s identity by reinforcing and strengthening the unique character and market appeal of its shopping districts and residential areas.

AREA BOUNDARIES

Capitol Drive and Keefe Avenue to the north, Holton Street to the west, the Milwaukee River to the east, and Commerce Street to the south.

GOALS

A. NEIGHBORHOOD SHOPPING CORRIDORS

Promote and strengthen all commercial corridors and scattered sites, particularly the two most prominent commercial corridors in Riverwest; Center Street and Locust Street.

B. DEVELOPMENT STANDARDS

Implement design and development standards based on public input to address restoration of existing structures and promote development that reflects the neighborhood character.

C. SUSTAINABLE AND GREENING INITIATIVES

Encourage “green initiatives” such as urban agriculture, sustainable development, natural landscaping and native plantings in parks, conversion of excess paved area to green

space (and limits on the amount of impermeable surfaces) and better use of open space.

D. RIVERWEST COMMERCIAL CORE

Strengthen Riverwest’s commercial core by organizing, promoting, better connecting and improving scattered commercial sites. Consider a merchants’ association or BID as an organizing tool.

SHOPPING CORRIDORS STRATEGIES

Improve commercial corridors along Clark, Center, Locust and Burleigh to reflect their distinct business character and further encourage retail activity.

1. Create merchants associations or Business Improvement Districts in commercial areas to plan, organize and implement improvements. Model after successful programs in other parts of the city where the merchants association or BID is geared toward business owners (more grass roots than top down).
2. Identify and develop a plan to market vacant retail space in commercial areas.
 - Find neighborhood-serving businesses to make commercial districts more viable, marketable and more of an asset to the community.
 - Search for businesses that could serve as strategic commercial anchors (destination retail) to help support a mix of local and independent businesses.
3. Establish a facade grant program with design guidelines to preserve and enhance commercial district character and appeal.
 - Use district signs or kiosks to promote businesses in the area. Kiosks may also be used to notify people of community events.
 - Foster a more walkable environment to encourage more pedestrian activity by making streetscape, landscape and right of way improvements; for example, better bike lanes.
 - Incorporate traffic calming measures on heavily trafficked streets such as Locust Street, to create a safer, friendlier, more walkable commercial district.
4. Develop an internet marketing plan for area businesses to supplement walk-in sales and advertise for the district. This could also be extended to home-based businesses in the area.
5. Create gateways and green gateway corridors (North Avenue, Locust Street, Capitol Drive) that will highlight arrival into the Riverwest neighborhood and promote its identity using a combination of available green space, signage, public art (Riverwest artist), or streetscape elements (e.g. signature design

RIVERWEST AREA

element such as Riverwest kiosk or architect designed bus shelter).

- Develop a major gateway at the key intersection of Humboldt and Locust and/or Holton and Locust.
- Create secondary gateways with identifying signage at the intersections of Humboldt and Capitol, Humboldt and North or Holton and Center.
- Promote mixed use infill or replacement redevelopment on available properties surrounding the intersection of North Avenue and Humboldt Street. Upgrade or replace the gas station building and canopy to be more pedestrian friendly. Add green space (native plants) where possible and improve overall site. (See Figure 7.1).

6. Improve connections from Riverwest to strong commercial districts on the east side of the Milwaukee River (Brady Street via Holton, East Side BID via North, University Square BID via Locust, and Shorewood commercial district via Capitol Drive).



Figure 7.1: Gateway at North Avenue and Humboldt Boulevard

DEVELOPMENT STRATEGIES

Balance development pressures with effective development tools, incentives and standards that enable local groups to renovate deteriorated properties, return absentee-owned properties to local ownership and construct new development in keeping with Riverwest architectural character, building scale and affordability.

1. Survey and identify significant architectural and historic buildings that should be preserved.
2. Consider an overlay district with design guidelines for renovation and new development that is compatible with the existing neighborhood architecture. Involve community partners in writing, implementing and interpreting guidelines. Make public input a key component of the decision making process. Where possible, incorporate standards of “green” building practices.
3. Review affordable housing issues in the area and seek to meet affordable housing goals.
 - Establish a policy to encourage affordable housing price points in new developments.
 - If possible, expand the scope of “rehab, reclaim and return” housing programs such as those operated by the Riverwest Investment Co-op.
 - Work with existing neighborhood groups to expand community-based assistance programs that: help homeowners establish individual maintenance schedules; help homeowners find resources to perform home improvements; assist in financing repair and maintenance and provide information networking.



Figure 7.2: Major Riverwest Connections and Location of Linear Park

- 5A: Linear Park on Abandoned Railroad Right of Way
- 5B: Garden Park Site
- 5C: Bike Path / Bridge Under Locust Connections

RIVERWEST AREA

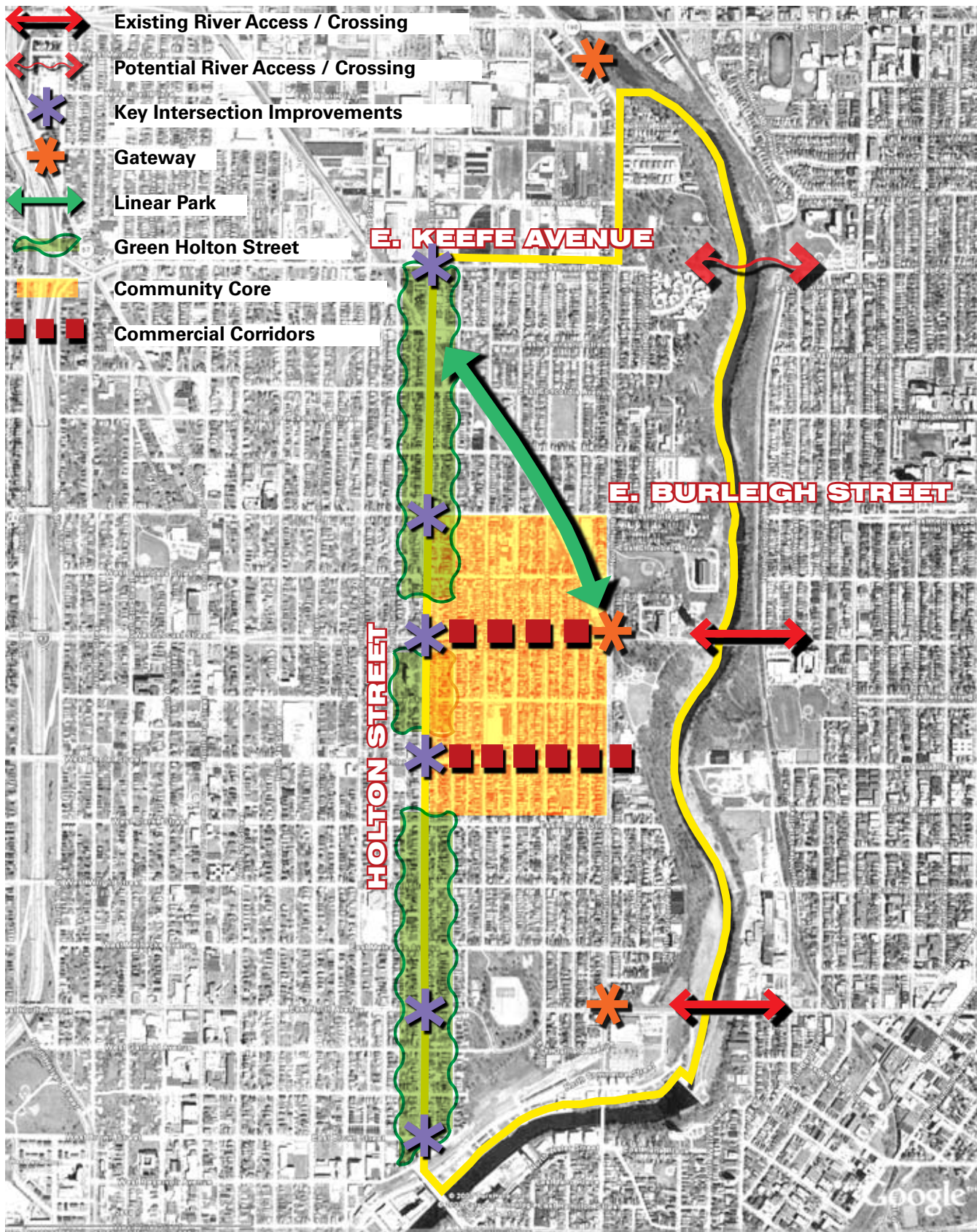
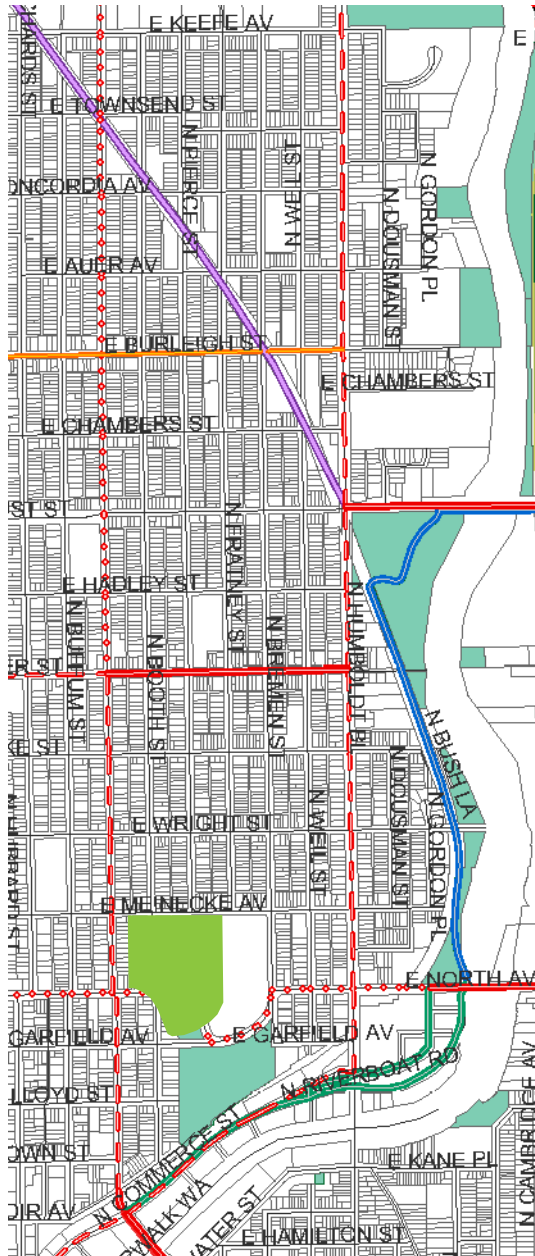


Figure 73: Key Components and Recommendations for Riverwest

RIVERWEST AREA



Parks and open spaces within Riverwest have the potential to be linked through green corridors. The most prominent linkage is the linear park to be developed on the abandoned railroad alignment. Design concepts and guidelines for the implementation of these urban greenway connections should be developed further.

Figure 74: Parkland and Open Space in Riverwest
 * Image Source : City of Milwaukee GIS Data



Figure 75: Garden Park - Corner of Locust and Bremen - Existing Conditions

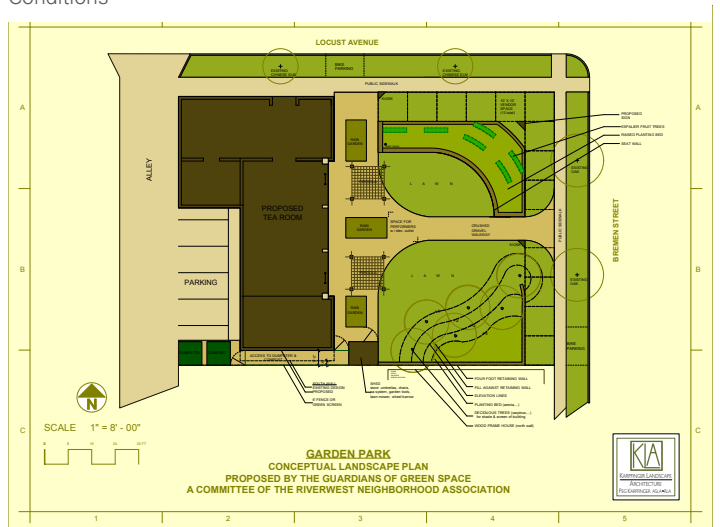
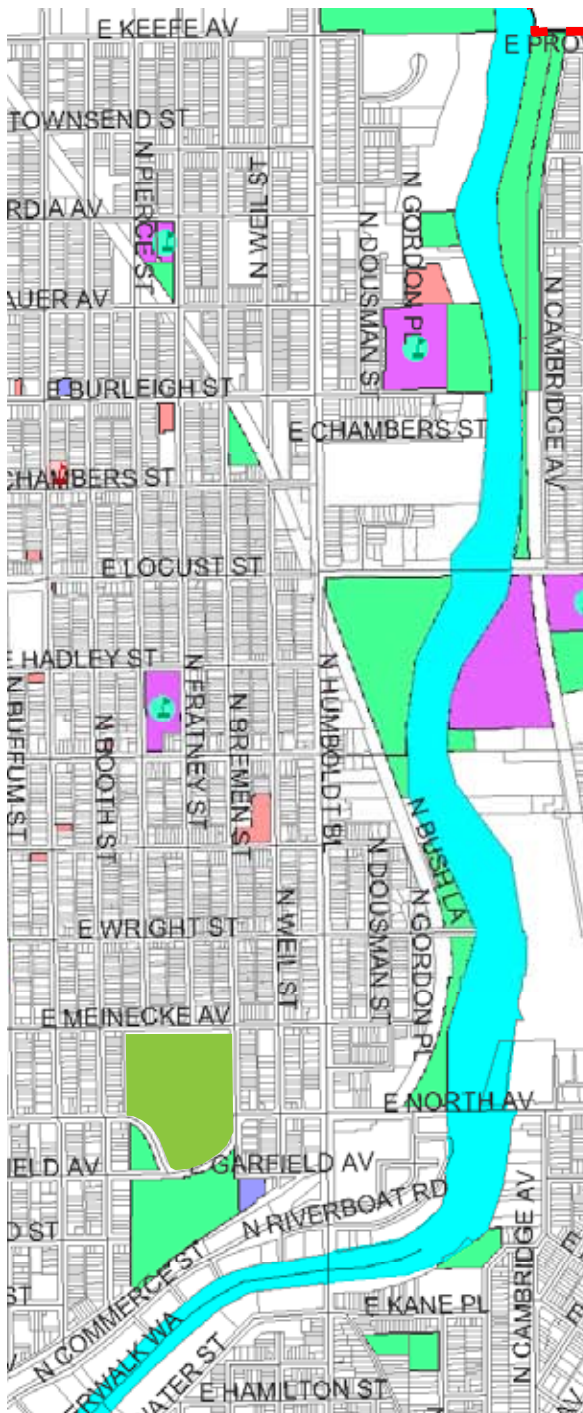


Figure 76: Garden Park Conceptual Landscape Plan Proposed by Guardians of Green Space
 * Image Source : Karpfinger Landscape Architecture



Figure 77: Community Garden

RIVERWEST AREA



Community assets such as schools, churches and community centers should be highlights in a mapping system to be used at kiosks and gateways throughout Riverwest as a tool to let residents and visitors know of these important community resources.

Figure 7.8: Riverwest Community Assets
 * Image Source : City of Milwaukee GIS Data

SUSTAINABLE AND GREENING STRATEGIES

Encourage sustainable development, the preservation of existing parkland, the creation of additional open space and recreation areas, and strengthen pedestrian linkages between these resources.

1. Develop and / or identify sustainable development guidelines that can be adopted throughout the area.
 - Promote the use of Leadership in Energy and Environmental Design (LEED) guidelines for new construction.
2. Evaluate potential for the implementation of green infrastructure projects.
 - Review the feasibility of using permeable paving materials and vegetative stormwater treatment measures for parking areas and roadways.
3. Develop green pedestrian linkages between parks and open spaces.
 - Examine the potential for a multi-use park connection from the river trail system to Pumping Station Park.
 - Evaluate potential for a landscaped connection from Kilbourn Park to the Milwaukee River.
 - Evaluate potential for a linkage from the Linear Park through Pumping Station Park to Gorden Park. (See Figure 7.2)
4. Evaluate the potential for developing additional pedestrian / bike connections across the Milwaukee River: Potential locations include Locust Street, Kern Park and a possible connection that would connect to Hubbard Park.
5. Identify sites that can be preserved as open space.
6. Identify potential sites for the Milwaukee Urban Gardens "Urban Agriculture" initiative.
7. Promote the use of public art in parks and open spaces to engage local artist and the community at large.
8. Develop the "Garden Park" site, on the southwest corner of Locust and Bremen Streets, as a mixed use project that includes retail, local market and neighborhood gathering places. The project might include a restaurant, coffeehouse or tea room with performance space, art gallery space, display gardens or rain gardens, and an indoor/outdoor seasonal market for local crafts and fresh produce from local organic gardens.

RIVERWEST AREA

- Promote Reservoir Park as a community-oriented open space and city-wide amenity in any future plans.
- Make gallery walk a permanent year round feature of Riverwest through the creation of an urban landscaped park with rotating art installations possibly provided by Riverwest Artists Association and a walking map with points of interest.

RIVERWEST BUSINESS COMMERCIAL CORE STRATEGIES

Riverwest residents are concerned about retail gentrification that attracts national chains that can bump-out the local character. As a result, balancing the desire to improve the retail vitality with a local eclectic emphasis is a challenge for the future of this area. Any retail recruitment for Riverwest should incorporate the cultural goals of the community. However neighborhood service retailers like a drug

store could provide some benefits to the residents and businesses in Riverwest by bringing customers who will also frequent the other shops.

1. Enhance an emerging central commercial core bounded by Holton Street, Burleigh Street, Humboldt Boulevard and Clarke Street.

- Promote and improve specialty stores, mom and pop businesses, and one-of-a-kind establishments.
- Create virtual business environment to market through internet.
- Develop specific block improvement strategies and design guidelines to enhance unique character of shopping district.
- Renovate strategic properties within or adjacent to the district.

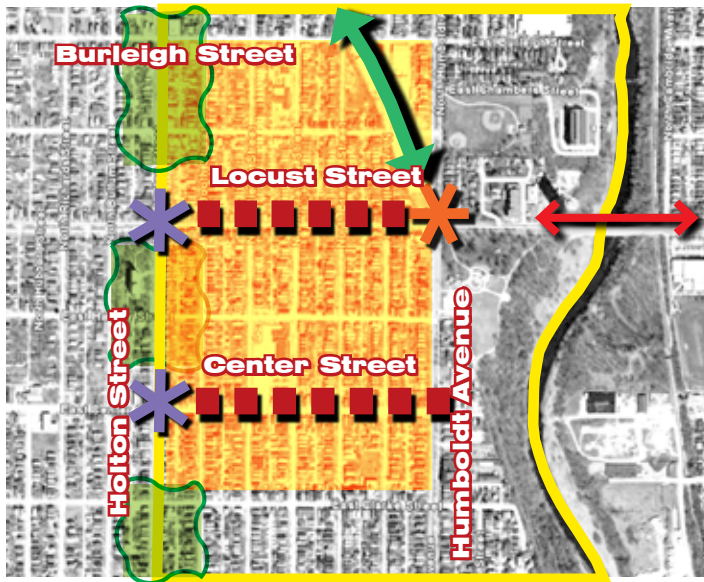


Figure 7.9: Riverwest Business Commercial Core

3A - BEER LINE "B" AND "C" CORRIDOR

INTRODUCTION

Beer Line "B" and "C" are located along a former industrial corridor adjacent to the Milwaukee River. Redevelopment plans for both areas seek to encourage private investment, promote guidelines for housing development and streetscape, encourage improvement of recreational areas, and foster better connections to the Milwaukee River and the historic Brewers Hill. The goal of the plan is to enhance this existing cluster of high-density mixed use urban neighborhoods and promote the continuation of design guidelines used for their development

AREA BOUNDARIES

Beer Line "B" - West bank of the Milwaukee River, between Pleasant Street to the south, Humboldt Avenue to the north-east and Kilbourn Park and Reservoir Boulevard to the north-west.

Beer Line "C" - West bank of the Milwaukee River, between

North Avenue to the north and Humboldt Avenue to the west.

DISTRICT VISION STRATEGIES

Complete the vision for the district and address gaps in the plan and build-out.

1. Maintain and enhance current high level of amenities, parks and parkways.
2. Continue infill development according to design guidelines for the district.
3. Align new development more closely with the original Beer Line "B" vision:
 - Create an additional layer of development that will enhance sense of a pedestrian friendly mixed use urban neighborhood.



Figure 7.10: Beer Line "B" and "C" Boundaries

3A - BEER LINE "B" AND "C" CORRIDOR

LINKAGE STRATEGIES

Link the Beer Line communities to adjacent neighborhoods through riverwalk, parks and other pedestrian connections.

1. Improve links to Brewers Hill, Riverwest, Brady Street, Water Street and downtown through riverwalk improvements and river crossings.
 - Complete undeveloped riverwalk sections on both sides of the river, and connect to the river trail system beginning near the site of the former North Avenue Dam connecting the downtown riverwalk system to the river trail system and extending northward.
 - Enhance segments of the riverwalk with amenities such as landscaping, benches and overlooks.
 - The riverwalk at Beer Line "C" transitions from a hard urban edge to a softer greener and more natural system of trails. Develop a transition zone connecting the riverwalk to the Riverwest neighborhood.

2. Improve and enhance Kilbourn/Kadish multi-use trail and connections from the Beer Line to the trail.
 - Evaluate feasibility of connecting multi-use trail between Kilbourn and Kadish portions of Kilbourn/Kadish Park.
 - Evaluate feasibility of adding additional link to multi-use trail from commerce street. Currently there is only on connection at the Booth Street Stairs.
 - Add signage to inform people that the Kilbourn/Kadish trail is multi-use (pedestrians, bicyclists, joggers).



Figure 7.11: Beer Line "B" and "C"

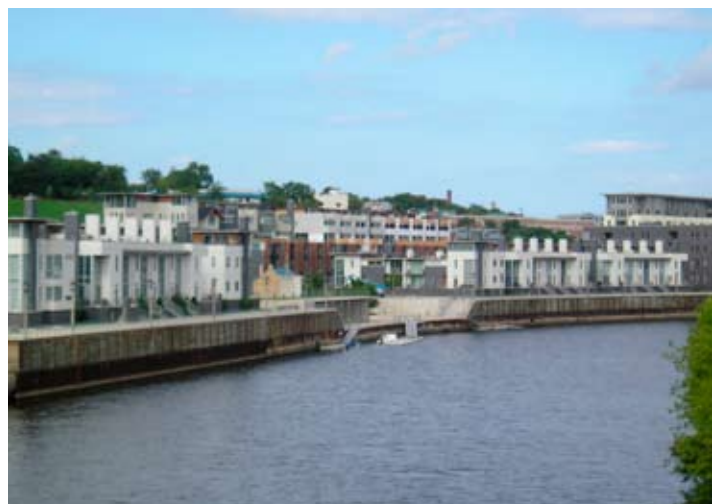


Figure 7.12: Beer Line "B" and "C"



Figure 7.13: Beer Line "B"

3B - CENTER STREET CORRIDOR

INTRODUCTION

Located within the Riverwest Business Commercial Core, Center Street between Holton Street and Humboldt Boulevard is an authentic 19th century neighborhood shopping street fronted by primarily two story retail and mixed use buildings. This architecturally well proportioned series of block faces contains many charming buildings. Building stock along Center Street is in good shape, however most buildings are in need of some updating, renovation and maintenance. The bohemian flare and counter-culture emphasis of the Riverwest neighborhood adds to the overall street ambience with funky small boutiques, clothing stores, music and media stores, coffee houses, bars and other independent retail shops and galleries.

AREA BOUNDARIES

Center Street between Holton Street and Humboldt Boulevard.

SHOPPING CORRIDOR STRATEGIES

Promote the unique character of Center Street as an arts oriented shopping district.

1. Improve and enhance the commercial corridor through promotion of the arts community.
 - Develop programs that provide incentives for arts oriented businesses to locate in the shopping district. Expand on existing Riverwest practices that include commercial and residential mixed uses incorporating artists residences and studio or gallery space.
 - Identify existing and develop new programs that support artist oriented businesses.
 - Promote arts oriented businesses through a business flyer that can be distributed throughout the Milwaukee Metropolitan Area.
2. Promote the use of the Historic National Trust for Historic Preservation "Main Street Four Points Approach" to organize, promote, design and conduct an economic restructuring of major commercial districts.
3. Promote the use of outdoor cafés and other outdoor community meeting places.
4. Coordinate corridor improvements across Riverwest boundaries to include commercial areas in Harambee.



Figure 7.14: Center Street Commercial District



Figure 7.15: Center Street - Example of Artistic Storefront

3B - CENTER STREET CORRIDOR

BUSINESS STRATEGIES

Organize independent retail owners to work towards common goals for the corridor.

1. Encourage the formation of a Business Improvement District (BID), or merchants association.
2. Create design guidelines that include ways in which new local businesses can be incorporated into the existing retail corridor while maintaining its character.

PROPERTY AND STREETScape IMPROVEMENTS STRATEGIES

1. Implement property and streetscape improvements that promote the artistic character of the corridor and improve the pedestrian experience along Center Street.
 - Improvements could entail artful streetscape elements such as benches and street art created by local artists, directory signage, street trees and other natural landscape features, pedestrian lights and bump-outs at the corners to improve crosswalks and create a protected parking zone.
 - Facade improvements could entail storefront enhancements, updated signage and awning that are artfully done.
2. Identify and develop a unique vocabulary for streetscape design.
 - Support and encourage local artists to create themes for neighborhoods.
 - Include the use of functional interactive kiosks for information sharing.



Figure 7.16: Center Street - Existing Streetscape Conditions

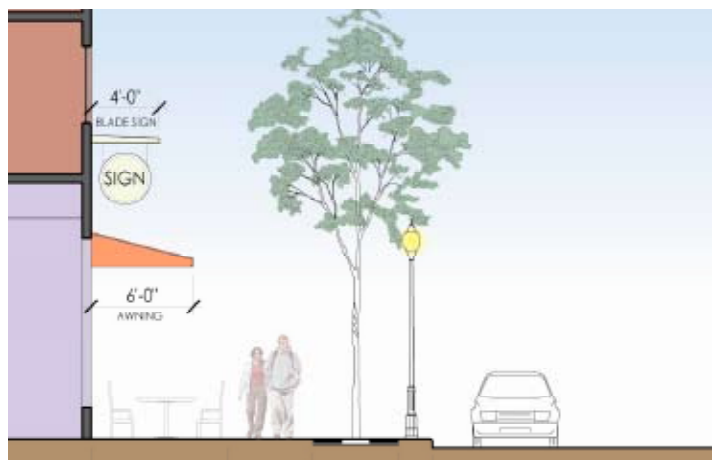


Figure 7.17: Potential Streetscape Improvements

MILWAUKEE RIVER ACCESS STRATEGIES

1. Improve pedestrian connections to the river from Center Street.
2. Create wayfinding public art that directs people to river access points.



Figure 7.18: Example of informal streetscape improvements

3C - LOCUST STREET CORRIDOR

INTRODUCTION

A major east-west connection within the Northeast Side, Locust Street traverses mid point through the Riverwest Area. This citywide corridor provides an opportunity for the development of a vibrant commercial spine that serves not only Riverwest, but the entire Northeast Side community. A stronger and more prominent commercial corridor along Locust Street will capitalize on its central location.

AREA BOUNDARIES

Locust Street between Humboldt Boulevard and Holton Street.

BUSINESS STRATEGIES

Promote a stronger business community and create an identity that defines the corridor.

1. Promote the creation of a Business Improvement District (BID) to unify property owners along the corridor.
2. Create programs that provide incentives for businesses to locate in the corridor's shopping district.
3. Promote Garden Park (on the southwest corner of Locust and Bremen Streets) programming that includes space for a green business, farmer's market and community activities.
4. Allow and promote mixed uses within existing housing stock and through new development to create a more continuous retail edge along the street.



Figure 7.20: Locust Street - Existing Conditions

PROPERTY IMPROVEMENT STRATEGIES

1. Implement property and block improvement strategies.
 - Improve storefront appearance with facade grants.

STREETScape IMPROVEMENT STRATEGIES

Improve the streetscape along Locust Street to develop a pedestrian friendly commercial corridor.

- Improve appearance and pedestrian features of the Locust Street bridge connecting Riverwest to the east side neighborhoods.
- Develop design guidelines for streetscape that includes wayfinding, business signage, and pedestrian amenities that highlight the corridor's image.
- Design and implement traffic calming techniques to slow down traffic and make the corridor more pedestrian friendly.
- Encourage the use of street trees and other landscape features along the corridor.



Figure 7.19: Examples of kiosks and identity signage used in the Northeast Side

3D - HOLTON STREET CORRIDOR

INTRODUCTION

Holton Street is undergoing a major streetscape improvement program south of Center Street that includes additional landscape elements and traffic calming techniques with parking bump-outs and paved crosswalks. The plan seeks to expand streetscape improvement to areas of the corridor north of Center Street and improve upon them to create a pedestrian friendly, vibrant, mixed use corridor.

AREA BOUNDARIES

Holton Street between Center Street and Keefe Avenue.

GOALS

REVITALIZATION AND GREENING STRATEGIES

1. Continue Holton streetscape treatment south of Center, north through Riverworks to Hope Avenue.
2. In addition, green Holton Street with street trees, urban gardens and pocket parks that enhance commercial areas.
 - The greening of Holton Street will also benefit residential buildings along the corridor. Therefore, the placement of street trees and landscape areas should be coordinated with private property owners, especially in cases where the public right of way does not provide ample space for street trees plantings.
2. Work with the Harambee and the Riverwest communities to develop streetscape design guidelines for Holton Street.

COMMERCIAL IMPROVEMENT STRATEGIES

1. Intensify, redevelop and improve appearance of commercial / mixed used clusters at key intersections of Holton and Brady Street, Brown Street, North Avenue, Meinecke Avenue, Wright Street, Clarke Street, Center Street, Locust Street, Burleigh Street, Auer Avenue, Concordia Avenue, Townsend Street, Keefe Avenue and Capitol Drive.
2. On the south end of Holton (near Pueblo Foods, etc.), support ethnic retail clusters that act as a draw for the growing Puerto Rican community in the area. Enhance with outdoor cafes, plazas, etc., where space permits.
3. Implement a facade improvement program that includes a strategy for the development of a stronger business presence. Enhance identity features such as storefronts and signage that will define the corridor's image.

RESIDENTIAL IMPROVEMENT STRATEGIES

1. Improve appearance of residential properties through facade and lot improvements.
 - Promote cohesiveness between restoration of commercial and residential properties.
2. Evaluate return of Holton Street right-of-way to its original narrower cross-section. Install a wider verge (tree border area) to buffer residential and commercial uses from traffic noise, etc.
3. Where the market will support housing, include residential infill (single-family or multi-family) in scale and character with the neighborhood. Allow greater densities as part of commercial/mixed use clusters at Holton Street key intersections noted above.



Figure 7.21: Holton Street - Existing Streetscape Conditions

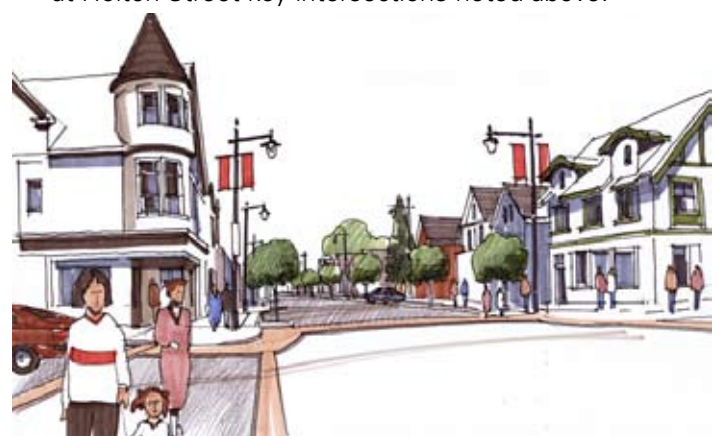


Figure 7.22: Center Street and Holton - Looking south from the east side of the street

3E - LINEAR PARK CORRIDOR

INTRODUCTION

Linear Park is a community-based project that will bring new life to the abandoned Soo Line Railroad right of way between Humboldt Boulevard and Keefe Avenue. The City of Milwaukee will put in an asphalt bike/walking trail in the Spring of 2008. A local landscaper and landscape architect worked with the Riverwest Neighborhood Association to create a landscape design which incorporates local culture and history. The community and the city will work together to create future landscaping improvements.

VISION

Promote a vital urban greenway through the Riverwest neighborhood providing pedestrian linkages to a network of trails, parks and community facilities.

AREA BOUNDARIES

Abandoned railroad right of way alignment between Humboldt Boulevard and Keefe Avenue.

COMMUNITY PARTICIPATION STRATEGIES

1. Encourage community participation in the implementation of the community supported design for Linear Park.
 - Continue volunteer participation in implementation, construction & management of the Linear Park Hike and Bike Trail and any future enhancements.

PROGRAMMING STRATEGIES

Make Linear Park a destination for the community that includes recreational uses, native ecology education and parkland and open space.

1. Incorporate key recreational elements (e.g. ice skating rink, biking, walking, running) and community events.
2. Encourage public art displays along the corridor as part of a broader community arts program.
3. Incorporate educational programs as part of the experience.
 - Promote the use of native plantings, wildlife habitats and sustainable landscapes that will serve as an educational tool.
 - Use interpretive signage to describe sustainable landscapes and public art.
 - Connect to local schools and provide education programs. (Pierce, Messmer Prep., Gensler, Fratney).
4. Encourage open space nodes along the corridor.

5. Redevelop the Johnson Controls site.
 - The Riverwest Green Homes project, a LEED for Neighborhood Development Pilot project, is a sustainable residential development that can serve as an educational tool while bringing additional investment to the area. Urban agriculture programs, community gardens and public spaces could be pursued as part of this residential development.
 - Evaluate the current Industrial Light zoning for parcels adjacent to the former Soo Line Railroad right-of-way (Linear Park), and rezone for compatibility with surrounding land use and consistency with market potential.

LINKAGE STRATEGIES

Encourage connections between proposed community facilities and open spaces along the Linear Park using landscape and pedestrian amenities

1. Identify strategic connections from Linear Park to surrounding neighborhood resources (such as parks and playground) and establish a stronger link.



Figure 7.23: Existing Abandoned Railroad Right of Way



Figure 7.24: Potential creation of a Riverwest trail along the abandoned railroad right of way

3E - LINEAR PARK CORRIDOR

- Utilize streetscape and landscape features to reinforce connections.
 - Utilize neighborhood and corridor maps to direct visitors along the corridor and to areas of interest in the Riverwest neighborhood.
2. Develop a multi-use trail system that allows for a variety of uses including leisure walking, biking and cross country skiing.

3F CATALYTIC PROJECT: CENTER AND HOLTON STREET INTERSECTION

INTRODUCTION

The intersection of Holton and Center Streets has the potential to become one of the most important intersections of Riverwest. It is at the beginning of the Center Street Commercial Corridor and part of a cluster of commercial uses on Holton Street which defines the western boundary of the Riverwest neighborhood. The goal of this plan is to improve this key intersection as a node of commercial activity that will highlight the identity of the area through streetscape improvements and additional pedestrian amenities.

COMMERCIAL STRATEGIES

Intensify commercial / mixed uses through property redevelopment and strategic infill.

1. Occupy available vacant space
 - Create programs to recruit new businesses.
 - Promote linkage with the artistic image and businesses of the Center Street Corridor.

PROPERTY RENOVATION STRATEGIES

1. Improve properties in need of repair.
 - Identify available funding source and create

programs to conduct basic repairs needed to attract investors.

- Improve facade storefronts to attract customers to the area.
2. Consider a Targeted Investment Neighborhood for the Holton Street area, Brown to Center Street (with possible expansion north to Locust).

STREETScape IMPROVEMENT STRATEGIES

Continue the Holton Street streetscape improvement program northward on Holton. Extend streetscape elements from the Center Street Corridor to the intersection to highlight entrance to the commercial area.

1. Add landscape elements such as street trees and planting beds to parking bump-outs.
2. Promote the use of signage that foster a better image for the intersection.
3. Install pedestrian amenities where appropriate, such as benches, pedestrian lighting and trash receptacles.



Figure 7.25: Center Street and Holton Street - Existing Conditions



Figure 7.27: Center Street and Holton Street - East view from south side of the street showing street trees and new commercial district signs.



Figure 7.26: Center Street and Holton Street - Existing Conditions



Figure 7.28: Center Street and Holton Street - View west from the north side of the street

3G - CATALYTIC PROJECT: NORTH AVENUE CORRIDOR - MARTIN LUTHER KING DRIVE TO RESERVOIR PARK

INTRODUCTION

This important section of North Avenue connects Harambee to Riverwest. Many redevelopment opportunities along the corridor provide the potential for both a stronger connection and a stronger commercial area that will benefit surrounding neighborhoods.

REDEVELOPMENT STRATEGIES

Conduct a full corridor study to evaluate in detail the existing conditions of the area, its market capacity and redevelopment opportunities. Following are some preliminary recommendations for the area:

1. Survey existing building stock to identify buildings that should be restored rehabbed or replaced. Address building code violations and deferred maintenance.
2. Promote conversion of vacant or underutilized housing stock into commercial and mixed uses.
3. Design streetscape improvements that unify the corridor, improve its image and encourage businesses to move into the area.
 - Provide curb bump-outs for car protection and pedestrian safety along North Avenue.
 - Install street trees and other landscape improvements, pedestrian lighting and amenities.
 - Improve signage to create an identity for the area.
4. Encourage site and building improvements at key intersections such as Holton and Buffum Streets that will bring additional investment into the area.
 - Create infill redevelopment on the north side of North Avenue and Buffum Street and consider a neighborhood park or tot lot on the south.
 - Use landscape to screen the corner gas station at Holton Street and North Avenue.
5. Redevelop vacant lots owned by the city to add value and spur development along this part of the North Avenue corridor.



Figure 729: Holton Street and North Avenue Looking East.



Figure 730: North Avenue and Buffum Street Looking East

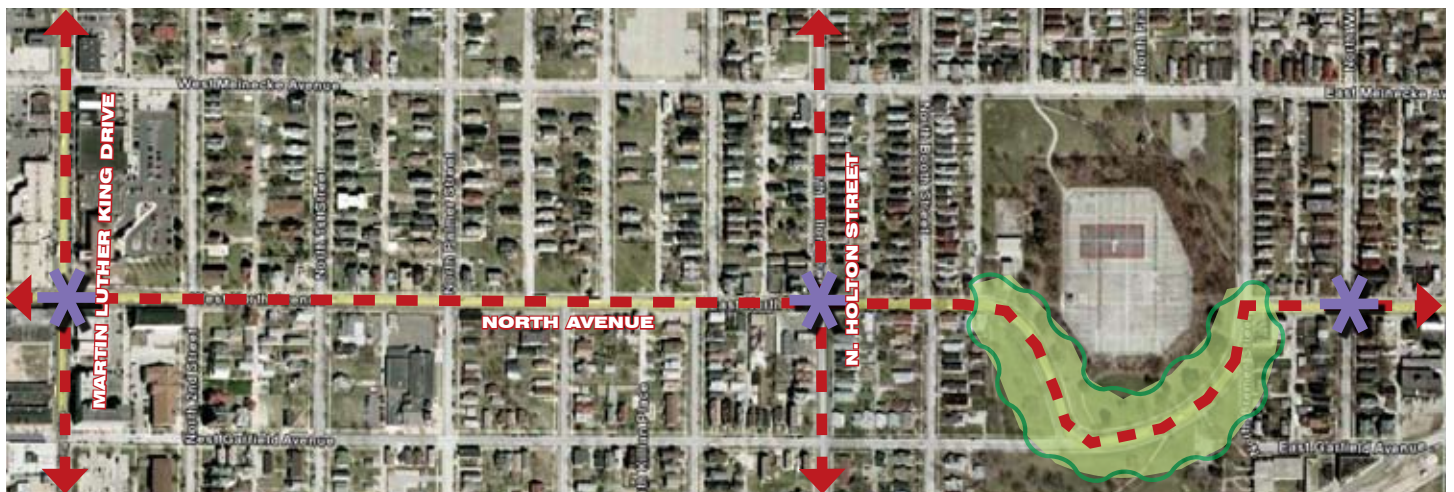


Figure 731: Aerial of North Avenue Between MLK Drive and Reservoir Park

8: Milwaukee River - Area 4

INTRODUCTION

KEY ISSUES AND STRATEGIES

RIVER DISTRICTS:

4A - DOWNTOWN RIVERWALK

4B - NATURAL RIVER

DESIGN GUIDELINES

INCENTIVES, REGULATIONS AND LAND MANAGEMENT

ADMINISTRATIVE AND DEVELOPMENT REVIEW PROCEDURES

CATALYTIC PROJECTS:

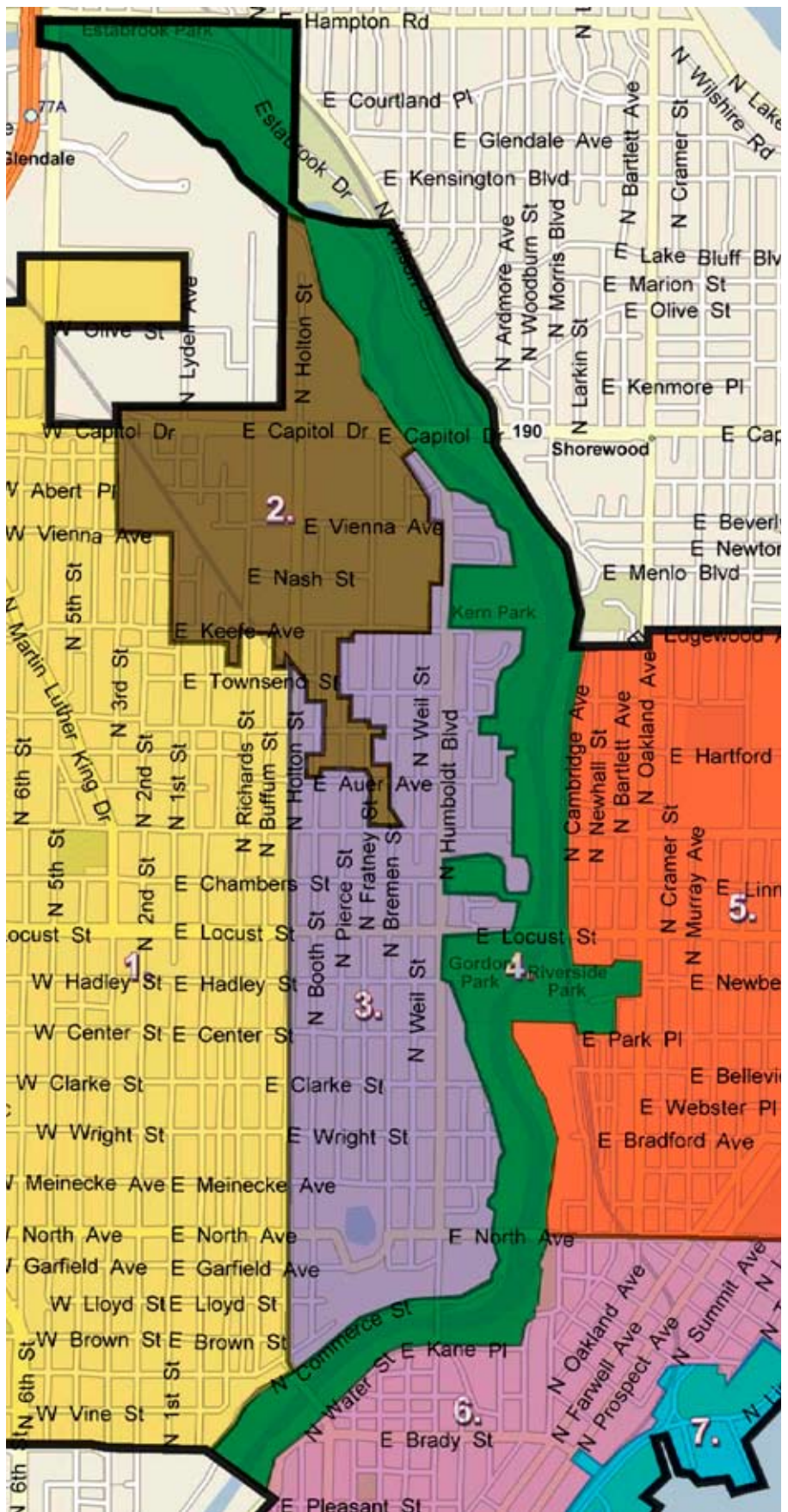
4C - OVERLAY DISTRICT FOR THE MILWAUKEE RIVER ENVIRONMENTAL
CORRIDOR

4D - PEDESTRIAN MARSUPIAL BRIDGE AT LOCUST STREET



MILWAUKEE RIVER Northeast Side Plan Areas

- 1. Harambee
- 2. Riverworks
- 3. Riverwest
- 4. Milwaukee River**
- 5. Upper East Side
- 6. Lower East Side
- 7. Lakefront



Stakeholders:

- Milwaukee River Work Group (MRWG)
- Milwaukee County Parks
- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Wisconsin Department of Natural Resources
- Urban Ecology Center
- River Revitalization Foundation
- Friends of Milwaukee’s Rivers (Milwaukee Riverkeeper)

MILWAUKEE RIVER AREA

INTRODUCTION

The Northeast Side is bisected by the Milwaukee River, a unique and highly valued environmental corridor within the urban fabric of the city. The river corridor is recognized as a vital wildlife corridor, a place of quiet refuge and natural beauty for residents and tourists, a source of drinking water, and a great place for recreational pursuits like hiking, canoeing, kayaking, fishing, and biking. The Milwaukee River is also recognized as an important outdoor classroom for our city's children. Reinvigorated interest in the river as a natural resource, and reclamation of former industrial sites, has begun to return this corridor to its former status as a significant open space with many ecological benefits. Within the context of the Northeast Side planning process there is an ongoing public dialogue about the evolution of this environmental corridor and what type of place is being established for future generations. Current issues such as development impacts, water quality, flood levels, endangered species, preservation of natural habitats, stormwater runoff, erosion, and environmental contamination, are being discussed among river stakeholders. These include community groups, city, county, and state agencies with jurisdiction over these lands. Protecting the river and its natural habitat is a common goal of both the local governing entities and the community.

During the course of the Northeast Side planning process, the Milwaukee River Work Group (MRWG) formed to develop a vision for this environmental corridor. The MRWG is comprised of representatives from numerous community organizations including the Milwaukee Riverkeeper, the River Revitalization Foundation, the Urban Ecology Center, the City of Milwaukee, the Wisconsin Department of Natural Resources (DNR), the Trails Programs of the National Park Service, the Milwaukee County Parks Department and several neighborhood associations.

With the likelihood of new development impacting parts of this natural landscape, the MRWG asked the Milwaukee Common Council in May 2007 to create an Interim Study Overlay District. The approved interim study district allows a two-year period for gathering public input and visioning, developing guidelines to preserve and protect the Primary Environmental Corridor (a.k.a. river corridor), and requires new commercial and multi-family developments be approved by the Board of Zoning Appeals as a special use. Based on the outcomes from the interim study district planning efforts, which include a series of community visioning workshops, a permanent overlay district will be established to preserve the Primary Environmental Corridor and guide development in adjacent areas. To see a summary of the workshops, go to www.protectmilwaukee.com. See the catalytic project section in this chapter for details of the MRWG Environmental Corridor Overlay District under consideration.

VISION

Developing a master plan for the future of the Milwaukee River Greenway provides many opportunities to define an ecological environment, enhance the existing network of open space, strengthen the green infrastructure of the city and establish incentives and management practices to support the goals of the corridor. It is important that the Northeast Side Plan supports a balanced vision for the environmental corridor that preserves its natural beauty and habitat, provides guidelines for adjacent development and enhances public access.

KEY ISSUES AND STRATEGIES

LAND OWNERSHIP

Land within the environmental corridor is owned by a variety of entities including Milwaukee County Parks, Milwaukee Metropolitan Sewer District (MMSD), and a number of private property owners. Close to two-thirds of the river corridor is publicly owned land, e.g. parkland. However, even though it might appear that these publicly owned lands are preserved "as of right," they are not. Privatization of public lands and buildings is possible in this fiscal climate, often leading to a loss of public amenities. Therefore, a major goal of the MRWG's planning effort is to preserve and protect all lands within the area designated as the Primary Environmental Corridor by SEWRPC (Southeast Wisconsin Regional Planning Commission). To achieve this goal additional land acquisitions or easements may be required



Figure 8.1: Milwaukee River and floodplain

to create a contiguous and continuous ecological corridor adjacent to the river.

After the 1997 removal of the North Avenue Dam, land along the banks of the river that had once been submerged, gave rise to a diverse floodplain ecosystem (commonly called "mud flats" when they first appeared) native plants and wildlife habitat. Popular with hikers, birders and naturalists, the floodplain has become a popular greenway accessed by many footpaths or soft trails. In order to keep the river publicly accessible, the City of Milwaukee and Milwaukee

MILWAUKEE RIVER AREA



Figure 8.2: River Fishing

* Photograph Source: Milwaukee Central Park Contest Winner

PUBLIC ACCESS

The location and enhancement of recreational trails and access points to the river corridor is considered one of the key issues within the Northeast Side. The steep slopes of the corridor’s natural terrain and wetlands tend to isolate the Milwaukee River corridor and limit access from the adjacent neighborhoods. At the same time, this isolation provides a wilderness area in the heart of the city, and a green breathing space for urban neighborhoods. River workshop participants have indicated that there is a need for better (not more) access points and bridge crossings to connect neighborhoods to the river corridor. The five elevated roadway bridges that cross the river in the east/west direction are considered sufficient for current and future vehicular transportation needs, but need to be much better designed for pedestrian and bicycle access. In addition, pedestrian and bicycle connections to the river from these streets and bridges is either missing, ad hoc, or poorly designed.



Figure 8.3: River Fishing

* Photograph Source: Milwaukee Central Park Contest Winner

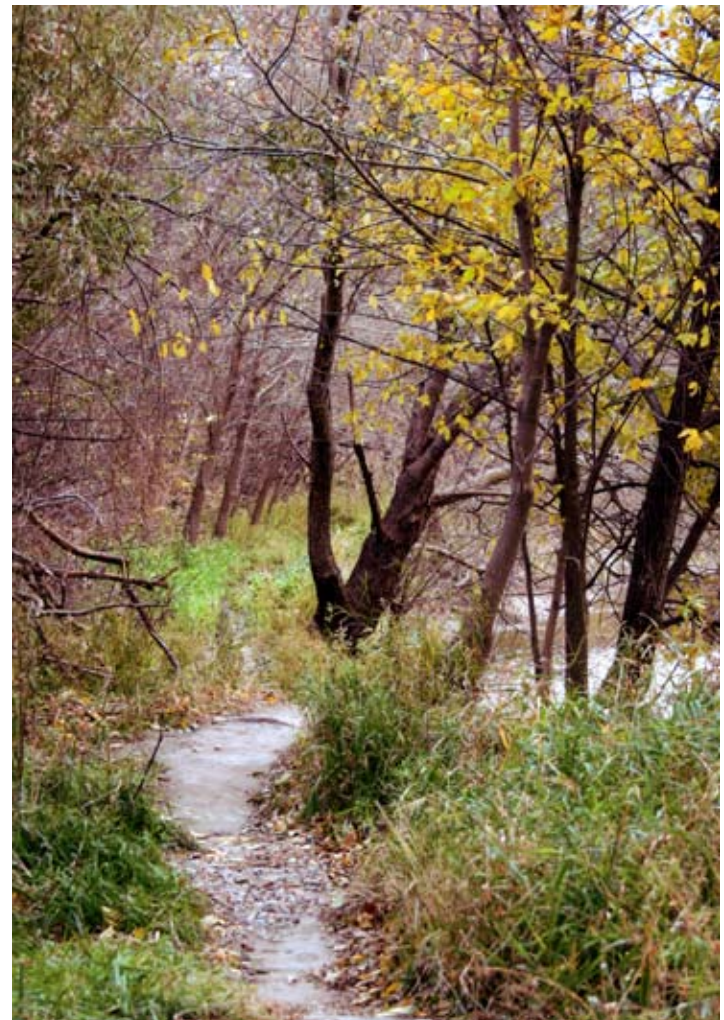


Figure 8.4: Example of Informal Trail

* Photograph Source: Milwaukee Central Park Contest Winner

County have made informal agreements with riparian owners for a publicly accessible continuous easement along the river edge. This easement could eventually provide continuous pedestrian and bicycle access from Holton Street to the northernmost city boundary at Lincoln Park.

MILWAUKEE RIVER AREA

Within the corridor, there is an informal system of soft trails, that are disconnected in places, rough or impassable in others, and not accessible to all groups of users. With the exception of the pedestrian bridge at the former North Avenue Dam, and the Holton Street Marsupial Bridge, there are no other pedestrian/bicycle crossings from the trails on one side of the river to the other at river level, and there are only two bridges at street level that are designed for pedestrian/bicycle crossing. These connections need to be added or improved.

TRAIL UPGRADES

The Milwaukee River corridor is a high quality environmental resource recognized for providing valuable open space within the urban environment. However, due to the changes in terrain and relative isolation of the corridor, there is a lack of integration between the corridor and Northeast Side neighborhood parks, open spaces and streetscapes. There is the potential to better connect and integrate the environmental corridor with the life and infrastructure of the surrounding neighborhoods.

Within the corridor there are many existing trail systems and opportunities for enhancements. Trail systems and trail access range in both typology and hierarchy. While the Oak Leaf Trail is a well constructed, defined paved trail and a tremendous asset, the trail system within the river corridor needs to be designed to a different standard of use and sustainability appropriate to the floodplain ecosystem. Without an organizing or unifying plan, the various informal trails within the river corridor will continue to be difficult to find and navigate. Some may be eroded or rutted because no one is responsible for their upkeep. Consistent signage and wayfinding will substantially improve access to the corridor. Signs within the corridor should be unobtrusive, whereas wayfinding signs that direct people to the corridor from adjacent streets need to be more visible.

MRWG is in the process of doing a detailed trail study of existing trails and trail access, which will help identify missing links needed to create an integrated network of trails throughout the river corridor.

TRAIL ACCESS

It is important to design specific trail access points to reduce and control the number of informal and unplanned entries to river edge trails that can cause erosion and create safety problems. For example, an informal access point can become a mud slide or rutted ravine. In order to provide access to the river as a natural and recreational resource, appropriate access areas have been identified by the community. These access points should be integrated with outlying neighborhoods to further promote their use. Several potential access points that have been recently discussed include:



Figure 8.5: Example of an Informal Trail

- Stairway and ramp access to Oak Leaf Trail from Hampshire Street and Cambridge Avenue.
- Kern Park (Milwaukee) to Hubbard Park (Shorewood) footbridge (at river level).
- Bridge piers (supporting columns) under E. Locust Street Bridge would support a “marsupial” pedestrian bridge to connect river level trails on both sides of river.
- New bridge over Oak Leaf Trail at E. Park Place (at Urban Ecology Center) will have ramp from street level to trail level on west side.
- E. North Avenue needs improved access to Beer Line ‘B’ and ‘C’ river trails.
- N. Humboldt Avenue needs improved access to river trail system.
- N. Holton Street Marsupial Bridge ramp and stairway connection to river level needs completion as designed.

TRAIL ENHANCEMENTS

Existing trails and open spaces should be improved to foster better river use and connections or linkages throughout the corridor. Public discussion has centered on the following topics:

- Create a stronger connection from the Oak Leaf Trail to parks and open spaces such as Cambridge Woods and Riverside Park.
- Restore, maintain and replace trail surfaces and infrastructure as appropriate.
- Establish a public trail along the west side of the river.
- Create a sense of arrival at river connections.
- Improve connections to Brewers Hill and Riverwest.
- Address steep grade changes that create a discon-

MILWAUKEE RIVER AREA



Figure 8.6 Management of invasive plants, such as garlic mustard (*Alliaria petiolata*) is needed along the river corridor.

* Photograph Source: Milwaukee Central Park Contest Winner



Figure 8.7: Scenic Waterfalls in Milwaukee River

* Photograph Source: Milwaukee Central Park Contest Winner

nect between the lower soft trail system and higher embankments such as the south bend in the river near Humboldt Avenue and Caesars Park.

- Make river crossings easier for pedestrians to use and shorter to cross, where possible.
- Preserve river access and existing connections to the riverfront at important sites such as the former Melanec’s Wheelhouse on Riverboat Road.
- Improve southbound Oakland Avenue bike lane and connection to North Avenue bike trail entrance.
- Remove safety hazards in the river for canoeists and kayakers.

SIGNAGE

Keep signs and markers minimal and natural in the river corridor. While additional signage is essential to increasing use of the corridor, signs should not intrude on its environmental integrity.

RIVER DISTRICTS

Provide clear street-level signage and upgrade connections to the river environmental corridor. Pursue grant opportunities for wayfinding and distance based signs to Milwaukee neighborhoods and institutions. Signage precedents could include existing signage examples currently found on Brady Street and the Downtown riverwalk.

LANDSCAPE QUALITY

The addition of native planting areas along river trails, the management of invasive plants, and the limitation of pedestrian trails to designated locations will improve and stabilize not only the corridor edge, but also the habitat quality, and ultimately, the river water quality in the Primary Environmental Corridor.

STORMWATER AND WATER QUALITY

Due to large impervious surfaces, stormwater infrastructure (“the deep tunnel”) often gets overloaded and results in sewage overflows into the Milwaukee River during large storm events. Within the corridor there is an opportunity to mitigate stormwater runoff through low impact development techniques such as pocket parks, bio-swales and other mitigation techniques, provided that any adverse impacts on bluff stability are addressed.

Developing an environmental program for improving water quality and habitat will also result in increased river usage by boaters and paddlers who will rediscover this valuable asset.

Therefore it is important to conduct periodic assessments of environmental quality, river habitat, hydrology, and other technical studies to identify issues that need to be addressed for the successful improvement of the environmental corridor.

RIVER DISTRICTS

Along the Primary Environmental Corridor there are very distinct typological zones with specific conditions. For the purposes of this plan, these are considered separate districts that will require the following different planning approaches and guidelines:

1. Downtown Riverwalk District from harbor entrance to the former North Avenue Dam (Melanec’s parcel) on the west bank and up to Humboldt on the east bank.
2. Natural River District from the former North Avenue Dam on the west bank and from Humboldt on the east bank extending north to Lincoln Park and beyond as far as river trails extend.

RIVER DISTRICTS



Downtown Riverwalk District



Natural River District

*Note: Boundaries are approximate.
See Page 192, Figure 8:20 for SEWRPC
Primary Environmental Corridor Bound-
ary and Milwaukee River Site Plan
Review Overlay District Boundary*



Northeast Side Boundary

Figure 8.8: River Districts

RIVER DISTRICTS

District 4A - Downtown Riverwalk: Recent developments in the Third Ward, Downtown and the Beer Line “B” have transformed the southern portions of the Milwaukee River with new urban neighborhoods. The southern river’s edge is defined by the newly constructed riverwalk connecting townhouses, modern condos and renovated loft buildings.

In general, the river edge in this district is “hard-scape” with a structured riverwalk, paved walkways, streetscape furniture, pedestrian lighting and a variety of decorative landscape elements. The Beer Line “B” is a great template for riverwalk design that embraces the urban conditions found in this section of the Milwaukee River corridor. The design of the river’s edge typically follows these existing river walk guidelines for new development. Access and pedestrian linkages are critical to creating a sense of place in this urban river district. Therefore it is important to strengthen the connections to existing pedestrian pathways such as the Beer Line “B” trails and Reservoir Park. Creating a sustainable approach

to landscape and stormwater management in this district will enhance water quality and improve the health and beauty of the area. The following are recommendations for this district:

- Create and implement a “green” river edge district that links the Downtown Riverwalk District to the river trail system and connects neighborhoods on both sides of the river.
- Establish stronger river connections, by improving existing connections and completing unfinished sections of the riverwalk.
- Complete the stairway connection to the river walk at the Holton Street Marsupial Bridge.

District 4B - Natural River: (Former North Avenue Dam to Lincoln Park north to city limits). North of the former North Avenue Dam, the terrain changes. The river flows through a wide natural greenway with wetlands and steep slopes, creating an oasis within the urban neighborhoods. This district transitions from the very urban downstream conditions to the more rural and natural conditions north of North Avenue. There is an opportunity to explore a series of linkages which are environmentally sensitive and responsive to the desires of the residential property owners adjacent to the river corridor. These linkages could include aesthetic and environmentally sensitive onshore trail treatments. Since new development may impact the river corridor, it is important that new development is designed in a sensitive manner. For example, there is a potential for new development at the Hometown site on the east bank of the river north of North Avenue to be designed in an environmentally sensitive way.

Informal river front trail easements between the North Avenue bridge and Riverside Park allow a river front trail to pass through the flood plain at a number of private properties. There is a pedestrian



Figure 8.9: Lakefront Brewery Riverwalk



Figure 8.10: Beer Line “B” Riverwalk



Figure 8.11: Canoeing on the Milwaukee River

* Photograph Source: Eddee Daniel

RIVER DISTRICTS

and vehicular bridge at Park Place connecting the Urban Ecology Center, Oak Leaf Trail and Riverside Park to the river trails. New developments may provide an opportunity for additional public access. If any of the major industrial properties significantly change in building requirements or land use over the next 10 to 20 years, there may be opportunities to address the following issues:

- Increase parkland and green connections to parks and trails where feasible.
- Preserve historic buildings for adaptive reuse.
- Reuse existing open space to become natural green infrastructure areas for stormwater retention, placed away from the bluffs.
- Explore partnerships between local residents, entrepreneurial green businesses, and research based educational institutions such as UWM that reestablish connections from parks to neighborhood, e.g. community science and learning projects, urban gardens, programs in environmental stewardship, etc.
- Create a community of green business research, green incubator businesses, green transportation infrastructure, and environmental live work space.
- Along the eastern edge of the corridor, improve the connections to Oak Leaf Trail and open space network to neighborhoods.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) recommends protection and preservation of habitat within the Primary Environmental Corridor (PEC). In order to achieve this, a PEC trail conservation plan may be useful in designating trail locations, access, use, construction and maintenance guidelines. The issues described below identify opportunities on both the East and West Banks of Milwaukee River between the former North Avenue Dam and Port Washington Road.

In order to protect and enhance the west bank of the Milwaukee River between North Avenue and Locust Street, Milwaukee County Parks should, if possible, secure a continuous trail easement through agreements and property transfers. This easement would further protect and enhance this bank of the Milwaukee River as a SEWRPC designated Primary Environmental Corridor. The following is a list of concerns for the west bank:

- There are some security issues due to dense vegetation and lack of artificial lighting. Thought needs to be given to improving security without damaging the natural characteristics of the area.



Figure 8.12: View looking south from the North Avenue bridge



Figure 8.13: Estabrook Falls at Sunset

* Photograph Source: Eddee Daniel



Figure 8.14: Friends of Milwaukee's Rivers (Milwaukee Riverkeeper) Clean-up

* Photograph Source: Eddee Daniel

RIVER DISTRICTS

- There are erosion issues on this side of the river from off-trail traffic due to too many unauthorized and undesigned points of entry.
- Until continuous trail easements are in place, there may be occasional trespass issues on private properties.
- There are wildlife and habitat issues within the new floodplain created by the removal of the North Avenue Dam. Specifically, these issues surround the newly created habitat for Butler's Garter Snake, a threatened species in Wisconsin.
- On the west bank of the river between Locust Street and Capitol Drive, the County, River Revitalization Foundation, and Milwaukee Riverkeeper are working with property owners to secure a continuous easement, although many owners voluntarily allow access. Property owners include the City of Milwaukee, MMSD (Milwaukee Metropolitan Sewer District), Quakers / Friends and approximately 10 private residential property owners.

On the east bank of the river between Locust Street and Capitol Drive, a majority of the land is county parkland and currently, well preserved. In this area there is parkland owned by the Village of Shorewood on either side of the Oak Leaf Trail. This land is well maintained open space but could be better integrated into the trail and park system.

North of Capitol Drive on the west bank of the river, a large and significant property is owned by Milwaukee Area Technical College. This property is commonly called the Blue Hole. MATC leases the land to a number of entities including the University of Wisconsin - Milwaukee (UWM) for remote parking. Because of site history, there are a number of environmental concerns including an existing capped landfill that will limit the development of the site. Alternatives under consideration for development of the site are discussed in detail in the Riverworks Chapter. Any new development of the site would ideally include environmental remediation or non-disturbance of the landfill cap with enhancements such as landscape buffering for stormwater management (in addition to pond at southeast corner of the site) and future consideration of an additional pedestrian bridge over the river at this location. Ideas for consideration include:

- Establish an easement for installation of a trail and landscape buffer along the river.
- Improve designated access points to river. If possible, add a series of small, non-motorized small boat launch facilities along the Milwaukee River.

DESIGN GUIDELINES

Design guidelines ensure environmentally sensitive design of high quality to minimize the impact of building on the environmental corridor and could include the following criteria:

- Properties near or adjacent to the Primary Environmental Corridor should be regulated so they support and enhance the natural beauty of the corridor.
- Building guidelines could promote energy conservation through the use of LEED rating criteria (or equal or better in use of sustainable energy resources) and acknowledge environmental education, recreation, resource management.
- Landscape guidelines for new development in this area could address environmental protection, site improvement, the enhancement of natural resources and emphasize native plantings.
- Properties adjacent to the river corridor should adhere to local ordinance, state and federal laws regarding water quality guidelines.
- Parking guidelines should allow no parking within the environmental corridor (except for emergency vehicles) and should limit parking for developments adjacent to the corridor. Encourage greater tree canopy and pervious pavement for parking lots adjacent to the corridor. It is also important to identify both percentage and availability of on-street parking, provide shared parking within structures, and offer reduced parking requirements for transit oriented development.

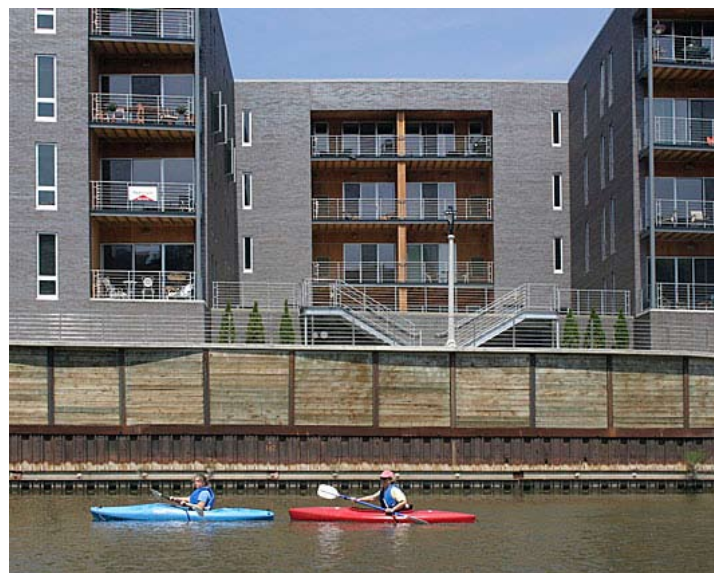


Figure 8.15: Beer Line "B" Condominium Building Along Riverwalk

* Photograph Source: Eddee Daniel

INCENTIVES, REGULATIONS AND LAND MANAGEMENT

Implementation of policy for land within or adjacent to the Primary Environmental Corridor can be accomplished through a variety of mechanisms including:

- Building consensus on public policy.
- Establishing a roundtable forum of governing agencies and stakeholders to discuss and influence environmental policy plans (e.g. MRWG).
- Utilizing study data showing economic benefits of parkland within city fabric, as well as economic growth and lifestyle opportunities created by access to parks and open space.
- Actively supporting alternative energy based developments which “green” and protect the river corridor. Follow the environmental education, recreation and management agenda established by the Urban Ecology Center.
- Promote a green infrastructure curriculum for schools. Data and information should be distributed throughout city agencies, libraries and websites.
- Identify and develop funding sources for resource and environmental management. Include integration of shared park amenities for public use within private development.
- Provide city assistance with permitting and environmental clean-up grants.
- Encourage leadership and partnering opportunities to fund and construct trail and ecological improvements.
- Coordinate recommendations and future development in the northern portions of the corridor between the municipalities having jurisdiction, e.g. Milwaukee, Glendale, Shorewood.
- Seek creative partnering opportunities for County Parks Department to partner with other non-profit organizations like the River Revitalization Foundation or other local agencies, to acquire property along the river or pursue grant funding.



Figure 8.16: Floodplain created by North Avenue Dam removal.

* Photograph Source: Eddee Daniel

ADMINISTRATIVE AND DEVELOPMENT PROCEDURES

As stated earlier, Milwaukee County is primary owner of public open space within the City of Milwaukee. However the County has no jurisdiction over adjacent development. SEWRPC (Southeast Wisconsin Regional Planning Commission) is a regional oversight / administrative body for both the city and county. Although the agency maps the PEC and recommends protection measures, SEWRPC has no authority over existing property owners. They have advisory status primarily for new development with regard to sewer, water and environmental corridor impacts.

Milwaukee has an overlay zoning policy in place. However, there is no established process for intra-governmental development review. There could be better participation and coordination among stakeholders including city, county, residential stakeholders and civic interest groups. The following procedures are recommended to help manage the Milwaukee River Corridor development reviews:

- Implement review policy that is collectively planned at a neighborhood district level, as opposed to individual site review.
- Create a development review policy based on a series of smart growth and environmental policies for any potential development site or project.
- Mandate that all river edge development incorporate river edge restoration; as defined by design guidelines.
- Encourage tree preservation.
- Mandate no clear-cutting in the Primary Environmental Corridor.
- Consider that all large scale development adjacent to the environmental corridor provide an Environmental Impact Statement (EIS) to address critical issues associated with an environmentally sensitive area. Establish a forum and process for citizen based user groups to shape environmental policy.
- Consider a series of design guidelines for specific areas that would control setback and height restrictions for new commercial and multi-family development. These areas include, but are not limited to environmentally sensitive areas and portions of the corridor, as well as special use sites.
- Undertake a cost / benefit analysis that examines and compares traditional engineering and maintenance principles to environmentally and ecologically sensitive engineering and maintenance principles and practices.

4C - CATALYTIC PROJECT: OVERLAY DISTRICT FOR THE MILWAUKEE RIVER ENVIRONMENTAL CORRIDOR

At the beginning of the Northeast Side planning process, the Milwaukee River Work Group (a community based coalition of river advocacy groups) formed to create a master plan and an overlay district for protection of the Milwaukee River Primary Environmental Corridor. As part of the interim study overlay zone adopted by the Milwaukee Common Council in May 2007, MRWG agreed to hold three public workshops in October and November of 2007 to elicit feedback and design suggestions for the proposed Milwaukee River Greenway. Over 130 local residents attended these workshops and overwhelmingly supported protection for the river corridor.

- 97% felt that the overlay district should protect natural beauty by limiting building heights on land adjacent to the river corridor.
- 97% agreed that natural vegetation on the bluff and top of the bluff should be protected by preventing any clear-cutting.
- 93% expressed support for a setback between the top of the bluff and development.
- 92% wanted a more generous setback where there was no bluff.

The public was also asked to consider the boundaries for the overlay district. Several adjacent neighborhoods have asked to be included within the final overlay district. This discussion and the full report of the workshops can be found at the MRWG website: www.protectmilwaukee.com.

The establishment of a permanent River Overlay District would have a catalytic effect on shaping the future of the Environmental Corridor. At this point in time, the City of Milwaukee has established an interim study overlay district and is working with MRWG to determine the following: what constitutes an environmentally sound and balanced approach to conservation of the Milwaukee River Primary Environmental Corridor; which zoning overlay policies and standards will protect natural areas within the river corridor from negative impacts; how best to preserve ecologically sensitive areas and open land; how to improve water quality, flora and animal habitats; and what are reasonable development parameters for adjacent properties. After determining these specific goals, the intent is to establish a permanent site plan review overlay district, that will include design guidelines for future development.



Figure 8.17: View of Buildings from the Environmental Corridor.
* Photograph Source: Eddee Daniel



Figure 8.18: Milwaukee River Bird Habitat
* Photograph Source: Eddee Daniel



Figure 8.19: Primary Environmental Corridor looking south from Locust St. with gateway site (Rotary Centennial Arboretum) in the foreground.
* Photograph Source: Kimberly Gleffe

4C - CATALYTIC PROJECT: OVERLAY DISTRICT FOR THE MILWAUKEE RIVER ENVIRONMENTAL CORRIDOR (MILWAUKEE RIVER SITE PLAN REVIEW OVERLAY DISTRICT)

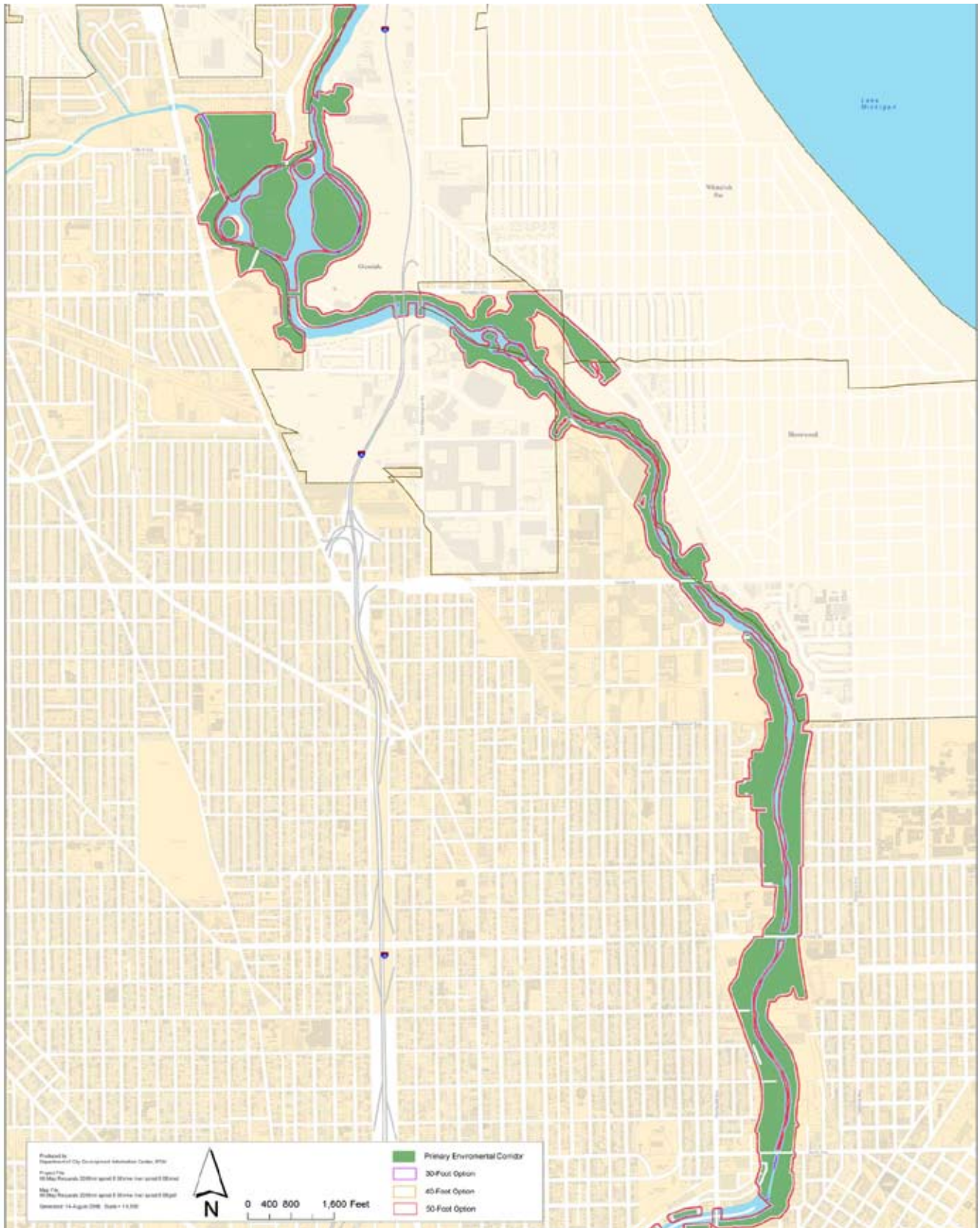


Figure 8.20: Milwaukee River Greenway Corridor Interim Study Overlay Zone

* Data Source: DCD

4C - CATALYTIC PROJECT: OVERLAY DISTRICT FOR THE MILWAUKEE RIVER ENVIRONMENTAL CORRIDOR

An overlay district for new development could be based on a series of environmental criteria that:

- Protect the environmental corridor through design guidelines that address building setback, landscape buffers, height and massing regulations.
- Establish a landscape buffer zone to protect the natural ecology of the corridor.
- Encourage tree preservation.
- Allow no new clear-cutting within the Primary Environmental Corridor.
- Maximize open space on development site to provide on site stormwater management when feasible.
- Review County easements to become permanently deeded parkland.
- Address site amenities for properties adjacent to the environmental corridor.
- Identify trail access locations and trail design standards.
- Establish a wayfinding system and signage guidelines.

MRWG and the City of Milwaukee are creating a master plan for the Milwaukee River Greenway that will address ecosystem protection and restoration, user group's concerns, and access and management issues within the corridor. Ideally, MRWG should transform into a river board representative of all stakeholders to coordinate management and stewardship for the Milwaukee River Greenway.

4D - CATALYTIC PROJECT: PEDESTRIAN MARSUPIAL BRIDGE AT LOCUST STREET

During many community discussions, Locust Street was identified as a strategic location for an additional river pedestrian / bicycle crossing similar to the marsupial bridge under Holton Street. The steep slopes of the river banks at Locust Street are a challenge to traverse with ramps and stairs. However, a suspended marsupial bridge could provide a mid-level trail connection halfway up the slopes, away from the sensitive wetland habitat and beyond the flood line.

A preliminary engineering review of the roadway bridge construction will be required to determine the impacts and costs of an additional suspended structure. The concept plan below illustrates how a ramp and stair connection can be designed to connect the west bank and east bank of the river with connections to the Oak Leaf Trail. It should be noted that the bike trail is suppressed in this location with steep slopes and will require access ramps. There is, however, an existing connection point on the street level of the bridge near Cambridge and Locust Streets that could be utilized in the design of the ramp access that works with the topography of the site.



Figure 8.21: View of the Oak Leaf Trail from the Locust Street bridge looking south.



Figure 8.22: Bridge Over Oak Leaf Trail at Locust Street



Figure 8.23: Conceptual access plan of pedestrian marsupial bridge below Locust Street.

9: Upper East Side - Area 5

AREA OVERVIEW

DISTRICTS:

5A - UNIVERSITY OF WISCONSIN-MILWAUKEE MAIN CAMPUS DISTRICT

5B - HISTORIC DOWNER RETAIL DISTRICT

5C - WATER TOWER HISTORIC DISTRICT

5D - RIVERSIDE INDUSTRIAL COMMERCIAL AREA

CORRIDORS:

5E - OAKLAND AVENUE TRANSIT AND COMMERCIAL CORRIDOR

CATALYTIC PROJECT:

5F - FORMER COLUMBIA HOSPITAL REDEVELOPMENT

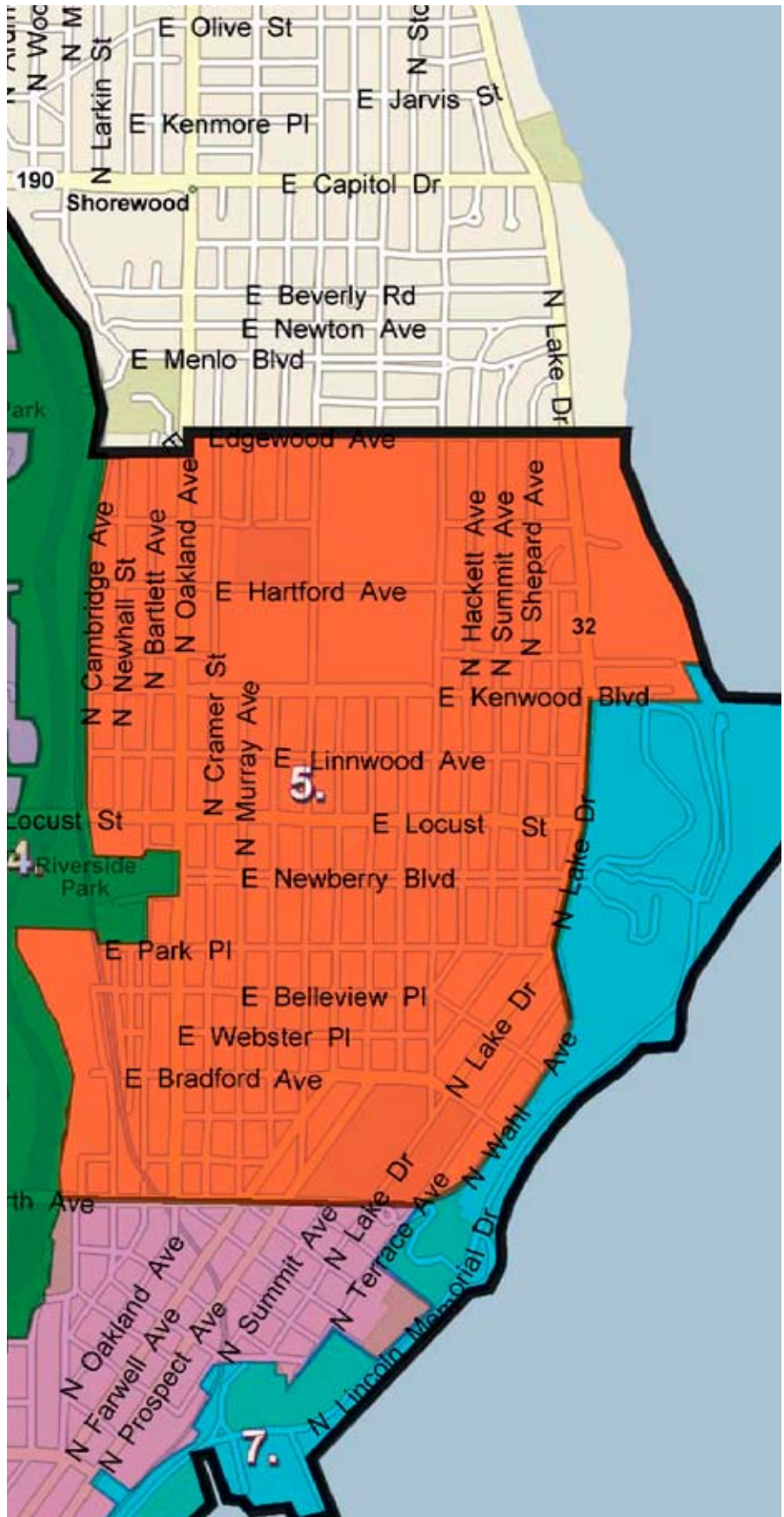
UPPER EAST SIDE AREA 5

Northeast Side Plan Areas

1. Harambee
2. Riverworks
3. Riverwest
4. Milwaukee River
- 5. Upper East Side**
6. Lower East Side
7. Lakefront

Stakeholders:

- University Neighborhoods Association
- Upper East Side Neighborhoods Association
- University of Wisconsin – Milwaukee
- Columbia St. Marry’s Hospital
- University Square / Oakland Avenue BID
- Edgewood / Oakland Business Association
- Water Tower Landmark Trust
- Riverside Park Neighborhood Association
- Cambridge Woods Neighborhood Association
- Murray Hill Neighborhood Association
- Mariners Neighborhood Association



UPPER EAST SIDE

INTRODUCTION

The Upper East Side is one of the premier neighborhoods within the City of Milwaukee with phenomenal recreational and cultural amenities and a high quality of life. Ideally situated, the Upper East is within easy walking distance to Lake Park and Lake Michigan to the east; the Milwaukee River Environmental Corridor to the west; the University of Wisconsin-Milwaukee (UWM) Campus at its center, plus it has many unique, out of the ordinary eclectic retail districts within easy striking distance. It lies halfway between the old-fashioned streetcar suburbs on Milwaukee's famed North Shore and Downtown, with its theatre district, sports arenas, restaurants, etc. If you live on the Upper East Side and work Downtown, you have a scenic ten minute commute.

With an urban ambiance these primarily single family residential neighborhoods provide many housing alternatives for an ethnically diverse, multi-generational and educated population. However, substantial increases in student population and over-concentration of that population in the near campus area, is straining the capacity of these neighborhoods. There is a huge rental housing market as a result of UWM's compressed campus and lack of dorm space, that threatens to overwhelm the stability of these neighborhoods. Due to growing numbers of absentee-owned properties and negligent landlords, many Upper East Side residents have expressed concerns about maintaining the quality of life that originally attracted them to live in these neighborhoods. In addition, crime (particularly crime that targets students, e.g., burglaries, armed robberies), has also been on the increase in the near-campus neighborhoods, which adds to concerns about quality of life.

In 2003, the University Neighborhood Association (UNA) in conjunction with UWM and the City of Milwaukee created a plan to address issues associated with the University impacts on the neighborhoods: "A Partnership for Change: A Strategy and Vision for the UWM Neighborhoods". This neighborhood action plan identified the following goals for the Upper East Side including improvements to transit, parking and commercial areas; crime prevention and neighborhood preservation.

VISION

Preserve, strengthen and enhance the traditional, historic and diverse urban residential neighborhoods and commercial districts of the Upper East Side.

AREA BOUNDARIES

Providence Avenue and Edgewood Avenue to the north; Lake Drive, Wahl Avenue and Terrace Avenue to the east; North Avenue to the south; and the Milwaukee River to the west.

GOALS

A. TRANSIT AND ACCESS

Address transportation and access issues, including parking, traffic, transit, bicycle and pedestrian access.

B. PARKING

Provide balanced parking resources for the entire community, including neighborhood residents, university staff, faculty, students, and visitors.

C. COMMERCIAL

Strengthen existing commercial areas along Oakland Avenue, Downer Avenue and the East Side BID (North Avenue).

D. NUISANCE AND CRIME REDUCTION

Address neighborhood crime and nuisance issues particularly related to student behavior and "student neighborhoods".

E. NEIGHBORHOOD PRESERVATION

Preserve the architectural quality of the housing stock and conserve the unique character of these Upper East Side neighborhoods. Where possible, enhance and add value and identity features to the traditional historic and diverse urban residential neighborhoods and commercial districts of the Upper East Side.

F. CAMPUS HOUSING

Seek student housing solutions that are compatible with UWM's historic campus (the original Downer Teachers College buildings) as well as the surrounding neighborhood. Blend new housing development with the urban fabric and avoid abrupt changes in scale and character.

G. NEIGHBORHOOD ORGANIZATION AND ADVOCACY

Support strong neighborhood associations such as the ones that currently exist on the Upper East Side: Murray Hill, Mariners, Cambridge Woods, Water Tower Landmark Trust, Greenwich Village, Riverside Park.

TRANSIT AND ACCESS STRATEGIES

1. Provide better transit to serve the Upper East Side and UWM community by increasing transportation alternatives without any significant loss of street parking. First and foremost, promote public transit ridership and enhancement of the Milwaukee County Transit System (MCTS) services.
 - Support the former East Side Transportation Management Association (ETMA) set of improvements and initiatives. Also support the Locally Preferred Alternative (LPA), which is the City of Milwaukee and Milwaukee County's federally funded approach to transportation improvements that will connect citizens to jobs, students to the UWM campus and neighborhoods to Downtown.

UPPER EAST SIDE

- Continue to expand and enhance the UWM programs such as UPASS, UBUS, UPARK, UBIKE and B.O.S.S. and improve the comfort, appearance, and location of U-Park shuttles and shuttle stops.
 - Continue CarShare program for students and neighborhood residents as a way to reduce parking demands.
 - If possible, add a state-of-the-art bicycle parking facility to the UWM campus.
 - Create marketing strategies and incentives to increase transit ridership including: providing better transit routes that connect area jobs to residents, increase headways on existing bus routes, and in general, establish transit options that are more convenient, accessible and attractive to users.
 - Improve transit connections and headways on existing bus routes between UWM and neighborhoods with high student population creating greater potential for student housing in areas such as Riverwest, East Village, Third Ward, etc.
2. Establish a stronger, more efficient and streamlined north / south transit corridor that acts as a “spine” for the Northeast Side. Consider Oakland Avenue as the primary route.
 - Evaluate the potential for a dedicated express transit route (following the Oakland Avenue historic streetcar route) connecting the 5th and 3rd Wards to Downtown to the East Side, UWM, Shorewood, Whitefish Bay and Glendale (Bayshore Town Center).
 - Reinforce high density transit corridors such as Farwell and Prospect with transit oriented development. Do a commercial corridor master plan that incorporates transit oriented design and mixed use development while preserving historic character. Identify historic and noteworthy buildings along these corridors that should be landmarked and preserved through adaptive reuse, e.g. Charles Allis Museum, Café Brucke, Wisconsin Conservatory of Music, Renaissance Place, etc. Employ a high level of amenities (planters, benches, etc.) and pedestrian-friendly streetscape features.
 3. Improve and promote pedestrian paths and bike routes within the Upper East Side that are safe, pleasant, convenient and attractive to students, commuters and recreational users.
- Connect Milwaukee and North Shore communities from north to south by developing separated bike lanes that offer a greater degree of safety as part of the rights of way for major arterials. Improve connections to existing off-road bike paths and evaluate the need for additional connections.
 - Utilize context sensitive street design, along with traffic calming techniques on major streets in the Upper East Side (Oakland, Maryland and Downer Avenues) to accommodate pedestrians and bicyclists in the area. Many elementary school students bike to school, college students bike to UWM, and people of all ages bike to work. Make every effort to slow down traffic and create a better pedestrian and biking environment, particularly in the area in and around the UWM campus.

PARKING STRATEGIES

Evaluate district-wide parking policies to address the parking needs in the Upper East Side by analyzing the effectiveness of UWM parking programs, assessing on-street and off-street public parking usage and establishing a parking plan that meets the needs of the University, faculty, students and neighborhood residents. Consider the following initiatives in the parking plan:

1. Simplify parking regulations throughout the Upper East Side neighborhoods and consider the following:
 - Unify and lengthen parking time allowances.
 - Explore adjustments for parking time that will allow students to attend entire class periods.
 - Minimize peak parking demand by adjusting class schedules.
 - Maintain the 2-hour parking meters in commercial areas and consider doubling parking time allowances in commuter impacted areas surrounding UWM.
2. Parking structures and surface lots generally detract from the traditional campus environment. Therefore, limit the construction of exposed parking structures and surface lots evaluate impacts of an on-campus or off-campus parking location.
 - Develop design and operational guidelines for parking structures and facilities and evaluate traffic impacts in the neighborhoods (e.g. exiting queues, turning movement and other congestion generators).
 - Promote commercial or classroom / academic uses at the ground floor level of future parking structures that will bring additional on-street activity.

UPPER EAST SIDE



- 1: Mariners Neighborhood
- 2: Cambridge Woods Neighborhood
- 3: Murray Hill Neighborhood
- 4: University Square / Oakland Avenue BID
- 5: University of Wisconsin-Milwaukee
- 6: Oakland Avenue Transit Corridor
- 7: Riverside Park Neighborhood
- 8: Greenwich Village Neighborhood
- 9: Water Tower Landmark Trust
- 10: Downer Avenue BID

Figure 9.1: Aerial of the Upper East Side

UPPER EAST SIDE

3. Identify additional remote lot options and increase the remote parking supply. Work with big box retailers on Capitol Drive to utilize excess parking areas as remote parking for students.

COMMERCIAL AREA STRATEGIES

Strengthen the existing commercial areas in the Upper East Side through new streetscape improvements, building renovations and mixed use development.

1. Promote the development of mixed use buildings within these district with retail at street level (possibly two floors) and residential above. Identify available vacant land or underdeveloped sites.
 - Continue to allow the reuse of residential buildings for commercial and mixed use purposes. For example, Lisa's Pizza is a modified house turned restaurant on Oakland Avenue that is compatible with the smaller scale of a neighborhood retail district.
 - Allow and encourage street vendors in heavily trafficked pedestrian areas, such as the UWM campus.
 - Promote pedestrian outdoor and "on the street" activities such as the East Side Open Market, sidewalk cafés and other seasonal activities. Outdoor seating restaurants will require appropriate sidewalk areas and storefronts that open patio-style.
2. Consider future expansion of the Oakland Avenue BID to include commercial areas to the north at Kenwood Boulevard, Hampshire and Hartford Avenues while retaining existing housing mix.
3. Incorporate input of Upper East Side Neighborhood Associations on commercial uses embedded in the neighborhoods. For example, ensure historic corner taverns remain compatible with the neighborhood in terms of hours of operation, noise level, lighting, signage, etc.
4. Continue streetscape, facade and signage improvements, to improve the University Square district's image.
 - Continue making improvements on Oakland Avenue and expand improvement efforts to the north.
 - Coordinate streetscape improvements with the Village of Shorewood for a cohesive appearance.
 - Repair or replace streetscape elements on Downer Avenue.



Figure 9.2: Upper East Side Neighborhood



Figure 9.3: Aerial of UWM campus in foreground and neighborhoods to the south.

UPPER EAST SIDE

- Use curb bump-outs to expand the sidewalk area and shorten pedestrian crosswalks in busy commercial districts, such as Downer Avenue. Also add amenities like street furniture and landscaping to enhance the attractiveness of the district and make it more comfortable for people to enjoy for longer periods of time.
5. Intensify commercial areas as described in above strategies, but do not encroach or expand into residential areas. Provide commercial-to-residential transitions where possible, for example: form-based transitions such as houses or small scale buildings used for commercial purposes (such as Paddy's Pub, Murray Hill Pottery Works, Cory the Bike Fixer in Greenwich Village); use transitions such as multi-family sandwiched between single-family residential and commercial; or scale transitions such as a gradual stepping up in height from residential to commercial districts.
 6. Repair the "urban fabric" where an out-of-character use has eroded or damaged the character of a residential neighborhood.
 7. Over time, replace auto-oriented uses in residential areas as the opportunity arises to rebuild and/or re-use the property. Rezone these parcels to ensure integrity of residential neighborhoods.

NUISANCE AND CRIME REDUCTION STRATEGIES

1. Continue to address neighborhood nuisance and crime issues through crime prevention measures, greater student awareness of safe practices and behavior, and coordination between City of Milwaukee police, UWM police and UWM Neighborhood Liaison.
 - Continue UWM funding of Milwaukee Police overtime in "student neighborhoods."
 - Continue successful proactive measures of UWM Neighborhood Relations Liaison (Oscar Perez) in addressing non-academic misconduct.
 - Continue UWM Student Association programs such as Safe Walkers and C.O.A.S.T. (Community Outreach and Assistance for Student Tenants).
 - Increase visibility and accessibility of police officers in the community, and presence of additional police officers at neighborhood Block Watch meetings.
 - Reinstate Block Watches where they have lapsed or are no longer meeting on a regular basis.
 - Promote the extension of the UWM campus code of conduct and disciplinary policy (Chapters 17 &

18 of the Wisconsin Administrative Code) to address off-campus student behavior problems. This policy issue is currently under review by a group of University of Wisconsin (UW) System staff and students. The group may recommend that UW System institutions be granted the authority to discipline students for certain kinds of off-campus misconduct. The committee's draft recommendations to expand the authority of chapters 17 and 18 will be forwarded to the UW Board of Regents, who take up the issue in fall 2008.

- Eliminate illegal taverns in residential areas that are in conflict with residential uses.
 - Provide better coordination / communication between the neighborhood residents, the University and the City police to resolve issues resulting from negative student behavior (primarily underage and binge drinking). In general, improve policing over negative student behavior.
2. Improve overall neighborhood stability by increasing owner-occupied housing and absentee landlord accountability.
 - Encourage and support the UWM "Walk to Work" program to increase home ownership.
 - Increase code enforcement for building violations and enforce nuisance control measures, including restricting multifamily conversions and enforcing occupancy limits.

NEIGHBORHOOD PRESERVATION

Preserve and conserve the essential character of these traditional neighborhoods by protecting the historic residential housing stock, parkland and commercial areas of the Upper East Side. Continue to update and implement the UWM Neighborhood Strategy and Vision. Also expand implementation to include neighborhoods represented by the Riverside Park and the Greenwich Village Neighborhood Associations.

Support active neighborhood associations as a means of maintaining healthy and prosperous neighborhoods. Include neighborhood associations in decision-making with regard to new development, redevelopment and significant alterations to buildings, districts and corridors.

1. Evaluate the benefits of establishing neighborhood conservation and / or additional historic districts for Upper East Side neighborhoods.
 - Establish lot and building conservation, preservation and enhancement strategies.
 - Identify and landmark historic properties, e.g. the "boat house" in Cambridge Woods.
 - Develop design standards for improvements to historic properties.

UPPER EAST SIDE

- Expand and improve existing traffic calming measures. Consider giving them a neighborhood identity such as “Slow Streets in Cambridge Woods.”
 - Identify historic and architecturally significant buildings for local, state and or National Register status.
 - Make new construction and infill compatible with the existing character and scale of district.
2. Improve property maintenance and increase homeownership for strong neighborhood property values.
 - Develop programs to assist property owners to better maintain historic residential properties.
 - Coordinate resources between UWM, city, neighborhood associations and local lending institutions to develop and implement home buyer assistance programs. Continue to expand upon UWM’s employer assisted home purchase program.
 3. Consider zoning restrictions that would limit the number of non-owner-occupied housing units per block in the area surrounding UWM (Milwaukee River to Lake Drive, Park Place to Edgewood), to reduce the concentration of rentals in that area and disperse rentals to good transit-served neighborhoods effectively linked to the UWM main campus, e.g. Brady Street, Riverwest, Downtown, Third Ward, Fifth Ward, and Villages of Shorewood and Whitefish Bay.

OFF-CAMPUS HOUSING

1. Decrease reliance on the Upper East Side neighborhoods to provide housing for students by increasing the number of options for off-campus housing.
 - Establish public / private partnerships to develop university operated student housing along transit routes in proximity to amenities and transit oriented development, e.g. Brady Street, Beer Line ‘B’, downtown, Third Ward, etc.
 - Consider residential over retail development as part of transit-oriented development nodes, e.g., Water/Brady/Holton, Locust and Oakland (University Square BID), Prospect and North (former Prospect Mall).
 - Consider restricting single level retail in new development and strongly encourage multi-level mixed use retail.
 - Consider adaptive reuse of former manufacturing buildings and former schools as possible sites for off-campus student housing.

NEIGHBORHOOD ORGANIZATION AND ADVOCACY STRATEGIES

In order to preserve its patterns of traditional neighborhood development, the Upper East Side must continue to be one of the most actively organized areas within the Northeast Side.

1. Continue to refine and expand upon the initiatives of the University Neighborhoods Association.
2. Maintain a regular means of communication and coordination between the Upper East Side Neighborhoods, and the local Alderman and County Supervisor, UWM officials, Milwaukee Police, Department of Neighborhood Services, Department of City Development, and community groups that impact and advocate for the area.
3. Upper East Side neighborhoods should work cooperatively to address changes in quality of life and to preserve the historic character of the parks, residential areas, and commercial districts that define this area.

5A - UWM MAIN CAMPUS DISTRICT

DISTRICT ISSUES AND OVERVIEW

As a major academic institution located in the heart of the Upper East Side, the University of Wisconsin - Milwaukee (UWM) provides both academic and cultural offerings that improve the overall quality of life for neighborhood residents and the campus community. As a place to live the neighborhoods surrounding the campus provide a desirable and progressive lifestyle within walking distance of many employment opportunities and easy access to transit. The University is recognized as a local and regional “economic engine” generating investment, academic research and business development. Today, UWM is at a critical juncture in its institutional development, as it transitions from a broad-based academic institution into a significant research university with major business and institutional partnerships.

The physical and social framework of the University is also changing from a commuter oriented environment to a more traditional campus with a residential life. From an enrollment perspective, UWM has repositioned its desirability and is now identified as the number one campus in the University of Wisconsin system for enrollment of in-state students. In order to effectively address these and a host of other development issues, UWM is developing a comprehensive long range master plan to outline its projected academic growth, explore physical planning options and address neighborhood issues.

Over the past decade, substantial increases in the UWM student population have strained the neighborhood-university or “town-gown” relationship. Several neighborhood associations have raised concerns with the City and the University surrounding traffic and parking; negative student behavior and increases in crime; declining maintenance of the existing housing stock; increasing numbers of rental properties and issues associated with absentee landlords.

There are additional concerns that the area around UWM has become the “party neighborhood” for college students, some high school students, young professionals and twenty-somethings not even associated with UWM. Collectively these conditions are driving out longtime residents and young families who might otherwise choose to live in the area. The loss of longtime “vested” residents to short-term “transient” residents continues to have a destabilizing effect on the neighborhood. This can negatively impact the quality of life for all Upper East Side residents. The University is seeking to mitigate these housing challenges with a “Walk to Work” program that sponsors home ownership and other housing incentives for UWM faculty and staff.

There is a sense that UWM may have outgrown its present campus, commonly referred to as the “L” or main campus, located on the site of the former Downer Teachers College. Currently campus enrollment is anticipated to grow with the new facilities and course offerings



Figure 9.4: UWM remote parking at the Blue Hole site.



Figure 9.5: Kenilworth Building and UWM Peck School of the Arts



Figure 9.6: UWM Main Campus

5A - UWM MAIN CAMPUS DISTRICT

in the fields of engineering, medical research and science. As a result, the University is evaluating many alternatives for expansion in the upcoming UWM campus master planning process, including the development of satellite campuses that are connected to the main campus by transit. It is anticipated that many of the issues, goals and strategies outlined in the Northeast Side plan will be addressed in the UWM planning process.

The UWM campus masterplan will address academic and physical planning for the campus for the next twenty years, and will consider topics such as potential multiple campus locations, a reinvented role for the existing main campus, and complex transportation requirements.

Ongoing academic planning will drive the physical master planning, and will be wide-ranging and inclusive. The consultants will seek input from a variety of stakeholders on and off campus. For updates on listening sessions, see Campus Master Plan Update: www4.uwm.edu/master_plan.

After analysis and synthesis of ideas, the master plan will make evaluations and future recommendations regarding land use; space use; image and identity; access, vehicular and pedestrian circulation; parking and transit services, building opportunities; open space, recreation and athletics; utilities and other infrastructure for existing and potential new campus growth and locations. It will also address the issues of the neighboring communities and metropolitan areas, historic cultural resources and environmental sustainability.

VISION

Preserve, strengthen and enhance the relationship between UWM and the Upper East Side neighborhoods through university programs, community relations and physical improvements. Redevelop the "L" main campus to its optimum potential. As UWM grows beyond the capacity of its "L" main campus, identify satellite locations with good transit connections to UWM, in or near a Student Life district with high-quality amenities and exciting housing options for students. Implement transit connections to the "L" main campus with a dedicated transit system for UWM dorms and satellite facilities. If possible add a campus shuttle ("Panther Trolley") to serve the Upper East Side.

AREA BOUNDARIES

Edgewood Avenue to the north, Downer Avenue to the east, Cramer Street to the west, Kenwood Boulevard to the south and scattered sites, e.g. the Edith Hefter Center, the Zelazzo Center and the MacLaren Mansion.

UWM CAMPUS MASTER PLAN STRATEGIES

1. Establish a new campus master plan to address academic program needs, projected growth and strategic redevelopment of underutilized buildings.

Develop the "L" or main campus to its maximum potential while maintaining a traditional campus environment.

- Investigate a decompression strategy for the main campus through the development of satellite campuses connected by transit routes.
 - Explore increasing the density of the "L" main campus by replacement of non-historic one and two-story buildings with multi-story buildings. In addition, identify buildings that can accommodate additional floors.
 - Support University initiatives to increase institutional research capacity by making physical improvements to labs and critical updates and replacements to research facilities. Use improvements to advance UWM's reputation as a premier research institution.
 - Replace obsolete buildings of the 50's, 60's and 70's with "state of the art" facilities that will meet the programmatic goals of UWM.
 - Continue to pursue redevelopment opportunities based on the recently completed feasibility study to identify potential reuse opportunities on campus.
2. Design the campus perimeter to transition between the campus and residential neighborhood scales.
 - Establish design standards for context sensitive and neighborhood compatible architecture.
 - Encourage UWM and Upper East Side Neighborhood Associations to continue to coordinate on the master plan progress and issues.
 3. Continue UWM efforts to strategically employ lighting, landscaping, wayfinding, and other streetscape improvements to reinforce identity and a traditional campus atmosphere. Develop a landscape strategy for the campus to add user friendly plazas, commons and courtyards to make the campus more welcoming and accommodating.
 - Increase the number of informal gathering places and public spaces.
 - Give new buildings pedestrian friendly street level facades, ample windows and rear or below-grade parking.
 4. Increase the number of places on campus where students can socialize, engage in group study projects or spend extended periods of time between classes. Modify existing facilities, in addition to the Student Union, to include gathering spaces.
 - Provide a freestanding coffee house or coffee kiosks with seating at key locations on campus, e.g. dorms, theatres, lecture halls.

5A - UWM MAIN CAMPUS DISTRICT

- Consider a sunroom addition to Golda Meir Library with casual furniture and coffee/dessert kiosk.
5. Preserve the historic Downer Teachers College buildings and other elements that give a traditional campus look and feel, e.g. commons and quads.
 6. Consider the former Columbia Hospital Campus for potential University expansion, e.g. School of Public Health.
 - Use the recently completed physical assessment of facilities at Columbia Hospital to evaluate parking, potential uses (including housing) and develop a plan for upgrade and retrofit.
 - Consider reuse of the Columbia Hospital campus for mixed use, academic and university green space.

7. Conduct an assessment of the Hartford School site and evaluate its potential for a combined public school (or charter school) and UWM classroom building.

STUDENT HOUSING STRATEGIES

1. Develop an effective housing plan to address existing and future University housing needs.
 - Identify sites on-campus that would be appropriate for the construction of new student residence halls.
 - Evaluate potential solutions for housing alternatives on-campus, near campus and off-campus satellite locations connected by transit.
 - Purchase, adapt or retrofit near campus properties as they become available. Take an adaptive reuse approach to historic structures that fit both the neighborhood context and the University's needs.

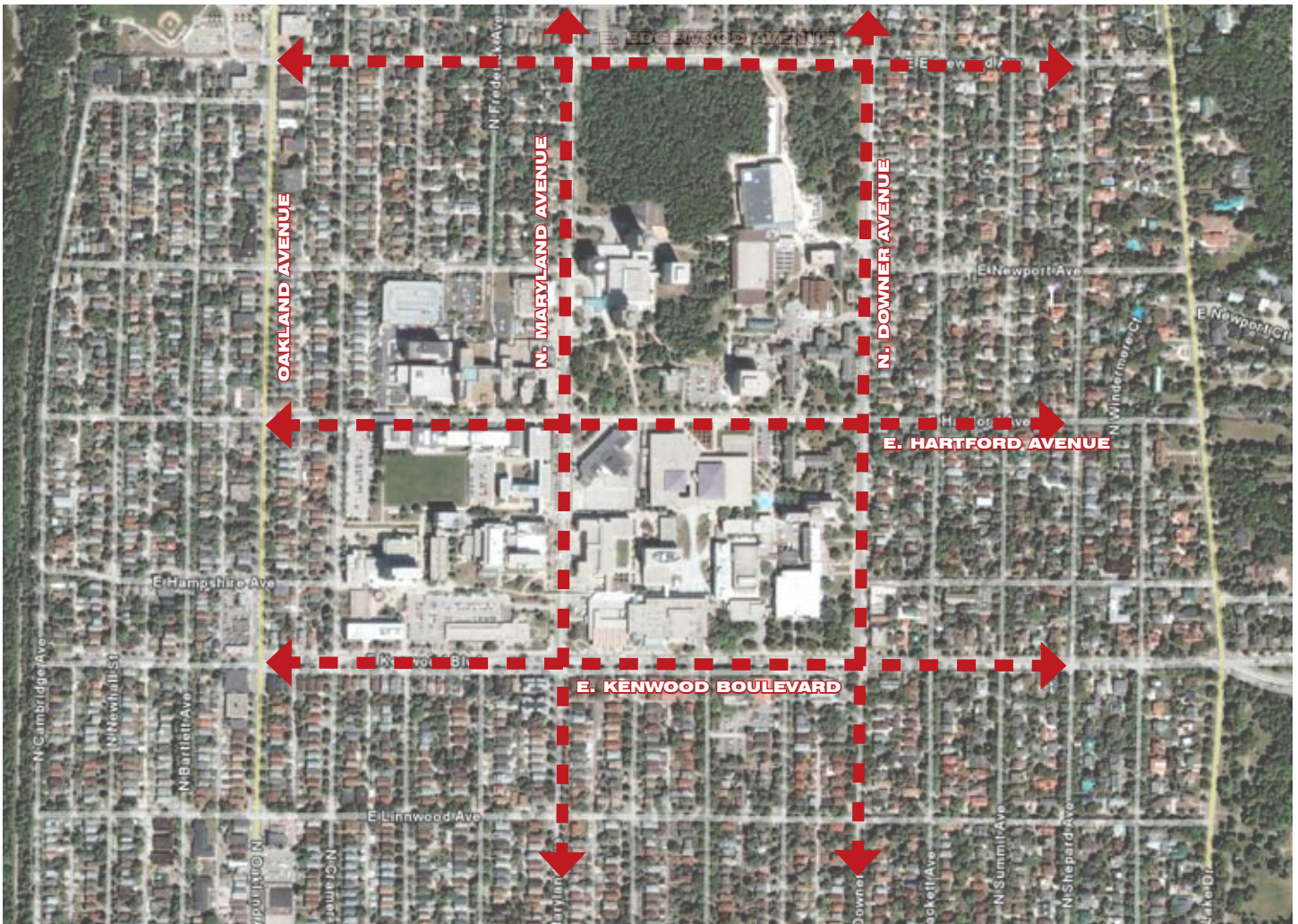


Figure 9.7: UWM main campus surrounded by traditional neighborhood development.

5A - UWM MAIN CAMPUS DISTRICT

- Consider commercial districts or mixed use neighborhoods with high-quality amenities and good transit connections to UWM (such as Brady Street, Farwell Avenue, North Avenue, or Downtown) as desirable locations for remote student housing and/or satellite campuses.
- Increase headways along MCTS transit routes serving UWM, e.g., Routes 15, 30, 21 and 62. For satellite campuses, use designated transit with good headways (10 - 15 minutes) similar to the shuttle that serves the Kenilworth facility.
- As opportunities arise, UWM should partner with the private sector to develop student housing in Downtown, along Brady Street, Farwell and Prospect Avenues, and in Riverwest. These areas have good transit links to the main campus.
- Develop a plan to provide housing in university managed properties for all freshman and sophomore students. As a policy, locate freshman and sophomore residences closer to the main campus. Upperclassmen and graduate students may be placed farther away.
- Consider a free UWM shuttle for the Main Campus-Kenilworth - Downtown connection, with frequent headways (e.g. ten minutes apart) and designated stops at the UWM Union, Downer, Kenilworth, Brady, Park East, Grand Avenue (UWM Continuing Education) and Third Ward.
- Expand upon existing transportation initiatives, including the U-Bus and U-Pass programs. Continue to use U-PASS for Milwaukee County Transit Routes that provide direct non-stop service to UWM from surrounding neighborhoods: 15 - Oakland-Kinnickinnic, 22 - Center St., 30 - Sherman-Wisconsin, 21 - North Avenue, 62 - Capitol Drive, 60 - Burleigh St. Use other MCTS routes for more remote locations (College Avenue Freeway Flyer and U-BUS service).
- Explore additional locations for Park-and-Ride lots, such as Summerfest lots and Capitol Drive locations.

UWM TRANSIT STRATEGIES

1. Dedicated transit with a permanent funding source is a critical issue as UWM considers a regional approach to campus growth.
 - Create a dedicated UWM transit system, such as a Bus Rapid Transit route connecting the Milwaukee County Grounds research facilities, the UWM Downtown Center for Continuing Education, the Kenilworth campus and the "L" main campus.
 - Investigate potential of possible satellite campus sites currently served by MCTS. These might include: Aurora Sinai campus (potential School of Health Sciences); Bronzeville (Martin Luther King Drive / North Avenue or the former Garfield School); Downtown / Park East; facilities at the Columbia campus that have reuse potential; merged UWM / UW - Waukesha campus or facilities at Milwaukee County Grounds (County's regional medical complex in Wauwatosa).
2. A UWM transportation plan will need to address transportation between the main campus and proposed remote campus locations, but also serve other academic and student housing locations.
 - Develop a "Panther Trolley" or UWM supported transit system to serve the adjacent campus area bounded by Kenilworth Place on the south to Capitol Drive on the north, Riverwest / Humboldt Boulevard on the west to Downer Avenue on the east. Evaluate a future expansion of the trolley system to Holton Street.

BICYCLE AND PEDESTRIAN ACCESS STRATEGY

1. Improve pedestrian circulation and bicycle access throughout the Upper East Side with connections to the UWM campus that will encourage transit, walking and biking as viable transportation options.
 - Improve the pedestrian and bike amenities surrounding UWM on Maryland, Hartford and Kenwood Avenues with improved streetscape, trees, dedicated bike lanes and bike storage stands.
 - Improve bike facilities and promote the U-Bike program.
 - Identify potential locations for the addition of entry gates to the campus.
 - Evaluate pedestrian network connections throughout the Upper East Side and ensure continuation of paths. Provide connections to dead end or disappearing paths.
 - Consider making Hartford Avenue a drivable mall with decorative pavers, and pedestrian oriented streetscape and welcoming facades.
 - Use traffic calming techniques to increase safety of students crossing Downer Avenue, Maryland Avenue and Kenwood Boulevard.
 - Provide better marked access to regional trails such as the Oak Leaf Trail and the Lakefront Trail.
 - Improve pedestrian and bike connections from east to west side of the Milwaukee River.

5A - UWM MAIN CAMPUS DISTRICT

DOWNER WOODS

In 1964, the state of Wisconsin purchased the 18.8 acre Downer Woods property at the north end of campus for UWM as part of the acquisition of Downer College. The woods includes 11 acres of permanent conservation area protected by state statute, three acres of permanently reserved woodland, and nearly five acres of park and woodland area.

Public perception of the Downer Woods varies widely, from a deep appreciation of its current natural “untouched” state, to concerns for better safety, to desires for establishing a more arboretum-like environment with pathways and benches. There is broad consensus however, that this campus open space is a valuable shared asset in the city that provides a place where both students and residents can interpret and enjoy nature. The following are goals to encourage greater use and appreciation of the Downer Woods.

1. Improve the habitat and educational value of the Downer Woods through maintenance; control of invasive species and programming; and an environmental assessment to define future restoration.
2. Evaluate and address safety concerns within and adjacent to the Downer Woods. Consider pruning and selective clearing of non-native trees to allow for views. Consider strategic addition of pedestrian light fixtures.
3. Foster greater use of the Downer Woods for educational and passive recreational uses by UWM and other educational institutions such as the Urban Ecology Center. Sponsor programs that will foster appreciation of the site habitat. Utilize interpretive signage and tree identification tags to create a learning environment.
4. Promote the creation of a Friends of Downer Woods group that will help protect and improve the area. Develop volunteer programs including clean-ups and appropriate events that will bring activity to the area.

VISION

Downer Woods is an actively managed area with a restoration plan.

The goal for Downer Woods is to retain the natural character of the woods, and to restore a beech-maple forest similar to the forest that would have occupied the site prior to human settlement of the area. Downer Woods is a place where people can go to enjoy a natural area in the urban setting of

Milwaukee. People are welcome to walk the trails, engage in nature study, go birdwatching, look for wildflowers, and similar activities.

AREA BOUNDARIES

UWM Campus (Sandburg Hall) on the south, Edgewood Avenue on the north, Maryland Avenue on the west and UWM Campus (Klotsche Center entrance) on the east.

GOAL

Preserve the unique character and enhance this 11 acres of permanent conservation area, as well as the Downer Woods Reserved and Recreational Areas.

REVITALIZATION STRATEGIES

1. Continue to implement the 1998 UWM Field Station’s master plan to guide the restoration efforts for Downer Woods.
2. Actively control invasives in the woods. Note: There has been dramatic progress in control of both buck-thorn and garlic mustard.
3. Re-introduce native species as part of the restoration plan for the woods.
4. Promote educational activities in the woods. Note: The woods have been used for research projects of UWM faculty, graduate and undergraduate students, as well as serving as a site for outdoor laboratories in undergraduate classes. There have been service days to clean the woods of litter by undergraduate and graduate students at UWM.



Figure 9.8: Downer Woods in foreground.

5B - HISTORIC DOWNER AVENUE RETAIL DISTRICT

DISTRICT ISSUES AND OVERVIEW

The Downer Avenue Historic District is recognized as one of the city's best preserved early twentieth century neighborhood commercial districts with architecturally significant buildings. This district is unique for its wide variety of shops and community oriented gathering places such as churches; an independent theater with vintage marquee; locally owned businesses including a grocery store / butcher shop, flower shop, bank, bookstore, hardware store, and bakery; professional offices; and interesting shops and restaurants with a loyal clientele.

VISION

Preserve the unique character and enhance this pedestrian friendly commercial district that serves neighborhood residents, UWM students, and visitors to the Upper East Side.

AREA BOUNDARIES

Webster Street on the south, Park Place on the north, Stowell Avenue on the west and Summit Avenue / Hackett Avenue on the east.

REVITALIZATION STRATEGIES

1. Revitalize and improve the existing retail environment to be a thriving and sustainable commercial district.
 - Improve code enforcement to ensure that the Downer Avenue commercial district is appropriately maintained.
 - Maintain a successful mix of businesses and strategically add to the existing mix by recruiting businesses compatible with the Downer Avenue commercial and historic district character.
 - Strategically market the district with events and programs such as the Downer Bike Races and the Plein Aire painting competition. Attract customers through outdoor cafés, sidewalk sales and displays, street vendors, sidewalk artists and performers, block parties and music performances.
 - Support the newly formed Business Improvement District to market and improve the retail environment.

NEW DEVELOPMENT STRATEGIES

1. Create guidelines for new development for the Downer BID that will ensure any new business will complement the existing historic district with context sensitive building design, appropriate heights and land uses.
 - With any new development, assess impacts of setbacks, heights, density and architectural character.
 - Encourage mixed use development with commer-



Figure 9.9: Downer Avenue Across from UWM

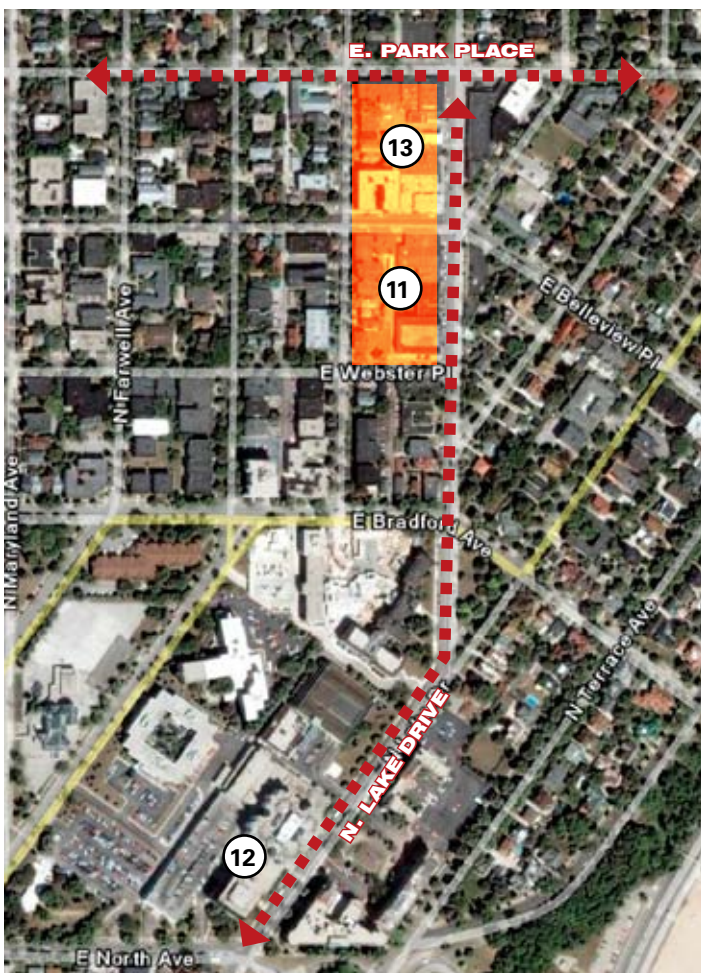


Figure 9.10: Downer Avenue Retail District

5B - HISTORIC DOWNER AVENUE RETAIL DISTRICT

cial on the lower levels and upper level residential.

- Discourage the development of automobile oriented commercial uses.
- Develop green building guidelines for future building construction that could include green roof incentives.
- Consider the Downer or East Side BID as a desirable location for a boutique hotel to serve visitors to major institutions on the Upper East Side, including UWM, Columbia/St. Mary's, Bradford Terrace and the Catholic and Protestant homes.
- Strengthen the street ambiance with lively storefront windows, furniture, streetscape and hardscape improvements.



- 11: Proposed location for a boutique hotel
- 12: Redevelopment of Columbia St. Mary's
- 13: Downer Avenue potential for retail redevelopment

Figure 9.11: Small neighborhood shopping districts, e.g., Downer Avenue, Park Place & Murray, Maryland & Locust, fit the neighborhood character.

5C - WATER TOWER HISTORIC DISTRICT

DISTRICT ISSUES AND OVERVIEW

The Water Tower Landmark Trust neighborhood, acquired its name from the impressive 175-foot Victorian Gothic water tower that dominates the bluff overlooking Lake Michigan. This primarily single family neighborhood has an impressive range of architectural styles and a vibrant history that dates back to the water tower's construction in 1874. It is Milwaukee's only turn-of-the-century affluent (i.e. merchants, civic leaders, captains of industry) neighborhood that still remains largely intact. After WWII, many larger homes in the area were subdivided into multifamily buildings (ostensibly to house returning soldiers). However, as is often the case with absentee landlords, many were poorly maintained, which had a detrimental effect on property values in the area. In the 1970's, a zoning rollback stopped conversions to multi-family, helped stabilize property values and reversed the loss of single-family homeowners. Over the past thirty years, the unique assets of the area have lured families and professionals back. The adjacent Lake Park, designed at the turn of the century by Frederick Law Olmsted, the famed landscape architect of New York's Central Park, provides the neighborhood with many attractive amenities and scenic lakefront views.

VISION

Preserve the unique historic character and scale of the Water Tower Landmark Trust neighborhood. Defend the area from encroachment by adjacent institutional, commercial and highrise residential or multifamily uses that threaten to erode its value and character.

BOUNDARIES

Downer Avenue on the west, Edgewood Avenue on the north, Lafayette on the south, Lake Park and Wahl Avenues on the east.

HISTORIC PRESERVATION STRATEGY

1. Protect, preserve and enhance traditional neighborhood design within the Water Tower Landmark Trust area.
 - Prepare a historic survey of significant structures in the district that have not yet been designated as such.
 - If funds are available, complete a Historic American Buildings Survey (HABS) working with UWM's Historic Preservation Institute to determine historic designation potential of the area surrounding UWM.
 - Work with the neighborhood residents to take advantage of tax credits and historic designation. Educate the community on the historic designation process and procedures.
 - Actively pursue historic designation to buildings within the district that merit historic status.



Figure 9.12: Frank Lloyd Wright House Design on Terrace Avenue

* Image Source: Mary Ann Sullivan



Figure 9.13: Stately homes can be found throughout the Water Tower Historic District.

- Provide homeowners with information about existing resources available for home repair and upkeep that are appropriate for the historic housing stock.
- For new construction within the Water Tower Landmark Trust, support development compatible with this predominantly single family neighborhood.
- Develop design guidelines to discourage development that does not comply with the district's character and encourage appropriate development within and adjacent to the district.
- Consider conversion of older apartment buildings into condos to increase the number of owner-occupants within the district.

5C - WATERTOWER HISTORIC DISTRICT

- Consider commercial multi-family or institutional use of larger houses in the area only if the use will not affect the character of the neighborhood and only if there is no additional parking on-site.
- Prevent encroachment or expansion of commercial and institutional development into residential neighborhoods. Carefully buffer (landscape, screen) these and other conflicting uses where they already occur within residential neighborhoods.

5D - RIVERSIDE INDUSTRIAL COMMERCIAL AND MIXED USE AREA

DISTRICT ISSUES AND OVERVIEW

Many existing and long-standing industrial uses in this area are major employers in the Northeast Side and provide benefits to the surrounding community. The intention of this plan is to support the continued operation of these existing commercial and industrial uses along the river and where possible, implement additional “green” design and building practices. However, if the existing industrial businesses were to outgrow their current locations or decide to relocate these very large land parcels could be subject to major redevelopment and significant changes in land use.

VISION

Enhance and “green” the existing properties. Also consider the possibility of redevelopment that is compatible with the conservation goals of the Milwaukee River Environmental Corridor, and is compatible with adjacent neighborhoods, Riverside Park, the Urban Ecology Center and the East Side BID.

AREA BOUNDARIES

Riverside Park to the north, Oak Leaf Trail to the east, North Avenue to the south and the Milwaukee River Environmental Corridor to the west.

INDUSTRIAL AND MIXED USE STRATEGIES

1. Continue to operate a “green” industrial and commercial district where it already exists.
 - Promote a green building program for existing industrial uses along the river utilizing Leadership in Energy and Environmental Design (LEED) guidelines, use of energy-efficient building materials, pervious parking lot surfaces, maximum tree plantings, and continuation of industrial uses with low to no pollutants.
 - Make new building additions or alterations compatible with existing historic industrial structures (provided they still meet local and state criteria for preservation).
 - Add landscaping where it fits site design and does not conflict with manufacturing process or operation of equipment for current users.
2. As redevelopment occurs, continue to make accessible connections to the river trail system.
 - As part of new commercial or mixed use development, provide ADA accessible ramps and stairs from the top of the bluff down to the river trail system. These connections, particularly at North Avenue (e.g. Hometown and Judge’s sites), would provide a valuable link from the East Side BID to the river and a public access point for the Environmental Corridor.

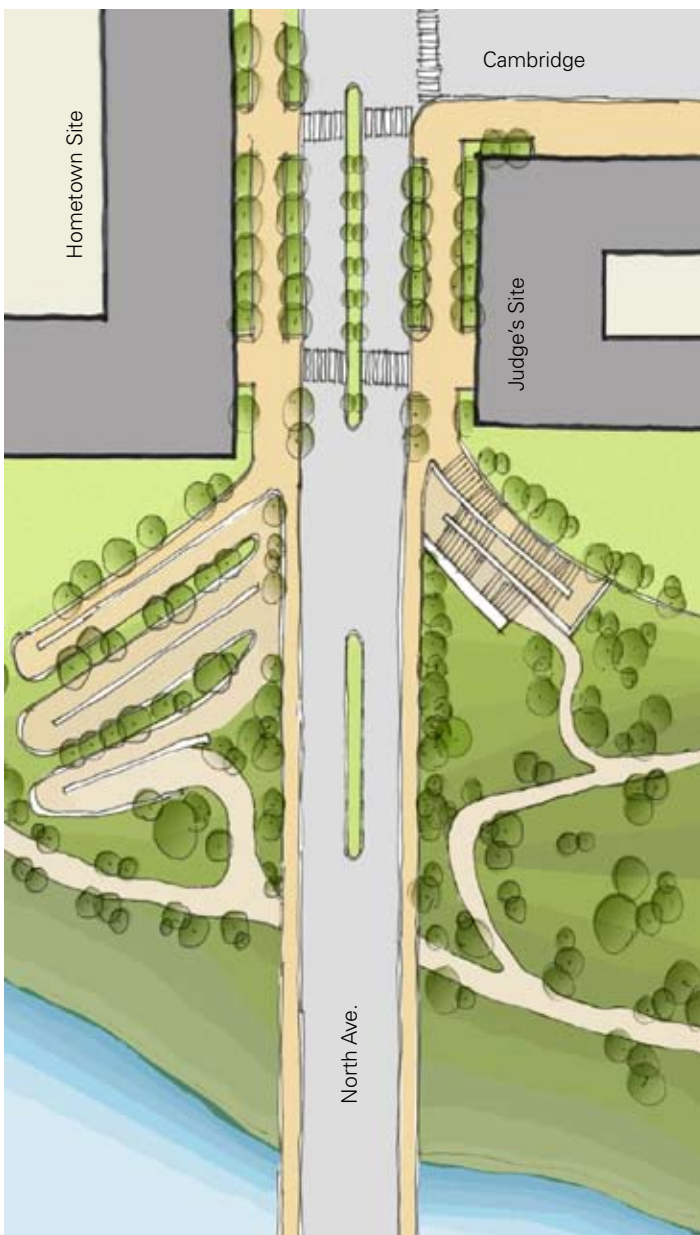


Figure 9.14: Artist sketch of ramps / stairs at North Avenue and the Milwaukee River.

5D - RIVERSIDE INDUSTRIAL COMMERCIAL AND MIXED USE AREA

3. As UWM dormitory development is considered for the former Hometown parcel, promote development that will be compatible with the river environmental corridor to the west of the site and the North Avenue commercial corridor and East Side BID to the south of the site. Residential (or UWM dorm) development at this location should have street-friendly facades with generous windows, landscaping and terraces on the river side. Commercial development (if that occurs as part of the overall mix of uses) should front North Avenue with buildings placed up to the street, pedestrian friendly storefronts, and screened parking placed to the north of the building (see Catalytic Project 6F - North Avenue Corridor Milwaukee River to Oakland Avenue).

- Employ green building practices for any new development.
- Discourage automobile oriented uses to strengthen the pedestrian environment. Rework existing uses to be less automobile oriented, particularly along North Avenue. Reorient building entries so that instead of entering from the parking lot, customers enter from the public sidewalk, or provide dual entries from both similar to Beans and Barley.

- Locate parking behind buildings and incorporate shared parking wherever possible to reduce paved surface parking lots along North Avenue.

REDEVELOPMENT LAND USE STRATEGIES

If in the future, there is a major transformation of the area or a majority of land or building(s) are being considered for change in land use due to land scale, proposed redevelopment or major renovation of facilities a comprehensive review of the development proposal should be prepared, based on the above criteria to ensure that the new development will still be compatible with the adjacent uses.

1. Provide design guidelines for redevelopment to address issues associated with alteration, demolition and building criteria for any new development.
2. Evaluate the impact of future changes in use especially with regard to residential development on the existing industrial properties.
3. Consider development of a mixed use neighborhood similar to the Riverside Park neighborhood on the east side of the Oak Leaf Trail.



Figure 9.15: View from UWM dormitory looking east. Artist sketch of Riverside Industrial Commercial Area and ramps into Milwaukee River Environmental Corridor trails.

5D - RIVERSIDE COMMERCIAL AND MIXED USE AREA

4. Restore bridge connections where possible. Consider reimposing the same pattern of streets, blocks and lots.
5. Analyze impacts of future development and establish workable guidelines for making buildings, landscaping and parking compatible with the Milwaukee River Environmental Corridor. Any facade facing the Milwaukee River must be treated as a principal facade. Consider incorporation of green space/open space in future redevelopment.
6. Allow public input to the decision-making process.
7. Support the Park Place Bridge and 1.5 million improvement plan for Riverside Park. The plan includes: a 55 car parking lot, added land, improved trails, wheelchair accessibility, a fishing pier on the river, an improved canoe launch, replacing the existing graffiti prone steel pedestrian bridge to make it accessible, improved staircases and added connections to the Oak Leaf Trail.
8. Support the conversion of 4.5 acres of former industrial land (see Figure 8.19) to an arboretum and gateway park to the Milwaukee River Primary Environmental Corridor (Rotary Centennial Arboretum). Encourage programming by groups such as the Urban Ecology Center and River Revitalization Foundation that will make it a "living forest classroom" and center for recreation, teaching and research,

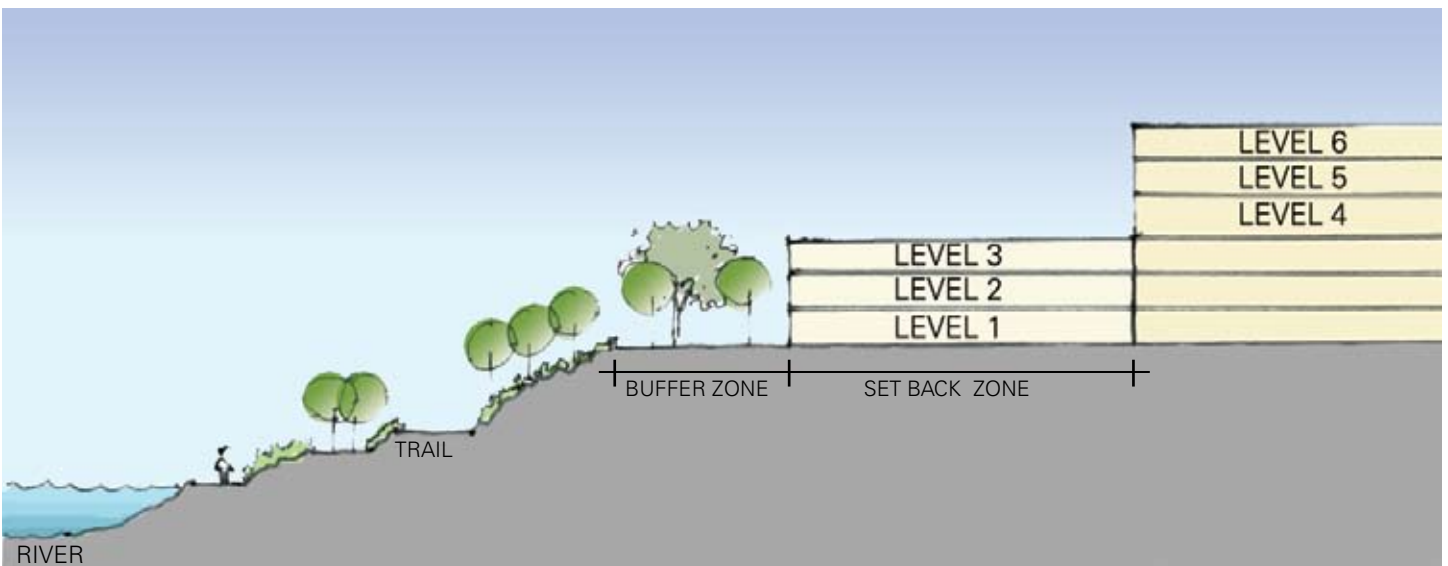


Figure 9.16: Section showing a potential building layout on a site adjacent to the Milwaukee River Environmental Corridor as discussed in MRWG workshops..

5E - OAKLAND AVENUE TRANSIT CORRIDOR

CORRIDOR ISSUES AND OVERVIEW

Oakland Avenue is a vital segment of one of Milwaukee’s original streetcar routes. Today, Oakland Avenue is used by MCTS #15 bus route, that connects the Fifth and Third Ward on the south side, Downtown and Park East, the Lower East Side, Upper East Side, and the Villages of Shorewood, Whitefish Bay and Glendale (including the Bayshore Town Center). Because it is a historic transit route, there exists a strong relationship between transportation and land use as evidenced by the high density residential and commercial districts along this route. Oakland Avenue is lined with housing densities and prototypes typical of transit oriented development, including traditional brick courtyard apartments and residential over first floor retail.

VISION

Further enable this successful transit corridor to serve a large and diverse population within high quality mixed use commercial districts. Provide an efficient and streamlined north-south connection from the neighborhoods to downtown. This can be accomplished by shortening headways for existing transit service; adding pedestrian friendly amenities; adding express bus service and reinforcing existing transit oriented development.

AREA BOUNDARIES

Oakland Avenue from North to Edgewood Avenues (Village of Shorewood - City of Milwaukee limits).

TRANSIT CORRIDOR STRATEGIES

1. Develop mixed use transit oriented development (TOD) nodes along Oakland Avenue at key commercial intersections including Oakland Avenue & Locust Street, Oakland & North Avenues, and Oakland & Edgewood Avenues.



Figure 9.17: Commercial Buildings Along Oakland Avenue



Figure 9.18: Oakland Avenue Corridor

5E - OAKLAND AVENUE TRANSIT CORRIDOR

2. Extend Shorewood's streetscape approach as applied successfully to that Village's commercial district south along Oakland Avenue to unify the corridor.
3. Intensify housing development along the corridor where infill is possible and compatible with the existing context.

BUSINESS IMPROVEMENT DISTRICT (BID) STRATEGIES

1. Enhance the University Square BID through the following initiatives:
 - Strategic recruitment of neighborhood serving businesses, including grocery stores, drug stores, coffee houses or restaurants.
 - Establish design guidelines and facade improvements that will enrich street life and pedestrian activity.
 - Consider future expansion of the University Square BID northward on Oakland to include smaller commercial pockets near Kenwood, Hampshire and Hartford. Incorporate residential/retail mixed use where it already occurs. Encourage adaptive reuse of existing buildings. Maintain existing scale and character of residential and commercial buildings. (Tear-downs are not recommended except in cases where buildings are beyond repair.)
 - Discourage single user off-street parking. Encourage shared parking for businesses within the BID. Over time, replace surface parking lots within the BID with development that incorporates parking as part of more intensive land use.
 - Discourage big box commercial uses (such as those found on heavily trafficked commercial corridors) on Oakland Avenue. Encourage smaller-scale businesses that serve students, neighborhood residents and transit riders.
 - Encourage "low-impact" neighborhood-serving businesses, such as the former Sentry and Ben Franklin on Oakland, or the former Frinzi Market on Locust.

5F - CATALYTIC PROJECT: FORMER COLUMBIA HOSPITAL CAMPUS REDEVELOPMENT

CATALYTIC PROJECT ISSUES AND OVERVIEW

The former Columbia Hospital Campus is a significant property and its redevelopment will have considerable and lasting impacts on the Upper East Side. While neighbors certainly comprehend the benefits of adaptive reuse, they also have several concerns. UWM acquisition and a merger with its existing campus could mean more dormitory buildings, which are sorely needed to house underclassmen on campus. However, more dormitories to the neighbors translates into more students partying in the immediate areas and more binge drinking and related behavior conflicts.

Another redevelopment concern is the possibility of adding more traffic in an already congested commuter impacted area. The potential loss of historic buildings that are in scale and character with older parts of the UWM campus are a concern of the surrounding neighbors. Another concern is that a new developer might add more surface parking lots or another parking garage.

However, redevelopment could mean jobs in an existing "walk-to-work" neighborhood; could provide affordable housing options that do not currently exist; and help create a greener, more attractive version of the current medical complex. Given the importance of this project for the surrounding area, any future development of the property should incorporate input from all stakeholders regarding its proposed reuse and impact on surrounding properties.

VISION

Establish an adaptive reuse plan for the site that takes into consideration the varying needs of community stakeholders. Future development should seek to reuse the available resources on site and preserve its historic buildings to the extent feasible.

AREA BOUNDARIES

Hartford Avenue to the south, Maryland Avenue to the east, Newport Avenue to the north and Cramer Street to the west.

ACQUISITION STRATEGIES

1. Consider a wide range of options for the adaptive reuse of the former Columbia Hospital Campus and evaluate potential development scenarios, including, but not limited to, the following:
 - UWM campus site for new School of Public Health, and / or other academic or research facilities
 - Private development with public-private partnership for UWM academic or research facilities (e.g. new School of Engineering, biomedical research facilities or water related research facilities).
 - Private housing with potential lease agreement for UWM student housing as part of a mixed use development (Kenilworth model).

5F - CATALYTIC PROJECT: FORMER COLUMBIA HOSPITAL REDEVELOPMENT

- Private development with no connection to UWM other than adjacency to campus.
- Senior housing or condo with resident benefits agreement with UWM (consider class audits, use of athletic facilities, reduced admission fees and perks similar to Alumni Association benefits).
- Campus for large company or group with potential research or business ties to UWM.

REDEVELOPMENT STRATEGIES

1. For all redevelopment proposals, evaluate impacts on surrounding properties for traffic, noise, lighting, compatibility of use and activity.
 - Find ways to mitigate impacts on adjacent neighborhood stakeholders regarding building heights, densities, parking, traffic and general neighborhood quality of life.
 - Preserve and restore existing street grid if possible. Provide pedestrian links to the surrounding neighborhood. Do not permit the new development to be walled or fenced off.
 - Landscape and light all paths, entrances and walkways.
 - Make all principal or street facing facades pedestrian friendly, open and transparent.

LANDSCAPE AND STREETScape STRATEGIES

1. Create a welcoming area connection between the area's center and surrounding streets.
 - Establish entrances, public or semi-public, to the building complex at Maryland Avenue. (see Figure 9.21).
 - If possible establish main entrances at Newport, Maryland and Hartford Avenues.
 - Make the center of the site a gathering place to be used by a broad cross section of the community.
 - Incorporate green spaces, outdoor cafés, recreational areas, gardens and plazas in the site's redevelopment plans.



Figure 9.19: Former Columbia Hospital Campus Redevelopment Site

5F - CATALYTIC PROJECT: FORMER COLUMBIA HOSPITAL REDEVELOPMENT



Figure 9.20: Excess parking can be converted to green space or recreational areas.

VIEW 1



Figure 9.21: Green courtyard entry from Maryland Avenue

VIEW 2

10: Lower East Side - Area 6

AREA OVERVIEW

DISTRICTS:

6A - EAST SIDE BID

6B - BRADY STREET BID

6C - EAST VILLAGE AND CASS STREET NEIGHBORHOODS

CORRIDORS:

6D - FARWELL AVENUE

6E - PROSPECT AVENUE

CATALYTIC PROJECTS:

6F - NORTH AVENUE CORRIDOR (MILWAUKEE RIVER TO OAKLAND AVENUE)

6G - PARK EAST TO BRADY STREET TOD CONNECTION

6H - REDEVELOPMENT OF FORMER PROSPECT MALL AND SURFACE PARKING

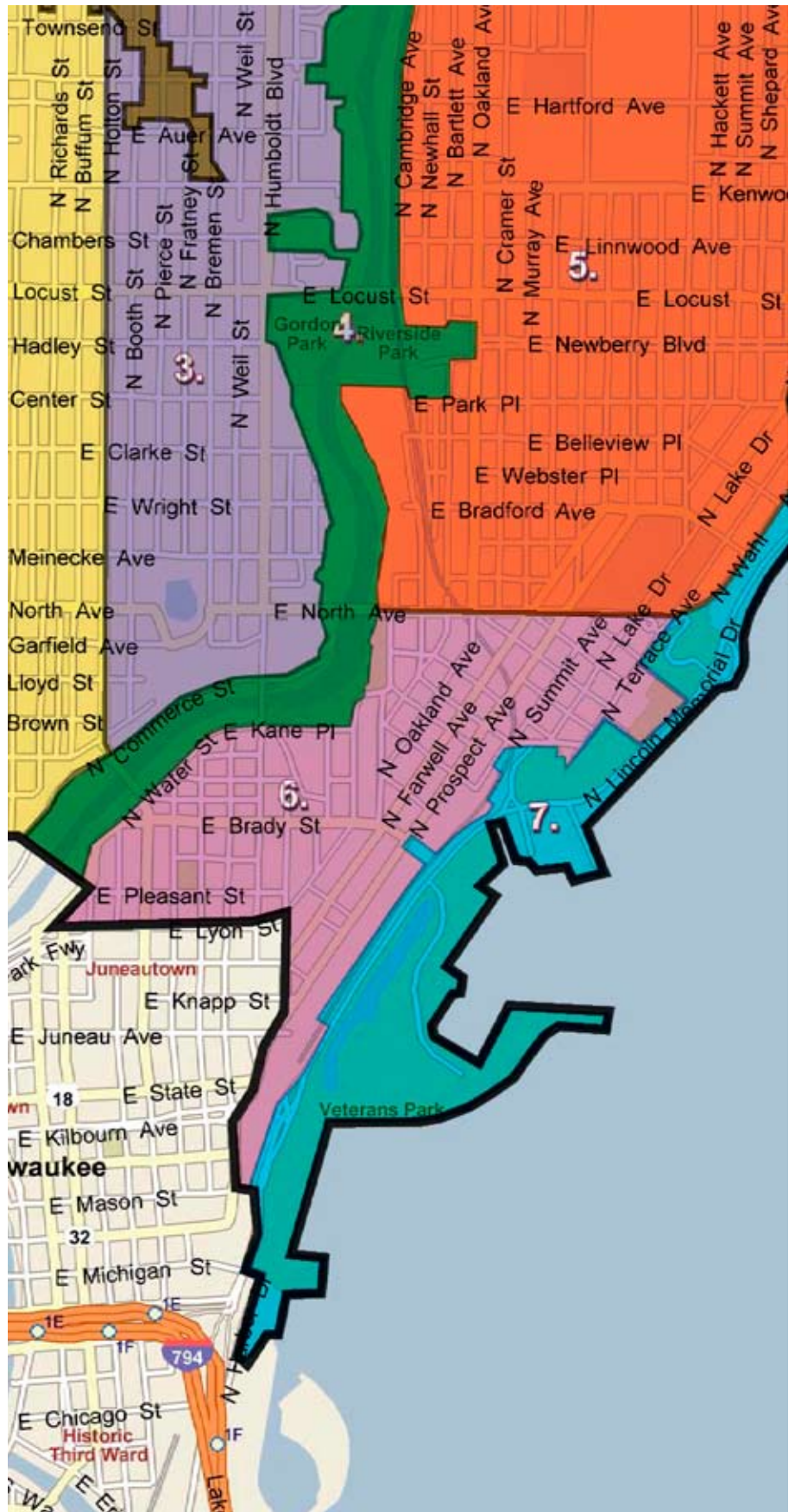
LOWER EAST SIDE AREA 6

Northeast Side Plan Areas

1. Harambee
2. Riverworks
3. Riverwest
4. Milwaukee River
5. Upper East Side
- 6. Lower East Side**
7. Lakefront

Stakeholders:

- Brady Street BID
- Greenwich Village Neighborhood Association
- East Side BID
- Prospect Avenue Association
- Wisconsin Paperboard
- Mandel Group
- East Side Condo Owners Association (ESCOA)



LOWER EAST SIDE

INTRODUCTION

The Lower East Side, located just north of Downtown Milwaukee, is home to many unique, prosperous and historic neighborhoods. With the popularity and emergence of the hip urban residential loft districts of the Third Ward south of Downtown, and the Beer Line along the riverfront, this “Uptown” area provides a best-of-both-worlds transition between the density of downtown living and the “urban village” neighborhoods further to the north. The Lower East Side has several thriving commercial areas anchored by destination retail, growing mixed use neighborhoods and strong business organizations including the East Side Business Improvement District (BID) and Brady Street BID. With a diverse collection of buildings and architectural styles, the Lower East Side provides a wide variety of housing alternatives for residents.

This area contains several historic districts including, the East Village, Brady Street and designated portions of Prospect Avenue. Most historic property owners in the area will say that maintaining historic properties is both challenging and rewarding. Though maintaining historic properties can be very expensive, the results when done well, produce buildings that are unparalleled in character and “ambiance” and have a market value well beyond their modest footprint and leasable space. Financial incentives (e.g. tax credits) and technical assistance are a regular and ongoing part of owning historic properties. Technical assistance is provided by City of Milwaukee preservation staff and local restoration experts, many of whom will do tax credit investigation, paperwork and approvals.

There is also a “culture of preservation” that adds to the various means of public and financial support. These historic districts could not be sustained without the support of local businesses, enlightened developers, and preservation groups such as the Water Tower Landmark Trust, Historic Milwaukee and the Milwaukee Preservation Alliance. That said, there are some pockets of the neighborhood where buildings have significantly deteriorated due to deferred maintenance or neglect or the practice of “holding” (the owner expects to tear down and rebuild).

These buildings will eventually require major restoration work to meet market expectations for housing, office or retail space. With new infill development trends moving towards higher densities and increasing land values, historic properties are under substantial pressure. Many are faced with the threat of being torn down or significantly altered, potentially changing the character of the area upon redevelopment. In addition, “noteworthy” and contributing structures (not designated historic, but adding value to the historic district) are also at risk of being lost. The other major factor affecting these buildings is the advent of automobile oriented development that threatens the character and qual-

ity of the pedestrian experience in the area, exemplified by the area’s abundance of commercial strip style surface parking lots with deep building setbacks and wide curb cuts.

The Northeast Side Plan seeks to preserve historic areas and neighborhood character while accommodating new development in a context sensitive manner. The following are the vision and goals for the Lower East Side.

VISION

To promote the preservation of historic areas and the neighborhood character of the Lower East Side while allowing context sensitive development options that enhance the area’s character and address current issues. This should be accomplished by balancing the needs of various stakeholders in the area while expanding the market for goods and services, housing options and lifestyle choices.

AREA BOUNDARIES

North Avenue to the north, the Milwaukee River to the west, Prospect Avenue to the east and Park East (Lyon Street) to the south.

GOALS

A. HISTORIC PRESERVATION

Preserve existing historic districts and promote the development of neighborhood conservation overlay zones to protect neighborhood character and the historic building stock. Allow context sensitive infill development where it does not compromise historic character.

B. CONTEXT SENSITIVE DEVELOPMENT

Promote development that enriches the existing commercial areas, provides new and affordable housing, promotes pedestrian activity and addresses parking issues in a creative manner. Develop the public right of way (streets, sidewalks, tree border) in a manner that supports adjacent land uses.

C. STRONG COMMERCIAL DISTRICTS

Support existing and foster the development of new or revitalized commercial districts that have strong anchors (destination retail), a high level of pedestrian activity and neighborhood-serving businesses (grocery, hardware, pharmacy, bank, etc.) along with businesses that add to the quality of life (art galleries, movie theatres, restaurants, bookstores, etc.).

D. CONNECTIONS TO NEIGHBORING AREAS

Establish and improve connections between the Lower East Side, neighboring commercial and high activity areas (such as the Park East, the Water Street Entertainment District, and Beer Line ‘B’) and lakefront destinations.

LOWER EAST SIDE

E. LINKAGES TO ENVIRONMENTAL RESOURCES

Provide stronger connections to the Milwaukee River, lake-front parks, recreation areas, trails and environmental corridors.

F. STREETScape AND WAYFINDING

Foster new and existing streetscape improvements that promote neighborhood image and improve the pedestrian experience. Enhance improvements with public art that defines and symbolizes local culture.

HISTORIC PRESERVATION STRATEGIES

1. Establish regulatory (zoning) controls for densities and guidelines for new development, economic incentives and governmental oversight for preserving historic properties and districts already in place. However, there is still a need to educate people about the resources available to them (e.g. tax credits) to help balance growing development pressures. Whenever possible, channel new development to vacant and underutilized land (surface parking lots) before allowing tear-downs of historic and noteworthy buildings.
2. Identify areas and buildings that should be protected through historic designation and regulatory procedures.
 - Continue to update and modify existing historic and zoning overlay districts to fit current needs. Review the potential for additional conservation districts in the area.
 - Create interim study overlay zones as potential historic districts are identified.
 - Conduct a survey to identify buildings for potential historic designation.
 - Protect existing conservation districts and historic buildings by enforcing existing preservation regulations and overseeing the impact of any future development.
3. In local historic districts, continue to use established design standards for preservation, rehab, alterations and new construction that protect the architectural integrity and character of historic buildings and sites.
 - Create building design standards that include guidelines for building restoration (including additions and demolitions) as well as new building construction.
 - Establish public right of way, streetscape and parking guidelines that will take the area's historic context into consideration.
4. Continue to provide financial support and technical assistance to historic building owners in order to foster an optimum level of maintenance and upkeep of historic building stock. Encourage use of tax incentives and other subsidies to make historic assets a part of major redevelopment projects (rather than losing them due to the higher costs of adaptive reuse, retrofit, etc.).
 - Disseminate information regarding available financial assistance at the local, state and national level for historic building owners.

LOWER EAST SIDE

- Develop an assistance program with city resources and community organizations to provide grants for historic property restoration on an as needed basis.

CONTEXT SENSITIVE DEVELOPMENT STRATEGIES

1. For Farwell, Prospect and E. North Avenues, re-evaluate current zoning requirements for use, density, scale, setback and bulk, including F.A.R. requirements in light of current development climate and high-density urban context (high intensity context on E. North Ave.). Adjust if needed to provide more control over the character and impact of highrise development, and to support a high level of amenity at street level (e.g. plazas, entry courts, landscaping); engaging pedestrian-friendly facades (facing both Prospect and the Oak Leaf Trail in the case of Prospect Ave.); and a high level of architectural design (e.g., massing, composition, stylistic elements, materials, fenestration and transparency). Also consider “green building” features and energy-efficiency as essential components of design.

- Continue to support mixed use development that promotes walkable neighborhoods.
- Continue to promote a range of housing types within mixed use developments to help meet affordable housing needs.
- Continue to encourage high density development that supports the area’s architectural character, pattern language and blend of historic buildings.

2. Address parking needs while taking into consideration the character of the area, the protection of a continuous street edge and pedestrian movement.

Note: New development is required by zoning to meet its parking needs to avoid additional demand on street parking. Zoning also provides allowances for shared parking.

- Deter automobile oriented uses along the street frontage. Promote side / rear parking locations.
- Evaluate the use of parking garages in lieu of surface parking to maximize parking space capacity.
- Evaluate street parking layouts for vehicular and pedestrian circulation efficiency. Modifications might include the implementation of angled parking on one side of the street where feasible.
- On Brady street, continue to use valet parking shuttles and similar remote parking strategies to reduce the impact of entertainment, restaurants, nightclubs or other attractions.



Figure 10.1: North Avenue Bridge and Sign.

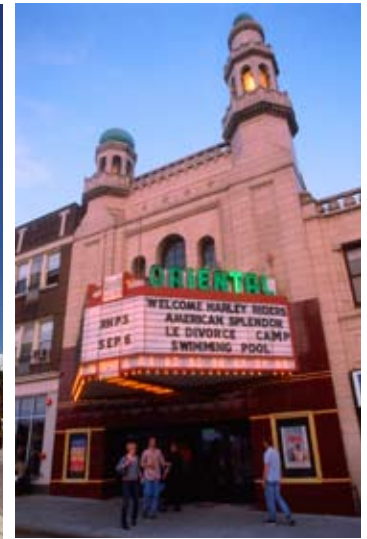


Figure 10.2: Historic buildings like the Oriental Theatre should be preserved.



Figure 10.3: Example of artful bench made by Tom Wilson, a local artist from the East Side BID.

3. Support “green” infrastructure that helps attract and retain families who are looking to mix green and nature into city living. Examples include green roofs, urban agriculture, bicycling, pocket parks.

C. COMMERCIAL AREA STRATEGIES

1. Within the framework of traditional neighborhood and context sensitive development in historic districts, promote the development of vacant sites and the redevelopment of underutilized properties to their highest and best use, in order to leverage other development opportunities in the area.
- Encourage the use of master plans and redevelopment plans for adaptive reuse, renovation and infill of properties.

LOWER EAST SIDE

- Promote destination retail and entertainment uses that are compatible with existing businesses and with the area's character.
2. Promote use of the National Trust's Main Street Four Points approach to organizing, promoting, designing and economically restructuring major commercial districts in the area. These include North Avenue, Brady Street, Prospect Avenue and Farwell Avenue.
 - Develop a forum for sharing expertise and resources of successful BID's, (e.g. Brady Street BID, East Side BID, and King Drive BID) with other commercial areas and potential BID's, such as Farwell Avenue.
 - Choose revitalization efforts that afford high visual impact and early success to gain momentum and promote the new BID's endeavors.
 - Promote and market main commercial corridors to encourage potential businesses, customers and visitors to visit and invest.
 - Highlight the assets of major commercial corridors by improving streetscape elements, building facades, street frontage, signage, commercial storefronts and parking areas.
 - Continue successful public arts programs to help promote a creative high-energy image for commercial corridors.
 - Analyze existing commercial uses and identify needs for any potential business recruitment.

D. NEIGHBORING AREAS CONNECTION STRATEGIES

1. Tighten or strengthen connections between the east and west sides of the Milwaukee River where it would help promote commercial activity between both areas and expand redevelopment improvements to the west side.
 - Utilize streetscape improvements and wayfinding to improve pedestrian movement across North Avenue, Humboldt Boulevard, Pleasant and Holton Streets. (Fig. 10.1)
 - Improve pedestrian and handicapped accessible connections from bridge crossings down to the Milwaukee River and to adjacent commercial corridors on either side.
 - Complete west stairs on Holton Marsupial Bridge that connect upper street to lower river level.
2. Promote stronger relationships between existing commercial districts and neighboring residential districts and strengthen commercial corridors that link them.

LOWER EAST SIDE

- Strengthen connections between the existing East Side and Brady Street BID's and use this connection to foster and support the commercial district along Farwell Avenue.
- Improve the pedestrian connection from Brady to Prospect and Farwell by creative streetscaping of 5 point intersection of Farwell, Brady and Prospect. Consider making Farwell and Prospect 2-way.
- Provide a stronger connection from the western end of Brady Street to the Water Street Mixed Use Entertainment Corridor that runs from the Fifth and Third Ward through Downtown to Park East, and up to the Lower East Side and Brady Street.
- Promote improved transit connections between Downtown and commercial districts and corridors within the Northeast Side. The Downtown / Park East / Brady / Kenilworth / UWM connection should be improved and reinforced to capture a greater percentage of potential ridership.



Figure 10.4: North Avenue Kiosk



Figure 10.5: North Avenue Outdoor Café

6A - LOWER EAST SIDE

E. ENVIRONMENTAL LINKAGE STRATEGIES

1. Increase and improve pedestrian connections to the Milwaukee River.
 - Encourage green infrastructure to promote safe walks and biking.
 - Improve accessibility to the riverfront, trails and waterfront amenities. This should include accessibility provisions for handicapped and mobility impaired groups.
2. Foster improvements and development along the river front that promote the river's use and enjoyment.
 - Include a riverwalk and river access component to development along the river front. Whenever feasible, promote connections between riverfront destination points.
 - Explore buffers or setbacks as a way to transition between paved areas and natural setting. Note: new development must not encroach on the Primary the Environmental Corridor.
3. Utilize signage and wayfinding elements to point out pathways or corridors and to highlight connections to the Milwaukee River and the lakefront.
 - Utilize markers, posters or kiosks to let drivers and pedestrians know of the river and lakefront connections accessible from commercial districts.
 - Install local maps to provide directions to visitors and highlight the river and lakefront locations.
 - Utilize standard directional signage used by the City of Milwaukee to direct visitors to both the river and the lakefront. This type of signage is also utilized to direct visitors to other major destinations.

F. STREETScape AND WAYFINDING STRATEGIES

1. Further promote the use of streetscape and wayfinding to establish a strong neighborhood image and "branding" to help market commercial areas.
 - Conduct upgrade of signage and streetscape amenities as needed.
 - Promote signage that identifies and directs visitors to commercial corridors.
2. Improve pedestrian safety to foster greater foot traffic that supports commercial activity.
 - Use streetscape improvements to support pedestrian circulation within commercial areas.
 - Install traffic calming measures where needed.
 - Analyze and evaluate existing curb cut locations and consider potential closings for more continuous sidewalk connections.

LOWER EAST SIDE

- Reduce width of curb cuts and driveways in future developments to minimize their impact on pedestrian movement.
3. Establish a connected system of trails and pathways throughout the area ("green infrastructure") to promote safe walks and biking.
 - Complete missing connections in trails, bikeways and pedestrian pathways.
 - Make connections to parks and greenways where they do not already exist.
 - Make connections to key destinations and districts.
 4. Continue to organize local programs and events to market the distinct image of the area.
 - Promote public art and sustainable developments that highlight the unique qualities of the area's districts.
 - Continue to create functional public art pieces (such as benches, railings, signs, kiosks, etc.) that also serve as amenities.
 5. Improve access to the lake from Brady Street area by considering several factors, such as:
 - Prospect and Farwell one-way pair is a high-speed thoroughfare that presents an obstacle to cross-traffic in the direction of the lake. Either slow Prospect/Farwell traffic or add traffic lights to make cross-traffic easier for both pedestrians and automobiles.
 - Create visible symbols as part of the streetscape to identify the pedestrian routes that lead to bridges that cross over to the lake parks and beaches.
 - Use public art at entrances to lake connections, e.g. Sebastian sculpture at Ogden extended to signify connecting pathway to lake.

G. DIVERSITY STRATEGIES

1. Encourage policies and incentives that promote family-friendly development and aging within the community that will attract and retain individuals and families throughout their lives.
2. Enhance family programming in community centers such as St Hedwig Church, Tamarack School or the former Boys Club facility.
3. Encourage a "lighted school house" program at Cass Street School.
4. Encourage recreation programs for residents of all ages at local parks.

6A - EAST SIDE BID

DISTRICT ISSUES AND OVERVIEW

The East Side BID is a dynamic entertainment, business and residential district within the Northeast Side. Strategically located between the Milwaukee River, the lakefront and a rich cluster of diverse mixed use areas such as Brady Street, Prospect and Farwell Avenues, the East Side BID serves as a valuable center of activity in the Northeast Side. The area's income and household demographics have the potential to serve a growing retail market. The recent addition of a UWM satellite facility (Peck School of the Arts on Kenilworth), an expanded Columbia St. Mary's medical complex, and new destination retailers in the area such as Whole Foods and Urban Outfitters, have strengthened that area's retail market. Many Milwaukee "institutions" such as the Oriental Theatre, Von Trier, Beans and Barley, Hooligan's and Pizza Man continue to thrive and prosper in the East Side BID. The initiative to support and continue the East Side BID's success in making the area a desirable place for businesses, visitors and residents, is at the forefront of this plan.

VISION

Strengthen the BID's image and vibrant character through infill development, redevelopment, recruitment of new businesses and promotion of existing businesses.

AREA BOUNDARIES

BID boundary line as shown on figures 10.6 and 10.7.

DEVELOPMENT STRATEGIES

Support the East Side BID's effort to encourage mixed use high density development (high intensity high traffic mix of uses concentrated along Farwell, Prospect and North Avenues, e.g. bars, restaurants) that promotes the district's image and fosters a pedestrian friendly environment.

1. Develop a master plan and overlay district that provide guidelines for use, density, scale, setbacks and bulk requirements to promote the district's goals.
2. Promote infill development that reinforces a more continuous building edge along North Avenue where gaps exist.
3. As redevelopment occurs, identify opportunities for additional housing stock that may be incorporated. For example, a housing component could be promoted within mixed use development in order to increase the residential population.
4. Intensify uses within the BID and create a dense mixed use corridor along North Avenue that is well-landscaped with streetscape, art, and amenities that complement the business and other establishments located there.

5. Prevent commercial encroachment into the surrounding neighborhoods, with the exception of "blended uses"—small-scale shops / offices / clubs in former houses, similar to what already exists at Matt Linn Law office, Paddy's Pub and Estate Jazz Club.

HISTORIC PRESERVATION STRATEGIES

Preserve and promote historic buildings in the area while encouraging new development.

1. Complete a survey to identify buildings for potential historic designation.
 - Several landmark buildings such as the Oriental Theater and Von Trier Tavern have not been officially designated as historic and are not protected as Local Landmarks.

STREETScape IMPROVEMENTS STRATEGIES

Support the continuation of streetscape improvements initiated by the BID along the North Avenue Commercial Corridor west of Oakland Avenue and along Farwell Avenue.

1. Expand streetscape improvement efforts already in place such as the creation of outdoor cafés and the incorporation of amenities that also serve as public art (e.g. benches, kiosks, and railings).
2. Streetscape design elements should address landscaping, special pavers, and additional amenities such as benches and trash receptacles.
3. Create and enhance seasonal, occasional or after hours spaces for public gathering, especially for special events (e.g. East Side Open Market, Harley Anniversary, Summer Soulstice) or when entertainment uses are most prevalent. One potential location might be Ivanhoe Place between Farwell and Prospect Avenues, which could become a desirable place where multiple uses are coordinated to include a gathering space while allowing street access.
4. Continue integration of public art in BID streetscape programs. Add individual elements according to business use to personalize public spaces (such as outdoor cafés for restaurants).

AREA CONNECTION STRATEGIES

Strengthen connections between the East Side BID and neighboring areas, and reap the benefits from a broader commercial district.

1. Establish a gateway at North Avenue and the river corridor, composed of two signature buildings on both sides of North Avenue that if possible, respond to each other on a design level and together create

EAST SIDE BID

a wholistic sense of entry. at North Avenue and the river Corridor Reinforce these gateway buildings with streetscape elements and/or public art that will serve as a way of identifying arrival into the community and as a transition from natural areas of the river to the urban environment. Note: Streetscape elements may precede buildings. The gateway will also further promote a “green” community image. Also note: Buildings that border the Primary Environmental Corridor or Downtown Riverwalk must have principal facades facing both the river and the street(s), i.e., cannot back up to the river or have a “back side,” “utility side” or parking garage facing the river.

2. Unify both the east and west sides of the river using the North Avenue Bridge as a visual and symbolic connection through interpretive signage, wayfinding, streetscape and landscape improvements.
3. Expand BID improvements and enhancements to the south to support a stronger commercial corridor

along Farwell Avenue. In the future, this will help create a stronger connection from the Lower to the Upper East Side.

4. Establish linkages with businesses outside of core commercial areas on Murray Avenue such as Cory the Bike Fixer, Paddy’s Pub and Murray Hill Pottery Works.

INFILL AND REDEVELOPMENT STRATEGIES

Intensify efforts to conduct strategic infill and redevelop properties on the west end of the BID using as a model recent successful projects that have occurred or are underway on the east end (such as the Kenilworth Building, Whole Foods, etc.).

1. Utilize the intensive redevelopment of key sites within the east and west ends of the BID. Leverage development opportunities at the former Prospect Mall and parking lot, at the Hometown site and other potential redevelopment sites.



Figure 10.6: East Side BID and North Avenue commercial corridor from the Milwaukee River to Oakland Avenue.

EAST SIDE BID

2. Evaluate the use of destination retail (preferably as part of mixed use project or multi-level as opposed to single story) as a redevelopment option. Destination retail should be balanced with existing neighborhood businesses to create a mixed market.
3. Several promising locations for destination retail are concentrated in this area and would, if developed, create an "uptown" cluster of shops, restaurants and galleries to complement and serve as a draw for the downtown market.

RIVER ACCESS AND AMENITIES STRATEGIES

Provide better pedestrian connections to the Milwaukee River.

1. Include a river access component in the future development of the Hometown site.
2. Evaluate potential access improvements along riverfront properties currently utilized for institutional, civic or park uses.

3. Develop design guidelines for improvement of institutional, commercial and industrial properties along the riverfront. New river edge development should include river access, amenities (benches, planters, overlooks etc.), landscape buffers and parking lot requirements (e.g. stormwater retention, permeable pavement, additional tree canopy, etc).
4. Improve access to the riverfront, trails and other amenities from North Avenue, including a well landscaped and graded handicapped accessible connection. Include connections to the Milwaukee River and the Oak Leaf Trail that are environmentally sensitive to habitat and plant life.



Figure 10.7: Eastern End of the East Side BID and North Avenue Commercial Corridor

POTENTIAL REDEVELOPMENT SITES

1. Buildings across from and south of former CITGO Gas Station site could be redeveloped
2. Continental Savings Bank-mixed use project could incorporate new bank
3. Plans for Educators Credit Union and Bruegger's Bagels at the corner of Prospect and North Avenues (construction underway)
4. Redevelopment of former Prospect Mall: Potential for mixed use development 2-3 levels of retail with residential tower, or hotel/condo development
5. One Stop Pantry and adjacent sites (good location for townhouses)
6. US Bank parking lot: Good location for a boutique hotel/condo development
7. East Side Library and adjacent parking: Plans for a new library in a mixed use building
8. McDonald's site - Potential for renewed building and landscape improvements
9. Former Downer Avenue Garage and Trombetta Dairy: Vacant sites available for redevelopment
10. Open Pantry site
11. Judge's Irish Pub site
12. Hometown Site
13. Maryland Avenue School site could be high profile mixed use project with new school as part of mix
14. Former Manufacturing Buildings
15. SW corner of Farwell and Kenilworth
16. Vacant land
17. Oversized parking lots

6B - BRADY STREET BID

DISTRICT ISSUES AND OVERVIEW

The Brady Street BID is a locally registered historic district nestled between the Milwaukee River and Lake Michigan. Most of the area was built from the 1860's to the 1940's and is currently home to a wide range of architecture including worker cottages, Victorian homes, brick churches, factories, commercial buildings, as well as modern glass and steel structures. The commercial district hosts a variety of restaurants, bars, coffee houses, shops and neighborhood serving businesses such as grocery stores, hardware stores, and bakeries.

Many of the district's residents have been there for generations but the area's eclectic vibrant and artistic character has attracted many newcomers, broadening the district's market area. The redevelopment of vacant and underdeveloped properties within the district is crucial to its continued market growth. However, redevelopment has to be carefully planned to protect the district's historic character while meeting the needs of its surrounding neighborhood and expanding market area. This will also help bring an optimum level of development to Brady Street.

VISION

Maintain and strengthen this strong commercial district through adaptive reuse, renovation and infill development, economic niche marketing, and programming while preserving and highlighting its historic character.

AREA BOUNDARIES

BID boundary line as shown on Figures 10.7 and 10.8.

MIXED USE DEVELOPMENT AND PEDESTRIAN ACTIVITY STRATEGIES

Encourage mixed use development that promotes pedestrian activity and fosters the continued economic vitality of the area.

1. Preserve the unique blend of local businesses while making allowances for destination retail and occasional franchises.
2. Promote residential uses above street level or within mixed use development to meet housing needs and provide a better retail market for a broader residential population.

TRANSIT AND ECONOMIC STRATEGIES

Promote Brady Street as a strong transit and economic connection to adjacent north and south districts and as an important spine of the Entertainment Corridor.

1. Continue to improve public transit connections along Brady Street.
2. Evaluate the potential for reinstating the historic north / south streetcar route connecting Whitefish

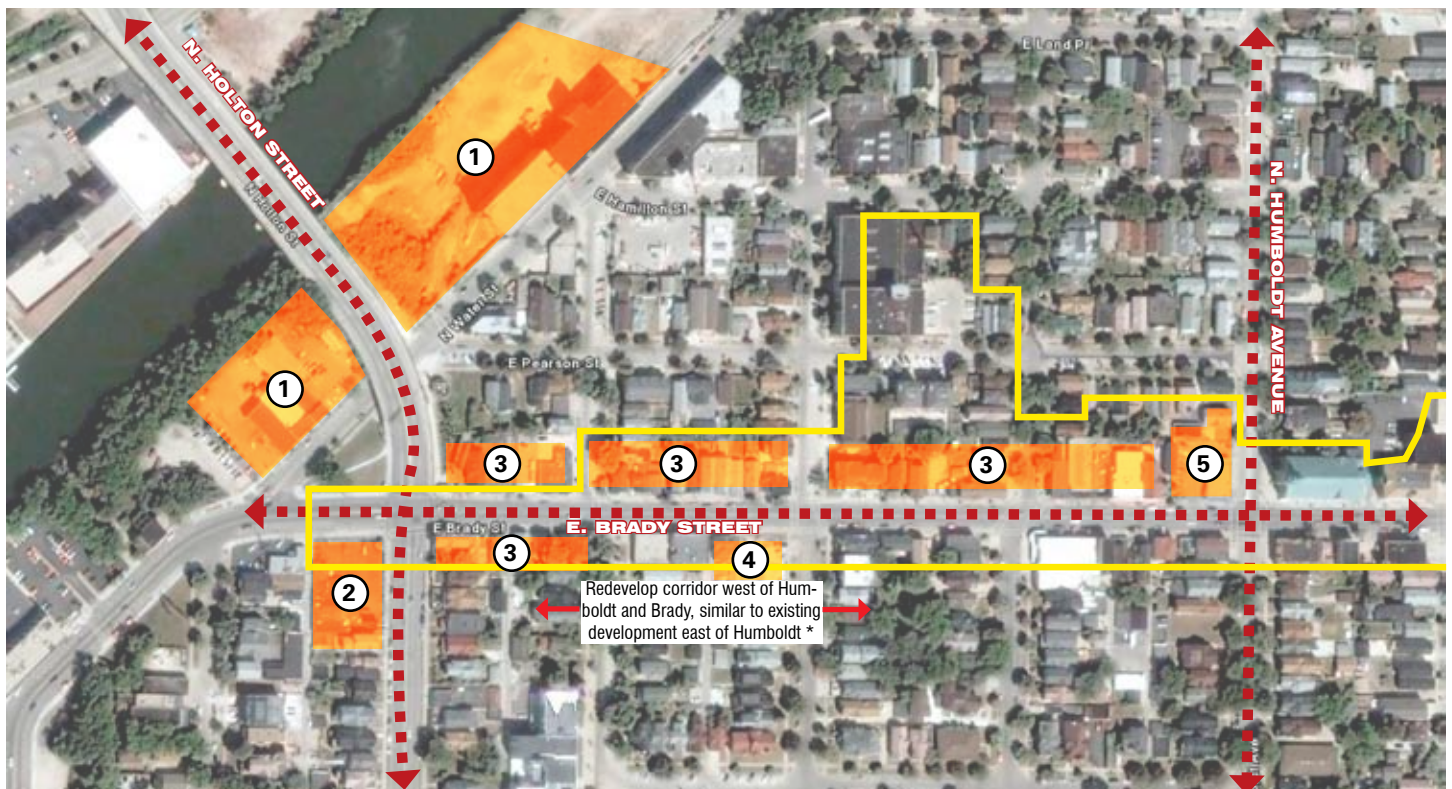


Figure 10.8: Brady Street commercial corridor - west of Humboldt Avenue

6B - BRADY STREET BID

Bay, Shorewood, UWM, North Avenue, Brady Street, Downtown, Third Ward and Fifth Ward.

3. Make a stronger visual and physical connection from the west end of the BID (west of Humboldt) to the Park East and the Water Street Entertainment Corridor by developing a continuous walkable sequence of pedestrian-friendly street-oriented uses (including those uses already in place and filling in the gaps in between), reinforcing with streetscape elements and practical public art, e.g., benches, kiosks, bus shelters, bike racks, paving patterns, etc.
4. Strengthen the Farwell Avenue connection between Brady Street BID and the East Side BID by making strategic transit and pedestrian improvements.
5. Promote better pedestrian connections from Brady Street to Prospect and Farwell Avenues to foster mutually beneficial commercial activity and to make a better connection from the river to the lakefront via Brady Street.

REDEVELOPMENT PLAN STRATEGIES

Strengthen the Brady Street commercial corridor through the continuation of its ongoing business improvement plan for adaptive reuse, renovation and infill.

1. Evaluate redevelopment opportunities for identified sites and follow design guidelines in historic district plan within a market framework.
 - Evaluate potential improvements to or redevelopment of the existing mini-mall and parking lot at Farwell Avenue and Brady Street (map #7) that would bring significant retail to the district.
 - Evaluate opportunities for mixed use development that include commercial, office and residential uses at the DigiCOPY site on the southwest corner of Holton and Water Streets (map #2), and the properties along the northwest corner of Brady Street and Humboldt Avenue (map #5).
 - Evaluate redevelopment options on the southwest, southeast, and northeast corner of Holton Street and Water Street (map #1). This area has the potential to be a catalytic project and is an important point of connection between Downtown and the Lower East Side.
 - Redevelop underutilized buildings and vacant lots at the SW corner of Arlington Place and Brady Street (map #8).
 - Develop vacant site at the SW corner of Marshall and Brady (map #4) with first floor retail/commercial and residential above.
 - Redevelop underutilized building at NW corner of Humboldt and Brady (new coin laundry could be incorporated in new building at same location).



Figure 10.9: Brady Street commercial corridor - east of Humboldt Avenue

6B - BRADY STREET BID

- Redevelop or convert existing older homes (Humboldt to Holton/Water) to street level retail with residential or office above.
2. Address significant problems inhibiting growth of Brady Street east end businesses stemming from the following issues:
 - Difficult 5 point intersection Farwell/Brady/Cambridge needs traffic calming, possible redesign.
 - Evaluate benefits of changing one-way pair (Farwell and Prospect) to two-way traffic on both.
 - Farwell and Prospect at their current traffic volume and speed is a significant hindrance to growth and use of east end of Brady.

IMAGE AND CHARACTER PRESERVATION STRATEGIES

Promote the Brady Street District's image and foster its unique character through historic preservation, continued streetscape improvements, wayfinding and public art.

1. Along Brady Street, promote infill development to maintain a commercial mixed use corridor.
2. Promote redevelopment that supports the locally registered historic status of the district.
3. Continue to build on the BID's successful use of the National Trust for Historic Preservation Main Street Four Points approach to redevelopments.
4. Continue good examples of business signage standards already in place in the district. Promote additional wayfinding signage throughout the district.
5. Continue to add public art as a key part of the district's approach to urban design.



Figure 10.10: Brady Street looking east at areas of potential redevelopment.

6. Expand and reinforce guidelines that establish architectural design (massing, scale, character, etc.), site and landscape requirements for new development.
7. Upgrade existing streetscape and landscape amenities. Use street furniture and other landscape amenities such as planters to portray the unique characteristics of the area and promote its businesses.
8. Continue to preserve and improve existing open space, identify potential sites for active and passive recreation, and delineate linkages.
9. Continue to support, develop and market neighborhood programming, public arts, gardening projects and sustainability efforts surrounding the river's use that highlight the districts artistic identity and vibrancy.

VEHICULAR AND PARKING IMPROVEMENT STRATEGIES

Continue to implement traffic calming, circulation and parking improvements that minimize conflicts between pedestrians and automobiles and increase pedestrian safety.

1. Develop a parking strategy and identify sites that can be utilized for additional parking. Evaluate the potential for a rear parking lot at sites identified with the number "6" on Figure 1.8.
2. Provide more parking capacity behind buildings to support pedestrian oriented businesses on the street. Deter automobile oriented uses along the street frontage.



Figure 10.11: Brady Street

6B - BRADY STREET BID

3. Phase out surface parking lots along Brady Street to encourage mixed-use street edge building development. Promote garage parking as part of mixed use buildings. Encourage alternate parking accommodations for Brady Street businesses employees.
4. The issue of limited parking accessibility along Brady Street is more prominent during the evening hours when employees and visitors alike compete for available parking. Promote parking guidelines that allow for creative parking solutions such as shared parking areas with valet service.
5. Limit the construction of driveways and curb cuts when possible, and enforce restrictions. This will help save on-street parking and foster continuous sidewalks for better pedestrian movement.
6. Redesign of the five corner intersection at Farwell Avenue, Brady Street and Cambridge Avenue to include traffic calming measures (e.g. curb bump-outs, cross-walk definition, etc.)

MILWAUKEE RIVER AND LAKEFRONT ACCESS STRATEGIES

Improve and increase pedestrian connections to the Milwaukee River and lakefront and highlight access points both ways. to the lakefront. Brady Street has the unique and important distinction of connecting the river on its western end to the lake on its eastern end. To make this even more of an asset, the Brady Street BID should further enhance the river-lakefront pedestrian connection; highlight public access points; use the marketing opportunity as a promotional tool; and continue to improve Brady Street as a shopping, dining, and recreation destination uniquely poised to close the east-west river-lakefront pedestrian loop.

1. Complete planned connection to the Holton Street Marsupial Bridge by providing stairs and / or ramp that were part of its original construction plans.
2. Develop stairway and ramped passway connections to the river at former Gallun property north of Holton bridge and/or former Habegger property south of Holton bridge to promote shopping and dining in the area by river users and residents.
3. Redevelop former manufacturing site along the river with new mixed-use development (identified on Figure 10.8 with the number "1") and continue to promote a continuous riverwalk component along the river.
4. Utilize Create and encourage public art and wayfinding to let visitors and residents know of identify the Brady Street Bridge connection to the lakefront. Encourage lake to river connections and use green infrastructure elements along Brady Street.
5. Encourage transient and local boaters to use Brady Street for their shopping and dining needs.
6. Encourage river boating at the Brady Street landing (Northern Lights), and any future development that replaces the former Gallun Tannery.
7. Encourage river taxis and public docking to enable boaters, canoists, and kayakers to dock and walk Brady Street and return by foot or water taxi to Lakefront.
8. Connect and expand biking and pedestrian green infrastructure of Oakleaf Trail to the Lakefront, Lakeshore State Park, and the Hank Aaron Trail.



Figure 10.12: Industrial property along the river south of Holton Street.



Figure 10.13: Industrial property along the river north of Holton Street.

6C - EAST VILLAGE AND CASS STREET NEIGHBORHOODS

DISTRICT ISSUES AND OVERVIEW

These traditional working class neighborhoods were settled by Polish immigrants in the 1860's followed by Italians at the turn of the century. These neighborhoods served the needs of its residents providing working, shopping, entertainment, religious, and recreational opportunities.

Currently, the East Village has a neighborhood conservation overlay zoning district, but revised guidelines might be necessary to balance old and new development and address maintenance, restoration and development pressure on historic properties for the entire area.

VISION

Preserve these historic mixed use neighborhoods and their unique historic pattern language while allowing for new infill development and adaptive reuse of older structures.

AREA BOUNDARIES

The Milwaukee River and Caesar's Park to the north Warren Avenue to the east, Lyon Street to the south and Jackson Street to the west.

PRESERVATION AND DEVELOPMENT STRATEGIES

Protect and preserve the neighborhood character of these working class immigrant communities while ensuring appropriate growth and restoration of the housing stock that takes into account historic design principles. For additions, alterations and infill development, employ principles of traditional neighborhood design that reestablish older patterns of building and land use while integrating new construction in a context sensitive and compatible manner. Preserve the existing 19th century historic street pattern and narrow lots.

1. Promote restoration of historic structures through grants, tax credits and other financial support programs.
2. Develop a parking and vehicular circulation strategy that addresses current needs with minimal disruption of the existing urban fabric.
3. Establish design guidelines for new development that include restricted building heights that respect neighborhood scale and character.
4. Preserve and maintain small parks that serve as gathering and recreational places (e.g. Pulaski Playground).
5. Evaluate potential for redevelopment of the River-view Court site, owned by the Milwaukee Housing Authority, for mixed use and affordable housing. Incorporate a riverwalk with public access in any

new development.

6. Promote and maintain the traditional street character to reflect the historic setting of the district.
 - Maintain a pedestrian friendly character to the streetscape. Strictly limit the number and width of curb cuts and other automobile intrusions.



Figure 10.14: Pattern language that is disappearing.



Figure 10.15: Historic housing stock in the East Village Historic District.

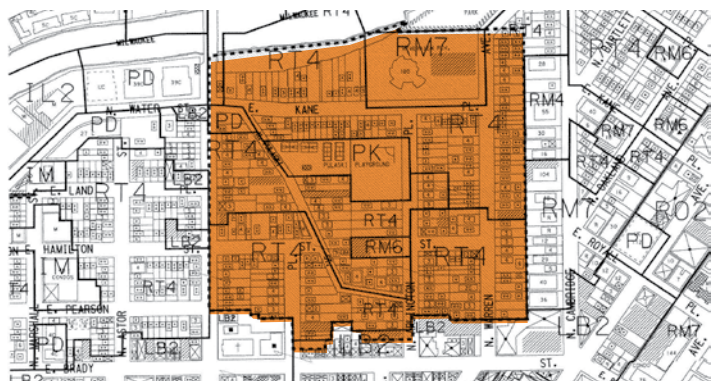


Figure 10.16: East Village Overlay District (also includes Caesars Park not shown in boundary)

6C - EAST VILLAGE AND CASS STREET NEIGHBORHOODS

- Ensure that new development along the Milwaukee River includes riverwalks and that these make a continuous transition from Downtown to the river trail system north of the former North Avenue dam.
7. Preserve public access to the Milwaukee River and the Primary Environmental Corridor as future development occurs.



Figure 10.17: Farwell Avenue Looking East



Figure 10.18: Farwell Avenue Looking North

6D - FARWELL AVENUE CORRIDOR

CORRIDOR ISSUES AND OVERVIEW

Farwell Avenue is a commercial and mixed use corridor with strong commercial anchors at North Avenue (East Side BID) and Brady Street (Brady Street BID). This is an emerging commercial district that can be strengthened by organizing the business community and taking advantage of the resources and experiences of the adjacent East Side and Brady Street BIDs.

VISION

Strengthen and reinforce this commercial and mixed use corridor between North Avenue and Brady Street.

AREA BOUNDARIES

Farwell Avenue between Ogden and North Avenues.

TRAFFIC AND TRANSIT STRATEGIES

Enhance commercial activity on Farwell Avenue by improving traffic and transit in the corridor.

1. Evaluate traffic flow, transit options, congestion, two way traffic and traffic calming measures on Farwell Avenue.
 - Consider the impact of two-way traffic on the current express transit proposal that takes the UWM-Downtown-County grounds route through the Lower East Side via Farwell and Prospect Avenues.
 - Reevaluate trade-off between the retail environment and traffic, and whether two-way traffic and traffic calming will improve the corridor's retail environment enough to warrant a change from its current one-way pair status.

2. Evaluate the potential for Farwell Avenue to become a north and south express transit route (possibly Bus Rapid Transit with limited stops).

PEDESTRIAN SAFETY AND STREETSCAPE STRATEGIES

Improve pedestrian safety and upgrade streetscape amenities to enhance the pedestrian experience.

1. Develop guidelines for streetscape improvements that include landscaping, lighting and traffic calming measures (such as pavers at crosswalks and curb bump-outs) between Ogden and North Avenues.
2. Add streetscape improvements that personalize the public realm and add to its unique qualities.

6D - FARWELL AVENUE CORRIDOR

RETAIL STRATEGIES

Strengthen the retail environment, improve access and intensify uses.

1. Enhance the retail environment by making it more welcoming and pedestrian friendly.
2. Develop design standards for current and future development that include a continuous building edge.
3. Evaluate new retail opportunities and find ways to enhance the market potential of existing businesses given the corridor's strategic location.
4. Consider desirability of a BID for Farwell Avenue.
5. Define the Farwell commercial corridor and potentially expand to Oakland and Prospect Avenues. Include cross streets to best achieve promotion, redesign, and redevelopment. A BID can most effectively serve as the lead organization to mobilize corridor redevelopment efforts because of its ability to allocate property tax resources.

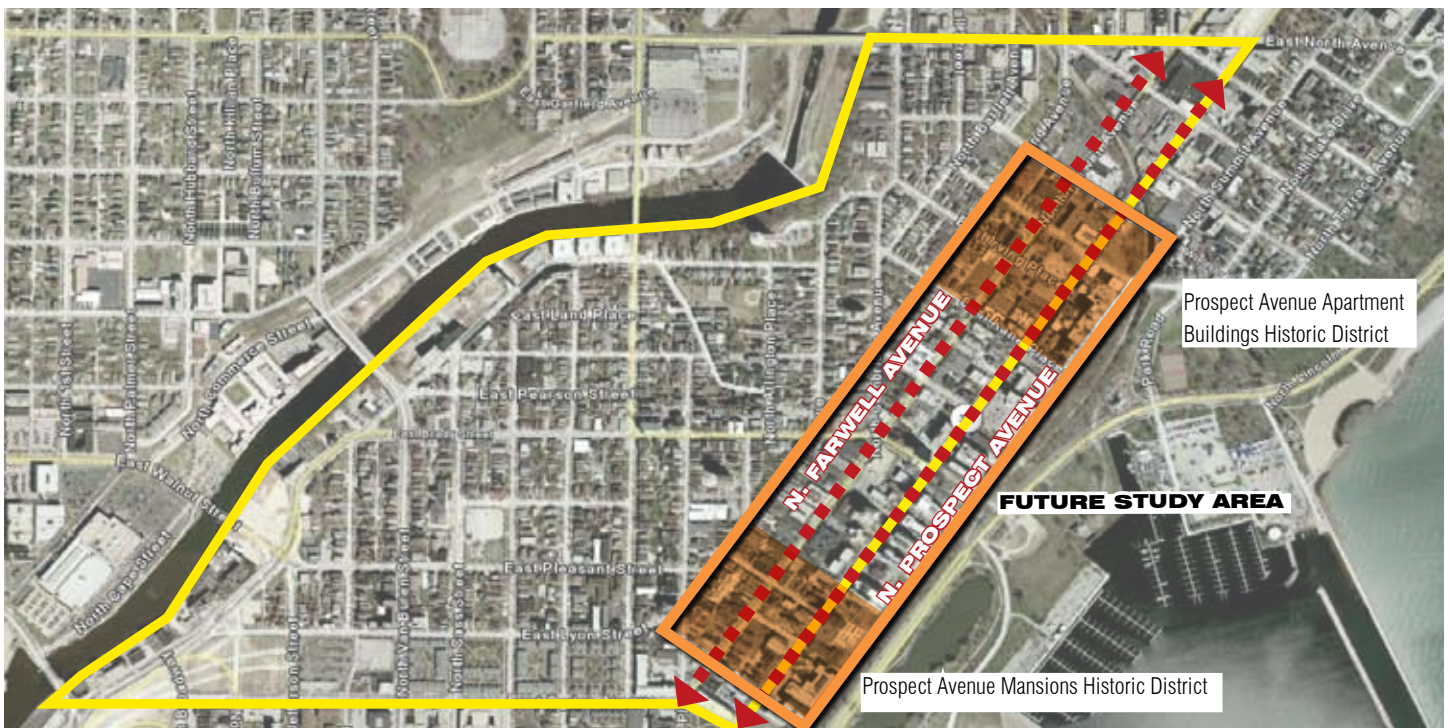


Figure 10.19: Farwell and Prospect Avenues

6E - PROSPECT AVENUE CORRIDOR

CORRIDOR ISSUES AND OVERVIEW

Prospect Avenue is a predominantly multifamily residential corridor with many former mansions reinvented as professional offices, museums, schools, lecture halls, etc., and a mix of lowrise, midrise and highrise apartment / condo buildings. It includes some commercial / retail uses closer to North Avenue. The demand for high rise apartments and condos with views to the lakefront has increased development pressures on this corridor. This has become an issue especially along the corridor's two historic districts, the Prospect Avenue Apartment Buildings and the Prospect Avenue Mansions Historic Districts. The first one is roughly located between Kane Place and Windsor Street, and includes apartments buildings constructed between 1900 and 1949 that include architectural styles such as art deco and late 19th / 20th century revivals. The Prospect Avenue Mansions Historic District is located mostly to the west side of Prospect Avenue between Ogden Avenue and just north of Albion Street. There are fifteen historic buildings in this district, including the Goll House (the only historic property located to the east of Prospect Avenue), the Elizabeth Black House and Carriage House, the Andrew Story Goodrich House, and the Willard Merrill House and Carriage House. This district used to be known as Milwaukee's "Gold Coast."

Approaches to development along the Prospect Avenue Corridor must address and respect historic resources in the area and seek a balance between historic and noteworthy buildings and new highrise construction. New highrise towers should by their design (building envelope, transparency, and placement) optimize their locations. New highrise towers should have a principal façade on both the Prospect Avenue and the Oak Leaf Trail side, one more formal and one less formal. In addition, for large highrise buildings, a porte cochere that allows for off-street loading, pick-up and drop-off, may be desirable. Traffic problems arising from the lack of individual property loading areas, and pedestrian safety issues due to traffic speeds, need to be addressed.

VISION

Enhance this predominantly residential historic and highrise district with carefully designed buildings, a compatible mix of uses and a well landscaped streetscape with pedestrian friendly amenities.

AREA BOUNDARIES

Prospect Avenue between Ogden Avenue and North Avenue.

MIXED USE DEVELOPMENT STRATEGIES

Promote high quality mixed use development that encourages street level activity for commercial, residential, recreational and other uses.



Figure 10.20: Existing View of Lakefront Towers

* Image Source: Milwaukee Metropolitan Sewerage District Website



Figure 10.21: Prospect Avenue Corridor



Figure 10.22: Prospect Avenue historic and highrise district

6E - PROSPECT AVENUE CORRIDOR

1. Identify sites along Prospect Avenue where future development should occur.
 - Consider context sensitive ways of building on the east side of Prospect (e.g. taller more slender towers that allow more light and air, rooftop gardens that create green space in an urban setting, and hillside units that terrace down to the Oak Leaf Trail).
2. Improve the relationship between building entrances and the street as a way to enhance pedestrian and commercial activity.
 - Integrate commercial activities with new construction.
3. Consider density bonuses for urban design and pedestrian friendly amenities (such as plazas, terraces and urban gardens) that go above and beyond the established requirements.
4. Support more streamlined and efficient transit for the two densely developed transit corridors of Farwell Avenue (mixed use commercial) and Prospect Avenue (high-density residential)
5. Consider requiring building materials that are both more energy-efficient and “transparent” in nature to reduce massiveness of highrise towers.
6. Consider for new highrises, the combination of a more massive base with a taller more slender tower to allow greater space, i.e., view corridors, between the towers to the lake.
7. Require a high quality of architectural design for all new developments on Prospect Avenue.

TRAFFIC AND PEDESTRIAN CIRCULATION STRATEGIES

Address traffic circulation issues while improving pedestrian circulation and safety.

1. Evaluate potential benefits to the pedestrian environment on Prospect Avenue that could result from reverting back to two-way traffic on both Farwell and Prospect Avenues. Currently a one-way coupler is used for commuter traffic from Downtown to the Upper East Side.
 - Conduct a transit study on Prospect Avenue to address traffic issues and impact on service needs, particularly on large apartment complexes.
2. Address speeding and conflicts that arise from lack of service alleys and on-street loading and unloading.
3. Develop guidelines for streetscape improvements

that promote pedestrian enjoyment, safety and street activity.

- Promote the use of traffic calming measures.
 - Address needs of people with disabilities.
4. Consider traffic impacts of prospective development over time and potential negative impacts on the area’s quality of life.

PRESERVATION STRATEGIES

Preserve the existing historic districts while allowing new context sensitive development to occur.

1. Consider an overlay district for Prospect Avenue to protect and enhance the urban and historic neighborhood character. The overlay district guidelines should take into consideration: preservation of historic and noteworthy buildings; green building standards for new construction; tower design and setbacks; street frontage on Prospect (particularly the “base” or the first three building stories that have the greatest impact on the street) as well as Oak Leaf Trail frontage.
 - Establish standards for new construction that address preservation of historic districts and structures.
 - Include bulk (building envelope and massing) requirements and design guidelines that address densities and setbacks.
 - Consider establishing an architectural review process triggered by square footage of new development in addition to City Plan Commission review.
2. Identify additional sites as well as historic and noteworthy buildings to be preserved. Apply appropriate designations, such as National Register, local landmark, or both to identified properties utilizing proper procedures.
3. Analyze existing zoning regulations related to building setbacks and floor area ratios (FAR) to promote higher quality architecture and more context sensitive residential development.

CATALYTIC PROJECT ISSUES AND OVERVIEW

This portion of the North Avenue Corridor between the Milwaukee River and Oakland Avenue contains a large number of sites and buildings that are susceptible to change. If developed, these sites present an opportunity to link commercial areas on both sides of the river, transform and fill in gaps on the west end of the East Side BID, and create a strong urban pedestrian friendly environment that serves as an asset to the Northeast Side.

6F-CATALYTIC PROJECT: NORTH AVENUE CORRIDOR

VISION

Create a strong commercial corridor that links to Riverwest; connects in an environmentally sensitive way to the Milwaukee River and the Oak Leaf Trail; complements redevelopment efforts in areas of the East Side BID east of Oakland Avenue; and engages property owners in place-making and urban design.

AREA BOUNDARIES

North Avenue between the Milwaukee River and Oakland Avenue.

REDEVELOPMENT STRATEGIES

Draw on the area's redevelopment opportunities to create a major impact and positive change that will generate momentum and economic activity in a way that catalyzes development.

1. Redevelop available building stock (including several former manufacturing buildings) along the North Avenue frontage to foster commercial activity along the corridor.
2. Over time, redevelop oversized parking lots, large paved areas, and incompatible uses within the corridor.
3. Model new development to the west end of North Avenue after development that has taken place to the east, particularly in the way that modern architecture has been carefully designed to fit historic context.

4. If at some point in the future, the character of development to the north changes from industrial to mixed use or residential, use that opportunity to recreate and reconnect the street grid (e.g. N. Cambridge Avenue, N. Newhall Street, E. Bradford Avenue, etc.), and improve and restore access to isolated parcels.

NORTH AVENUE / MILWAUKEE RIVER ENVIRONMENTAL CORRIDOR CONNECTION STRATEGIES

Address synergies and mutually beneficial opportunities arising from the connection between the North Avenue Corridor and the Milwaukee River Environmental Corridor.

1. Promote development a natural condition along the river's edge that includes river overlooks and terraces near commercial districts (e.g., East Side BID), riverwalks, and river edge paths and trails, or gardens and fishing spots in natural sections (or anywhere it makes sense to have them). New development at the top of the bluff, with a reasonable setback from the environmental corridor, might include terraces and overlooks. Amenities will vary with location and activity.
 - Construct a publicly accessible pathway connection to the river trail system as a part of any new development.
 - Provide for improved connections between the Judge's Irish Pub site (1431 E. North Ave.), and the Hometown gas station site property (1436 E. North Ave.) and the Milwaukee River, i.e., public access to the trail system and the river.



Figure 10.23: West End of North Avenue

6F-CATALYTIC PROJECT: NORTH AVENUE CORRIDOR

- In planning for new development, consider the gateway relationship that these two sites have to North Avenue as the entry point to the East Side Business Improvement District (BID).
 - Identify areas that should be preserved for natural habitat and / or native plants.
2. Enhance pedestrian connections to the river.
 - Provide access from the North Avenue Bridge to the Milwaukee River and the Oak Leaf Trail. Identify and improve connections that are rough, eroded, damaged or incomplete to offer better access from neighborhoods and commercial districts to the river.

SENSE OF PLACE STRATEGIES

Foster an inviting environment and a sense of place.

1. Employ design guidelines for new construction and infill along this portion of the North Avenue Corridor that will foster successful urban development similar to that of the east end.
 - Continue streetscape improvements along North Avenue to improve the pedestrian experience.
 - Develop wayfinding strategies to identify the commercial area and its businesses.
 - Promote mixed use development and building height of no less than four stories.

WEST AND EAST SIDE OF THE RIVER UNIFICATION STRATEGIES

Create a unifying force between the west and east side neighborhoods of the Milwaukee River.

1. Promote commercial activities along North Avenue that will serve as a catalyst for development on the west side of the river and increase consumer activity from Riverwest.
2. Capitalize on the addition of UWM Riverview dorm, Beer Line 'B' and 'C', and condo developments on the west side of the river to enhance connections to the east side of the river (East Side BID).



Figure 10.24: North Avenue proposed section showing additional landscaping and widened sidewalks designed to provide traffic calming and make the commercial district more pedestrian friendly.

6G - CATALYTIC PROJECT: PARK EAST TO BRADY STREET TOD CONNECTION

CATALYTIC PROJECT ISSUES AND OVERVIEW

The Park East Redevelopment Area, located just south and west of Brady Street, is the key connecting link between Downtown and the Lower East Side. The areas are connected through the Park East by a spine of mixed use entertainment and dense residential developments from Water Street to Brady Street, many of which are converted former manufacturing buildings reminiscent of Milwaukee’s industrial past. This richly endowed corridor (also MCTS Route 15) extends south to the Third and Fifth Wards and north to Oakland Avenue. Bisecting this corridor north-south is the Holton Street Bridge connection to Riverwest, and the Van Buren Street connection to the Cass Street neighborhood and East Town, Downtown’s residential and gallery district. The intersection of all these corridors forms a key node which has the potential to reweave the urban fabric and provide a catalytic impetus to development in all directions - Park East, Brady Street (west end), Holton Street (south end) and Van Buren (Cass Street neighborhood and East Town).

VISION

To create a transit oriented development node that links the Lower East Side to the Park East Redevelopment Area and anchors the west end of the Brady Street BID.

AREA BOUNDARIES

Brady Street to the south, Holton and Van Buren Streets to the east, Water Street to the west, the Milwaukee River to the north and development ready parcels on all sides.

REDEVELOPMENT STRATEGIES

Apply Park East development policies applicable to the area.

1. Promote development that is mixed use, compact and walkable.
2. Promote extension of the riverwalk as “green,” continuous and connected to adjacent uses.
3. Further promote and extend entertainment uses along Water Street.
4. Provide open space as an integral part of redevelopment in an urban context.

PARK EAST REDEVELOPMENT AREA CONNECTION STRATEGIES

Create a stronger connection between Brady Street and the Park East Redevelopment Area.

1. Evaluate and integrate urban design and traffic calming strategies in the treatment of the key intersections in the Park East Redevelopment Plan (e.g. Jackson / Water / Brady Streets).

2. Conduct streetscape improvements that promote a pedestrian friendly environment along Water Street.
3. Promote development along Water Street that creates a continuous building edge and addresses the pedestrian scale.
4. Promote transit (tram, streetcar or trolley) service between the Brady Street BID and the Park East Redevelopment Area.



Figure 10.25: Brady Street Gateway at Water Street



Figure 10.26: Intersection at Brady, Water, Holton and Van Buren Streets.

6G - CATALYTIC PROJECT: PARK EAST TO BRADY STREET TOD CONNECTION

5. Strengthen the public space between intersections to improve the gateway at Holton, Van Buren and Brady Streets.

EAST AND WEST RIVER CONNECTION STRATEGIES

Improve connections between the east and west sides of the river along Holton Street.

1. Utilize wayfinding and public art to direct visitors to areas of interest on both sides of the river.
2. Create visual and physical connections on both sides of the river's edge as both an economic tool to expand the market area and a way of unifying these neighborhoods with the same urban fabric and shared history.

RIVER'S EDGE TREATMENT STRATEGIES

Promote development along the river's edge that promote the river's use through its design.

1. Promote mixed use development that includes a riverwalk component.
2. Utilize interpretive signage along the riverfront to guide river users. Combine with other amenities where possible. For example, a kiosk can double as a sign and a shelter and may also incorporate a bench.
3. Buildings along the river's edge should have at least two principal facades, one facing the riverwalk and the other facing the street edges.
4. Employ sustainable development and green building practices for construction and improvements along the river front.

MILWAUKEE RIVER AND BRADY STREET CONNECTION STRATEGIES

Create a stronger connection to the Milwaukee River at Brady Street.

1. Improve parcels adjacent to the Holton Street Marsupial Bridge with mixed uses to create a transit node and gateway.
2. Convert and redevelop low density and underutilized sites (e.g. surface parking lots at high visibility location, gaps between storefronts, non-historic single or duplex buildings in areas that demand a much higher density) to uses that complement the Brady Street BID and stimulate economic activity.

3. Integrate historic manufacturing district redevelopment from Park East to Water Street with river uses that add excitement and energy to the Brady Street neighborhood, East Village, and Beer Line "B" and "C" across the river.
4. Complete Marsupial Bridge connections to the river front and Brady Street via stairs and bike path connections to street level.
5. Introduce well marked street crossings at intersections of major downtown streets (Jefferson, Jackson, Van Buren) and Water Street, and East Village Streets and Water Street (Pearson, Hamilton) to add safety to pedestrian travel.
6. Create a connected pathway from Water Street and Park East to Brady Street with embedded public art or "artifact" elements from the local culture and history. Elements may be placed adjacent to paths as



Figure 10.27: Approaching Brady Street from Water Street - Existing Conditions.



Figure 10.28: Approaching Brady Street from Water Street - Proposed.

6G - CATALYTIC PROJECT: PARK EAST TO BRADY STREET TOD CONNECTION

markers, be embedded in paths as planks depending on conditions, or might be part of building elements brought up to the sidewalk. The pathway may eventually be extended north-south or east-west to strengthen the connection.

7. Redevelop the former Gallun Tannery (anticipated 8-12 story development) with an engaging pedestrian-friendly street presence on Water Street and an exciting and publicly accessible riverwalk on the Milwaukee River side of the development.

6H - CATALYTIC PROJECT: REDEVELOPMENT OF FORMER PROSPECT MALL AND SURFACE PARKING

CATALYTIC PROJECT ISSUES AND OVERVIEW

The redevelopment of the Prospect Mall and adjacent areas brings great potential for change in the surrounding neighborhood. The property is located near the busy intersection of Prospect and North Avenues with Ivanhoe Place. This positions the property at the eastern end of North Avenue, at the core of the East Side BID's redevelopment efforts. Proximity to places of activity such as the Oriental Theatre, UWM dorms and other university facilities, the new Whole Foods and the Prospect Commons medical building, provide for pedestrian activity that could serve as a market for additional retail uses. The creation of gathering places as a redevelopment component would enhance the character of the area and improve the pedestrian environment.

VISION

With the anticipated redevelopment of the former Prospect Mall and a new urban banking facility east of Hooligan's, there is the potential to recreate Ivanhoe Place as an entry courtyard and neighborhood gathering place for peak use times and special events, while maintaining its street function for non-peak times. This multi-purpose public space could become an exciting community / civic gathering place that adds to the economic momentum of the East Side BID.

AREA BOUNDARIES

Kenilworth to North Avenue, Ivanhoe Place and both sides of Prospect Avenue.

PROSPECT MALL REDEVELOPMENT STRATEGIES

Redevelop the former Prospect Mall property to its highest and best contributing use to the BID.

1. Promote the use of transit oriented development uses and design guidelines.



Figure 10.29: Ivanhoe Place and Prospect Mall Redevelopment Area.

6H - CATALYTIC PROJECT: REDEVELOPMENT OF FORMER PROSPECT MALL AND SURFACE PARKING

2. Redevelop former Prospect Mall site as an urban mixed use complex of shops, gallery space, movie theatres, restaurants and niche / specialty retail with residential above.
3. Redevelop Prospect Mall parking lot as mixed use commercial and residential with pedestrian friendly storefronts at street level.
4. Develop residential uses above. The property provides potential for the construction of a residential tower.
5. Expand development to the surface parking lot on the east side of Prospect Avenue to include a parking garage for the new mixed use development.
6. Redevelop Ivanhoe Place as a convertible plaza that can serve as parking, delivery area, a drivable street, and a plaza or courtyard, depending on use, time of day and activity.

STREETScape STRATEGIES

Streetscape improvements could be tailored to meet the needs of a variety of uses including a courtyard gathering space.

1. Utilize courtyard materials for street paving (such as stamped pattern concrete or granite pavers).
2. Use fold-down bollards that allow for trash removal, deliveries and on-street parking during the day.
3. Utilize moveable amenities such as bistro tables and chairs.
4. Enhance the overall street atmosphere through pedestrian lighting (unique or custom design) street trees, planters, street furniture and public art.

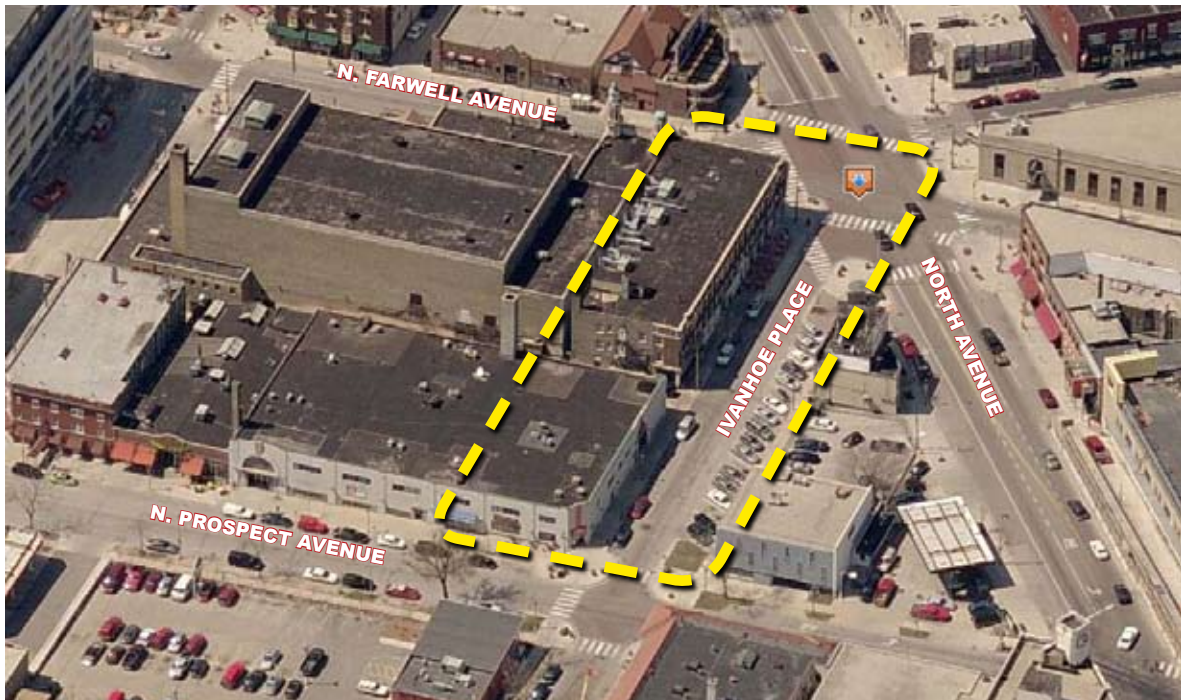


Figure 10.30: Bird's eye view of Ivanhoe Place within the larger Prospect Mall redevelopment area.



Figure 10.31: Gathering Place at North Avenue and Ivanhoe Place, with redeveloped Prospect Mall in background.

11: Lakefront - Area 7

DISTRICTS:

7A - LAKEFRONT

GOALS

ISSUES FOR CONSIDERATION

LAKEFRONT IMPROVEMENT STRATEGIES

CATALYTIC PROJECTS:

7B - MCKINLEY MARINA

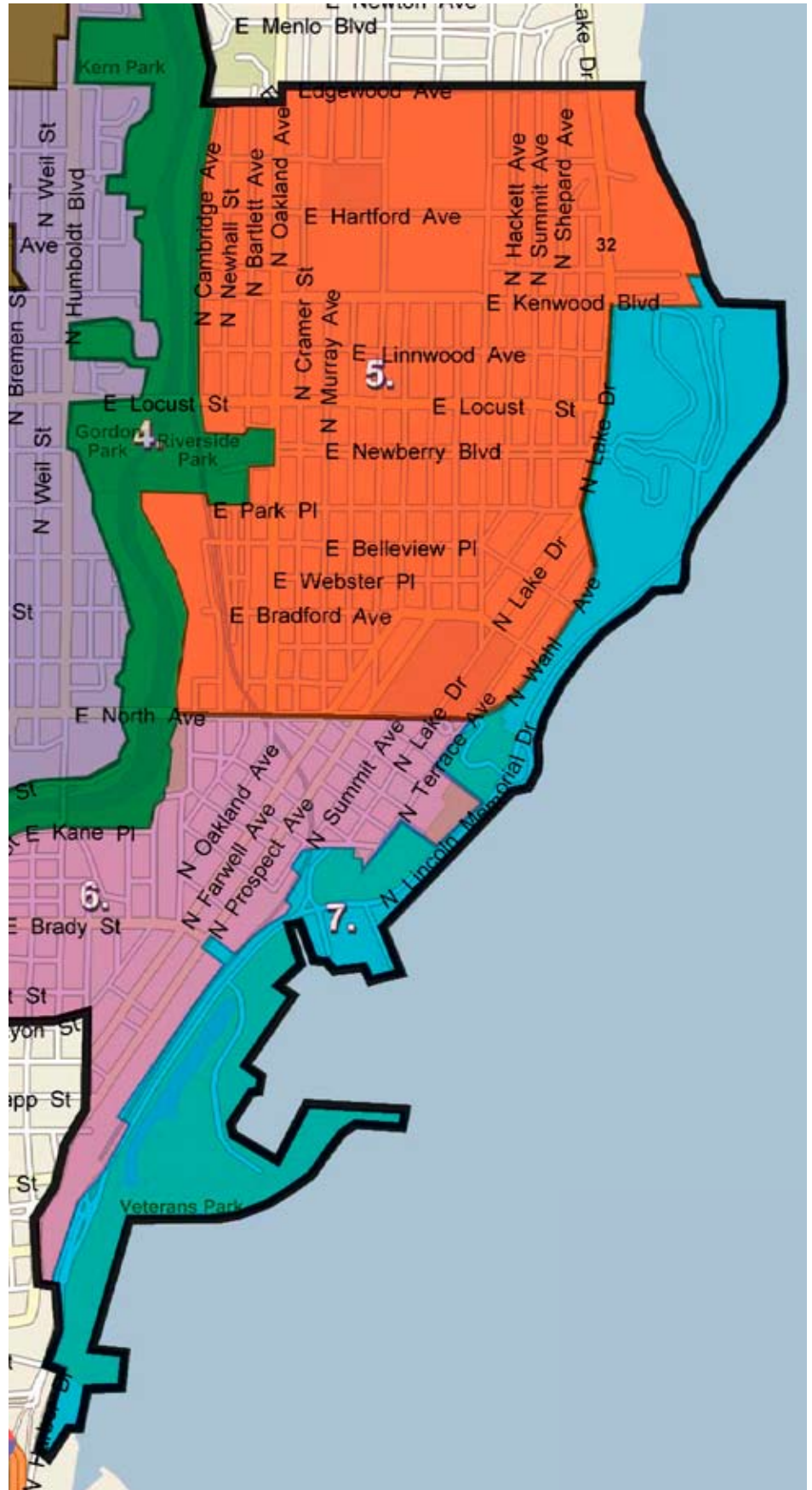
7C - PAVILION IMPROVEMENTS

LAKEFRONT AREA 7 Northeast Side Plan Areas

1. Harambee
2. Riverworks
3. Riverwest
4. Milwaukee River
5. Upper East Side
6. Lower East Side
- 7. Lakefront**

Stakeholders:

- Milwaukee County Parks Department
- Department of Natural Resources (DNR)
- Lakefront Development Advisory Committee (LDAC)
- War Memorial
- Milwaukee Art Museum
- Discovery World/Pier Wisconsin



7A - LAKEFRONT AREA



Figure 11.1: Aerial of Lakefront Area

* Image Source: Milwaukee Metropolitan Sewerage District Website

INTRODUCTION

Milwaukee's lakefront is a phenomenal green waterfront edge to the City and Northeast Side, with dramatic views and fabulous recreational amenities. This significant regional resource is composed of series of parks, beaches, and many destinations for visitors including museums, recreational fields, various concessions, a yacht club and a marina, among many others. The lakefront draws a variety of users and serves as gathering place for a broad and diverse community. However, there are always more opportunities for improvement. The lakefront has the potential to provide greater use and enjoyment year round through improved facilities and enhancements to the landscape environment.

The lakefront park areas are owned and operated by the Milwaukee County Parks Department. As Lakebed Grant land, the lakefront also falls under the jurisdiction of the Department of Natural Resources (DNR). Working as an adjunct to the County Parks is the Lakefront Development Advisory Committee (LDAC) which reviews and provides public

input to all recommendations for development of or changes to existing uses, activities or structures along the lakefront.

An update to the 1991 Park and Open Space Plan is near completion and anticipated to be adopted by the County Board by the end of this year (2008). The recommendations of this update are incorporated in this plan and are consistent with the vision for the lakefront as stated below.

VISION

Create a unified lakefront with enhanced public amenities, better access and sustainable ecology, while ensuring public use.

AREA BOUNDARIES

Lake Drive, Wahl Avenue, Terrace Avenue and Prospect Avenue to the west, Kenwood Boulevard to the north, Urban Park (just north of Summerfest Grounds) to the south and Lake Michigan to the east.

7A - LAKEFRONT AREA

GOALS

Enhance linkages and connections between lakefront destinations and consider additional development, amenities, or identifying features that will improve or enhance the lakefront experience. Use architecture and landscape design to unify the lakefront.

ISSUES FOR CONSIDERATION

The following are challenges and issues associated with the lakefront area that need to be addressed.

FINANCIAL

Additional funding and political support for lakefront maintenance and enhancements are needed to achieve the goals of this plan. In today's climate of fiscal constraint, recreational amenities are sometimes considered luxuries and expendable budget items. This trend needs to be reversed in order to preserve and improve Milwaukee's lakefront with maximum government and public support.

CONCESSION AND RESTAURANT USES

Development along the lakefront is very limited, and by statute, must be oriented to the general public, recreational and nautical use. As a result destination restaurants (which are commonly requested) are not permitted. There is strong public support to discourage intense commercial uses on the lakefront.

Small concession stands or pavilions that serve hot dogs, sandwiches, ice cream, snacks and beverages, are allowed because they are considered recreational support amenities for lakefront users and economically accessible to the general public. However, some of these beachfront concession stands could be upgraded to outdoor cafes that enhance public enjoyment of the waterfront.

SHORELINE EROSION

In general shoreline erosion is not perceived as a major issue. There is normal beach erosion at Bradford and McKinley Park beaches that is periodically replaced. All other shoreline edges have been created by historic fill and are stabilized by sheet pile walls and foundations related to contemporary marina and park house development, stone revetment or other constructed stabilization techniques.

WATER QUALITY

There are seasonal water quality issues at beaches due to periodic combined sewer outflow and other sources of runoff and pollutants. This concern is currently addressed by regional water quality agencies. The University of Wisconsin-Milwaukee (UWM) operates an on-going water quality testing station in the Milwaukee Harbor.

BLUFF STABILIZATION

There are no active bluff slump areas within the study area. Monitoring of bluff conditions was most recently docu-



Figure 11.2: Lakefront Pavilion Olmsted Stairs connecting Lake Park to Lakefront



Figure 11.3: Pedestrian Bridge and Pavilion at Bradford Beach

mented in Southeastern Wisconsin Regional Planning Commission (SEWRPC) reports on the Milwaukee Lakefront and Lake Park Area Bluff Conditions (2004). However there are visible areas of erosion along Lincoln Memorial Drive, which indicate a need for bluff stabilization. The recent high-rise construction along the bluff's edge has produced some erosion due to construction and reduction of the vegetation. There are concerns related to long-term bluff stabilization of the slopes west of Lincoln Memorial Drive, including erosion caused by:

- Groundwater seepage patterns
- Off-trail visitor traffic on the slope
- Wind, water, and soil creep
- Cutting of existing vegetation
- Lack of natural landscape buffers
- Increase of invasive species (that exacerbate erosion due to loss of native ground plantings which stabilize soils)
- Lack of land use policies to create an environmental buffer adjacent to the bluff zones

7A - LAKEFRONT AREA

PLANTING QUALITY

Lack of recent planting upgrades within the lakefront parks degrades the lakefront aesthetic quality by creating an image of a semi-wild, not well controlled or managed park site. Most plantings are not functional and do not provide storm-water management. A planting plan update and an emphasis on green infrastructure for the lakefront could address these issues. Remediation of soils and drainage must be included in park renovations.

SECURITY

Crime was not cited as a problem, but there are inconsistent lighting levels throughout the park areas that could contribute to an unsafe environment. Active evening use areas should be reviewed for lighting levels and sightline visibility, particularly in the Lake Park area.

PUBLIC RESTROOM FACILITIES

Existing restroom facilities are reported to be difficult to maintain and pose security problems due to a lack of monitoring. Some restroom facilities will require replacement. A few additional lakefront restroom locations would provide greater visitor convenience.

FRAGMENTED PARK IDENTITY

With exception of lakefront path use, park visits currently focus on single destination usage, including visits to the marina, museums, and / or sports fields. There is a lack of strong identity and connections between natural areas to the north and the cultural institutions to the south. Additionally, there is a perceived pedestrian inaccessibility to many park areas since vehicle access routes have a predominant role.

BUILDING QUALITY, PARK FURNISHINGS AND LIGHTING

The lack of recent building renovations in combination with the lack of any coordinated architectural design standards, degrades the overall lakefront aesthetic. This is worsened by the apparent indiscriminate use of temporary buildings and the lack of standards for their timely replacement.

MARINA QUALITY

Lakefront marina facilities receive periodic updates, although the renovation effort is not complete. Future plans include the addition of transient boat slips, a pedestrian water's edge promenade with free public access and improvements to parking areas.

LAKEFRONT IMPROVEMENT STRATEGIES

The following recommendations encompass the entire lakefront adjacent to North Lincoln Memorial Drive.

BLUFF IMPROVEMENT RECOMMENDATIONS

Provide additional naturalized plantings for bluff stabilization to reduce erosion. Consider replanting at the lower bluff base to avoid homogenous tree stands. Reduce the dependence on Ash tree monocultures (which are susceptible to

Emerald Ash Borer infestation). There is also a need to consistently manage a number of invasive plant species.

Some opportunities that exist to help monitor, preserve and restore bluff stabilization include:

- Create an accurate assessment of bluff floristic and habitat quality (e.g., Lake Michigan's migratory birds).
- Create physical development guidelines or buffer management requirements.
- Provide regulatory requirements for review by County, DNR, or other environmental protection agencies in response to proposed development plans adjacent to the bluff.
- Encourage volunteer groups to provide financial support, monitoring and stabilization plantings, on an ad hoc basis, in coordination with the Milwaukee County Parks.
- Encourage a leadership awareness of environmental lifestyle benefits and financial value to the city.



Figure 11.4: Entrance to McKinley Marina



Figure 11.5: Intersection of Lincoln Memorial Drive and Lafayette Road at entry to McKinley Marina.

7A - LAKEFRONT AREA

- Identify circulation routes and measures for Best Management Practices (BMP's) in Lake Park, which include limiting overuse along sensitive slope areas and enhancing circulation in strategic access locations of County Parks. This measure is intended to maximize use of existing trails and to reduce erosion from unintended and spontaneously created trails.

LAKEFRONT ACCESS PLAN

As part of a possible Lakefront master plan, strengthen the lakefront vehicular, pedestrian and bicycle access along the following streets by creating designated pedestrian and bicycle connections as an integral part of city rights of way (ROW's; see Figure 11.11):

- | | |
|----------------------|-------------------|
| • Kenwood Boulevard | • Juneau Park |
| • Newberry Boulevard | • Mason Street |
| • North Avenue | • Michigan Street |
| • Oak Leaf Trail | • Brady Street |

Refine BMP's for City ROW's which address:

- Width reduction of ROW's in environmentally sensitive areas.
- Reduction of mowing practices for existing turf covered areas adjacent to the top of slopes.
- Setback turf covered areas at the top of slopes to at least 10' from the slope and plant this newly created buffer with low native shrubs and perennials for view enhancement.
- Create planting and management guidelines for seepage areas on slopes to reduce likelihood of slope failure.
- Recommend landscape guidelines for private property holders along the lakefront bluff in partnership with the City and County. Provide techniques for exotic invasive species management, erosion control and protection of views.

IMPROVED ACCESS STRATEGIES

Define a series of destination points and wayfinding enhancements that create a connecting path along the lakefront. Beginning at the south end just north of the Summerfest Grounds, these points might include: Discovery World, Calatrava Museum, Vietnam Memorial, lagoon, Community Sailing Club, sailboat play area, Brady Street Bridge, McKinley Marina, Alterra on the Lake, Villa Terrace, Bradford Beach and beach house, old Coast Guard Station, Olmsted stairs at Lake Park Pavilion, soccer/rugby/hurling fields, Ravine Road, water purification plant, UWM MacLaren Mansion and the former "nude beach" at the north end.

Incentives can be used to encourage alternative transportation to and through the area using vans, bicycle facilities, and



Figure 11.6: Alterra on the Lake Coffee Bar (former flushing station)



Figure 11.7: Lake Park Pavilion Parking Area

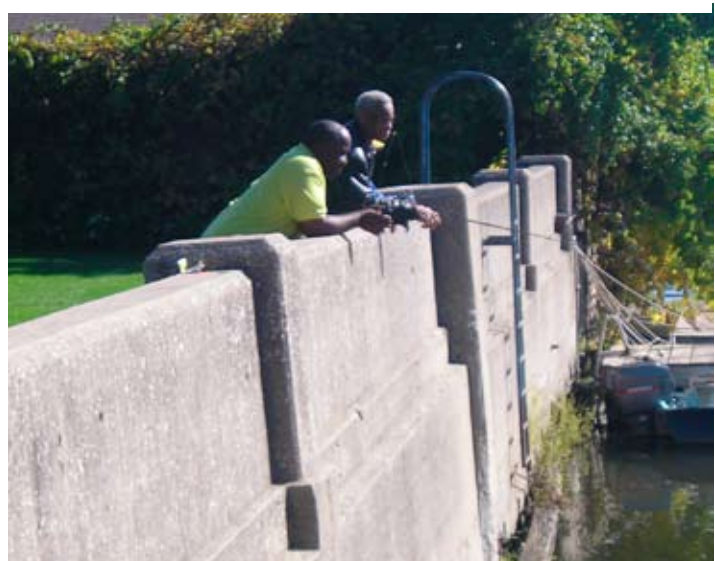


Figure 11.8: Fishermen at the seawall of flushing tunnel entrance.

7A - LAKEFRONT AREA

a shuttle service that links these and possibly other important Milwaukee destinations. To minimize current parking issues in the area, additional summer transit at high demand times should be provided to encourage greater use and attendance to events along the lakefront.

STRENGTHEN PEDESTRIAN ACCESS

Access and well marked connections to the lakefront are very important. Ideally pedestrian and vehicular access should be provided every half mile along the lakefront. At a minimum, Pedestrian Access Routes (shown on Figure 7.11 on page 173) should be maintained and in some cases improved.

There are also opportunities to strengthen the connection and synergies between the retail, restaurant and entertainment uses in the Northeast Side (such as Brady Street and North Avenue) and the lakefront activities through better signage and marketing.

PEDESTRIAN BRIDGE INFRASTRUCTURE

Provide infrastructure repairs to the Bradford Beach Bridge which appears to be well built but is aging and is not ADA accessible. The new Brady Street Bridge is ADA accessible and attractive, but needs landscaping, signage and lighting.

PARKING STRATEGIES

Review existing parking areas to analyze parking needs, locations and paving conditions. Reconstruct and repair parking pavements and drives that are dated and worn. Add landscaping to the McKinley South Parking Area. Reconfigure drives and parking areas as needed to integrate stormwater management and site planting. Create better and enhance visitor connections to the Milwaukee Art Museum, event areas (Summerfest) and Downtown attractions through improved gateway features, public art and signage.

PARKING REDUCTION STRATEGIES

Upgrade bicycle friendly facilities, increase and market transit / shuttle services, and promote the use of lakefront water taxis. These will allow for greater use of the lakefront by visitors without increasing the amount of available parking.

UWM PARKING

UWM students use the lakefront parking lots as remote parking. However, this adds wear to facilities and does not provide an aesthetic or balanced benefit to park use. This is a short term arrangement to meet UWM's parking needs. One goal should be to incrementally reduce student use of lakefront parking areas over time as other UWM parking locations are identified and developed.

PARK PAVILIONS

The renovation of existing park buildings and pavilions to upgrade their appearance and use would add a tremendous amount of value to the lakefront. Unifying the various build-

ings that were built between the 1960's and the 1980's through facade enhancements would aesthetically improve the image of the lakefront. Building renovations should address the needs for additional concession stands, bistros, restrooms, outdoor cafés and signage. Creating design guidelines would address inconsistency in the architectural design, materials and conditions of lakefront facilities. This could entail appearance regulations governed by an oversight committee with adopted guidelines. See the catalytic project for an approach to pavilion improvements for consideration.

LANDSCAPE IMPROVEMENT STRATEGIES

The landscape along the lakefront needs a comprehensive update to restore original Olmsted designs, improve the ecology, and restore or implement sustainable design features. An improved landscape would also promote better



Figure 11.9: View of Lake Michigan just north of Bradford Beach.



Figure 11.10: Outdoor Terraces of Alterra Coffee Roasters

7A - LAKEFRONT AREA PEDESTRIAN CONNECTIONS

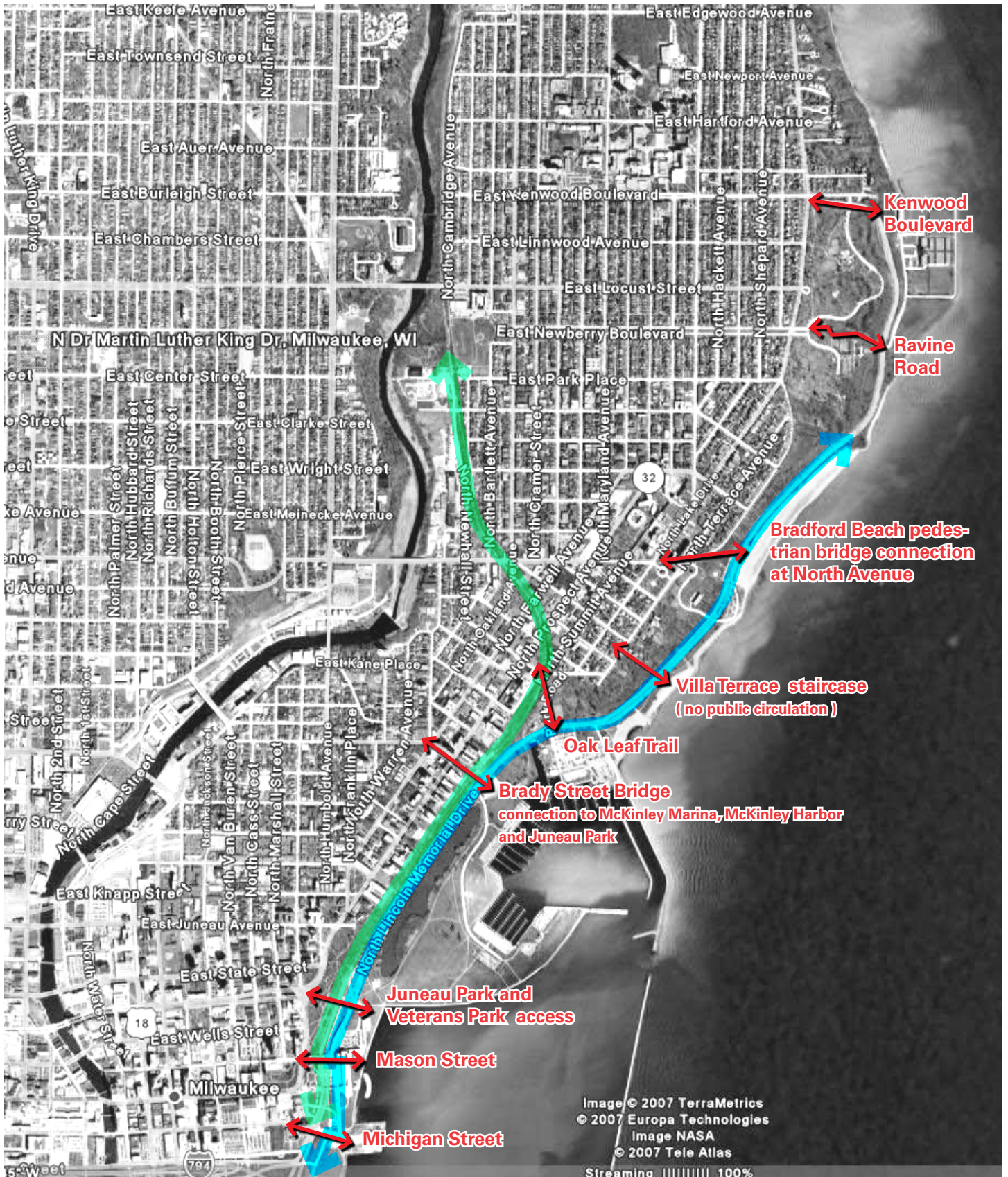


Figure 11.11: Pedestrian Access Routes to the Lakefront

7A - LAKEFRONT AREA

access, create inviting activity areas, and enhance the general visitor's experiences. This can be accomplished through the creation of landscape concepts, standards and a palette of materials that are currently missing throughout the lakefront parks. For example, a series of coordinated planting groups could provide for a "Hide and Reveal" pattern of Lake Michigan views from vehicular and pedestrian circulation routes along Lincoln Memorial Drive. Other improvements could entail the following:

- Provide landscape restoration on heavily used areas such as the sledding hill and exercise stair (St. Mary's Hill).
- Define and limit accessible pathways and make their entry points more prominent in order to reduce erosion by off-trail traffic.
- Restore park monuments, including the War Memorial.
- Create a series of standards for future development, construction lighting and plantings along the lakefront parks.
- Reduce lighting along Lincoln Memorial Drive by half. Consider illuminating only every other existing pedestrian light to prevent over-lighting and reduce energy cost.

SITE FURNISHINGS

Create a consistent look to park furnishings in order to establish a sense of character. Restore and replace site furniture such as benches and lighting to ensure unification of the lakefront as a holistic entity. Replace dated and inappropriate elements. For example, there is a predominance of contemporary shoebox lighting, which can be updated with historic type energy saving luminaries.

WAYFINDING AND SIGNAGE

There is general lack of signage throughout the lakefront, for orienting visitors. A comprehensive wayfinding signage system would provide much needed information to visitors on location of cultural elements, parking, activity areas, food concession options and restrooms. Wayfinding signage can be integrated with park, wildlife, horticulture and natural history interpretations or markers.

SITE ECOLOGY AND HABITATS

Create planting / restoration sites within the lakefront parks for wildlife habitat and biodiversity preservation. This includes phased re-plantings, in particular Ash tree replacement due to anticipated Emerald Ash Borer blight. The Milwaukee County Park District is currently looking at methods to improve balancing the ecosystem while maintaining visitor uses.

SUSTAINABLE "GREEN" STRATEGIES

Identify the pattern of "Green Infrastructure" strategies for this entire area that will achieve the following:



Figure 11.12: Riprap at McKinley Park preserves the shoreline and prevents erosion.



Figure 11.13: View North of Bradford Beach and Concession



Figure 11.14: Veteran's Park Lagoon with Paddle Boat Rentals.

7A - LAKEFRONT AREA

- Provide landscape buffer strips to filter and cleanse stormwater runoff from adjacent bluff and non-pervious surfaces.
- Identify and conserve the large open spaces which allow stormwater to collect and slowly recharge groundwater, thereby reducing strain and demand on existing storm sewer infrastructure.
- Categorize and develop wildlife habitat zones for existing and migratory wildlife
- Develop a sustainable approach to building and grounds through the use of LEED building design guidelines; materials and landscape elements.
- Upgrade existing vendor facility site improvements based on principles and practices of green building technology and environmental architecture and design.
- Limit surface parking on lakefront. As parking areas are repaved or reconfigured, add tree canopy, landscape islands, pervious pavement or “grass-crete” for limited use areas.



Figure 11.15: Bradford boat rental facility at lagoon in Veteran’s Park.

CONCESSION STRATEGIES

Current DNR interpretation of the State’s Public Trust Doctrine prohibits “destination restaurants,” considered to be too expensive for the general public, or any destination that is not waterfront oriented that could be located elsewhere. Consequently, the public has limited options to get a quick bite to eat on the lakefront. Within the public lakefront area, there is the Round House in the McKinley Marina facility, the Bradford Beach concession facility and two concession facilities at the North Point parking lot. There is also an Altera’s Café on city owned land (the former pumping station). The Lake Park Bistro is an upscale private restaurant at the former Lake Park Pavilion which used to serve the general public as a grill and fountain, but no longer does. The Art Museum Café can be accessed by the public without paying museum admission, but few people are aware of its existence on the lakefront or the museum’s policies regarding its use.

Where possible, it is recommended that the lakefront add more food concessions, outdoor or seasonal cafés, and additional locations for “street vendors” or mobile food and beverage service. During the summer months, these can be located at park gateways and other key locations, such as access points.

EVENTS AND ACCESSIBILITY

Lincoln Memorial Drive is closed twelve times a year for special events and festivals. It is considered a parkway and not a public right of way. The Drive was reconstructed six years ago with utility upgrades to meet power, water and sewer needs for events. When the Drive is closed for events, Prospect and Farwell Avenues are the designated State Highway 32 Route to accommodate the redirected traffic.

SITE MAINTENANCE, FUNDING AND MANAGEMENT

Modern parks commonly rely on volunteer and donor support to supplement available public funds. Increased revenues from additional concession and event fees are also opportunities for funding park improvements. Other funding sources could include: public and private partnerships such as “The Parks People” who raise funds to supplement the County’s budget for park improvements; agreements with adjacent land owners to adopt and care for portions of parks; County resources from lease agreements; grants from foundations or other sources; and user fees for additional services.

Lack of funding is a persistent challenge to maintaining public park improvements. The development of community and political support groups to participate in lakefront improvement funding, management and maintenance, should be encouraged. Allowances should be made for community based management of specialized areas and programs where appropriate. This can help enhance the public’s enjoyment of parkland and waterways.

7A - LAKEFRONT AREA

Conceptually and from a user standpoint, the lakefront on the Northeast Side can be divided into four districts: Lake Park and “Lower Lake” athletic fields; Mid-Lakeshore; McKinley Harbor and Marina; and the Museum Civic Area, which provides an extension of Downtown to the lakefront.



Figure 11.16: Lakefront Districts

Lake Park includes soccer fields, a baseball diamond, tennis courts, ice skating rink, lawn bowling, yard and golf course. It also includes picnic areas which are popular for family reunions, an accessible network of paths, landscape elements that retain the historic Olmsted era planting patterns, and ornamental flower beds. Many places such as the arboretum areas, playgrounds and lighthouse rely on supplemental community funding and maintenance.

The **Mid-Lakeshore Area** connects Lake Park and the McKinley Harbor Areas. This area includes the distinctive Bradford Beach House, the North Point Snack Bar with dramatic vehicle access to the water's edge, a recently constructed attractive picnic pavilion and a path connection to the Lighthouse on the Bluff. Though clean and operational, this section of the lakefront is nominally maintained and needs strategic upgrades.

The McKinley Harbor Lakefront Area has many attractions including the marina, lagoon, promenade, Community Sailing Club, the Vietnam Memorial, and the Alterra coffee concession located in the renovated pumping station. It also offers multiple points of convenient site access for bikes, pedestrians, vehicles and boats. Due to its large open spaces, marina, and its proximity and access to the Downtown, it is the most heavily used portion of the Lakefront. The McKinley Marina however, has not received sufficient improvements to support this level of use.

The Museum Civic Area bridges the gap between the lakefront parks and the Urban Park north of the Summerfest grounds. It also has three of the most important attractions of Downtown Milwaukee - the War Memorial, the Milwaukee Art Museum and its Calatrava addition, and Discovery World / Pier Wisconsin. The possible vacation or relocation of the Pieces of Eight restaurant and parking area presents an opportunity to add to this cluster of significant public venues.

7B - CATALYTIC PROJECT: MCKINLEY MARINA

MCKINLEY MARINA AREA CATALYTIC PROJECT

The McKinley Marina area is ideally situated to be the hub of activity and connection between the Summerfest grounds and Museum Civic Area to the south, and Lake Park to the north. However, intensifying the synergy of uses and improving the image of this area will require a detailed concept plan. The following are a series of recommendations to help visualize the potential of this area.

IMPROVE OVERALL SITE ACCESS

Access into the McKinley Marina area can be more inviting for pedestrians, motorists and bicyclists through comprehensive landscape enhancement of roads, paths and parking areas to create a greater sense of arrival and sense of place. These proposed enhancements should incorporate places to rest with benches and seat walls to encourage greater recreational use within the landscape. Also the strategic addition of pedestrian light fixtures can encourage night time activity while addressing safety issues for night time use.

IMPROVE THE APPEARANCE OF THE MARINA

The McKinley Marina is Milwaukee County's only public lakefront marina, offering 655 slips with floating docks, security, parking, electricity, water, fuel, maintenance and convenience store facilities, restroom and shower facilities. Anticipated improvements will:

- Create an unrestricted welcoming harbor promenade and continue recent marina improvements
- Complete unrestricted harbor promenade access at the upper level (lower level access to docks will be restricted).
- Coordinate marina and park furnishings. Some marina furnishings have been upgraded, but are not coordinated with the overall park character, leading to an appearance of private use.
- Improve marina accessibility to general park visitors.

ENHANCE PARKING AREAS

In many parking areas the pavement and drives are worn and are in need of repair. As parking lots are evaluated for resurfacing or reconfigured there is an opportunity to improve the stormwater management through ecological landscaping and use of pervious paving materials.

WAYFINDING IMPROVEMENTS

Provide wayfinding signage throughout the lakefront promoting recreational areas and connections. Signage should indicate the marina's availability for public use. Strategically locate interpretive signage and seasonal kiosks for equipment rental such as kayaks, bicycles, rollerblades, kites and other recreation amenities.



Figure 11.17: McKinley Marina



Figure 11.18: McKinley Promenade



Figure 11.19: Proposed Harbor Walk Section

7B - CATALYTIC PROJECT: MCKINLEY MARINA



Figure 11.20: McKinley Harbor Concept Plan for New Concession Pavillion / Community Center

Community Center

In the 1991 Lakefront Plan the County Parks Department identified the opportunity to develop a new multi-use community center for the McKinley Harbor area. The development of this facility can be the catalyst for creating an integrated area plan that addresses the need for an enhanced landscape aesthetic, pedestrian linkages, ecological improvements and stormwater management. Originally proposed to house community outreach programs, the community center could offer a wider range of environmentally based activities that could include lakefront restoration conservation programs; a holistic fitness and health clinic; and a community learning center to provide education and “research” opportunities for youth. This building could provide space for volunteer based programs to encourage restoration of Milwaukee’s natural environment, specifically along the lakefront. Additional program for this center could include office and public education demonstration space for the UWM Great Lakes Water Institute.

7B - CATALYTIC PROJECT: MCKINLEY MARINA

PROPOSED LANDSCAPE IMPROVEMENTS

The lakefront has many opportunities for enrichment by restoring native plant sites, enhancing views to the lake, establishing a microclimate, and encouraging biodiversity along the lakeshore where minimal landscape features currently exist. The rationale behind these improvements is to create an articulated natural landscape that minimizes unsustainable maintenance practices such as mowing.

LAGOON IMPROVEMENTS

The existing lagoon area is a picturesque and distinct landscape element that could provide opportunities for additional habitat and aesthetic enhancement to its natural setting. The lagoon area could incorporate rain gardens and other natural water filtering elements. From an aesthetic perspective the lagoon area near Lincoln Memorial Drive offers opportunities for establishing a series of lighted icons or sculptures to unify the drive experience.

GREEN INFRASTRUCTURE

Incorporating “green” landscape elements into park design will strengthen the native habitats for both plants and animals. Green Infrastructure uses sustainable management practices and can offer cost effective maintenance. Within the urban environment this ecological approach to the landscape can provide educational, cultural and recreational resources.

ROADWAY LANDSCAPE ENHANCEMENTS

Planting a row of trees sequentially along the roadways will provide an elegant canopy over the road and a framework to the park design. Additional groupings of ornamental plantings will help define places of interest and resting places along the pathways.



Figure 11.21: 3D View of lagoon area with improved connections to harbor areas.



Figure 11.22: Proposed Veterans Drive

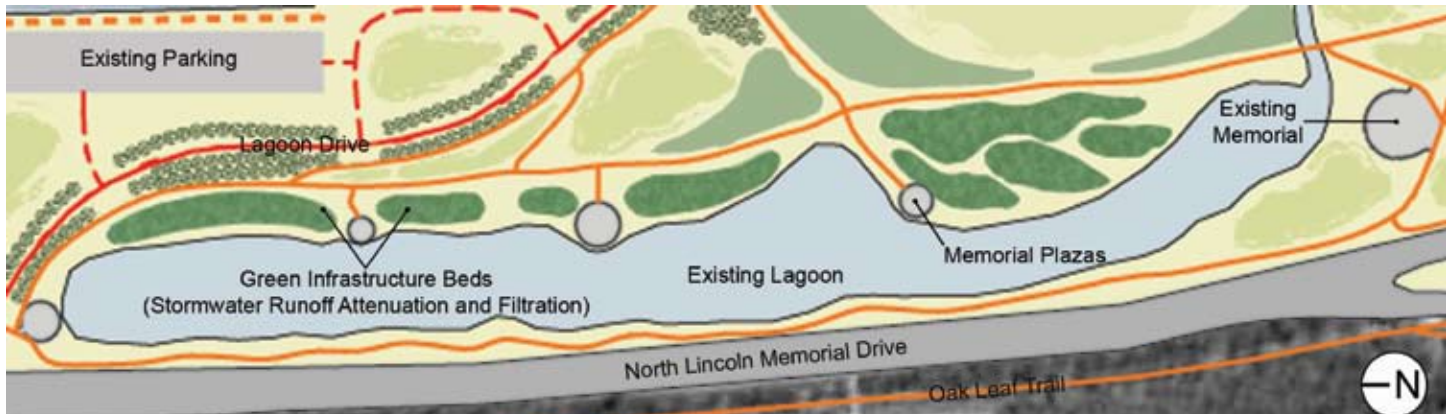


Figure 11.23: Lagoon Drive: Green Infrastructure Improvements

7C - CATALYTIC PROJECT: PARK PAVILION IMPROVEMENTS

NEW CONCESSION FACILITY

The McKinley Harbor area would benefit from a year round café adjacent to the kite field with views south over the lake toward the Milwaukee Art Museum and the city skyline. This south facing vista is a wonderful asset, and is an under-utilized opportunity from a market standpoint. A south facing wall could be designed as a solarium to frame the view and capture the winter sunlight. Additional concessions and new restroom facilities would also be warranted at this location. This could be both an economic generator as well as a cultural meeting place.

DESIGN EXCELLENCE

Beyond the basic aesthetic benefits, it is important to encourage exceptional architecture and design of both buildings and grounds so that the space will be revenue generating for civic events, weddings and gala events.



Figure 11.26: Plan View of Kites Concession Area



Figure 11.24: Existing Concessions



Figure 11.27: Proposed New Kites Concessions



Figure 11.25: Existing Concession Facilities



Figure 11.28: Proposed Upgrades to Concession Buildings

7C - CATALYTIC PROJECT: PARK PAVILION IMPROVEMENTS



Figure 11.29: 3D view of Kites Concession Area

The image above illustrates the view and site opportunity of an enhanced concession facility at this location.

LAKEFRONT PAVILIONS

There is an overall lack of a cohesive aesthetic of buildings and grounds throughout the McKinley Marina area. The existing pavilion structures on the lakefront vary in style, materials and building construction. Upgrading and renovating the existing pavilions to establish a unified architectural language would benefit not only the McKinley Harbor site but also help the image of the entire lakefront. As illustrated in the sketches below, the pavilions could be strategically renovated to incorporate new roofs and exterior facades. Renovation could be more cost effective than new construction.

One way to encourage public support for enhancing and renovating these structures is to conduct design competitions to create community input and excitement about the area. Ideally, these renovations can employ "Green Infrastructure" principles for energy efficient building design and landscape.



Figure 11.30: Existing Restrooms and Picnic Pavilion



Figure 11.32: New and Improved Restrooms and Picnic Pavilion



Figure 11.31: New and Improved Restrooms and Picnic Pavilion



Figure 11.32: New and Improved Restrooms and Picnic Pavilion

7C - CATALYTIC PROJECT: PARK PAVILION IMPROVEMENTS

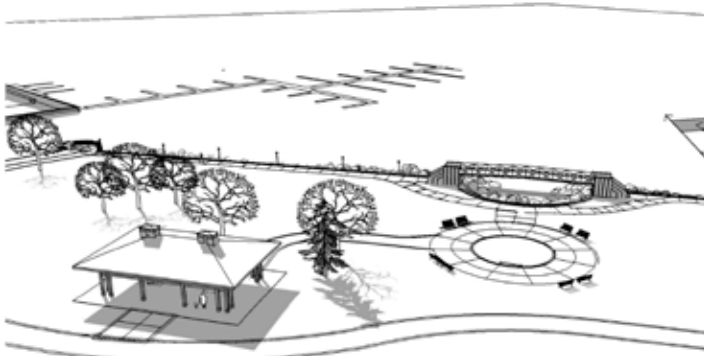
THE FORMER COAST GUARD STATION SITE

The former Coast Guard Station adjacent to the McKinley Harbor was considered for renovation and reuse for many years. The cost of renovation became prohibitive and a substantial expansion plans to defray the cost were not supported by the Wisconsin DNR. The property deteriorated beyond repair and was recently demolished.

This vacant site now provides an opportunity for a new public use. The concept sketches below were provided by Milwaukee County Parks Department and illustrate a new open air pavilion, a circular recreational area and pathways for the site. The design of any new structures in this area should have architectural merit and can be a prototype to establish design guidelines for future pavilion renovations or replacements. The site could also serve as a location for prototypical signage, interpretative signs (with information about the former Coast Guard station and current harbor activities). It is also a prime location for public art displays.



Figure 11.33: Former Coast Guard Station Slated for Demolition



IMPLEMENTATION PLAN

The enhancement of the McKinley Harbor area and restoration of the park pavilions are great catalytic projects to further activate the lakefront amenities, for expanded use and appreciation by the public. The following are strategies for developing additional funding opportunities that will also promote public awareness of the lakefront facility needs and proposed improvements.

- Substantial marketing of the facilities, programs and activities. Investigate availability for year around programs.
- Encouraging corporate sponsorships for programs and facilities.
- Grant writing for expanded programs, green infrastructure and improved facilities.
- City coordination with the Department of Natural Resources, Milwaukee County Park Department and County Board on maintenance, facility and site management.
- Enhancement of current volunteer efforts and the creation of a "Friends of the Lakefront" group to help fund and advocate for future improvements as well as provide a volunteer base for programs.

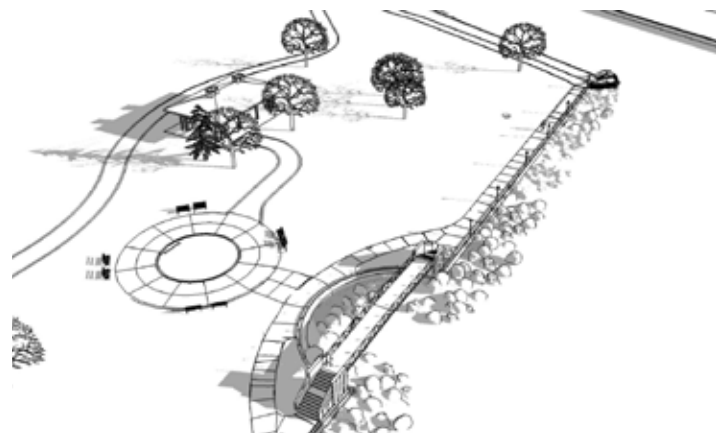
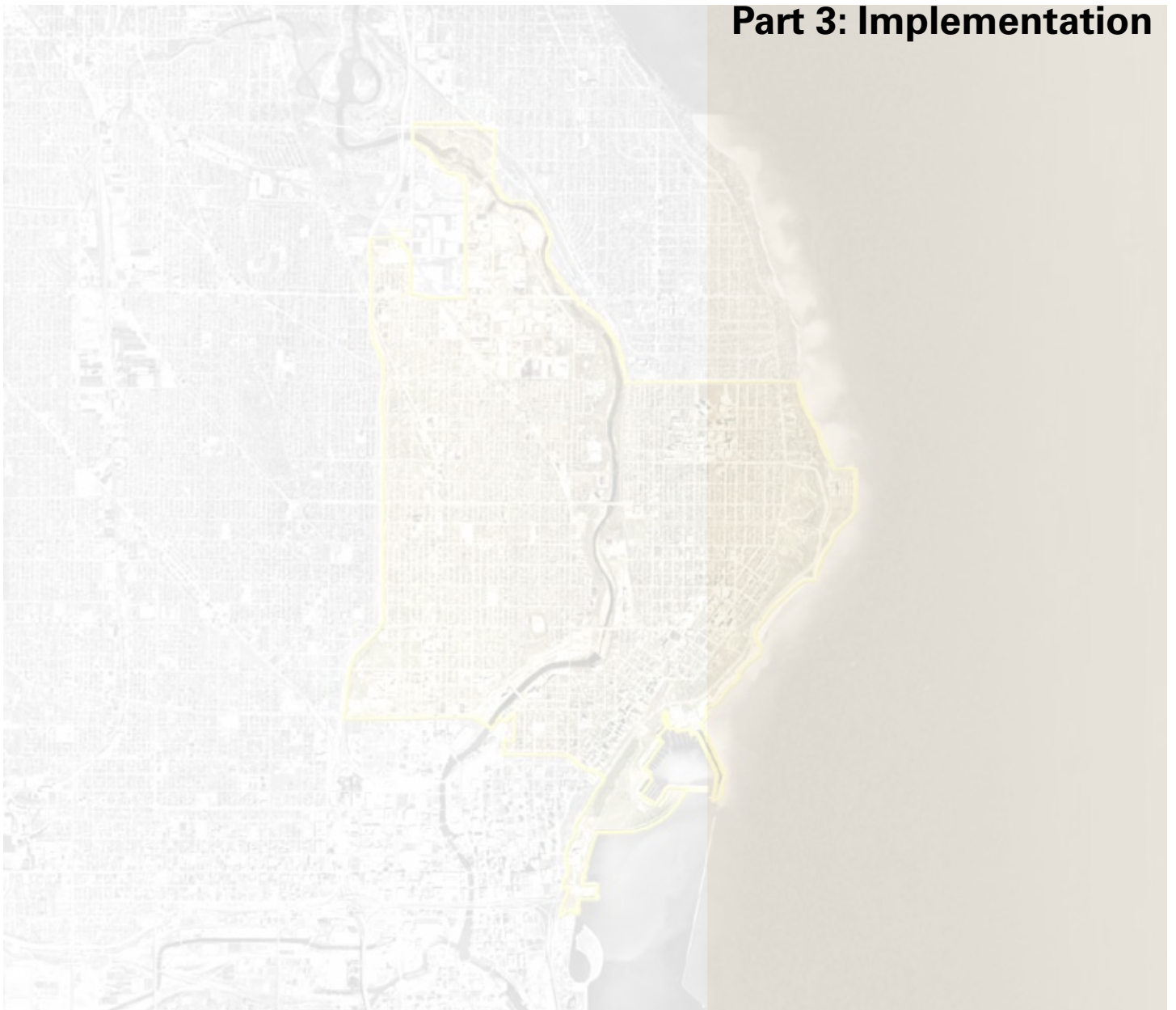


Figure 11.34 & 11.35: Proposed Open Air Pavilion to Replace Coast Guard Station

* Image Source: Milwaukee County Department of Parks, Recreation & Culture

Part 3: Implementation



12: Implementation

IMPLEMENTATION

The Northeast Side Plan Area will serve as a “Smart Growth” platform for new development, redevelopment, and restructuring of neighborhoods. Most of the tools, techniques and methods needed for implementation already exist within the city’s collective “toolbox” or existing legal and development framework. Those that are not currently in use are within reach given the political will (coalition of partners) to introduce changes to the existing legal and development framework.

What follows here is a discussion of Smart Growth planning principles and Northeast Side Plan recommended approaches to plan implementation.



Summary of Smart Growth Planning Principles

- 1 Smart Growth Principle: Reinvest in cities. Discourage urban sprawl.
- 2 Smart Growth Principle: Promote sustainable healthy urban living.
- 3 Smart Growth Principle: Reinforce multi-modal transit options.
- 4 Smart Growth Principle: Greater density requires a higher level of public amenity.
- 5 Smart Growth Principle: Reinforce social networks and support systems.
- 6 Smart Growth Principle: Target public investment to enhance the public realm.
- 7 Smart Growth Principle: Reinvent, reinvigorate, reenergize the economic base.
- 8 Smart Growth Principle: Cities are for people. Good cities put people first.
- 9 Smart Growth Principle: Neighborhoods are the building blocks of cities.
- 10 Smart Growth Principle: Promote development that is mixed use, compact and walkable.
- 11 Smart Growth Principle: Preserve historic buildings, sites and districts.
- 12 Smart Growth Principle: Approach regional issues regionally.

1 Smart Growth Principle: Reinvest in cities. Discourage urban sprawl.

Urban sprawl is an increasingly costly and wasteful pattern of land use. As centers of social and economic life grow farther and farther apart (the automobile-dominated dispersal of urban areas), this pattern of growth becomes increasingly costly to maintain from an infrastructure and services standpoint, increasingly wasteful of land and environmental resources, and increasingly weaker and more diluted as a basis for cultural, societal and economic interaction. There are arguments in favor of exurban lifestyles, but their costs are not distributed equally and far exceed any purported benefits.

Reverse urban sprawl by refocusing on assets of urban neighborhoods and reinvesting in cities. In urban neighborhoods, traditional assets may be architecture, parks, waterways, historic places, churches, schools, diverse shopping districts, major (or minor) institutions, or proximity to employers. Non-traditional assets may be developed social networks, cultural traditions, common history and economic interests, and intangibles such as loyalty to places, people and events.

Reinforce systems that support strong city centers and neighborhoods, such as rail-based transportation systems. On the federal, state, and local level, reverse the pattern of taxpayer investment in urban sprawl, e.g. large subsidies for expansion of highways that promote exurban auto-dependent development of farmland, wetlands, and rural areas.

Principle One Implementation

Build urban development strategies around reinvestment in assets.

Many neighborhoods and districts are sitting on underperforming or overlooked assets. Part of the work of the Northeast Side Plan has been to interpret broadly, revisit and reconsider those assets and determine ways of restructuring their use or approach to investment in order to capitalize and leverage them for the benefit of the region.

IMPLEMENTATION

Redevelop, restructure, and adapt.

Cities are always undergoing transformation. Well-ordered well-designed change is essential for cities and neighborhoods to survive and remain desirable places to live. For each district and corridor, the Northeast Side Plan has determined the overriding goal (e.g., preserve, preserve with changes, or transform) and recommended strategies (including catalytic projects) and implementation methods to achieve it; or when there were competing goals, recommended various options to explore and evaluate. Catalytic projects were also described with options and in detail.

For areas undergoing a major transformation due to a change in market forces or ownership, or as a result of a collective visioning process, there should be a redevelopment plan or masterplan to guide the transformative changes that will occur. For areas whose goal is preservation with minor changes, there should be a set of standards that guides alterations, additions, reuse, etc., similar to those used for historic districts.

In partnership with the Northeast Side Plan, there is currently underway a UWM campus masterplan to achieve UWM's vision of becoming a major research university (among many other goals). There is current and ongoing, a Neighborhood Action Plan underway for the Harambee neighborhood. There are many intensive redevelopment plans underway for various Business Improvement Districts. One option out of several recommended for the Riverworks Industrial Center is to explore the benefits of pursuing a redevelopment plan that would more closely link Riverworks to Glendale Corporate Park; rezone commercial properties along Capitol Drive; improve express transit links north and south of the Riverworks district; conduct a business park "makeover" to improve image and appearance; and find ways to tie workforce development to efforts of the regional planning group, the Milwaukee 7 (M7).

Remediate brownfields.

There are global benefits to the redevelopment of brownfields. EPA definition of brownfields: Abandoned, idled, or under-utilized industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination, as opposed to "greenfields," which are undeveloped (except for farming) suburban and rural development sites.

Choosing a brownfield over a greenfield reduces urban sprawl, and therefore the negative impacts that urban sprawl has on air, water, and habitat quality. The City of Milwaukee is one of 16 communities selected by the EPA as a Brownfield Showcase Community, i.e., a model of brownfields redevelopment and interagency collaboration, for reclaiming brownfield sites at reasonable cost (with financial

incentives) and in a timely manner. The Northeast Side Plan recommends that under the Milwaukee Brownfields Initiative, remediation be made available for all redevelopment sites within the plan area.



2 Smart Growth Principle: Promote sustainable healthy urban living.

Green infrastructure makes living in the city healthful, beautiful and affordable. Preserve green space/open space and create green connections (trails, paths and linear parks) between them. Preserve environmental assets and manage as an interconnected whole. Use urban agriculture and high-intensity urban gardens as another way to support families.

Principle Two Implementation

Promote development that is mixed use, compact and walkable.

Demand for compact, walkable communities is at an all-time high due to rising fuel costs, changing demographics and lifestyles, and fiscal pressure to manage growth. Many consumers are turning away from "cookie cutter" suburbs and embracing urban lifestyles—from walkable villages to densely urban city living.

The Market Analysis for the Northeast Side Plan supports this analysis and notes this trend, which points to continued strong demand for the densely urban settings found on the Northeast Side. The Northeast Side Plan has many traditional, mixed use (on a neighborhood scale), compact, walkable neighborhoods that conserve land and are transit-oriented, which reduces automobile usage and greenhouse gases. The Northeast Side Plan recommends an aggressive approach to conserving these neighborhoods and keeping this traditional neighborhood development pattern for new additions and "infill" or replacement buildings.

Recent research published by the Urban Land Institute (ULI) shows that changing America's land development patterns

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to emphasize compact, mixed-use, walkable neighborhoods could do as much to lower greenhouse gas emissions as many of the climate policies being promoted by state and national politicians. The research, contained in a book titled Growing Cooler: The Evidence on Urban Development and Climate Change, concludes that compact development reduces driving from 20 to 40 percent, and even more in some cases. Shifting 60 percent of new growth to compact, walkable neighborhoods would save 85 million metric tons of carbon dioxide annually by 2030. Those savings equate to a 28-percent increase in vehicle fuel efficiency standards (to 32 mpg).

Conserve irreplaceable environmental assets.

Use resources wisely, efficiently and irreplaceable resources not at all. On a regional planning scale, redevelop and re-invest in existing towns and cities (built environments) and avoid sprawl patterns of using up ever increasing amounts of exurban land.

Promote urban agriculture.

Urban agriculture, also known as urban farming, “victory gardens” or high-yield food-producing gardens increases the amount and quality of food available to people living in cities, by allowing gardens that provide fresh vegetables, fruits, eggs, and meat products to urban consumers.

In conjunction with the Northeast Side Plan, there is now a point person in the Mayor’s Office of Green Initiatives to help locate city-owned lots for urban agriculture and coordinate management responsibilities with local groups like Groundwork and Milwaukee Urban Gardens.

Create linear parkways

Linear parkways that follow rivers, rail corridors, shoreline and other natural or man-made topographic features, are excellent opportunities to combine conservation with public access to green space/open space. Linear parkways also conserve wildlife habitat within urban areas, and may help replace habitat that has been lost to development.

The Northeast Side Plan recommends that the Milwaukee River Primary Environmental Corridor be protected as a linear parkway; that a portion of the former Soo Line (Beer Line) rail corridor is be redesigned as a linear parkway; and that the lakefront series of parks and connecting paths become more unified as a shoreline linear parkway that benefits the entire metro area.

Increase tree canopy.

Trees improve air quality, reduce stormwater flow and conserve energy. The Northeast Side Plan recommends increasing tree canopy from the current 16% to a target of 25%

through a number of means, including but not limited to: greening parking lots, adding street trees in BIDs, incorporating green space/open space in neighborhoods, and adding landscaping to industrial parks.

Promote green infrastructure.

The Northeast Side Plan recommends “green infrastructure” for all parts of the plan area. Green infrastructure makes living in the city healthful, beautiful and affordable. Where infrastructure refers to any support system that works as an interconnected whole, “green infrastructure” is a landscape architecture term for an urban support system of gardens, parks, playgrounds, natural areas, environmental corridors, green space, open space, waterways, hike & bike trails and greenways that works as an interconnected whole. (Note: “Green space” is any natural area, landscaped area, yard, garden or park. “Open space” in urban areas, is any public space not dedicated to streets or parking.)



Make green connections.

Disperse green space/open space (gathering spaces, commons, gardens, plazas, etc.) throughout neighborhoods, and use landscaped paths to make connections between them. Also make green connections to larger parks, commercial districts, institutions, and workplaces. Public sidewalks should be enhanced with street trees, planters, etc. and made part of the network.

Green primary transportation corridors.

Green streets, transit corridors, commercial corridors and freeways create not just more attractive thoroughfares, but healthier ones because trees help mitigate carbon emissions.

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Reduce stormwater run-off.

Use porous pavement and permeable surfaces instead of impermeable surfaces for parking lots and other paved areas to the extent possible. Assist homeowners in taking other measures to reduce run-off that pollutes river and lake water, e.g. “disconnect-redirect” etc. The Northeast Side Plan supports the City’s target of 20-25% permeable surfaces.

Use renewable energy.

Meet energy needs with on-site renewable energy facilities. Power produced from solar panels, wind turbines and biomass helps stabilize energy costs, improves reliability of energy supplies, and lowers greenhouse gas emissions while contributing to stronger local economies.



3 Smart Growth Principle: Reinforce multi-modal transit options.

Many modes of transit (tram, bus, car, bike, foot) form the basis for movement within the city. These various modes of transit should be well-designed, context-sensitive, integrated as a whole, and reinforced with supporting and sympathetic land use. (Note: sympathetic in this context means showing agreement with or lending support to.)

Good cities give people choices or options for modes of travel. Of all the options available, the most critical is that of mass transit because it serves the broadest segment of the population. It is often the only option for the old and infirm, those who do not own a car or cannot afford one, high school and college students commuting to school, and workers who need an option other than the automobile to commute to their place of employment. (See Chapter 4 for a discussion of Northeast Side Plan transit options).

Principle Three Implementation

Use transit to connect people to jobs.

Northeast Side Plan Transit Corridors are coordinated with the joint City-County approach to linking employees to

major employers, and neighborhoods to downtown (see Chapter 4 Transit) which is also the basis for federal grant money earmarked for Milwaukee transit (Locally Preferred Alternative).

The Northeast Side Plan identifies major transit corridors consistent with this approach. The two predominant corridors identified are (1) Downtown, Grand Avenue, Park East, MATC, Manpower, Schlitz Park, Historic King Drive, Bronzeville, Harambee to Riverworks and Glendale Industrial Centers, Port Washington Blvd. and Bayshore Towne Center; and (2) Milwaukee County Grounds to Marquette, Downtown, Park East, the Lower East Side, Upper East Side and UWM, to Shorewood, Whitefish Bay and Bayshore Towne Center. Both routes follow portions of historic street-car routes and already have dense built-up transit-oriented land use.

Use complete street design.

Well-designed streets that can accommodate mass transit, cars, bicyclists, and pedestrians allow people to safely use different modes of transportation. This is a plan recommendation for all major corridors within the Northeast Side.

Milwaukee County Transit System provides adequate bus service to County residents. Improvements should be targeted to improving service (number of buses and headways) on heavily traveled routes.

Bicycles work as a regular mode of travel for a segment of the population and should be given better options (e.g. more continuous bike lanes, buffered bike lanes on major arterials, bike storage facilities at major destinations, bike racks on buses, expansion of bike-sharing programs such as UWM’s, etc.) to increase ridership. The Northeast Side Plan recommends that there be bike lanes on all major arterials to increase bicycle usage as alternative mode of transportation throughout the area.

Good cities are pedestrian-friendly. The Northeast Side is already well-designed for pedestrians. The principal need is for traffic calming where there is direct conflict between land use and speed of travel. Prime examples are Farwell Avenue from Ogden to North Avenue, the Locust Street business district, Bronzeville cultural and entertainment district, the “West End” of the East Side BID, the Oakland Avenue (University Square) BID and surrounding “detour” streets, and Holton Street north of Center.

Use context-sensitive street design.

Well-designed streets should respect and reinforce the surrounding land use context, and contribute to a sense of place. This is a plan recommendation for all streets within the Northeast Side. Streets that are specifically mentioned as good candidates for traffic calming (following re-evalua-

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tion of traffic volume and speed relative to use and activity), are Holton Street, Locust Street, and Farwell Avenue. Sections of North Avenue (Bronzeville, East Side BID “West End”) are recommended for re-evaluation.



4 Smart Growth Principle: Greater density requires a higher level of urban design.

The more densely developed the urban neighborhood, the more important it is to provide a high level of public amenity, a careful and responsive design of the “public realm” (streets, sidewalks, public places, etc., and a high level of architectural design (well-built, well-designed, context sensitive).

Principle Four Implementation

Do good urban design. For all new developments in densely developed urban neighborhoods, i.e., all neighborhoods, districts and corridors within the Northeast Side Plan, every effort should be made to:

- (1) maximize or “max out” the comfort, attractiveness, and desirability of the public realm;
- (2) design and layer “connectivity” or the ways that buildings, streets, transit, greenspace/open space, and neighborhoods overlap and connect;
- and (3) optimize building design to meet overlapping standards of private use and public realm (good buildings serve many different constituencies from environmentalists to investors, neighbors to property taxpayers).

Create affordable housing in all neighborhoods.

In order for urban areas to accommodate diverse groups of people (at the heart of urban vitality), there must be an diverse range of housing options for varying family types, siz-

es and incomes. Affordable housing should be “seamlessly inserted” into neighborhoods, not isolated, segregated, or clearly standing apart from other housing. For highrise buildings or large mixed use projects, affordable housing should be a component of the overall project.

Increase public safety.

Some of the desirable features of urban areas (density of buildings, intensity of uses, diversity of population) require a greater measure of control and policing in the good sense of community policing, visible police presence, surveillance, prevention of and attention to the early warning signs of neighborhood disruption, active block watches, neighborhood patrols, and design of buildings and parking lots to avoid dead ends, hidden pockets, blank walls, vegetation that allows hiding or “jump outs” and other features that may increase the opportunity for crime to occur.



5 Smart Growth Principle: Reinforce social networks and support systems.

Next to employment, social networks and support systems are the single most important reason why people choose to locate in a region, city and area or “side of town.” After that most important location decision, there are specific trade-offs in regard to school districts, parishes, neighborhoods, market value for homes (investment return on equity), length and cost of commutes for household members.

Principle Five Implementation

Neighborhoods should maximize opportunities for social networks to flourish.

Maximize opportunities for public and semi-public gathering spaces and design these to fit the character of districts and corridors, parks and other green space/open space. For

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example, commercial districts benefit from outdoor cafes, pocket parks, streetscape, etc. Residential areas benefit from commons, community gardens, play areas for children, small neighborhood-oriented parks, etc. Parks benefit from basketball and tennis courts, baseball and soccer fields, as well as park pavilions for open air concerts, etc. Allow opportunities for private vendors to complement these spaces—a grill at the ball park, street vendors in heavily trafficked commercial areas, hot dog or lemonade stands at the beach.

The Northeast Side Plan makes similar recommendations for all neighborhoods, districts and corridors, with different emphasis depending on the market, demographics and physical characteristics of each area.

Use community building strategies.

Community revitalization efforts are focused on many different intersecting elements—housing, business development, employment, etc. The impact of Community Development Corporations can be dramatic when taking a comprehensive approach to change rather than focusing either sequentially or separately on community development issues. The following strategies are among those being currently used by the Harambee Great Neighborhood Initiative (HGNI) in conjunction with the Northeast Side Plan:

Focus on human capital development (job training/retraining, skills development, filling education gaps and requirements, networking, employment search, etc.) in addition to physical development.

Recognize that neighborhoods are complex entities. No one thing can be considered in isolation or problem can be fixed/resolved/improved in isolation. All aspects intersect and affect each other.

Neighborhood economic development (community commerce development) should focus on the development of export-producing goods and services that will bring revenue into the neighborhood rather than bringing in business that takes revenue out of the neighborhood to reinvest elsewhere.

Neighborhoods need a vision (with buy-in from residents and stakeholders) to drive neighborhood planning and mobilize resources.

Comprehensive community change initiatives must shift away from the “old model” of one organization acting as a single driving force commanding all resources, to a collaborative model of multiple partners working cooperatively on shared goals using a broad range of resources. That said, it is vital and necessary to have an effective lead agency (local intermediary) to bring organizations together, give them support, and make all parties work together harmoniously, e.g., Local Initiatives Support Corporation (LISC) is the lead

agency for the HGNI and has that overall coordinating role.

Identify traditional and non-traditional neighborhood assets that can serve as the basis for catalytic change. For example, networking through local religious institutions can be a valuable source of support for job seekers, homebuyers, etc. Recently, the Historic King Drive BID used the traditional Martin Luther King Day celebration as a forum for community analysis, visioning and planning—with some of the best minds in the area gathered around the table. Riverwest gathers some of its most creative thinkers at the Riverwest Coop over Saturday morning pancakes, to brainstorm community investment and development ideas—people shop there once a week for groceries, why not make it count? There are untapped resources that often go overlooked because they are not conventional sources of wisdom or usual ways of working. Half of capacity-building is the sharing of ideas.

Survey the community and engage residents to bring about positive and sustainable neighborhood change. The benefits from neighborhood planning need to be visible to those in the community.



6 Smart Growth Principle: Target public investment to enhance the public realm.

Limited public resources must be targeted to leverage investment from a range of other sources; must have a substantial “catalytic” impact over a large area (district or corridor) and over an extended period of time. Generally, public resources are used to fill gaps between the value of public benefits and the level of investment that private project dollars will support.

All the above criteria vary with the particulars of market forces and the dynamics of geographic areas. All decisions regarding investment of public funds must be made holistically with regard to the city’s (and other taxing authority’s)

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financial standing, ability to support and return on investment, i.e., a careful evaluation of need and value (how well the project/investment advances city planning goals).

For example, transit (particularly fixed route, embedded rail transit) has a demonstrated ability to produce a catalytic change in economic activity and enormous return on investment for municipalities that have implemented it. Based on this public value and return on investment, rail transit is worthy of public financing.

The Northeast Side Plan recommends transit routes that take a workers-to-jobs approach to transit development, and connect neighborhoods (over time the whole M7 seven-county region) to downtown as a “Milwaukee Connector.” The Northeast Side Plan also strongly recommends a Kenosha-Racine-Milwaukee (KRM) transit line (extension of Chicago area METRA north to Milwaukee) to build and more closely ally the Milwaukee metro region to the economic powerhouse immediately to our south.

● Principle Six Implementation

Target investment for maximum impact- Tax Increment Financing

The City of Milwaukee uses Tax Increment District Financing (TIF or TID) to bridge the gap between costs of public improvements or benefits and project costs that can realistically be born by developers.

For example, tax increment financing (TIF) for riverwalks can be justified because; (1) capital costs are rarely within the scope of project budgets for new construction; (2) the long-term public benefit well exceeds the cost; and (3) riverwalks do have a catalytic effect on economic activity and value of the area adjacent to the river corridor that will increase tax base and “pay back” the TIF investment. By contrast, river trails and accessible pathway connections (recommended by the Northeast Side Plan for the length of the Milwaukee River Primary Environmental Corridor) while valuable as a public benefit, are less costly to “construct” and might also not meet need “pay back” criteria for TIF public financing.

In recent years, the city has explored doing neighborhood improvement TIFs with remarkable success. Though none are currently recommended for expansion within the Northeast Side Plan, there is the possibility that Walk-to-Work neighborhoods like Harambee (in proximity to Riverworks Industrial Center) might want to pursue a neighborhood development oriented TIF. As a model, the Beer Line ‘B’ TIF is a mixed-use neighborhood TIF that has successfully managed riverwalk and redevelopment investment in conjunc-

tion with the transformation of this former manufacturing area along the Milwaukee River. The Northeast Side Plan area has a number of successful TIFs currently underway (see Chapter 2, Figure 2.6 “Program Areas”).

Target community development block grant (CDBG) funds to improve neighborhoods.

The Northeast Side Plan recommends that there continue to be a close correlation between neighborhood planning goals/priorities and CDBG funding. The City of Milwaukee’s Community Block Grant Administration expends approximately \$30 million of federal funds annually in 17 neighborhood planning areas, three of which are in the Northeast Side Plan plan area: Harambee, Riverwest and Hillside. The Block Grant office selects projects for funding based on neighborhood planning priorities and partnerships. Projects range from housing rehab programs, business development, job creation and job training, youth recreation programs, homeless shelters, crime prevention programs and community organization. Target Milwaukee Economic Development Corporation (MEDC) Funds for Job Creation

MEDC offers loan programs and services to facilitate business investment and expansion, job creation and retention, neighborhood stabilization and development. The Northeast Side Plan recommends strategic use of this resource to support the development goals of plan area neighborhoods, districts and corridors.



7 Smart Growth Principle: Reinvent, reinvigorate, and re-energize the economic base.

Urban centers act as a growth engine for the rest of the metro region, and as such must continually reinvent, invigorate, and energize their economic base.

Urban centers can only be as successful and marketable as their employment picture. Family-supporting jobs, either in

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Industrial Centers, Walk-to-Work neighborhoods or concentrated along transit routes, are the primary basis for income generation in urban neighborhoods. A range of support services is also needed for residents to gain and retain employment, e.g. job networks, workforce development, training/retraining, child care, etc.

Principle Seven Implementation

Create family-supporting jobs. The Northeast Side Plan recommends that jobs with the largest multiplier effect (e.g. manufacturing jobs, large employers) take top priority and that scarce public resources be devoted to securing and retaining these jobs. Another important priority is the support and expansion of homegrown businesses, both expansion of market share and addition of manufacturing capacity, e.g. “next generation” manufacturing, etc. Last and definitely not least, small business has historically been the greatest source of new jobs for the national and local economy. These small but growing businesses should not be underestimated or overlooked. In addition, small locally-based businesses give neighborhood shopping districts the kind of appeal that city dwellers seek out. They generate loyalty to neighborhoods that creates market value that translates into property tax base.

Implement Catalytic Projects.

The Northeast Side Plan has recommended catalytic projects (large impact projects involving community partners) that are discussed in the plan by area. The Northeast Side Plan also embraces the Strategic Policy Framework of the City’s Economic Development Policy Plan and its initial five catalytic projects; (1) Workforce development; (2) Great Lakes Green Industry Complex; (3) UW-Milwaukee Fresh Water Research and Technology Center; (4) Life Ventures Centers that expose children to careers; and (5) Centers for Family Prosperity that provide neighborhood-based access to financial information, employment counseling, job training, income supports, and other resources.

The Northeast Side Plan recommends that community-based organizations strengthen services for job seekers: Use Community Block Grant lead agencies such as the Harambee Ombudsman Project, one-stop shops such the Center for Family Prosperity in Riverworks (part of Riverworks workforce development), MATC training centers, and social outreach agencies to improve information and support services for job seekers.



8 Smart Growth Principle: Cities are for people. Good cities put people first.

The “greenness” of a city can be measured by its public services (transit, etc.), its public realm (parks, waterfronts, promenades, plazas, children’s play areas, etc.), and how well it accommodates all groups of people (old and young, rich and poor, majority and minority, residents and visitors, etc.).

Principle Eight Implementation

The following are measures for success taken from the “Great Cities Initiative” Project for Public Spaces. Northeast Side Plan neighborhoods, districts and corridors, compare favorably to most of the following success measures, and The Northeast Side Plan recommends that all measures be continued (if underway) and initiated (if only found in some neighborhoods, districts and corridors, and not in others).

The Northeast Side Plan also recommends that a forum or regular platform for sharing of ideas and collaboration between neighborhoods be established to achieve a wider sphere of implementation and success. This collaboration is already underway for commercial districts, and ongoing on an informal ad hoc basis between some neighborhood groups in the Northeast Side Plan, e.g. Harambee and Riverwest, but could be a source of “cross-fertilization” of ideas, and a valuable opportunity for information sharing.

Great Cities “checklist”:

Make community goals a top priority in city planning. In great cities:

- Citizens regularly participate in making their public spaces better and local leaders and planning professionals routinely seek the wisdom and practical experience of community residents.
- Residents feel they have responsibility and a sense of ownership for their public spaces.

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- Neighborhoods are respected, fostered and have unique identities. There is a sense of “pride of place.”
- Public spaces are planned and managed in a way that highlights and strengthens the culture of a particular community.

Place the emphasis is on pedestrians, not cars. In great cities:

- Pedestrians and bicyclists are more numerous than vehicles (on at least some streets).
- Streets function as “places” and have numerous attractive destinations along them.
- Transit options are available to get to places where people want to go and are used by all kinds of people.
- Parking does not occupy most of the public space; free parking is difficult to find.
- There is a walkable commercial center convenient to every neighborhood that provides everyday needs and services (grocery store, pharmacy, library, medical services, coffee shop etc.)

Insist that new development projects enhance existing communities. In great cities:

- New developments, both public and private, are designed to include mixed uses and to be easily reached without using a private vehicle.
- Developments are human scale and connect with places to cut through rather than mega scale, internalized and islands unto themselves.
- There is a mix of new housing types and layouts that allows and encourages people to grow old there.

Create well-loved public spaces that are accessible and well-used. In great cities:

- There are public places within both neighborhoods and downtowns where people can gather informally and regularly.
- Parks feature attractions for people of different ages and are used at different times of day; they are more than simply recreation facilities.
- The waterfront allows people to actually reach the ocean, lake or river.
- Amenities (benches, transit waiting areas, etc) are comfortable, conveniently located and designed to support the intended use.
- Negative uses or users do not dominate the public spaces.
- Both children and seniors can easily and safely

walk to where they want to go (e.g. children can walk to school, seniors can walk to movies, grocery stores).

Make civic institutions are catalysts for public life. In great cities:

- Schools are centrally located to support other neighborhood activity.
- The library is a multi-purpose and popular place where people go for many different types of activities.
- Civic institutions (museums, community centers, hospitals, government buildings, etc.) have resources and activities that appeal to people of all ages and all cultures in the community.



Encourage local economic development. In great cities:

- There are many locally owned businesses-markets, mom-and-pop stores, street vendors, and larger independent stores; these local businesses are encouraged by the city; people know their retailers by name.
- The mix of locally owned businesses is such that at least some of them are “third places” -places where people can just spend time.
- Local businesses work with schools to provide internships or part time jobs.

Ensure that public spaces are managed, programmed and continually improved. In great cities:

- The public realm is managed to maximize community interaction and to facilitate public outcomes.
- Spaces are managed to provide opportunities for generations to mix.

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9 Smart Growth Principle: Neighborhoods are the building blocks of cities.

Reinvest in urban neighborhoods by reinforcing the social networks that are at the core of neighborhood strength and vitality. Use community-building to bridge to capacity-building. Use neighborhood “empowerment” as an economic development tool.

Principle Nine Implementation

Organize!

The Northeast Side is by far the most well-organized area in the City of Milwaukee. Even so, there are areas, individuals and businesses, that are “left out” of any organized group or represented only by the local Alderman. By continuing to join existing groups or organize new merchants associations, business improvement districts, neighborhood associations, block clubs, and advocacy groups, neighbors and businesses can play a significant role in problem-solving and decision-making.

In partnership with the Northeast Side plan, there are three newly formed neighborhood associations, one new Business Improvement District, one additional Main Street organization, two new major coalitions of partners, and six active clusters in Harambee that are now part of the decision-making process.

Invest in neighborhood capacity-building.

The best Northeast Side plan example of this is the current Harambee Great Neighborhood Initiative which is drawing investment and cooperative effort from many partners: Thrivent for Lutherans, Habitat for Humanity, Riverworks, Harambee Ombudsman Project, ICRC, MLKEDC, LISC, King Drive BID, local churches, schools and many other community partners. Riverwest Neighborhood Association also has a long and active history of neighborhood involvement. Upper

East Side Neighborhoods also have a long history of activism and problem-solving that has led to betterment of neighborhoods in many different respects. These neighborhoods regularly work with the local Alderman to pass ordinances, lobby public officials, interact with large institutions in the area, to improve quality of life.

Use design standards, special districts, and overlay zones to preserve character.

Zoning is a broad-based application of land use principles that works for the majority of land uses in the city. Where there are special or unique situations, or districts, corridors and unique areas that need a more tailored and site-specific approach to urban design, the Northeast Side Plan recommends an additional layer of design standards (usually requiring a case-by-case review of all development proposals) to help that district, corridor or area preserve its character (“pattern language”), keep its most valuable assets, and meet its development goals. Design standards may be applied as part of an historic district, overlay district, redevelopment plan, or as a condition of approval in situations where public approval is required, e.g., a public investment or land sale will have conditions for approval.

Use Targeted Investment Neighborhoods (TINs) to reverse decline.

The Targeted Investment Neighborhood (TIN) program is a neighborhood revitalization strategy in which the City of Milwaukee, working with a neighborhood community partner, focuses resources in a relatively small area (6 to 12 city blocks) in an effort to stabilize and increase owner-occupancy, strengthen property values and improve the physical appearance of the neighborhood. The goal of the program is to reverse trends of disinvestment by improving the physical and social infrastructure of a neighborhood, improving its desirability as place to live, work and invest. The Northeast Side Plan currently has two active TINs, the Brooks TIN in the Bronzeville area, and the Harambee North TIN just underway. A TIN in the Holton Street area is recommended for consideration.

Use Neighborhood Improvement Development Corporation (NIDC) programs.

For owner-occupants in TINs (see above description), NIDC administers low-interest rehabilitation loans and technical assistance. For landlords in TINs, NIDC offers forgivable loans for the rehabilitation of residential rental units of two or more bedrooms. NIDC also offers the Buy In Your Neighborhood Program, a special financing program that allows homeowners to purchase a rental property within a three block radius of the house where they live, for only a 10% down payment. NIDC’s Community Homes Program buys, rehabilitates, and resells homes for home ownership by low

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and moderate-income families. NIDC includes in its production activity the building of affordable homes to promote and strengthen home ownership efforts in several Northeast Side neighborhoods.

Support neighborhood shopping districts.

Urban neighborhoods must market to their strengths and reinforce one of the top reasons why people choose to live in urban areas—neighborhood shopping districts that have it all (sorted and stacked)—from book stores to bakeries, hardware to hipwear, specialty groceries to one-of-a-kind coffee-houses and diners—and have what you can't find at the mall, places with real personality and enduring appeal.

Neighborhood shopping districts within the Northeast Side are at varying levels of organization and development. Historic King Drive, Brady Street, East North Avenue, and Riverworks have successful Business Improvement Districts with a high level of participation from member organizations and successful track record in regard to obtaining and using resources. It may be desirable for the Northeast Side to form a partnership for collaboration and information sharing between all commercial districts, so that newly formed or organized districts may benefit from tried-and-true approaches and methodologies of older successful districts. Topics could range from business recruitment to public art to promotional events.



Strategically use Capital Improvements Programs (CIP).

The City funds capital improvements to public rights-of-way, such as street repaving, which may be enhanced with lighting, landscaping, and special paving, usually in conjunction with significant private investment from special projects and/or on a cost-sharing basis with local property owners.

The Northeast Side plan has done successful streetscaping projects on North Avenue and King Drive. Most recently the City has installed new streetscaping treatment on Holton Street up to Center Street (the Northeast Side Plan recommends that this be continued to Riverworks). Major streetscape improvements are also planned for Bronzeville. Improvements are also being planned for King Drive north of

North Avenue to continue the economic momentum of the historic district northward to Locust Street.

Use targeted public improvement projects.

The Department of City Development (DCD) has the ability to partner with neighborhood merchant groups and business improvement districts to make major improvements in commercial districts. Such improvements could include installation of harp lights, special paving materials at intersections, or public art improvements in the public way. Several Northeast Side business districts have implemented programs with considerable success, e.g. Historic King Drive, University Square, East Side BID.

Actively recruit businesses for commercial sites.

Milwaukee's Northeast Side constitutes a strong market for retail development. Purchasing power profiles, developed by the UW-Milwaukee Employment and Training Institute, are designed to help businesses, developers, and organizations assess their strengths and market the competitive advantages of urban density—particularly valuable for underserved city neighborhoods such as Harambee, Riverwest, UWM.

DCD provides a search tool for sites in neighborhood commercial districts to enable the real estate development process for companies or brokers (or investors) within or without the metro area.

Information necessary for business recruitment, such as traffic counts, retail rents and other data, is also available for the city's commercial districts.

Strategically use the Retail Investment Fund (RIF).

The RIF funds high-impact retail development projects located in neighborhood business districts. The Northeast Side Plan recommends RIF funds for high-profile high-visibility catalytic projects in neighborhood business districts.

Use business development organizations and tools.

The City of Milwaukee's Neighborhood Business Development Team, part of the Department of City Development (DCD), provides tools for neighborhood reinvestment that either are currently in use in business districts on the Northeast Side Plan or could be used for emerging Business Districts as follows:

Promote and support merchant associations.

Local merchant groups represent many of Milwaukee's diverse neighborhood commercial areas. The Northeast Side Plan strongly recommends this for small business districts such as those in Riverwest that may not want the level of organization and tax assessment afforded by a Business Improvement District, but would appreciate the benefits of a

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cooperative and mutually supportive association.

Promote and support Business Improvement Districts (BIDs)

Property owners in BIDs organize, plan and assess for streetscape, marketing, recruitment and other projects to enhance the local business environment. BIDs also work cooperatively to promote the district and address common problems. The Northeast Side Plan has many successful longstanding BIDs (Riverworks, King Drive, Oakland Avenue, East North Ave. and Brady Street). The most recent is the Downer Avenue BID. The Northeast Side Plan recommends this approach for most commercial districts.

Invest in Main Street Milwaukee programs.

The Main Street Program designed by the National Trust for Historic Preservation is possibly the most successful redevelopment program in the country. Milwaukee has four pilot programs and recently added Historic King Drive to that group. Main Street Milwaukee is a comprehensive asset-building approach to increasing investment, new businesses, jobs, and wealth in urban commercial districts. The central organizing principles (Main Street Four Points) are:

1. Preservation and Design (often centered on adaptive reuse of historic and contributing buildings in a historic district)
2. Organization (businesses “on the street” working cooperatively)
3. Economic Restructuring (small businesses staying competitive with giant competitors like Wal-Mart and Target)
4. Marketing (continuum of promotional events)

Use Façade Grant programs to improve commercial districts.

DCD administers a façade grant program to strengthen the attractiveness and market appeal of neighborhood commercial districts. In addition to façade improvements, businesses are encouraged to make all aspects of the business customer and pedestrian-friendly. The heaviest use of the program within the Northeast Side Plan Side is Historic King Drive and Brady Street which have combined façade grants with major renovations. The Northeast Side Plan recommends extending this “success story” to Bronzeville and northward on King Drive, and to the west end of Brady Street.

Use CRAG as a resource.

The Commercial Revitalization Affinity Group (CRAG) is a professional network for people who work to revitalize commercial districts in southeastern Wisconsin. The network

is open to nonprofit economic development practitioners, government employees, and members of the private sector, such as real estate brokers, architects and business owners. CRAG meets monthly for training and networking events on topics such as: Environmental Design and Safety; Commercial District Purchasing Power; Visual Merchandising and Window Display Techniques; Alternative Financing for Small Business; Forming a Business Improvement District (BID); Forming a Business Improvement District (BID); Fundraising for Commercial Revitalization Efforts; and Organizing Neighbors to Fight Nuisances.



10 Smart Growth Principle: Promote Traditional Neighborhood Development (TND).

The following description is from “TND Papers”: *A new urban neighborhood (also known as traditional neighborhood development, or TND) is created at the human scale. Buildings are placed closer together and exteriors are designed to be safe and attractive for pedestrians. Streets are constructed for slower speeds and traffic is dispersed through many different connections. Walking in front of a business or around town is simply a pleasant, interesting activity.*

Principle Ten Implementation

Make all parts of the city pedestrian-friendly

Cities are for people. Good cities are pedestrian-friendly. In terms of the public realm, this means that daily needs (e.g., groceries, hardware, pharmacy, etc.) and transit stops are within a five to ten minute walk of where most people live, that most neighborhoods are walk-to-work, most paths and sidewalks are well-landscaped (hardscape and natural), most destinations are well-connected by sidewalks or des-

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ignated walkways, and that pedestrian needs are placed before those of automobiles (for an example of this, see Lower East Side chapter discussion of curb cut restrictions).

The Northeast Side Plan advocates that all new development be evaluated for walkability and impacts on pedestrians. For building design, this means welcoming engaging storefronts in commercial districts, generous windows and front porches in residential areas, and modern or retrofit workplaces designed for daylighting and energy efficiency in manufacturing areas. For parks, this means a connected system of trails.

Use design standards, special districts, overlay zones to promote good urban design.

Promote traditional neighborhood development (TND) and good urban design throughout the city with design standards, special districts and overlay zones that enhance the public realm, ensure high quality architectural design, and integrate land use for efficiency, economy and interconnectedness.

Promote New Urbanist policies and strategies for new development.

The Land Use Policies and Strategies described in Northeast Side Plan Chapter 3 promote (for all areas), development that is mixed use (on a neighborhood scale), compact and walkable. Based on new urbanist principles, they reinforce traditional neighborhood development (TND) design standards of efficiency, economy and interconnectedness.

These Land Use Policies and Strategies also describe by land use category, specific approaches to achieving well-integrated pedestrian-oriented districts and corridors, preserving the character and purpose of special districts with unique or “signature” design features, conserving what is desirable and marketable about neighborhoods, conserving irreplaceable environmental resources, and implementing efficient sustainable strategies for urban growth and redevelopment

Carefully apply general Plan Development and Detailed Plan Development to achieve good urban design.

Zoning is a broad-based application of land use principles that works for the majority of land uses in the city. Where there are special or unique situations, or districts, corridors and unique areas that need a more tailored and site-specific approach to urban design, the Northeast Side Plan recommends an additional layer of design standards (usually requiring a case-by-case review of all development proposals) to help that district, corridor or area preserve its character (“pattern language”), keep its most valuable assets, and meet its development goals.

This custom zoning is called a General Plan Development (GPD) at the level of overall land use, and a Detailed Plan Development (DPD) at the level of construction documents for buildings and site design. For these to work successfully, the city must actively seek neighborhood input in both the design and development stages of GPDs and DPDs.



11 Smart Growth Principle: Preserve historic buildings, sites and districts.

Preserve historic buildings, sites and districts as part of the core value of cities and central to the experience of urban places. All urban areas have a unique history, many with outstanding or landmark features—geographic, natural and historic. Most are irreplaceable. Be proactive about designating, maintaining, and keeping them “alive” through adaptive reuse. Consider them to be as worthy of management as financial assets (stocks, bonds, etc.) in a community investment portfolio.

Principle Eleven Implementation

Be proactive about preservation

As one of Milwaukee’s original settlement areas, the Northeast Side Plan has the largest concentration of historic buildings and districts, both Local Landmark and National

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Register of Historic Places, of any part of the city. Even so, there are still many eligible buildings without designation (listed by chapter) and districts with no one to advocate for them. Harambee may have the least designated historic-eligible building stock. The Murray Hill neighborhood (due to absentee landlord clusters near the UWM main campus) may have the most threatened or “at risk” building stock. The Northeast Side Plan has made several recommendations for a more proactive approach to these and other Northeast Side Plan neighborhoods.

Identify, adapt, enhance, support historic districts, streets, sites, and buildings.

The Department of City Development’s Historic Preservation staff identifies and researches historic buildings (with assistance from Milwaukee County Historical Commission, consultants and community partners), makes recommendations for adaptive reuse and building alterations, and works with advocacy groups such as Milwaukee Preservation Alliance, heritage groups such as Historic Milwaukee, and neighborhood groups such as Water Tower Landmark Trust to restore and revitalize historic assets. Relative to the number of historic districts and buildings within the Northeast Side Plan area, i.e., the enormity of the task, this area is understaffed and under resourced. The Northeast Side Plan recommends that additional resources be sought in light of the economic value of these properties to the city.



12 Smart Growth Principle: Approach regional issues regionally.

Planning for large-impact issues, such as transportation, environmental conservation, workforce development, education, business development and retention, and housing needs, can only be done with regional cooperation and collaboration. Only then will this region be able to capitalize on its assets and support economic growth.

Principle Ten Implementation

Build on Milwaukee 7 (M7) Strategies: The Milwaukee 7, launched in September 2005, is the metropolitan planning group made up of top level elected officials and community leaders from the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Waukesha and Washington. M7 was formed around the core idea that a regional, cooperative economic development platform is needed to enhance the competitiveness to the region.

The recommendations of the Northeast Side Plan are consistent with the Milwaukee Seven (M7) strategies for the metro region and the City of Milwaukee’s Economic Development Strategy and Policy Framework: (1) To attract, retain and grow diverse businesses and talent; (2) To grow, expand and attract existing export driver industries and emerging business clusters; (3) To be globally competitive in an innovation economy.

The Northeast Side Plan recommends a masterplan for the Riverworks Industrial Center that incorporates the above M7 regional planning strategies. In addition, the Northeast Side Plan recommends that Glendale and Riverworks Industrial Centers become more unified and promoted as an economic unit. In addition the Northeast Side Plan recommends that express transit linking downtown Milwaukee to the

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Glendale and Riverworks Industrial Centers be implemented as workers-to-jobs economic development strategy.

Aligned with emerging opportunities identified by M7 and the City's Economic Development Policy Plan, the Northeast Side Plan recommends expansion of UWM's creative partnerships with local employers, UWM's Schools and programs, e.g. biomedical technology research at a new School of Public Health; freshwater research at the UWM Great Lakes Water Institute; research and product design in "next generation" manufacturing at a new or expanded School of Engineering; and community learning in partnership with the School of Continuing Education located downtown at the Grand Avenue campus.

Make local strengths a regional asset

The Northeast Side Plan like the M7, takes an asset-building approach to development; in some cases preserving place-based assets such as the Milwaukee River to maintain its value for the community; and in other cases redeveloping assets such as underperforming or under-used portions of districts and corridors, e.g., the East Side BID's "west end," Bronzeville, Holton Street, and King Drive north of North Avenue.

The Northeast Side Plan also recommends support and expansion of community assets such as the Urban Ecology Center, Milwaukee Youth Arts Center, Northcott Neighborhood House, Heartlove Place, America's Black Holocaust Museum, Woodland Pattern Book Center, Discovery World at Pier Wisconsin, Wisconsin Conservatory of Music, and many many others too numerous to mention.

In all cases, the Northeast Side Plan recommends making targeted and catalytic investments that build on the great asset of Milwaukee's neighborhoods, special districts, historic buildings and streets.

Appendix

GLOSSARY OF URBAN PLANNING TERMS

GLOSSARY OF URBAN PLANNING TERMS

List of terms included:

Accessible or handicapped-accessible

Adaptive reuse

Affordable housing

Agricultural use

Amenity

Architectural feature

Area plan

Automobile oriented retail

Base zoning district

Best Management Practices (BMP)

Bike lane

Biotech or Biomedical Technology

Block face or block front

Block Grant

Bluff

Bollards (fold-down)

Brownfield

Buffer zone

Building Bulk

Building code

Building envelope

Building footprint

Building height

Building lot coverage

Building mass

Building massing

Built environment

Business Improvement District (BID)

Bus Rapid Transit (BRT)

Capacity building

Catalytic projects

Center for Family Prosperity

Character

Charette

Citizen participation

City planning

Commercial corridor

Commercial district

(Neighborhood) commercial district

Community character

Community garden

Complete Streets

Comprehensive plan

Conservation district

Conservation district (neighborhood overlay)

Context sensitive development

Context sensitive street design

Contextual zoning

Corridor, environmental

Corridor, mixed-use

Curb cut

Demographics

Density

Density bonus

Design review

Destination retail

Development impact fee

Development incentive

Development standards

Diverse

Diversity

Easement

Environmental corridor

Export drivers

Exurban

Facade

Facade (street-active, street-friendly)

Facade grants

Feasibility study

Floor area ratio (FAR)

Gateway

Gentrification

Green building

Green infrastructure

Green space

Historic building.

Historic district

Historic landmark district.

High density land use

High intensity land use

Highbise building

Historic preservation

Hope VI principles

Human scale

Impact fee

Impervious (impermeable) surface

Incompatible land use

Industrial Center or Industrial Park

Infill development

Infrastructure

Innovation economy

Land use

Leadership in Energy and Environmental Design (LEED)

Light-rail transit

Liner buildings/uses

Life Ventures Center

Linear park or parkway

Live/work dwelling

Live/work space

Local Landmark District

GLOSSARY OF URBAN PLANNING TERMS

Main Street

Main Street Four Point Approach

Mass transit

Masterplan

Mixed-use development

Multimodal transportation options

National Register of Historic Places

National Register structure or district

Neighborhood character

Next generation manufacturing

New Urbanism

Open space

Overlay district

(Site Plan Review) Overlay District

(Neighborhood Conservation) Overlay District

Park, neighborhood

Park, public

Parking, shared

Pattern language

Pedestrian-friendly

Pervious (permeable) surface

Place-based assets

Placemaking

Planned Development

Planned Unit Development (PUD)

Public art

Public open space

Public realm

Public transportation

Purchasing power

Quality of life

Rails-to-trails

Redevelopment

Redevelopment plan

Regional planning

Remediation

Revitalization

Right-of-way

Riparian habitat

Riparian owner

Riverwalk

River trail

Sense of place

Setback

Smart growth

Social network

Special district or contextual district

Streetcar

Street edge (also called continuous street edge or continuous building edge)

Street grid system (also called multi-modal street grid system)

Street hierarchy system

Streetscape

Street wall

Sustainable development

Targeted Investment Neighborhood (TIN)

Tax incremental financing (TIF)

Tax increment financing (TIF) district

Traditional neighborhood development

Traffic calming

Transit-oriented development (TOD)

TOD Node

Urban agriculture

Urban design

Urban sprawl

Urban-to-rural transect

View corridor

Walkability

Wayfinding

Workforce development

Zoning

GLOSSARY OF URBAN PLANNING TERMS

*Majority Source: 'A Planner's Dictionary', APA – Editors: Michael Davidson & Fay Dolnick, 2004

Accessible or handicapped-accessible: Accessible means easy to approach, reach, enter, speak with, or use. Handicapped-accessible means easy to approach, reach, enter, speak with, or use for a handicapped person or someone with a disability.

Adaptive reuse: Rehabilitation or renovation of existing building(s) or structures for any use(s) other than the present use(s).

Affordable housing: Housing that has a sale price or rental amount that is within the means of a household that may occupy middle-, moderate-, or low-income housing. In the case of dwelling units for sale, housing that is affordable means housing in which mortgage, amortization, taxes, insurance, and condominium or association fees constitute no more than 28% of gross annual household income. In the case of dwelling units for rent, housing that is affordable means housing for which the rent and utilities constitute no more than 30% of gross annual income.

Agricultural use: The employment of land for the primary purpose of obtaining a profit in money by raising, harvesting, and selling crops, of feeding, breeding, managing, selling, or producing live-stock, poultry, fur-bearing animals, or honey bees, or by dairying and the sale of dairy products, by any other horticultural, forlicultural, or viticultural use, by animal husbandry, or by any combination thereof.

Amenity: Aesthetic or other characteristics of a development (natural or man-made) that increase its desirability to a community or its marketability to the public. Amenities may include things such as a unified building design, recreational facilities, security systems, views, landscaping and tree preservation, attractive site design, permanent open space, public art, etc.

Architectural feature: A part, portion, or projection that contributes to the beauty or elegance of a building or structure, exclusive of signs, that is not necessary for the structural integrity of the building or structure.

Area plan: A plan that covers a specific sub-area of the city and provides a blueprint for future development of the area. The plan also identifies specific

catalytic projects that will be undertaken to support that development. The plan provides policies and strategies based on shared values that will shape development for years to come. The plan also outlines an implementation strategy and framework for community partnership.

Automobile oriented retail: Retail with large parking lots and one and two story buildings that caters to automobile drivers (e.g. strip malls, shopping malls, drive-throughs, suburban style retail).

Base zoning district: A portion of the city within which only certain land uses and structures are permitted and certain standards are established for development of land. When a base zoning district is combined with an overlay district for purposes of development regulation specificity, the base (underlying) district regulations shall apply unless expressly superseded by overlay district provisions.

Best Management Practices BMP): A technique, method, process, activity, incentive or reward that is more effective at delivering a particular outcome than any other technique, method, process, etc. Best managements practices can also be defined as the most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on repeatable procedures that have proven themselves over time for large numbers of people.

Bike lane: A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles. These lanes are usually designated by signs or stencils on the pavement and a painted line marking the lane on the pavement.

Biotech or Biomedical Technology: Any technological application that uses biological systems, living organisms, or derivatives thereof, to make or modify products or processes for specific use.

Block face or block front: One side of a street or the building facades that make up one side of a street between two consecutive intersections. For example, a block face can be one side of a city block.

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Block Grant: *The Community Development Block Grant (CDBG), one of the longest-running programs of the U.S. Department of Housing and Urban Development, funds local community development activities such as affordable housing, anti-poverty programs, and infrastructure development.*

Bluff: *A steep headland, promontory, escarpment, riverbank, or cliff with an abrupt vertical change in topography of more than 10 feet with an average slope steeper than two feet of rise for one foot of horizontal travel.*

Bollards (fold-down): *Short vertical posts that can be arranged in a line to close a road or path to vehicles, and to separate traffic from pedestrians. The fold down feature allows the bollards to be removed when vehicle access is allowed.*

Brownfield: *Abandoned, idled, or underused industrial and commercial facilities/sites where expansion or redevelopment is complicated by real or perceived environmental contamination.*

Buffer zone: *Districts established at or adjoining commercial-residential district boundaries to mitigate potential frictions between uses or characteristics of use. Such district regulations may provide for transitional uses, yards, heights, off-street parking, lighting, signs, buffering, or screening.*

Building Bulk: *The total volume of a structure.*

Building code: *The various codes of the city that regulate construction and require building permits, electrical permits, mechanical permits, plumbing permits, and other permits to do work regulated by city code pertaining to building and building regulation.*

Building envelope: *The volume of space for building as defined by the minimum setbacks and the maximum allowable height.*

Building footprint: *The outline of the total area covered by a building or structure's perimeter at the ground level.*

Building height: *The vertical distance of the highest point of the roof or any rooftop deck, fence, railing, widow's walk, or other rooftop structure or feature above the mean finished grade of the ground adjoining the building.*

Building lot coverage: *An area within the property boundaries of a lot or tract within which an allowed building or structure may be placed (does not include paved surfaces).*

Building mass: *The three-dimensional bulk of a building: height, width, and depth.*

Building massing: *The way that three-dimensional forms are combined to make up the total building bulk.*

Built environment: *The elements of the environment that are generally built or made by people as contrasted with natural processes.*

Business Improvement District (BID): *A designated geographic area where property owners voluntarily collect annual assessments that are spent on projects that enhance the local business environment. These may include improvements to the streetscape, marketing efforts, business recruitment activity, and security programs.*

Bus Rapid Transit (BRT): *a broad term given to a variety of transportation systems that, through improvements to vehicles, infrastructure, and scheduling, attempt to use buses to provide a service that is of a higher quality than an ordinary bus line.*

Capacity building: *Building and demonstrating capacity to advance community plans through organizational development, community research, leadership development, partnership building, and planning for improved services and development projects. The process of building community partnerships and strengthening relationships and capacities requires engagement of a broad cross-section of community stakeholders in these activities, thereby establishing shared ownership.*

Catalytic projects: *Redevelopment projects and programs aimed at increasing economic and community value within areas, districts, or neighborhoods of a municipality. These projects leverage a significant and visible investment in the area, increase the value of surrounding properties, and support comprehensive planning goals.*

Center for Family Prosperity: *A resource center that helps households increase their income and spending power by offering in convenient neighborhood locations, a range of services such as, employment counseling, job training, financial*

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counseling, access to information on income supports like the Earned Income Credit, community links, and other vital information and resources.

Character: *Special physical characteristics of a structure or area (e.g. architecture, landscaping, natural features, open space, types and styles of housing, number and size of roads and sidewalks) that set it apart from its surroundings and contribute to its individuality.*

Charette: *An intensive focused workshop in which designers, property owners, developers, public officials, citizens, environmentalists, and other stakeholders work together to brainstorm and envision potential projects of benefit to the community.*

Citizen participation: *The process through which citizens who live, work, invest or spend time in an area are actively involved in the development of plans and recommendations for that area.*

City planning: *The decision-making process in which community goals and objectives are established, existing resources and conditions analyzed, strategies developed, and investments targeted and/or development controls enacted to achieve these goals and objectives. The purpose of city planning is to further the welfare of people and their communities by creating beneficial, equitable, healthful, efficient, and healthy environments for present and future generations.*

Commercial corridor: *A concentration of retail and commercial buildings usually located along a high traffic pedestrian and transportation corridor. Commercial corridors may be as little as two to three blocks in length, or may extend to several miles along a main street or highway.*

Commercial district: *A zoning district with designated land uses characterized by commercial office activities, services, and retail sales. Ordinarily these areas have large numbers of pedestrians and a heavy demand for parking space during periods of peak traffic.*

(Neighborhood) commercial district: *Small commercial areas providing limited retail goods and services (e.g. groceries and dry cleaning) for nearby residential customers.*

Community character: *The image of a community or area as defined by such factors as its built environment, natural features and open space elements, type of housing, architectural style, infrastructure, and the type and quality of public facilities and services.*

Community garden: *A private or public facility or plot of land for cultivation of fruits, flowers, vegetables, or ornamental plants by more than one person or family. Community gardens enhance the character of a community.*

Complete Streets: *Street rights-of-way designed and operated to enable safe, attractive and comfortable access and travel for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities are able to safely and comfortably move along and across a complete street.*

Comprehensive plan: *A plan for development of an area which recognizes the physical, economic, social, political, aesthetic, and related factors of the community involved. The plan usually includes policy statements, goals, objectives, standards, strategies, catalytic projects, maps, and statistical data for the physical, social, and economic development, both public and private, of the community.*

Conservation district: *A district established to provide a means of conserving an area's distinctive atmosphere or character by protecting or enhancing its significant architectural or cultural attributes.*

Conservation district (neighborhood overlay): *A district intended to accommodate unique land use, urban design, and other distinctive characteristics of older established neighborhoods. The district, used in combination with a base district, allows variations in permitted uses and site development regulation that are adapted to the needs of a specific neighborhood. The overlay is used to retain the character of earlier periods of development, stabilize and improve property values, encourage rehabilitation of existing housing, and to promote new construction that is compatible with the character of the area.*

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Context sensitive development: Development that is sensitive and responsive to the context in which it occurs. This type of development seeks to balance development goals with other desirable outcomes (e.g. historic preservation, environmental sustainability, and the creation of vital public spaces).

Context sensitive street design: A custom-tailored approach to street design that takes neighborhood context into account. Such design recognizes that once a high-speed or major arterial enters a community, a neighborhood, or a special, walkable district, it needs to transition into a more human-scaled design that obligates cars to drive in a slower, safer, more courteous and aware manner. Rights-of-way also need to be reapportioned to better serve the needs of pedestrians and better fit the purposes of special districts.

Contextual zoning: Zoning that regulates the height and bulk of new buildings, their setback from the street line, and their width along the street frontage, to conform with the character of the neighborhood.

Corridor, environmental: An area of land usually bordering a water course or wetland identified as containing unique natural features that should be preserved for its inherent ecological importance, environmental education and/or passive recreation.

Corridor, mixed-use: An area of land typically along a linear transportation route where a variety of land uses are permitted, including employment, shopping, and residential. These areas are intended to be pedestrian-oriented and accessible by public transit.

Curb cut: A curb break, or a place or way provided for vehicular ingress (entrance) or egress (exit) between property and an abutting public street.

Demographics: Selected population characteristics as used in government, marketing or opinion research, or the demographic profiles used in such research. Commonly-used demographics include race, age, income, disabilities, mobility (in terms of travel time to work or number of vehicles available), educational attainment, home ownership, employment status, and area or location. Demographic trends describe the changes in a population over time.

Density: The number of dwelling units or principal buildings or uses permitted per net acre of land.

Density bonus: The granting of the allowance of additional density in a development in exchange for the provision by the developer of other desirable amenities from a public perspective (e.g. public open spaces, plazas, art, landscaping, etc.).

Design review: The evaluation of development projects against community standards and criteria, typically conducted by a specially established design review board or committee. Projects may be evaluated for their impact on neighboring properties, benefit to the community, architectural, site and landscape design, materials, colors, lighting, and signage.

Destination retail: Retail businesses that generate a special purpose trip and that do not necessarily benefit from, or require a high-volume pedestrian location. Typically, destination retail acts as a market draw and/or anchor for other retail that stands to benefit from proximity to its customers.

Development impact fee: A fee levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. This fee is intended as total or partial reimbursement for the cost of providing additional facilities or services needed as a result of the new development (e.g. wider roads, new sewers, etc.).

Development incentive: Measure that can be taken, usually by a governing agency, to encourage certain types of developments.

Development standards: A set of guidelines or defining parameters to be followed in site or building development.

Diverse: Many or varied, may also mean multi-ethnic or multi-cultural.

Diversity: Cultural diversity encompasses the cultural differences that exist between people, such as social customs, language, dress and traditions, and may also refer to the way societies organize themselves, their conception of morality and religion, and the way they interact with the environment.

Easement: A grant by a property owner to the use of land by the public, a corporation, or persons for

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specific purposes as the construction of utilities, sidewalks, drainage ways, or roadways.

Environmental corridor: *A linear landscape or topographic feature containing a concentration of natural and cultural resources, or combined features of water, wetlands, and steep topography of 12.5% or greater. The planning community has often modified or expanded this definition to meet state or federal planning requirements and to include scenic, recreational, and historic resources in urban or urbanizing environments.*

Export drivers: *Products currently in strong market sectors (nationally and/or internationally) or part of growing market sectors, that export goods or services outside of the Milwaukee metro region, and as a result: (1) Create new jobs, (2) Attract new investment, and (3) Retain and attract talent. Export drivers are also known as “high multiplier” jobs because they create regional wealth, related industry jobs, and jobs from direct and indirect spending.*

Exurban: *A region lying beyond the suburbs or the “outer ring” of a city, especially one inhabited principally by wealthy people as in exclusive enclaves, or one experiencing a shift from rural to “leapfrog” low-density urban development.*

Facade: *The face of a building. All wall planes of a building which are visible from one side or perspective. The front Facade faces and is most closely parallel to the front lot line.*

Facade (street-active, street-friendly): *The portions of a Facade which face and are most closely parallel to a street lot line, that engage pedestrians and help to create street activity through features such as storefront windows, welcoming storefront signs, etc.*

Facade grants: *A program that provides financial and business assistance to businesses and commercial property owners interested in renovating the street faces or public faces (principal facades) of their buildings.*

Feasibility study: *An analysis of a specific project or program to determine if it can be successfully carried out.*

Floor area ratio (FAR): *The total floor area of all buildings or structures on a zoning lot divided by the area of said lot.*

Gateway: *An entrance corridor that heralds the approach of a new landscape, neighborhood, or area and defines the arrival point as a destination.*

Gentrification: *The rehabilitation and resettlement of low- and moderate-income urban neighborhoods by middle- and high-income professionals.*

Green building: *Structures that incorporate the principles of sustainable design – design in which the impact of a building on the environment will be minimal over the lifetime of that building. Green buildings incorporate principles of energy and resource efficiency, practical applications of waste reduction and pollution prevention, good indoor air quality and natural light to promote occupant health and productivity, and transportation efficiency in design and construction, during use and reuse.*

Green infrastructure: *A strategically planned and managed network of wilderness, parks, greenways, conservation easements, and working lands with conservation value that supports native species, maintains natural ecological processes, sustains air and water resources, and contributes to the health and quality of life of communities.*

Green space: *An open urban space with plant life or the natural environment; also any natural area, landscaped area, yard, garden or park accessible to the public.*

Historic building: *Any building that is historically or architecturally significant.*

Historic district: *A district or zone designated by a local authority or state or federal government within which buildings, structures, appurtenances*

Historic landmark district: *A geographically defined area possessing a significant concentration, linkage, or continuity of landmarks, improvements, or landscape features united by historic events or aesthetically by plan or physical development, and which area has been designated as an historical landmark district pursuant to procedures of the city code and ordinance. The district may have within its boundaries noncontributing buildings or other structures that, while not of such historic and/or architectural significance to be designated as landmarks, nevertheless contribute to the overall visual character of the district.*

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High density land use: Compact or clustered development, resulting in a higher overall number of units built in the same area and possibly reducing the demand for development in other areas. Higher density development does not necessarily mean multifamily development or high-rise buildings. Higher densities can be achieved by building homes on smaller lots, by building attached homes (rowhouses or townhomes) or by building multifamily structures (apartment buildings). But higher densities may be feared due to connotation with overcrowded housing in the late 19C.

High intensity land use: High density street-oriented development (lively, diverse, engaging) that draws a large amount of foot traffic to an area. Densely developed urban neighborhoods may have a high intensity street layer of development comprised of one or more levels of retail, restaurant or entertainment uses, with quieter residential, office or studio levels above.

Highrise building: A tall building or structure, typically a minimum of twelve stories, thus requiring mechanical vertical transportation. This building type includes a rather limited range of building uses, primarily residential apartments, hotels and office buildings, though occasionally they include retail and educational facilities.

Historic preservation: The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition.

Hope VI principles: The Hope VI program is part of the US Department of Housing and Urban Development's efforts to transform public housing. The four guiding principles are: 1) changing the physical shape of public housing, 2) establishing positive incentives for resident self-sufficiency and comprehensive services that empower residents, 3) lessening concentrations of poverty by placing public housing in nonpoverty neighborhoods and promoting mixed-income communities, and 4) forging partnerships with other agencies, local governments, nonprofit organizations, and private businesses to leverage support and resources.

Human scale: A design approach based on Greek and Roman architecture that used building mass and proportions that were related to the size of the human body. For civic spaces, combined height and width (mass) of buildings were monumental

but not overwhelming. In modern times, human scale has come to mean buildings and environments that are proportioned and designed to be user-friendly and pedestrian-oriented. There are many elements of buildings and spaces that contribute to the creation of a human scale environment. Heights, setbacks, spatial enclosure, front and side yards, architecture, and relationships of building heights to widths all play into the scale of development. For design of cities, human scale design addresses how to create an urban form that functions well for pedestrians and contributes to making livable and appealing neighborhoods.

Impact fee: A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise unmitigated impacts the project will produce.

Impervious (impermeable) surface: Any hard-surfaced (e.g. asphalt, concrete, roofing material, brick, paving block, plastic), man-made area that does not readily absorb or retain water, including but not limited to building roofs, parking and driveway areas, graveled areas, sidewalks, and paved recreation areas.

Incompatible land use: The proximity of one or more land uses to another use when the former is not compatible with the latter; for example, an odious factory next to a rose garden.

Industrial Center or Industrial Park: Area designed and zoned for manufacturing and associated activities, which may include compatible commercial or mixed use.

Infill development: The construction of a building on a vacant parcel located in a predominately built-up area. The local zoning regulations determine whether the new building fits harmoniously into the neighborhood.

Infrastructure: Facilities and services needed to sustain industry, residential, commercial, and all other land-use activities, including water, sewer lines, and other utilities, streets and roads, communications, transmission lines, and public facilities such as fire stations, parks, schools, etc.

Innovation economy: Global economy where the ability to innovate in research, product development, manufacturing processes and market penetration, are the keys to survival and competitiveness.

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Land use: Land use is based on the functional differentiation of land for different human purposes or economic activities. Typical categories for land use are dwellings, industrial use, transportation, recreational use or nature protection areas. Use categories are assigned to individual land parcels, as established for zoning, real estate permitting, planning, and those aspects of environmental law as apply to such real estate matters. Urban land use categories usually place restrictions on building lot coverage, height, area and setbacks, etc., as well as economic activity.

Leadership in Energy and Environmental Design (LEED): A certification program and the nationally accepted benchmark for the design, construction and operation of high performance green buildings.

Light-rail transit: Street cars or trolley cars that typically operate entirely or substantially in mixed traffic and in non-exclusive, at-grade-rights-of-way. Passengers typically board vehicles from the street level (as opposed to a platform that is level with the train) and the driver may collect fares. Vehicles are each electronically self-propelled and usually operate in one or two-car trains.

Liner buildings/uses: Buildings specifically designed to mask parking lots or garages from street frontage.

Life Ventures Center: A youth-serving community group that connects young people to information and opportunities about future careers. The "Life Ventures Partnership" joins employers, organizations and institutions to accomplish three goals: (1) expose young people to the world of work; (2) educate them about the critical relationship between education and career choices; (3) teach skills essential to future success in the workplace, like teamwork, communications, and problem solving.

Linear park or parkway: Park or parkway that is a lot longer than it is wide. Linear parks are often created from strips of public land next to rivers, creeks, canals, easements for electrical lines, former rail corridors, scenic highways, and shorelines.

Live/work dwelling: A dwelling unit used for both dwelling purposes and any nonresidential use permitted in the zoning district in which the unit is located, provided that not more than two persons

who do not reside in the unit are employed on the premises.

Live/work space: Buildings or spaces within buildings that are used jointly for commercial and residential purposes where the residential use of the space is secondary or accessory to the primary use as a place of work.

Local Landmark District: Historic district usually containing a number of National Register designated properties, requiring that site- and structure-specific guidelines be followed for repairs, exterior alterations, additions, and new construction.

Main Street: A neighborhood shopping area sometimes having a unique character that draws people from outside the area.

Main Street Four Point Approach: First established by the National Trust for Historic Preservation as a pragmatic approach to redeveloping historic downtowns, the Four Point Approach is a community-driven, comprehensive, commercial district focused approach to economic development that emphasizes reinvestment in historic assets, marketing, restructuring to make businesses more competitive, and job and wealth creation in urban communities. The Main Street Four Point Approach focuses on the following areas: 1) preservation (adaptive reuse) and urban design, 2) organization, 3) economic restructuring, 4) marketing and promotion.

Mass transit: Passenger services provided by public, private, or nonprofit entities such as the following surface transit modes: commuter rail, rail rapid transit, light rail transit, light guideway transit, express bus, and local fixed bus routes.

Masterplan: A document that describes, in narrative and with maps, an overall development concept. The master plan is used to coordinate the preparation of more detailed plans or may be a collection of detailed plans. The plan may be prepared by a local government to guide private and public development or by a developer on a specific project.

Example: The city planners checked to see if the zoning request complied with the city's master plan.

Example: The master plan for further development of the resort condominium is displayed in the sales office.

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Mixed-use development: *The development of a tract of land or building or structure with two or more differing uses such as residential, office, retail, service, public, or entertainment, in a compact urban form. These types of developments can result in measurable reductions in traffic impacts.*

Multimodal transportation options: *The availability of multiple transportation options designed to work safely and efficiently within a system or corridor, e.g., streetcar, bus, automobile, bicycle, walking.*

National Register of Historic Places: *The listing maintained by the US National Park Service of areas that have been designated as historically significant. The Register includes places of local and state significance, as well as those of value to the nation in general.*

National Register structure or district: *A property or area that has been added to the official list of properties significant in American history, architecture, archeology, engineering, or culture for use in local preservation planning efforts.*

Neighborhood character: *The atmosphere or physical environment which is created by the combination of land use and buildings within an area. Neighborhood character is established and influenced by land-use types and intensity, traffic generation, and also by the location, size, and design of structures as well as the interrelationship of all these features.*

Neighborhood Improvement District (NID): *A designated geographic area where property owners voluntarily collect annual assessments that are spent on projects that will enhance the neighborhood environment. These may include improvements to local parks, landscaping, streetscaping, lighting, identity features or security programs*

Next generation manufacturing: *Next generation manufacturing refers to a constant process of research, product design and development – and ongoing refinement and “reinvention” of existing products. The cycle of design, creating a prototype, testing it, and moving into high-volume production is compressed. Customers often take a role in design. Products have a shorter shelf-life.*

New Urbanism: *The process of reintegrating the components of modern life – housing, workplace, shopping, and recreation – into compact, pedestrian-friendly, mixed-use neighborhoods linked*

by transit and set in a larger regional open space framework. Initially dubbed “neotraditional planning,” the principles that define new urbanism can be applied successfully to infill and redevelopment sites within existing urbanized areas.

Open space: *An area of land that is valued for natural resources and wildlife habitat, for agricultural and forest production, for active and passive recreation, and/or for providing other public benefits. Open space in urban areas, is also defined as any public space not dedicated to streets or parking.*

Overlay district: *Overlay districts or zones are special zoning districts where new developments and redevelopments must follow design guidelines, requirements and/or restrictions established by the City. Typically, this is an area where certain additional requirements are superimposed upon a base zoning district or underlying district and where the requirements of the base or underlying district may or may not be altered.*

(Site Plan Review) Overlay District: *A Site Plan Review Overlay District retains the regulations of the underlying zoning district and adds design and use standards.*

(Neighborhood Conservation) Overlay District: *A Neighborhood Conservation Overlay District replaces the requirements of the underlying zoning district with performance standards, and modifies the range of permitted uses.*

Park, neighborhood: *A park which serves the population of a neighborhood and is generally accessible by bicycle or pedestrian ways.*

Park, public: *A land use designed principally to offer recreation, passive or active, to the public.*

Parking, shared: *A public or private parking area used jointly by two or more businesses, retail shops, etc.*

Pattern language: *The patterns that make up an architectural design language, usually based in the customs and preferences of a people, place or culture, also a placed-based and cultural history of architectural design.*

Pedestrian-friendly: *The density, layout, and infrastructure that encourages walking and biking within a subdivision or development, including short setbacks, front porches, sidewalks, and bike paths.*

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Pervious (permeable) surface: A surface that presents an opportunity for precipitation to infiltrate into the ground by virtue of the surface material's porous nature or by large spaces in the material (e.g. gravel, stone, crushed stone, open paving blocks).

Place-based assets: Assets that are specific and attributable to a place or locale, or that characterize or differentiate an area. Traditional assets may be geographic, as in proximity to mountains, lakes and rivers; economic as in the home of a team or a company; historic as in the birthplace of a national figure or the place where an event occurred. Less tangible but equally important assets may be livability, intellectual capital, or creative culture.

Placemaking: Creating squares, plazas, parks, streets, and waterfronts that attract people because they are pleasurable or interesting. Landscape plays an important role in the placemaking design process.

Planned Development: A Planned Development is a special zoning district where written project descriptions, development standards, use restrictions, and site plans become the zoning regulations which control how a specific parcel(s) of land can be developed and used. This is usually done in two phases, the General Plan Development (GPD) which establishes an overall land use plan, and the Detailed Plan Development (DPD) which establishes architectural and site design.

Planned Unit Development (PUD): A development guided by a total design plan in which one or more of the zoning or subdivision regulations, other than use regulations, may be waived or varied to allow flexibility and creativity in site and building design and location, in accordance with general guidelines.

Public art: Public art refers to art placed in public settings for the purpose of enriching the community by evoking meaning in the public realm. Public art can take a variety of forms: (1) Architectural design elements (carvings, embedded relief sculptures); (2) Landscape features; (3) Streetscape design (benches, artist gardens); (4) Sculptures (site-specific monumental works); (5) Civic enhancement projects (placed symbols, wayfinding signs and markers); (6) Exhibits, extemporaneous performances, indigenous artwork "found objects" located in public spaces; (7) Community

Art (engravings, murals, vernacular pieces); (8) Ephemeral Art (sidewalk poetry, ice sculpture).

Public open space: Open space owned and maintained by a public agency for the use and benefit of the general public.

Public realm: The region, sphere, or domain within which anything occurs, prevails, or dominates available to anyone. From a land use standpoint, public realm is all public open space and rights-of-way (streets, sidewalks, alleys, hike and bike trails, etc.); also public space that is formed by architecture or landscape features to create commons, courtyards, quadrangles, urban parks, woonerf, etc.

Public transportation: Services provided for the public on a regular basis by vehicles such as bus or rail on public ways, using specific routes and schedules, and usually on a fare-paying basis.

Purchasing power: The ability to purchase goods and services, generally measured by median household income, also retail spending per square mile. City strengths (including dense population, the high concentration of workers, and consequent high concentration of earned income) translate into higher purchasing power per square mile for retail necessities, including food at home, apparel and home furnishings.

Quality of life: The attributes or amenities that combine to make an area a good place to live. Examples include the availability of political, educational, and social support systems; good relations among constituent groups; a healthy physical environment; and economic opportunities for both individuals and businesses.

Rails-to-trails: Former rail corridors that have been converted to paths designed for pedestrian, bicycle, skating, equestrian, and occasionally light motorized traffic. Most are multiuse trails offering pedestrians and cyclists recreational access (hike and bike trails) and right-of-way to these routes.

Redevelopment: Any proposed expansion, addition, or major Facade change to an existing building, structure, or parking facility or proposed development on a formerly occupied site.

Redevelopment plan: A redevelopment plan is a program for large-scale change in the use and charac-

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ter of a renewal district. This fundamental change may involve actions of a redevelopment authority, and may include job creation, blight elimination, property acquisitions by eminent domain, large and small-scale land assembly, targeted investments, increases in property values, and related improvements to neighborhood identity and character that require political support and community partnership.

Regional planning: Regional planning is the science of efficient placement of infrastructure and zoning for the sustainable growth of a region. Advocates for regional planning promote the approach because it can address region-wide environmental, social, and economic issues which necessarily require a regional focus.

Remediation: The action or measure taken, or to be taken, to lessen, clean-up, remove, or mitigate the existence of hazardous materials existing on the property to such standards, specifications, or requirements as may be established or required by federal, state, county, or city statute, rule, or regulation.

Revitalization: Re-establishing the economic and social vitality of urban areas through infill, legislation, tax incentives, commercial development, etc., within existing urban areas to take advantage of existing investments in infrastructure and reduce the negative impacts of urban sprawl.

Right-of-way: A public or private area that allows for the passage of people or goods. Right-of-way includes passageways such as freeways, streets, bike paths, alleys, and walkways. A public right-of-way is dedicated or deeded to the public for public use and is under the control of a public agency.

Riparian habitat: A habitat for plants and animals that is strongly influenced by water and that occurs adjacent to streams, rivers, shorelines and wetlands.

Riparian owner: One who owns land bounding upon a lake, river, or other body of water, whose ownership rights include access to the river and use of its waters, or riparian rights. Riparian ownership may in some instances extend from the river bank to the center point of the river or "thread of the stream."

Riverwalk: A publically owned or privately owned way,

generally open to the sky and unobstructed by buildings, that runs along the river edge and is open to the public during specified times. It may include any combination of open space, paved areas, landscaped areas, pedestrian paths, and pedestrian furnishings.

River trail: A trail is a footpath or extended trek through a wilderness or wild region; as, an Indian trail along the banks of the river. A river trail may be an unpaved "soft trail" that may have originated from common use, or may be a moderately surfaced trail placed to reinforce or modify an existing pathway.

Sense of place: The characteristics (constructed and natural landmarks, social and economic surroundings) of a location, place, or community that make it readily recognizable as being unique and different from its surroundings and that provide a feeling of belonging to or being identified with that particular place.

Setback: The minimum distance by which any building or structure must be separated from a street right-of-way or lot line.

Smart growth: Smart growth focuses on the long-term implications of growth and how it may affect the community, instead of viewing growth as an end in itself. It is designed to create livable cities, promote economic development, and protect open spaces, environmentally sensitive areas, and agricultural lands. Planning, regulatory, and development practices and techniques are founded upon and promote the following principles for managing the growth of a community: 1) using land resources more efficiently through compact building forms, infill development, and moderation in street and parking standards; to lessen land consumption and preserve natural resources, 2) supporting the location of stores, offices, residences, schools, recreational spaces, and other public facilities within walking distance of each other in compact neighborhoods, 3) providing a variety of housing choices so all members of the community may find places to live, 4) supporting walking, cycling, and transit as attractive alternatives to driving, providing alternative routes that disperse, rather than concentrate, traffic congestion; and lowering traffic speeds in neighborhoods, 5) connecting infrastructure and development decisions to minimize future costs by creating neighborhoods where more people use existing services and facilities, and by integrating development and

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land use with transit routes and stations, and 6) improving the development review process and development standards so that developers are encouraged to apply the principles stated above.

Social network: A social structure made up of nodes or clusters (which are generally individuals or organizations) that are tied or connected by one or more specific types of interdependency, such as values, visions, ideas, financial exchange, friends, kinship, dislike, conflict, trade, or web links. These nodes or clusters may be reinforced by overlapping interests, geographic proximity (villages, towns, etc.), or common history.

Special district or contextual district: Certain zoning districts are called special districts or contextual districts, because they aim to guide the character and appearance of new development. Special districts often are empowered to tax residents of the district, usually by a property tax but sometimes an excise or sales tax, for the services they provide.

Streetcar: A rail borne vehicle, lighter than a train, designed for the transport of passengers (and/or, very occasionally, freight) within, close to, or between villages, towns and/or cities, primarily on streets.

Street edge (also called continuous street edge or continuous building edge): The vertical face formed by building facades, street trees, and screening walls that is aligned along a street and forms a comfortable people-scaled space.

Street grid system (also called multi-modal street grid system): A street system based upon a standard grid pattern (i.e. checkerboard blocks) with streets running at right angles to each other; however, offset intersections, loop roads, and cul-de-sacs as well as angled or curved road segments may also be used on a limited basis. The block pattern is characterized by regular (i.e. rectangular or trapezoidal) blocks and irregular polygons do not predominate. The grid system is the dominant spatial arrangement in cities.

Street hierarchy system: An urban design technique used to separate automobile through-traffic from development areas. The street hierarchy completely eliminates all straight-line connections between arterial roads, whereas arterials in a traditional grid plan are connected by dozens of through streets. The street hierarchy system is

the dominate spatial arrangement in suburbs and exurbs.

Streetscape: The treatment of space between buildings and street that defines the public realm. Streetscape elements may include building frontage/Facade, public art, outdoor cafes, transit stops or shelters, landscaping (trees, planters, fountains, etc.), sidewalk pavers, special embedded street paving, street furniture (benches, kiosks, etc.), signs, awnings, and street lighting.

Street wall: The wall or part of the building nearest to the street or property line.

Sustainable development: Development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.

Targeted Investment Neighborhood (TIN): The Targeted Investment Neighborhood (TIN) Program is a neighborhood revitalization strategy in which the City of Milwaukee, working with a neighborhood community partner, focuses resources in a relatively small area (6 to 12 city blocks) in an effort to stabilize and increase owner-occupancy, provide high quality affordable rental housing, strengthen property values and improve the physical appearance of the neighborhood. The program includes forgivable loans for home rehab and rent rehab and incentives for owners to buy investment properties in the neighborhood.

Tax incremental financing (TIF): An economic (re)development tool used by municipalities to leverage private development investment. TIF allows cities to capture increased tax revenues generated by economic development projects and to use this money to pay back city funds injected at the front end of the development, most often for public infrastructure (e.g. streets, sewer, environmental remediation or other site improvements).

The public purposes of TIF can be the redevelopment of blighted areas, construction of low- and moderate-income housing, provision of employment opportunities, and improvement of the tax base.

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Tax increment financing (TIF) district: A district established to facilitate redevelopment and stimulate new investment in deteriorating areas or potentially problematic sites. TIF districts enable a municipality to borrow against the future tax revenues of an area to fund a variety of costs associated with the redevelopment process. During the time a TIF is in place, all affected local taxing bodies continue to receive their shares of taxes on the initial assessed valuation of the district. Only the additional tax revenue, or increment, is used to fund redevelopment expenses. TIF funds can be used to pay for property acquisition, site preparation, utility connections, building rehabilitation, infrastructure improvements, amenities, environmental cleanup, financing charges, etc.

Traditional neighborhood development: A development that exhibits several of the following characteristics: alleys, streets laid out in a grid system, buildings oriented to the street, front porches on houses, pedestrian-orientation, compatible and mixed land uses, a recognizable 'village' center, and clearly defined edges. Optimum size for this type of development is a quarter mile from center to edge.

Traffic calming: Measures taken to reduce the adverse impact of motor vehicles on built-up areas. Traffic calming usually involves reducing vehicle speeds, providing more space for pedestrians and cyclists, and improving the local environment and safety by installing speed bumps, traffic circles, alternate paving materials at crosswalks, etc., to slow traffic.

Transit-oriented development (TOD): Moderate- to high-density mixed-use communities within an average 2,000 foot walking distance of a transit stop and core commercial area. TODs mix residential, retail, office, and public uses in a walkable environment, making it convenient for residents and employees to travel by public transit, bicycle, foot, or car. Development in such areas is designed to make transit use as convenient as possible.

TOD Node: Balanced, mixed-use clustering of land uses within a pedestrian-friendly district connected to transit that enables transit riders to purchase goods and services within a quarter-mile or five-minute walking radius of a transit station, thus eliminating need for automobile trips.

Typically, a TOD Node will support a higher density (dwelling units per acre) than the surrounding land use.

Urban agriculture: The sustainable practice of cultivating, processing, and distributing food in a village, town, or city. Urban farming is practiced for income-earning, food-producing, recreation, and relaxation. Urban agriculture contributes to food security and food safety by increasing the amount of food available to people living in cities, and providing fresh vegetables, fruits, eggs, and meat products to urban consumers.

Urban design: The attempt to impose a rational order or to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is an effort to make an urban area or whole city comprehensive, functional, and aesthetic through the articulation of its parts.

Urban sprawl: The spreading out of a city and its suburbs over rural land at the fringe of an urban area. Residents of sprawling neighborhoods tend to live in single-family homes and commute by automobile to work school, shopping, recreation, etc.

Urban-to-rural transect: A place-based planning model for the built environment based on a series of zones that transition from rural farmland to dense urban core. Each zone has its own development code that provides a framework for mixed-use; can be used to control and promote growth in certain areas; is intended to increase pedestrian life, local safety, and community identity; and provides tools to protect and restore natural environments.

View corridor: A three-dimensional area extending out from a viewpoint upon which no building may encroach. View corridors are established by city ordinances which impose height restrictions so that no structures block a city view amenity. Typically, view corridors preserve the view of landmarks from key points of the city.

Walkability: The measure of the overall walking conditions in an area, also the extent to which the built environment is friendly to pedestrians. Increased walkability has been proven to have individual and community health benefits, as well as economic benefits.

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Wayfinding: *the ways in which people orient themselves in physical space and navigate from place to place. Wayfinding can include signage or other graphic communication, tactile elements, and provisions for special-needs users to help users choose a path within the built environment.*

Workforce development: *A relatively wide range of policies and programs related to learning for work and acquiring skills needed to enter the workforce, such as youth vocational training, organization-based training, adult training and retraining, and related employment initiatives. The term has become more important, focusing on five converging concepts: 1) globalization, 2) technology, 3) the new economy, 4) political change, and 5) demographic shifts.*

Zoning: *Legislative regulations by which a municipal government can control the use and characteristics of buildings and land within its boundaries. Zoning laws consist of two parts: text which spells out specific regulations for each zoning district and maps that show where each district applies. It has become, in the United States, a widespread method of controlling urban and suburban development (e.g., density, nuisance, etc.) and is also used to correct or compensate for defects of existing plans.*

DRAFT

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