# MILWAUKEE Plan

*comprehensive*

DEPARTMENT OF CITY DEVELOPMENT • DECEMBER, 2009

# Southwest Side

## *A Plan for the Area*

# City of Milwaukee

**Office of the City Clerk**

**200 E. Wells Street**
**Milwaukee, Wisconsin 53202**

**Certified Copy of Resolution**

**FILE NO: 090883**

**Title:**
**Resolution approving the Southwest Side Area Comprehensive Plan as an element of Milwaukee's Overall Comprehensive Plan, in the 8th, 11th, 13th and 14th Aldermanic Districts.**

Body:
Whereas, One step in the City of Milwaukee's ("City") comprehensive planning process is the creation of plans for areas of the City, sometimes referred to as neighborhoods; and

Whereas, A new comprehensive plan has been prepared, titled the Southwest Side Area Comprehensive Plan ("Plan"), a copy of which is attached to this Common Council File; and

Whereas, Pursuant to Section 66.1001, Wisconsin Statutes, the City Plan Commission adopted the Plan and recommended adoption to the Common Council; and

Whereas, Approval of the Plan by the Common Council will establish the Plan as a guide for the City regarding the use and development of the land of the area, encourage common understanding and coordination among levels of government and private interests and facilitate implementation of the Plan; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Southwest Side Area Comprehensive Plan, as an element of the City's Overall Comprehensive Plan and as recommended by the City Plan Commission; and, be it

Further Resolved, That the Southwest Side Area Comprehensive Plan, as approved, shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of land use and physical development issues; and, be it

Further Resolved, That the Department of City Development, the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the Plan; and, be it

Further Resolved, That the Commissioner of the Department of City Development is directed to send copies of the Plan to the parties identified in it as having responsibility for implementation of the Plan for their reference and use.

**I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on December 22, 2009, published on November 12, 2009.**

Ronald D. Leonhardt

**Ronald D. Leonhardt**

**January 11, 2010**

**Date Certified**

# Southwest Side Area Plan

December 2009

City of Milwaukee

HOUSEAL LAVIGNE

# Southwest Side Area Plan
# Acknowledgements



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***Common Council***
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# Southwest Side Area Plan
# Table of Contents

# Chapter 1: Introduction:  Purpose, Structure and Context



## *1.1 City Comprehensive Plan*

The City of Milwaukee's comprehensive planning process is structured to respond to the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City's Comprehensive Plan consists of two components: a Citywide Policy Plan and thirteen area plans.

The Southwest Side Area Plan is a statement of the community's desires for future development and preservation of the area. Well-tended homes, a sense of pride in ownership, safety, stability and walkable neighborhoods are among the most cited reasons that Southwest Siders move here and stay.

The principle of sustainability drives the overall framework of the Southwest Side Area Plan.

The Southwest Side Area Plan has been prepared under the authority of Wisconsin's Comprehensive Planning Law (s. 66.1001, Wis. Stats.), more commonly referred to as Wisconsin's Smart Growth Law. This law provides a framework for developing comprehensive plans and requires that any community program of action that affects land use must be consistent with the community's area plan. Upon adoption of this plan, all land use decisions must be consistent with the goals, objectives and policies outlined in this plan.

*"The area is green, well-kept, and quiet, has hard working people, and is in close proximity to all amenities a family/individual needs."*

Public meeting participant

## *1.2 Plan Purpose*

Area plans establish the future vision of an area; create a common understanding among residents, business and land owners, and City departments of expected changes in the area; and develop implementation methods for achieving the goals of the plan.

Southwest Side Area Plan policies guide decisions about growth, development, preservation, environmental protection, economic development, housing, culture and the arts, neighborhood character and transportation.

The Area Plan creates a framework to implement solutions to planning problems or opportunities for the area in the context of the Citywide Policy Plan by:

*a) Identifying opportunities to address community goals;*

*b) Developing criteria to be used in decision-making that balance local area interests with those of the broader community;*

*c) Involving interested groups and individuals to identify issues and opportunities to be incorporated into the area plan and establish a commonly understood vision for the future;*

*d) Integrating the details, patterns and vision of the plan into a clear and concise document;*

*e) Establishing a planning framework in which to review public projects, land use changes, and development proposals; and*

*f) Establishing a broader community context in which to select appropriate locations and projects for expenditures of public funds.*

### *1.3 The Planning Process*

The Southwest Side Area Plan is the product of a collaborative planning process between area residents, employers, institutions, planning and City staff, hired consultants, and elected officials. The Plan Advisory Group was organized to advise the planning team, provide input, build community outreach, and review written materials.

All of these participants provided guidance throughout the process and ultimately helped identify and shape the recommended policies and projects in this plan.

During the Preliminary phase, City staff and the Plan Advisory Group selected a consultant to prepare a Market Analysis and Implementation Study. The Analysis phase included an extensive review of the area's existing conditions and identified conditions that may be susceptible to change.

During the Visioning phase, different types of public workshops were held to get input on community issues, opportunities and ideas for eventual plan recommendations.

The next two phases of the planning process, Synthesis and Documentation, used all the information gathered and began preparation of the planning document.

Adoption, the final phase of the planning process, included refining recommendations, preparing the final plan and presenting it to the City Plan Commission and the Zoning Neighborhoods and Development Committee, and adoption by the Common Council.

## *1.4 Plan Organization*

The overall organization of this plan is intended to create a document that is clear, concise, and easy to use.

Recommendations in this plan have been organized in order of decreasing scale.

Chapter 3 deals with general policies that are less detailed and deal with policies that will impact growth and development throughout the entire Southwest Side.

Chapter 4 includes recommendations for specific districts and corridors and Chapter 5 presents detailed development concepts for select “catalyst” sites.

The increasing level of detail associated with the policy recommendations provides for easy reference when considering the specifics of a land use decision or reinvestment proposal.

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

*Figure 1.4*

## *1.5 Area Context*

As the name implies, the planning area encompasses the southwestern portion of the City of Milwaukee.

Starting in the northwest corner and proceeding clockwise, the area is bounded by the municipal boundary with the City of West Allis and the Union Pacific Railroad Line to the north, 6th St. to the east, Howard Ave. and the municipal boundary with the City of Greenfield to the south, and the same municipal boundary to the west.

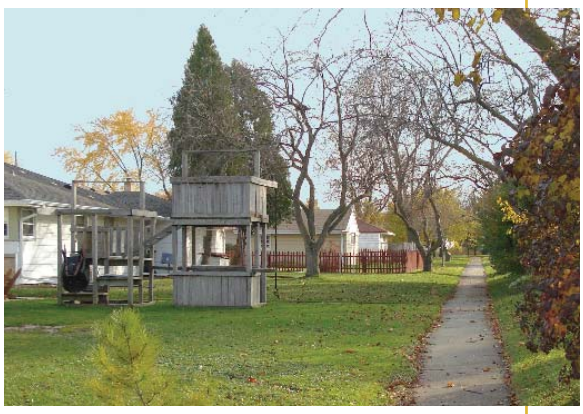
Prior to 1910, when the City extended its limits to 33rd St. and Forest Home Ave., the Southwest Side was primarily rural. Later, the area added new housing for workers in industrial jobs in neighboring West Allis.

This residential building boom was not to end until the 1970's, when residential uses comprised most of the development in the Southwest Side.

The patterns of well tended residential neighborhoods are interspersed with large commercial corridors, parks, and major educational, medical and religious institutions.

Unique neighborhoods in the Southwest Side include Cherokee Point, a neo-traditional subdivision; the Garden District, a neighborhood organization promoting the beautification of the 13th Aldermanic district by implementing a residential landscaping program; and Wedgewood Park, a post- World War II subdivision based on the Radburn, New Jersey model of Garden City town planning principles.

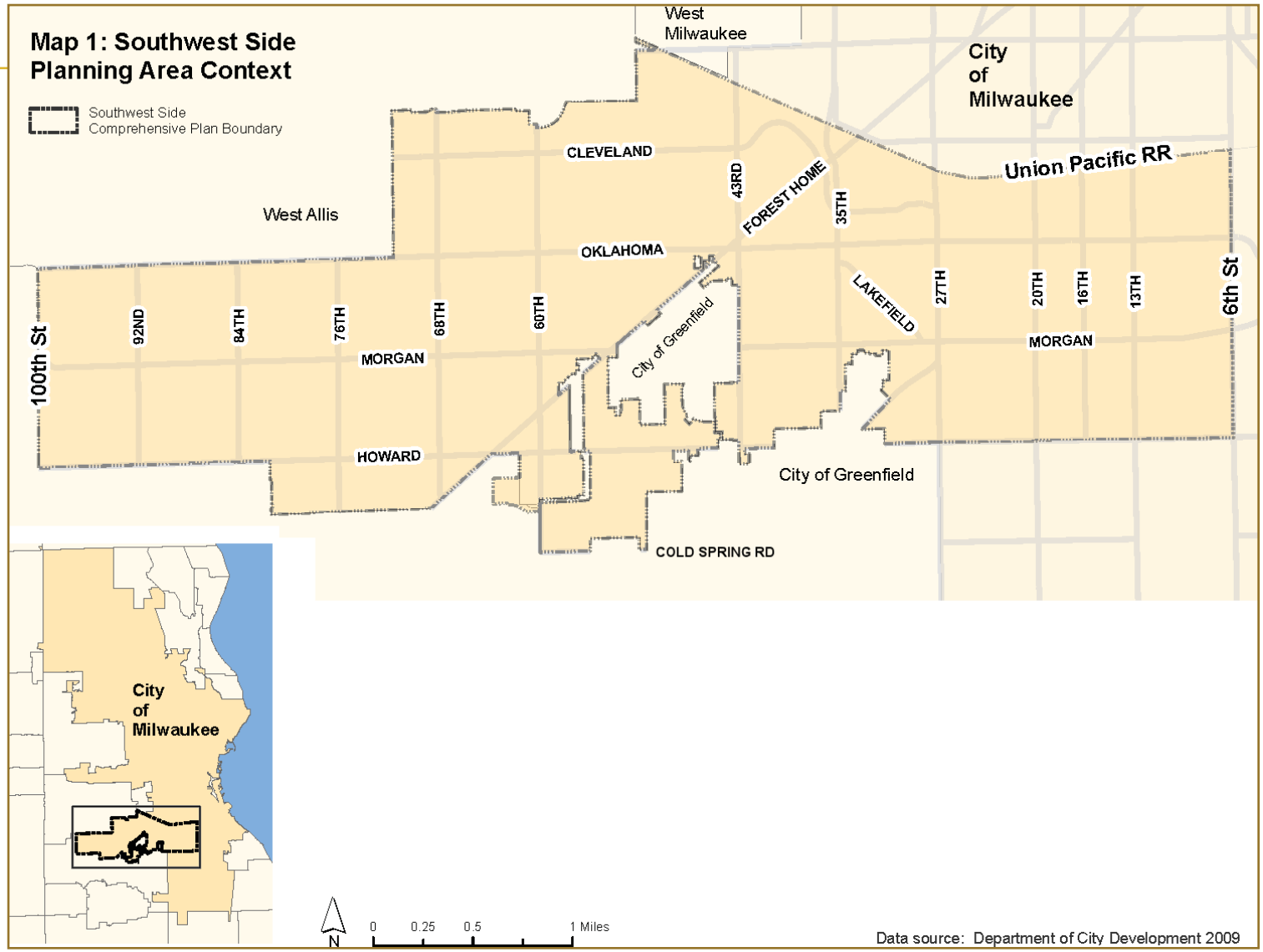
*Cherokee Point*



*Wedgewood Park*

Historically, the area grew from the northeast to the southwest. Although the entire area has an orderly residential development pattern, curvilinear streets and lots that are larger than average for the City of Milwaukee become more prominent to the west of 27th St.

## Map 1: Southwest Side Planning Area Context



As the area developed, housing styles changed from duplexes and bungalows to cape cod houses, and lastly ranch style homes.

The largest single growth period, especially west of 27th St., included the post-WW II years of the 1940's and the baby boom of the 1950's. During this period, the Southwest Side witnessed the rapid development of tract housing. This type of housing is sometimes referred to as a Levittown and in some parts of the country constitutes the first ring of suburbs.

The Southwest Side's history of development has combined within its location on the outskirts of the Milwaukee City limits to create a unique pattern of development that blends a dense urban grid with a suburban sense of place and character.

Although the area is more automobile oriented than other parts of Milwaukee, pedestrians can still walk or bike throughout the area on a complete and dense network of sidewalks and local streets.

Over the last half century, home additions and modifications have combined with the maturing of landscaping and street trees to soften the Southwest Side's character and foster well established, stable neighborhoods.

One of the Southwest Side's most striking characteristics is its high quality housing stock. The majority of homes and yards are well cared for, resulting in an overall positive appearance that is an asset to the area. The defining urban design aspect of the area is the consistency of the aesthetically pleasing transition from the public to the private realm.

*Homes in the Far Southwest Side District*

Drive or walk down any residential street in this part of town and you will see in front of each home, starting at the street, a publicly-owned but privately-maintained planting strip with a mature tree, a sidewalk, a carefully mowed lawn in the front yard, restrained landscaping, and a prominent front door and facade.

These elements combine to create a pleasing face to the public realm. The pride of ownership is palpable. Each individual house is carefully aligned with its neighbor to provide a uniform pattern on each residential block.

Where this pattern is interrupted, often by later, large multi-family developments, the effect can be jarring.

The main axis of the area is Oklahoma Ave., which is the only east-west principal arterial that runs the length of the area while staying inside the City limits. Morgan Ave. and Howard Ave. (minor arterials one-half and one-mile to the south, respectively) occasionally cross into the City of Greenfield.

The major commercial street in the area is 27th St., which continues as a commercial corridor south into the cities of Greenfield, Franklin, and Oak Creek. Major diagonal streets running southwest to northeast, starting from the west include Beloit Rd., Forest Home Ave., and Loomis Rd. These streets and 76th St. and 13th St., which run north-south, often have a mix of multi-family and small commercial uses.

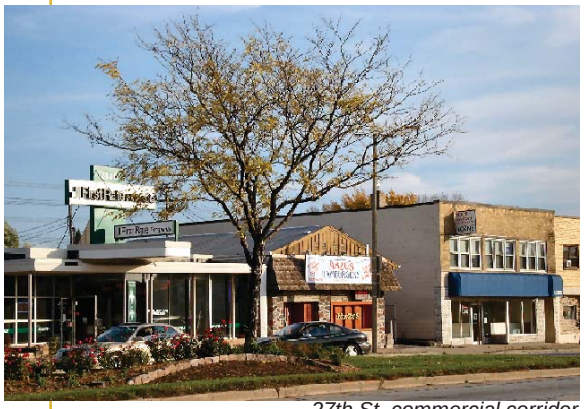
Jackson Park and the associated Kinnickinnic River Parkway play a huge role in defining the character of the area, as do Wilson Park and Wilson recreation area just outside the southern boundary of the area. Wilson Creek and Honey Creek

*Jackson Park*

also contribute to a strong sense of place. Planning and design for removing concrete stream bed linings is underway in some locations.

Major institutions and landmarks include Alverno College, Aurora Saint Luke's Medical Center, and the Zablocki Library.

Twenty-seventh St. is the South Side of Milwaukee's original strip with average daily traffic of 30,000 and the area's primary and most dynamic commercial corridor, featuring Leon's Frozen Custard Drive-In and major health and shopping related destinations.



*27th St. commercial corridor*

## *1.6 Recent developments*

While the Southwest Side is a stable, mature area with few parcels that are susceptible to change, the area has consistently attracted a high level of investment in existing buildings and a number of exciting new developments over the last ten years.

### *Aurora St. Luke's Medical Center*

Aurora St. Luke's Medical Center on the northwest corner of 27th St. and Oklahoma Ave. is the Milwaukee area's largest acute care hospital.

The hospital was included among the nation's top 50 hospitals in U.S. News & World Report's annual "America's Best Hospitals" list. It was ranked in four different specialties: digestive disorders, geriatric care, endocrinology, and respiratory disorders.

In 2004, St. Luke's existing heart care services moved into a new 12- story tower built directly over its main entrance and parking structure.

The tower operates 270 beds, 192 for surgical patients and 78 for intensive care patients. All rooms are private with extra space built in to accommodate lengthy stays by visitors.

St. Luke's is not only a major employer, community facility and service provider, but one of the Southwest Side's most striking landmarks as well.


*Aurora St. Luke's Medical Center*

The rooftop healing garden at Aurora St. Luke's Medical Center received LEED Gold certification from the U.S. Green Building Council. The project is a good example of the Southwest Side's growing interest in sustainability.

### *Alverno College*

Alverno College, located at 3400 S. 43rd St., consistently makes national headlines for its innovative teaching methods. It has been recognized for nine consecutive years in the *U.S.News & World Report's* annual "Best Colleges" issue.

The women's college was cited in several categories and was the only Wisconsin education institution listed in the categories of "Strong Commitment to Teaching" and top "Up-and-Coming Schools."

In 1999, Alverno completed a $13 million Teaching, Learning and Technology Center, which houses the science wing, Media Hub and classrooms, and features a central rotunda.

The building not only expanded instructional and conference space, but re-oriented the campus toward 43rd St. to the west.

Beginning in 2007, the college underwent a comprehensive campus beautification effort which transformed the campus.

The project included enhanced signage at all entrances; a central gathering space featuring a fountain, new lighting, banners, trellises and benches; and the planting of thousands of new trees, shrubs, perennials, grasses, bulbs and annuals.

*Alverno College*


*Walmart's expanded 27th St. store*

A new parking structure was added to open up green space and new sports fields were developed.

Alverno College also is recognized in the community for its popular performing arts series, Alverno Presents, and its international music festival, Global Union, which is held annually at Humboldt Park.

### *Walmart*

The Southwest Side's position between traditional urban and suburban development styles is reflected by the Walmart store that opened at 3355 S. 27th St. in 1990 and expanded to a supercenter with a grocery store in 2007.

Although Walmart rarely locates in central cities, this Walmart store and its expansion preceded stores in south suburbs Franklin and Greenfield.

The store is built on the site of the former Southgate Shopping Center, Milwaukee's first enclosed shopping mall.

## *1.7 Previous and Current Planning Efforts*

### *Sixteenth Street Community Health Center*

The Sixteenth Street Community Health Center opened a satellite clinic at 2906 S. 20th St. in 2006. The new Parkway Health Center dramatically expanded the number of low-income patients Sixteenth Street can serve.

Sixteenth Street recently received a $1.2 million grant to fund renovations to the Parkway Health Center. When fully operational, the facility will have up to 15 medical providers serving an estimated 30,000 new patients.

The Kinnickinnic (KK) River Corridor Neighborhood Plan grew out of a need to remove a failing concrete lining from the KK River and to address flooding issues. The neighborhood plan covers the far northeast corner of the comprehensive planning area, extending north from Oklahoma Ave. and east from 27th St. It includes recommendations for improved greenspace, the neighborhood commercial area along 13th St., and new residential development sites.

In the area where the neighborhood plan and this comprehensive area plan overlap, the KK River flows through parkland so no land use changes are anticipated. The green spaces might be improved and used to some extent for temporary water retention.

South 27th Street is a state highway. A Wisconsin Department of Transportation project with City of Milwaukee cooperation is underway to improve landscaping and signage on S. 27th St. The City recently declared the highway “Historic 41.”

## *1.8 Demographic Highlights*

The Southwest Side is a very prosperous and stable part of the City. Demographics and economic data are presented in Chapter 2, but a few highlights set the context for the planning area:

In 2009 the area's population was 55,743 and very stable, declining 1.1% since 2000 and projected to increase 0.3% over the next five years. This trend amounts to an additional 711 individuals and 468 households.

The median household income for the Southwest Side in 2000 was $41,311. This was higher than both the City of Milwaukee and Milwaukee County. The unemployment rate in 2000 for the Southwest Side was far lower than it was in the City and County. The rate stood at an extremely low 2.5% for the Southwest Side. It was 6.0% in the City and 4.5% in the County.

A major contributor to the area's demographic and economic stability is the extremely low poverty rate and uniformly good level of educational attainment. A relatively small 17% of the population did not graduate from high school.

The area's population is relatively mature and the cohort aged 55 – 74 is projected to grow 17% by 2014. People like to stay and retire here.

The Southwest Side area's population was 9.2% Hispanic in 2000, 15.2% in 2009 and this percentage is projected to increase to 18.9% in 2014.

The number of households with income between $50,000 and $99,999 is expected to grow by 9.8%, while households with incomes under $50,000 is projected to decline, continuing a prosperous trend.

# Chapter 2: The Planning Process: Existing Conditions, Information Analysis



Chapter 2 summarizes the information gathering and analysis that was completed for the Southwest Side planning area.

The chapter describes the existing conditions and trends within the area to provide a comprehensive look at the factors that have and will affect the development of the Southwest Side such as demographics, economics, land use, and transportation.

The chapter also provides an overview of all the public involvement activities that were conducted throughout the process.

## *2.1 Public Involvement*

Public participation is the cornerstone of the planning process. It brings stakeholders of every kind (residents, elected officials, business owners, students, employees) to the table and provides an open forum for the creation and support of ideas.

A strong outreach effort and input yielded valuable insight into significant issues of importance to Southwest Side residents. This input is essential as it forms the basis for plan recommendations.

*August 2009 planning and design charrette*

*November 2009 open house*

Public participation events included interviews, community surveys, image preference surveys, interactive informational meetings, a planning and design charrette and a public open house.

### *The Mash Up*

In fall of 2008 the planning team held its first public meeting. Nineteen members of the community gathered at Alverno College to become familiar with the planning team and process, and to share observations and feelings about the planning area. After a slide presentation and general discussion, the group broke into smaller units to participate in a planning technique called a “mash up.” The term mash up refers to combining information from a variety of sources.

Participants used large land use maps to identify areas of concern, areas that have positive attributes, opportunities, and other issues. Information was conveyed by writing and drawing on the maps.

The mash up succeeded in not only helping the planning team and participants learn from each other, but also about each other.

Detailed comments are summarized on the map on the next page. Some of the overall themes that participants identified follow:

*Some multi-family complexes are poorly designed and don’t fit the traditional pattern of the neighborhood.*

*The existing commercial areas are good, but need storefront restoration, landscaping, and traffic management.*

*Small neighborhood commercial areas with family-owned businesses are appreciated and add to the sense of neighborhood, but they’re not always well planned.*

*The area has particularly attractive residential neighborhoods, some with unique designs and a strong sense of place.*

*There could be a stronger relationship between Alverno College and neighborhood commercial areas.*

*Growth at the two hospitals has been good for the area and should continue.*

*The parks are nice, but underutilized. Coordinated trails might help.*

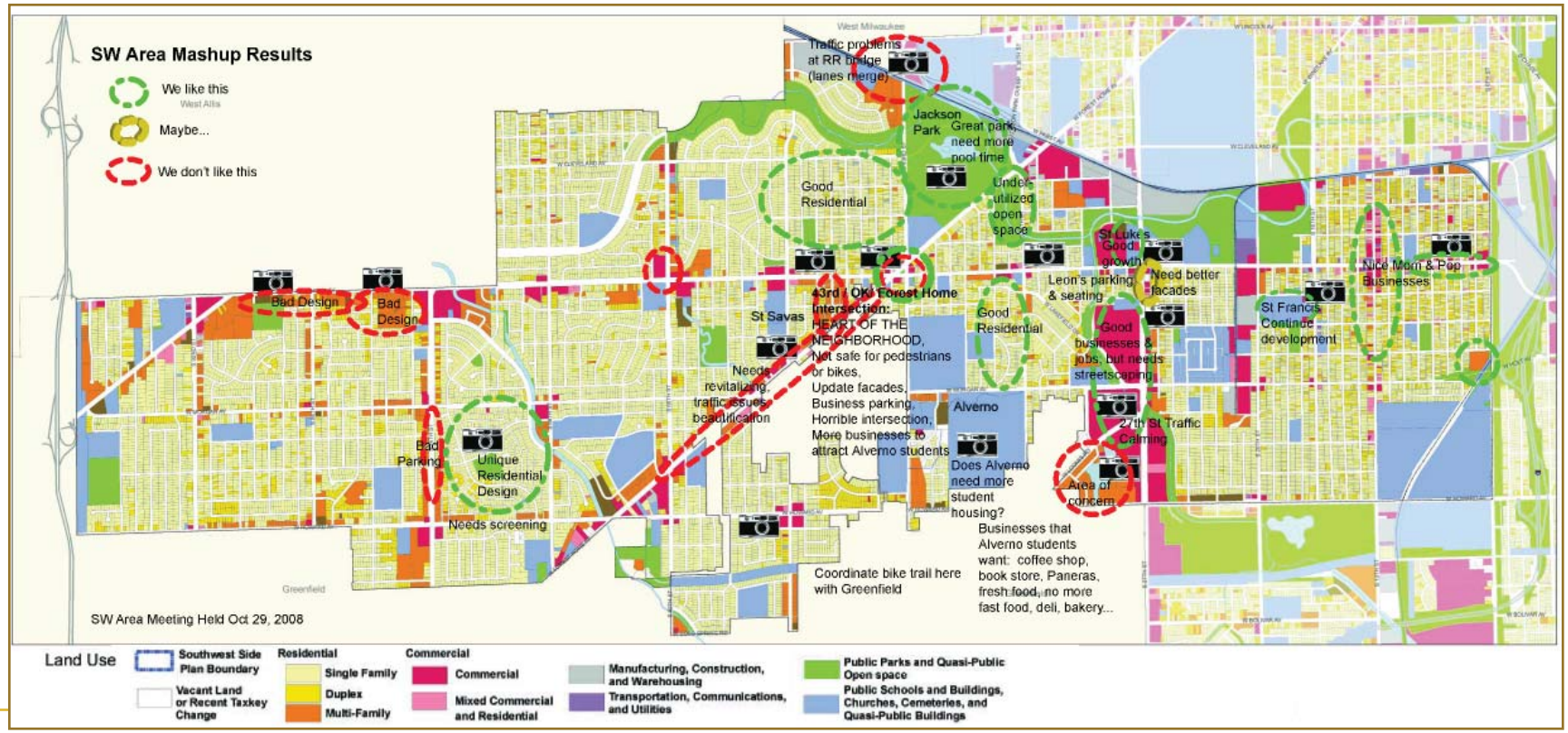

SW Area Mashup Results
We like this
Maybe...
We don't like this
Traffic problems at RR bridge (lanes merge)
Jackson Park
Great park, need more pool time
Good Residential
Under-utilized open space
St Luke's
Good growth
Need better facades
Leon's parking & seating
Nice Mom & Pop Businesses
St Francis Continue development
43rd / Old Forest Home Intersection: HEART OF THE NEIGHBORHOOD, Not safe for pedestrians or bikes, Update facades, Business parking, Horrible intersection, More businesses to attract Alverno students
St Savas
Needs revitalizing, traffic issues, beautification
Good Residential
Good businesses & jobs, but needs streetscaping
Alverno
27th St Traffic Calming
Does Alverno need more student housing?
Area of concern
Businesses that Alverno students want: coffee shop, book store, Paneras, fresh food, no more fast food, deli, bakery...
Bad Design
Bad Design
Bad Parking
Unique Residential Design
Needs screening
Coordinate bike trail here with Greenfield
SW Area Meeting Held Oct 29, 2008
Land Use
Southwest Side Plan Boundary
Vacant Land or Recent Taxkey Change
Residential
Single Family
Duplex
Multi-Family
Commercial
Commercial
Mixed Commercial and Residential
Manufacturing, Construction, and Warehousing
Transportation, Communications, and Utilities
Public Parks and Quasi-Public Open space
Public Schools and Buildings, Churches, Cemeteries, and Quasi-Public Buildings

*Image Preference Survey (IPS)*

The Image Preference Survey (IPS) is a planning technique that helps interpret how respondents would like their neighborhood to look and feel in the future. Eighty-four images from the neighborhood and elsewhere depicting various types of residential, industrial and commercial development, public space and parking areas were projected on a screen.

The audience was asked to rate each image between 5 and -5, with a 5 being the most positive and a -5 the most negative, based on whether the person liked the image and whether they believed that type of land use and urban design shown was desirable for their neighborhood. After the scoring of the individual images, participants discussed why they preferred certain images to others.

A total of six IPS sessions were held in the Southwest Side during the first half of 2008. IPS sessions were held in such settings as Alverno College's Kellogg Room, libraries, and schools. A total of 91 IPS survey forms were completed and returned during the sessions.

The following sections summarize the results from each of the categories (e.g., Residential, Commercial, and Industrial) and highlight some overall themes from all of the images.

*IPS Residential*

Participants very strongly preferred residential images of individually styled traditional single-family houses.

The photos show houses that are placed on a typical sized city lot, with architecture, landscaping and a front yard creating a formal consistent relationship to the street and the public.

These characteristics are frequently found in the in the Southwest Side plan area, although in many neighborhoods similar looking homes are repeated.

When garages and large driveways dominated the front façade and front yard, ratings dropped off, although this image was still rated positively.

Compatibility with the surrounding neighborhood was important, but when architectural styles were repeated, ratings dropped off while staying in the positive range.

The only image of single family housing employing a modern architectural style received mixed reactions.

Images that did not adhere to these general principles ranked low. The lowest ranked image, which depicts a manufactured home, may also reflect negative attitudes toward the prospect of adding manufactured housing communities  to an area that currently has only such community.

Other low ranking images show examples of design concepts from the 1960's and 70's where either an automobile entrance dominates the front façade or buildings are oriented toward one another and away from the street.

Multi-family homes received mixed ratings among participants. The front façade of the multi-family structure in this image, which rated positively, creates the visual impression of several individual, single family homes. It rated lower than images that had a more formal relationship to the street instead of a huge set back, which is not a traditional residential development pattern.

This four-unit residence from the Southwest Side scored positively. Although the building has minimal architectural detailing, the front porches and balconies and high level of upkeep contribute positively to the buildings surroundings.

Other multi-family images included three images of large apartment buildings and an image of a modern high-rise building. The apartment building images each received a median score of zero indicating mixed responses and caution. The high-rise building, which represents a departure from the building stock typically found in the Southwest Side, rated negatively, but not as poor as the lowest rated residential images discussed previously.

### *IPS Commercial*

As the IPS transitioned to the topic of commercial development, large multi-family buildings with residential above commercial uses scored positively.

This may indicate that participants' preferences with regard to development in commercial areas differed from existing residential areas where mixed use buildings would look out of place. These indicate that the plan should explore the potential for integrating mixed use, multi-family residences into commercial redevelopments.

The highest-rated commercial images include an outdoor café, a mid-sized grocer with extensive landscaping and an outdoor café, and an outdoor market.

The consistency of these high ratings and discussion with respondents indicate a desire for pedestrian scaled commercial spaces and an alternative to the auto-oriented development prevalent in the Southwest Side.

This observation was reinforced by the negative ratings received by an image of a big box store with a large parking lot. Images of the area's existing traditional storefronts also rated negative.

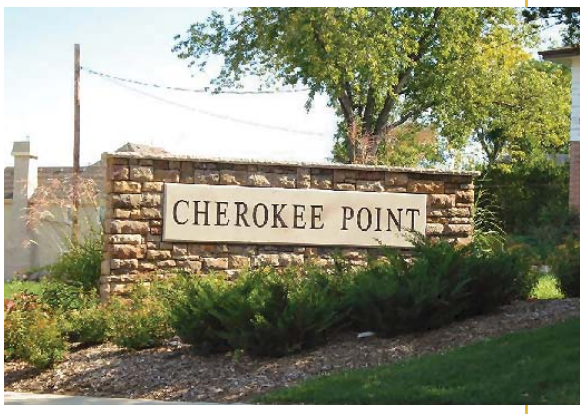
To the contrary, other surveys performed during the community outreach process indicated that residents had a preference for these traditional commercial areas. This discrepancy may be influenced by the fact that the images of traditional commercial areas lacked any significant urban design amenities and depicted significant highways in front of the stores.

### *IPS Industrial and Business*

Images of business parks and industry that were well landscaped rated well.

### *IPS Signage*

Images of low profile monument signage and small, unique signs on buildings were favored over pole signs.




The pole sign for Leon's Frozen Custard, which some consider to be a landmark of the Southwest Side, was rated neutral.

*IPS Streets, Sidewalks, Parking*

Images of streets that were highly rated featured visually interesting sidewalks with street trees or street furniture.

Streets with either planted boulevards or benches were also highly rated. Ensuing discussion with respondents underscored a common desire to replace significant paved areas with other surfaces or landscaping.


Images depicting paved parking lots extending to the sidewalk were disliked, and this practice is already prohibited by the City's zoning code. The conditions of road surfaces were also judged to be strongly in need of repair.

A multi-functional parking structure with first-floor retail integrated into the parking structure was featured in the most favored parking image.

The lowest-rated parking image depicted a strip mall with no landscaping that is located in the Southwest Side.

*IPS Sustainability*

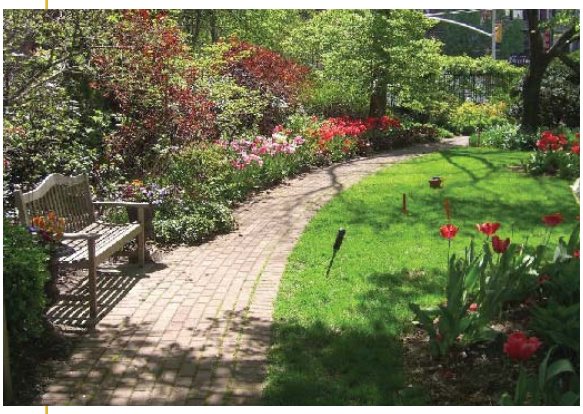
Sustainability-themed images rated very highly in general.

One of the highest rated images overall in the survey depicted a side yard where turf has been replaced with plantings and stormwater channels.

Images of other sustainable techniques such as creek bed restoration, porous paving, community gardens, and rain barrels all scored highly, indicating that sustainability should be a guiding theme of this plan.

## *Public Spaces and Parks*

The highest rated public space and park images were of lush, well kept open space.



Formal parks with areas for sitting and walking were the most popular among participants.

Respondents noted that most people don't use the parks and that parks that had other public amenities and multiple uses received the most use.

An image of a small, publicly owned and non-profit managed pocket park was also highly rated. This joint approach could serve as a guide to park ownership and management throughout the Southwest Side and the Milwaukee County park system.

## *Community Survey*

The community survey was made available to the public through the plan website and in hardcopy at various public locations. It was designed to give the planning team a snapshot of participants' attitudes toward the Southwest Side.

The total number of survey respondents was 146.

It's important to note that this survey is not a random sample of the population; it is a sample of people who participate in civic processes such as planning meetings.

Therefore, it's not surprising to find that participants have a greater tendency to be homeowners without children than the overall population.

Key findings include:

### *Residents*

A large percentage of respondents (32%) have lived in the Southwest Side area for over 20 years.

Eighty-nine percent of respondents are homeowners, which exceeds the City average home ownership rate of 45%.

Respondents gave the following reasons as to why they live in the Southwest Side:

*a) Appearance of neighborhood (70%);*

*b) Safety / security (51%);*

*c) Affordable housing (40%); and*

*d) Being born/raised in the area (39%).*

The significance of appearance as an influencing factor reaffirms the results of the Image Preference Survey outlined in the previous section.

Most households do not have children under the age of 18 (62%).

## *Retail and Commercial Areas*

Elements of commercial areas that were indicated as favorable included:

*a) The amount of parking (44%);*

*b) Clearly defined crosswalks (39%);*

*c) Walkability (37%); and*

*d) Cleanliness (37%).*

Respondents indicated that the Southwest Side's commercial areas could be improved through:

*a) Enhanced police presence (20%);*

*b) Streetscaping (20%); and*

*c) Appearance of storefronts (16%).*

Respondents indicated that the most frequented businesses in the area include:

*a) Gas stations (96%);*

*b) Fast food restaurants (85%); and*

*c) Grocery stores (76%).*

The most desired types of businesses include:

*a) Sit-down restaurants (50%);*

*b) Bookstores (32%); and*

*c) Entertainment uses (28%).*

Businesses that participants do not wish to see in the Southwest Side include:

*a) Check cashing establishments;*

*b) Bars and taverns;*

*c) Liquor stores; and*

*d) Dollar / thrift / convenience stores.*

99% of respondents drive to do their usual shopping.

Most (51%) indicated that they shop at big box stores.

The same proportion (51%) of participants also indicated that they sometimes shop at neighborhood retail stores.

### *Sustainability*

The highest rated long-term sustainability issues include:

*a) Education (65%);*

*b) Air and water quality (65%);*

*c) Energy usage (60%); and*

*d) Stormwater management and flooding (54%).*

### *General Comments*

Participants indicated that they would characterize the residential neighborhoods as nice with well-maintained homes. However, some of the area's commercial areas could use improvement.

High taxes, quality of schools, and property crime were cited as concerns, but overall the area was reported to be a safe, nice place to live.

Many people have lived in the Southwest Side for decades and there are many City workers living in the area.

## *Planning and Design Charrette*

On August 18, 2009 the planning team facilitated a public charrette to generate ideas and concepts regarding the retrofit of a commercial corridor (see page 35).

The site, located between Howard Ave. and Loomis Ave. along the eastern edge of 27th St., is located within a significant, primarily auto-oriented corridor within the Southwest Side.

The site currently contains a mix of vacant car dealerships, a strip mall, a manufactured home community, a historic hotel, and several service businesses.

”Retrofit” is a term for employing a new model for development that uses urban design attributes in the redevelopment of places that are located in underperforming commercial corridors. It is also a way to integrate new uses within existing development, take advantage of large blighted sites, and introduce a mix of uses in more compact development rather than stand-alone single use buildings.

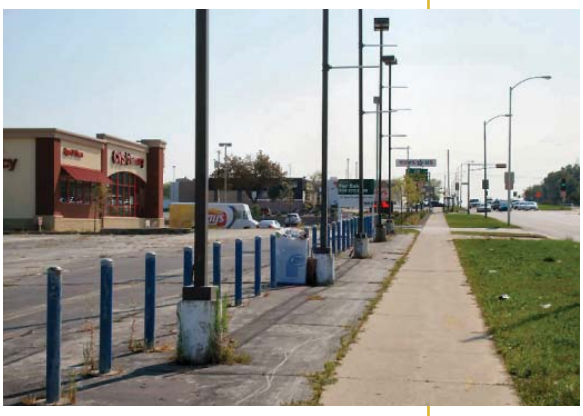
The goal of the charrette was to come up with ideas on how to build and support an identifiable place to which people would be attracted. These benefits could be in the form of more walkable neighborhoods, greater connectivity between areas, and more compact, efficient development that includes a mix of uses. These characteristics aid in reducing automobile dependence and promoting other forms of transportation such as bicycling and walking.

Those in attendance were split into four teams, each with six community participants and  a planner to help facilitate discussion. Each group generally devised similar concepts for the redevelopment.

The most prevalent concepts centered on creating connections, improving conditions for pedestrians and bicyclists, and introducing housing and other amenities.


*Aerial photo of charrette site*

*August 18, 2009 design charrette*



*27th St. edge, charrette site*

Some of the concepts generated by the charrette teams included:

*Reduce the size of paved areas.*

*Link the area to create a continuous network of green spaces. Create connections between the site and the adjacent Wilson Park Creek, and expand this as green space for walking, biking or naturalization.*

*Incorporate energy efficient techniques for site development and buildings.*

*Include other uses such as housing, public space and a library.*

*Create a connected circulation system interior to the site.*

*Require high quality design in landscaping, buildings, etc.*

*Provide quality goods and services so that people can shop locally, and conversely, create a development that is of such unique character it will be a destination for others.*

These concepts were used in creating the S. 27th Street Catalytic Project in Chapter 5 of this plan.

### *Interviews*

Interviews with various stakeholders provided insight to challenges, opportunities, and new planning efforts in the Southwest Side area.

*Open House Summary*

A public information meeting on the Southwest Side Area Plan was held November 17, 2009 at the Teaching, Learning and Technology Center at Alverno College.

Elected officials, plan advisory group members, residents, business owners and Alverno staff and students attended the meeting.

The meeting included an open forum for discussion and two presentations on the plan.

Plan exhibits and draft copies of the plan chapters were available at the meeting.

## 2.2 Demographic and Economic Overview

*Please note that Census data was used in this section to compare and contrast the Southwest Side with the City and County. Newer and different data sources were used for the market study section.*

### *Population*

The Southwest Side population is relatively stable. According to Census 2000, the Southwest Side's population was 54,766, a decline of 1,291 residents or 2% since 1990. In contrast, the City of Milwaukee's population decreased by approximately 5% during the same time period.

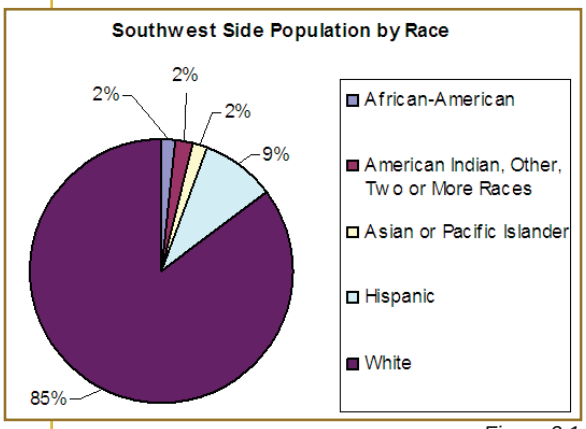



*Figure 2.1*

### *Population by Race and Ethnicity*

On the Southwest Side, the Hispanic population was 5,039 persons, comprising 9.2% of the total population. The 2000 non-Hispanic population comprised 46,658 (85.2%) white individuals, 967(1.8%) African-American individuals, 859 (1.5%) Asian or Pacific Islander individuals, and 1243 (2.3%) individuals who were American Indian, in another race category, or considered themselves to be two or more races.

By comparison, approximately 12% of the total 2000 population within the City of Milwaukee was Hispanic. The City's non-Hispanic population was composed of the following racial groups: 45% white, 37% African-American, 3% Asian or Pacific Islander, and 3% American-Indian, other, or those who consider themselves two or more races.

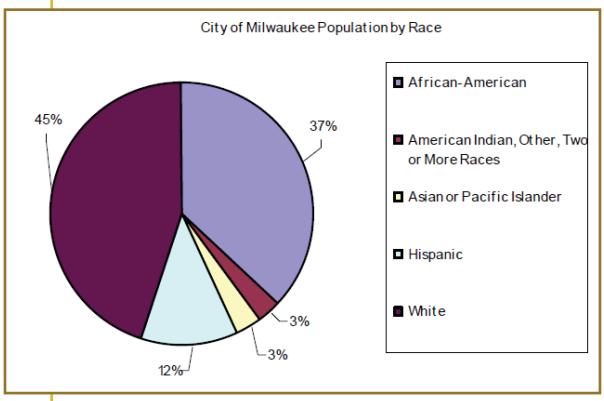



*Figure 2.2*

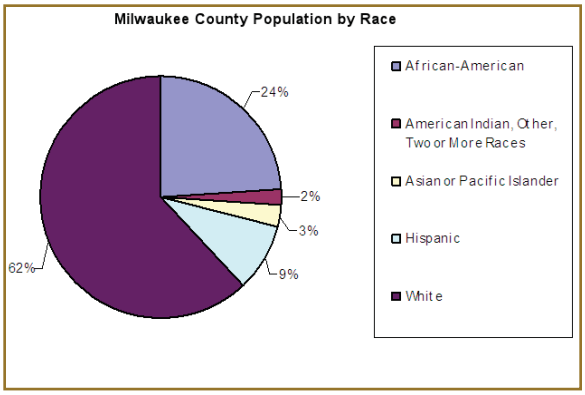



*Figure 2.3*

*Source for Figures 2.1, 2.2, and 2.3: Milwaukee DCD Census Tract Data (US Census 2000) www.mkedcd.org/planning/data/*

### *Population by Age and Sex*

According to the 2000 Census, the population of the Southwest Side by sex is similar to both the City of Milwaukee and Milwaukee County. The Southwest Side population is 47% male (25,672) and 53% female (29,094). Both the City of Milwaukee and Milwaukee County populations were 48% male and 52% female.

The median age for the Southwest Side was 38.9 years which was higher than the City or County. Those between the ages of 25 and 44 years were the largest age group in the Southwest Side comprising 31% of the population. Those aged 45 to 64 years old comprised 21% of the population and those 65 years and older comprised 20% of the Southwest Side's 2000 population. Children 5 to 17 years of age made up 14% of the population while young adults aged 18 to 24 comprised 8% of the population. The smallest group comprised those under 5 years of age, making up 6% of the Southwest Side population.

As shown in Table 2.1, the Southwest Side has a much higher proportion of residents 65 years and older than both the City of Milwaukee and Milwaukee County and a much smaller proportion of children of school age.

| | Sex | | | Median Age (in years) | | | Age | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male | Female | Total | Male | Female | Total | Under 5 | 5-17 | 18-24 | 25-44 | 45-64 | 65 + | Total |
| **Southwest Side** | 47% | 53% | 100% | 37.1 | 40.9 | 38.9 | 6% | 14% | 8% | 31% | 21% | 20% | 100% |
| **City of Milwaukee** | 48% | 52% | 100% | 29.4 | 31.8 | 30.6 | 8% | 21% | 12% | 30% | 18% | 11% | 100% |
| **Milwaukee County** | 48% | 52% | 100% | 32.3 | 35.2 | 33.7 | 7% | 19% | 11% | 30% | 20% | 13% | 100% |

*Table 2.1 Population by Age and Sex Source: Milwaukee DCD Census Tract Data (US Census 2000)*

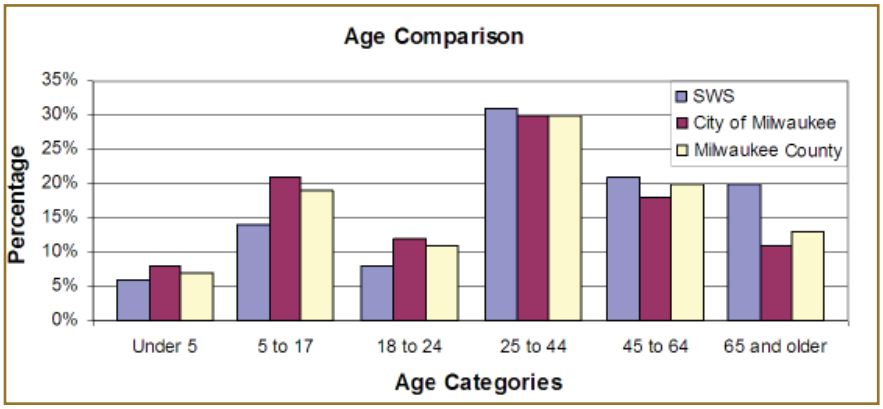



*Figure 2.4 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

## *Educational Attainment*

In 2000, of all Southwest Side residents 25 years of age or older, 17% had less than a complete high school education, 37% were high school graduates, 21% had some college, 7% had an associate degree, 13% had a four year college degree, and 5% had a graduate or professional degrees.

As seen in Table 2.2, compared to the City and County, the Southwest Side had a smaller proportion of residents who had not completed high school, a much higher proportion who had completed high school only and an equal proportion that had some college or an associate degree. The Southwest Side had a similar proportion of residents to that of the City of Milwaukee with college or graduate degree, but lower than the County's proportion.

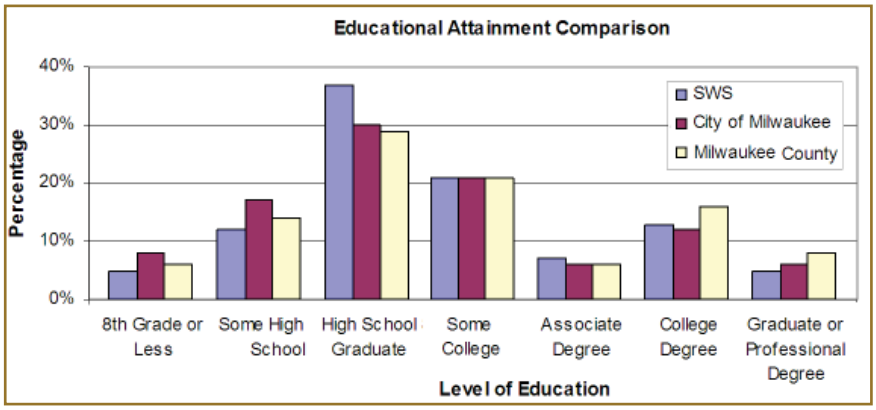



*Figure 2.5 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

| | Level of Education | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | 8th Grade or Less | Some High School | High School Graduate | Some College | Associate Degree | College Degree | Graduate or Professional Degree | Total Persons 25 + |
| **Southwest Side** | 5% | 12% | 37% | 21% | 7% | 13% | 5% | 100% |
| **City of Milwaukee** | 8% | 17% | 30% | 21% | 6% | 12% | 6% | 100% |
| **Milwaukee County** | 6% | 14% | 29% | 21% | 6% | 16% | 8% | 100% |

*Table 2.2 Educational Attainment Source: Milwaukee DCD Census Tract Data (US Census 2000)*

## *Households*

### *Household Size*

In 2000, there were an estimated 24,588 households and 54,344 people living in households in the Southwest Side. The average household size was 2.2. The City of Milwaukee had a total of 232,188 households and an average household size of 2.5, while Milwaukee County had 377,729 households and an average household size of 2.4.

### *Household Income*

The median household income for the Southwest Side was $41,311. This was higher than both the City of Milwaukee and Milwaukee County. The proportion of persons below poverty in the Southwest Side was considerably lower than the proportion in the City or County. The Southwest Side had 6.2% of its population below poverty while the City of Milwaukee had 21.4% and Milwaukee County had 15.3% below the poverty threshold. In 2000, the poverty threshold was $8,959 for a single person under the age of 65 without children and $8,259 for a single person aged 65 or older.

The Southwest Side has a high median income and correspondingly low poverty rate in comparison to the larger City and County. The poverty rate is less than one-third of that for the City and less than one-half that of the County.

| | Average (Mean) Household Income | Median Household Income | Persons Below Poverty | |
|---|---|---|---|---|
| | | | Number | Percent |
| **Southwest Side** | $46,011 | $41,311 | 3,417 | 6.24% |
| **City of Milwaukee** | $40,875 | $32,216 | 123,666 | 20.72% |
| **Milwaukee County** | $48,868 | $38,100 | 140,100 | 14.90% |

*Table 2.3 Household Income Comparison*
*Source: U.S. Census Bureau, Census 2000; www.census.gov/hhes/www/poverty/threshld/thresh00.html (poverty threshold for family unit of one person under and over 65 without children used)*

### *Household Type*

Households with children (5,915) comprise 24.1% of all Southwest Side households. Of these households, 70.8% are married and 29.2% are unmarried.

A higher percentage (30.5%) of households has children. 46.9% of Milwaukee households with children are married and 53.1% are unmarried.

In Milwaukee County, 37.5% of households have children, 66.8% of which are married and 33.2% are unmarried.

Compared to the City and County, the Southwest Side has a relatively small proportion of households with children and a low rate of households that are unmarried with children.

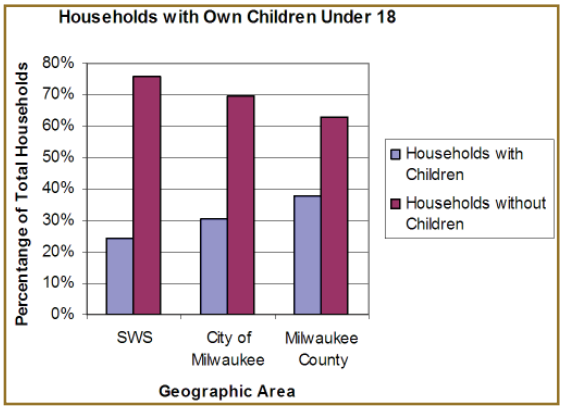



*Figure 2.6 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

## *Housing*

### *Housing Vacancy and Tenure*

Out of a total of 25,339 housing units on the Southwest Side, 97% (24,588) are occupied. Of these, 61% (14,992) are owner occupied and 39% (9,596) are renter occupied.

In comparison, the Southwest Side has a substantially larger proportion of owner occupied housing units compared to both the City of Milwaukee and Milwaukee County (45% and 53% respectively).

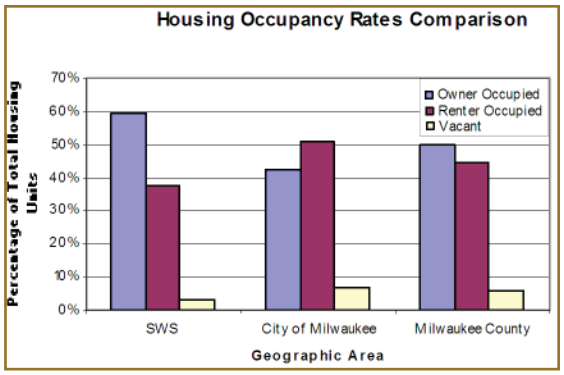



*Figure 2.7 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

The overall housing unit vacancy rate on the Southwest Side of 3% is less than the City of Milwaukee's vacancy rate of 6.8% and Milwaukee County's rate of 5.6%. Most of the housing unit vacancies in the Southwest Side were reported in rental or 'other' units.

| Southwest Side Housing Vacancy Rates | | |
|---|---|---|
| | **Number** | **Percent of Total** |
| **Total Units** | 25,339 | 100% |
| **Occupied** | 24,588 | 97% |
| **Vacant** | 751 | 3% |
| **Tenure** | | |
| **Owner-occupied** | 14,992 | 61% |
| **Renter-occupied** | 9,596 | 39% |
| **Total** | 24,588 | 100% |
| **Vacancy Status** | | |
| **For Sale** | 114 | 15% |
| **For Rent** | 282 | 38% |
| **Already Rented or Sold** | 55 | 7% |
| **For Seasonal Use** | 35 | 5% |
| **For Migrant Workers** | 0 | 0% |
| **Other** | 265 | 35% |
| **Total** | 751 | 100% |
| **Vacancy Rate** | | |
| **Owner** | | 1.50% |
| **Rental** | | 2% |
| **Total** | | 3% |

*Table 2.5 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

## *Employment*

### *Workers by Industry*

In 2000, the educational, health and social services industry was the major source of jobs (54%) in the Southwest Side. In comparison, the City of Milwaukee employs 23.3% of its workers within this industry while Milwaukee County employs 23.7%.

The Southwest Side's high proportion, which is more than double that of the City and County, is partially influenced by the location of Alverno College, Aurora St. Luke's Medical Center, and St. Francis Hospital within the area. No other industry employs more than 9.0% of the Southwest Side's employment base and the majority of industries employ less than 4%.

| Workers by Industry - Place of Work | | | | | | |
|---|---|---|---|---|---|---|
| Southwest Side | | City of Milwaukee | | Milwaukee County | | |
| Total Workers | Percent | Total Workers | Percent | Total Workers | Percent | Industry |
| 35 | 0.2% | 948 | 0.4% | 1,117 | 0.2% | Agriculture, forestry, mining |
| 10 | 0.1% | 529 | 0.2% | 568 | 0.1% | Armed forces |
| 163 | 1.0% | 7,282 | 2.8% | 14,399 | 3.1% | Information |
| 421 | 2.6% | 11,622 | 4.5% | 16,780 | 3.6% | Public administration |
| 689 | 4.3% | 17,902 | 7.0% | 16,780 | 3.6% | Finance, insurance, real estate |
| 627 | 3.9% | 10,981 | 4.3% | 19,406 | 4.2% | Other services (except public) |
| 412 | 2.5% | 9,518 | 3.7% | 18,609 | 4.0% | Construction |
| 274 | 1.7% | 7,521 | 2.9% | 27,438 | 5.9% | Wholesale trade |
| 584 | 3.6% | 22,679 | 8.8% | 44,086 | 9.5% | Professional, management, administrative services |
| 1,129 | 7.0% | 21,980 | 8.6% | 31,738 | 6.8% | Entertainment, accommodations, food services |
| 8,735 | 54.0% | 59,869 | 23.3% | 109,997 | 23.7% | Educational, health and social services |
| 1,455 | 9.0% | 25,394 | 9.9% | 45,807 | 9.9% | Retail trade |
| 1,206 | 7.5% | 47,396 | 18.5% | 81,820 | 17.6% | Manufacturing |
| 408 | 2.5% | 13,152 | 5.1% | 27,438 | 5.9% | Transportation, warehousing, utilities |
| 16,175 | 100.0% | 256,773 | 100.0% | 463,924 | 100.0% | Total, Industry |

*Table 2.6 Source: UWM ETI, 2005: U.S. Census Bureau Data; www4.uwm.edu//ETI/workforce/business.cfm?which_state=55&which_county=55079 * This table refers to the number of workers in the Southwest Side. These workers may or may not be residents of the Southwest Side.*

## *Labor force/worker characteristics*

### *Workers Earnings*

According to 2000 Census data, 26% of the Southwest Side's 16,156 workers who reported earnings (in the industries mentioned on the previous page) made between $30,000 and $49,000 per year. Fifty-eight percent of workers made $29,000 or less per year. Fourteen percent made $50,000 or more per year.

### *Means of Transportation*

Of the 16,167 workers who reported means of transportation to work in 2000, 12,330 (76%) drove alone, 1,880 (12%) carpooled, 828 (5%) used mass transit, and 1,129 (7%) used other means. Planning participants noted that mass transit is not serving this area well enough. People would use mass transit if good service were provided.

### *Labor Force Characteristics*

The Southwest Side is on par with both the City and County when considering persons 16 years of age and older who are in the labor force.

While the labor force characteristics are relatively similar in all three areas, the unemployment rate in the Southwest Side is generally lower than in the City and County. As of 2000, the unemployment rate was reported to be an extremely low 2.5% in the Southwest Side. At the time, the unemployment rate was 6% in the City and 4.5% in the County.

| Southwest Side Worker Earnings 1999 | | |
|---|---|---|
| | **Number of Workers** | **Percent of Workers** |
| Less than $10,000 | 2,460 | 15% |
| $10,000 - $19,999 | 3,388 | 21% |
| $20,000 - $29,000 | 3,484 | 22% |
| $30,000 - $49,999 | 4,149 | 26% |
| $50,000 - $74,999 | 1,494 | 9% |
| $75,000 or more | 815 | 5% |
| Other | 366 | 2% |
| Total | 16,156 | 100% |

*Table 2.7 Source: UWM ETI 2005: U.S. Census Bureau data*

| Labor Force Characteristics - Persons 16 and Older | | | | | | |
|---|---|---|---|---|---|---|
| | **Southwest Side** | | **City of Milwaukee** | | **Milwaukee County** | |
| | **Number** | **Percent** | **Number** | **Percent** | **Number** | **Percent** |
| **Labor Force Population (ages 16-65)** | 44,749 | 100% | 442,845 | 100% | 718,569 | 100% |
| **Not in Labor Force** | 16,106 | 35.99% | 159,793 | 36.08% | 248,881 | 34.64% |
| **In Labor Force** | 28,643 | 64.01% | 283,052 | 63.92% | 469,688 | 65.36% |
| **In armed forces** | 28 | 0.06% | 229 | 0.05% | 431 | 0.06% |
| **In civilian labor force** | 28,615 | 63.95% | 282,823 | 63.87% | 469,257 | 65.30% |
| **Employed** | 27,488 | 61.43% | 256,244 | 57.86% | 436,878 | 60.80% |
| **Unemployed** | 1,127 | 2.52% | 26,579 | 6% | 32,379 | 4.51% |

*Table 2.8 Source: Milwaukee DCD Census Tract Data (US Census 2000)*

## *2.3 Market Analysis Summary*

### *Introduction*

For purposes of this analysis, market and demographic data related to the Southwest Side is assessed independent of and in comparison to the larger City of Milwaukee and the neighboring communities of West Allis and Greenfield.

In an effort to document anticipated demographic shifts within the Southwest Side and surrounding area, current figures, as of 2009, within both the Southwest Side and the City of Milwaukee will be contrasted with 2014 projections. Projections have not been made beyond this time frame as the degree of accuracy in which market potential can be assessed would be reduced.

Market data for this analysis were obtained from ESRI Business Analyst, a nationally recognized provider of market and demographic data. This market overview and analysis has been provided to determine the general trends, supply, demand, and potential for residential and commercial uses. This analysis examines the Southwest Side's competitive position within the market, identifies the issues the community is facing and will likely face, and creates a foundation to assist with future land use designation and planning objectives.

### *Demographic Overview*

It is estimated that the Southwest Side and the City of Milwaukee have declined in population by approximately 1.2% since 2000. Over the next five years, however, both the Southwest Side and the larger City are projected to experience positive growth reaching a 2014 population of 56,454 and 592,648 respectively.

It is estimated that households earning less than $50,000 will decrease significantly while the number of households earning more than $50,000 will increase significantly.

Significant growth is also projected to occur among households aged 25 to 34 and 54 to 75.

An increase in higher income households within these two age groups may indicate a growing demand for multi-family rental and for-sale housing within the Southwest Side.

## *Residential Market*

### *Home Sales*

The Southwest Side experienced its most significant period of population growth in the post-WW II era leading into the 1970's, and has a significant amount of housing from this time as a result. The majority of housing units in the Southwest Side area are owner-occupied, single family homes with two to three bedrooms. As evidenced by 2009 construction permits, the majority of new housing in the largely built out Southwest Side area has been infill, single-family housing.

Since 2005, home sales and prices in the Southwest Side have declined 34% and 20% respectively. This decline has been more significant than that of West Allis or Greenfield. Single family homes in the Southwest Side and West Allis are typically smaller and more affordable than homes in neighboring Greenfield. The sales prices and the number of sales for two-family homes, which includes townhomes, rowhouses, and condominiums, have dropped more precipitously than that of single family homes.

### *Rental Housing*

Rental units comprise approximately 40% of the Southwest Side housing stock and are projected to remain a significant component of the local housing market. Lease rates, which range from between approximately $0.65 and $0.95 per square foot, are generally lower than in neighboring Greenfield, but on par with properties in West Allis. Local rental housing is affordable to the majority of Southwest Side households. Monthly rent for a typical two-bedroom unit requires a household to earn less than 80% of the market area median income.

### *Housing Demand*

In 2014, given the income requirements and target age groups for each housing type, it is projected that there will be a demand for an additional 47 single family homes and over 1,000 two-family units. There is a surplus of over 370 apartment units. For this demand to be met, adjustments will have to occur within the local, regional, and national housing markets.

*Labor & Employment*

An overview of the Southwest Side's large employers underscores the importance of health care and other service related industries to the market area economy.

In addition to being a significant employer, the health care industry is one of the few industries that has grown over the last nine years. Health care combined with other service related industries to add over 450 jobs to the local economy.

Growth in these sectors will likely represent the largest source of demand for commercial space in the Southwest Side.

*Commercial Market Summary*

The Southwest Side has a mix of retail development scattered throughout the area, the majority of which is concentrated along the 27th Street corridor.

Opportunities for new retail development may be limited given the Southwest Side's proximity to surrounding retail concentrations in West Allis, Greenfield, and adjacent portions of the City.

Although the Southwest Side retail market is fairly saturated, the General Merchandise and Clothing and Clothing Accessories retail categories appear to have a significant unmet retail demand. The ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites.

For example, the development of new retail in the General Merchandise category within the Southwest Side will likely require the development of a community level retail center on a site of at least 15 acres.

### *Office Market Summary*

An assessment of local and regional labor and employment trends indicates that the health care industry may represent a potential source of demand for new office space within the Southwest Side.

Office space in the Southwest Side is currently being offered at rates that are near or slightly below the larger Milwaukee office market average.

Given the vacancy rate of neighboring submarkets, vacancies in the Southwest Side are at or slightly above the larger market average.

### *Industrial Market*

The demand for industrial space within the Southwest Side has declined in recent years as users of industrial space have downsized or relocated to other areas. It is estimated that Southwest Side employment in the manufacturing sector decreased by over 1,900 (-36%) between 2000 and 2009.

Though vacancy rates have increased over the last year and new construction has slowed, the Milwaukee industrial market appears to be stabilizing. Given site availability and employment projections, new construction of industrial space is not likely to occur in the Southwest Side.

See Appendix 1 for the entire Market Study.

## *2.4 Existing Land Use and Character*

The predominant land use in the Southwest Side is residential (72.3% of the area) and follows a pattern of traditional American urban development.

As the area transitioned from agriculture to urban uses in the 1920's, the typical grid street and block system developed, along with regular platting, compact development, regular front setbacks, and sidewalks. These early neighborhoods had alleyways that serviced rear parking.

A belief in the benefits of nature brought Jackson Park and tree-lined streets. As time progressed, some new neighborhoods shifted from straight streets to curved and driveways instead of alleys.

Yet the urban pattern of compact development, a mix of uses that includes commercial, civic, industrial, and parks, and a character that is very clearly associated with pride of ownership continued. Almost 40% of the plan area was built during 1950 – 1959.

This predominant pattern included large, auto-oriented commercial corridors. Along strips and some single properties, parking encroaches upon the sidewalk, and pavement has replaced landscaping.

Used car lots on commercial or residential corners are now replacing the major auto dealerships that once lined 27th St.

| Type of Use | Acres | Percent of Total |
|---|---|---|
| **Residential (Single Family, Duplex, and Multi-Family summed together)** | 3,311.8 | 72.3% |
| **Commercial** | 307.1 | 6.7% |
| **Mixed-Use, Commercial and Residential** | 33.3 | 0.7% |
| **Manufacturing, Construction, and Warehousing** | 73.3 | 1.6% |
| **Transportation, Communications, and Utilities** | 68.0 | 1.5% |
| **Public Facilities (Schools, Churches, Airports) and Parks, Open Space** | 756.2 | 16.5% |
| **Vacant Land** | 29.2 | 0.6% |

*Table 2.4 Source: City Property data 2009*

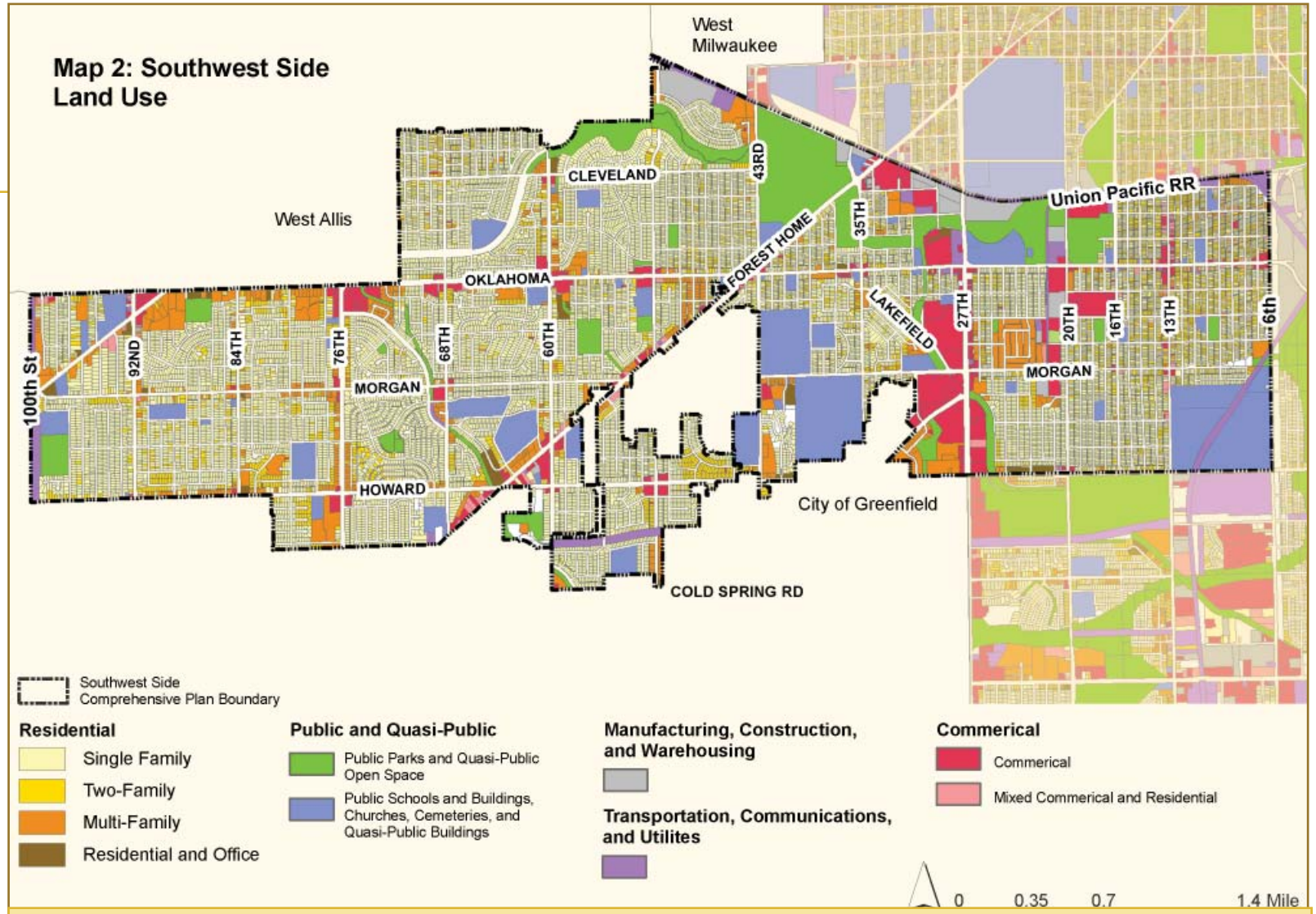
### *Combined and Separated Sewer Areas*

Within Milwaukee Metropolitan Sewerage District area, 95% uses separate sewers for stormwater and sanitary use. The remaining 5% has combined sewers where both stormwater and sanitary sewage are collected in the same pipe system.

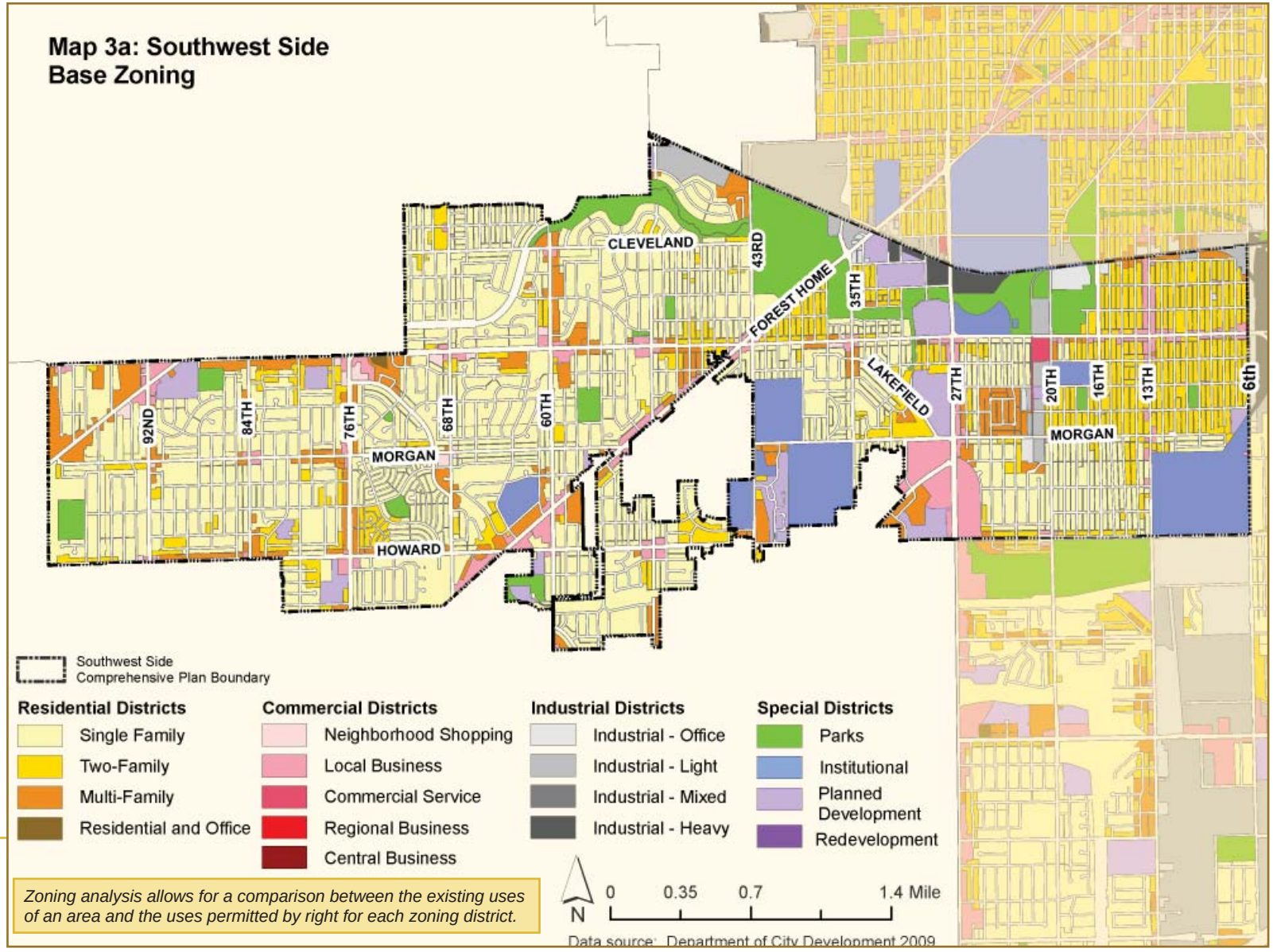
The Southwest Side area has approximately 6% of its land in the combined sewer system area and 94% within the separated sewer system area. The separated sewer area is a priority for the City of Milwaukee in addressing water quality as required by the State of Wisconsin.

## *2.5 Maps of Existing Conditions*

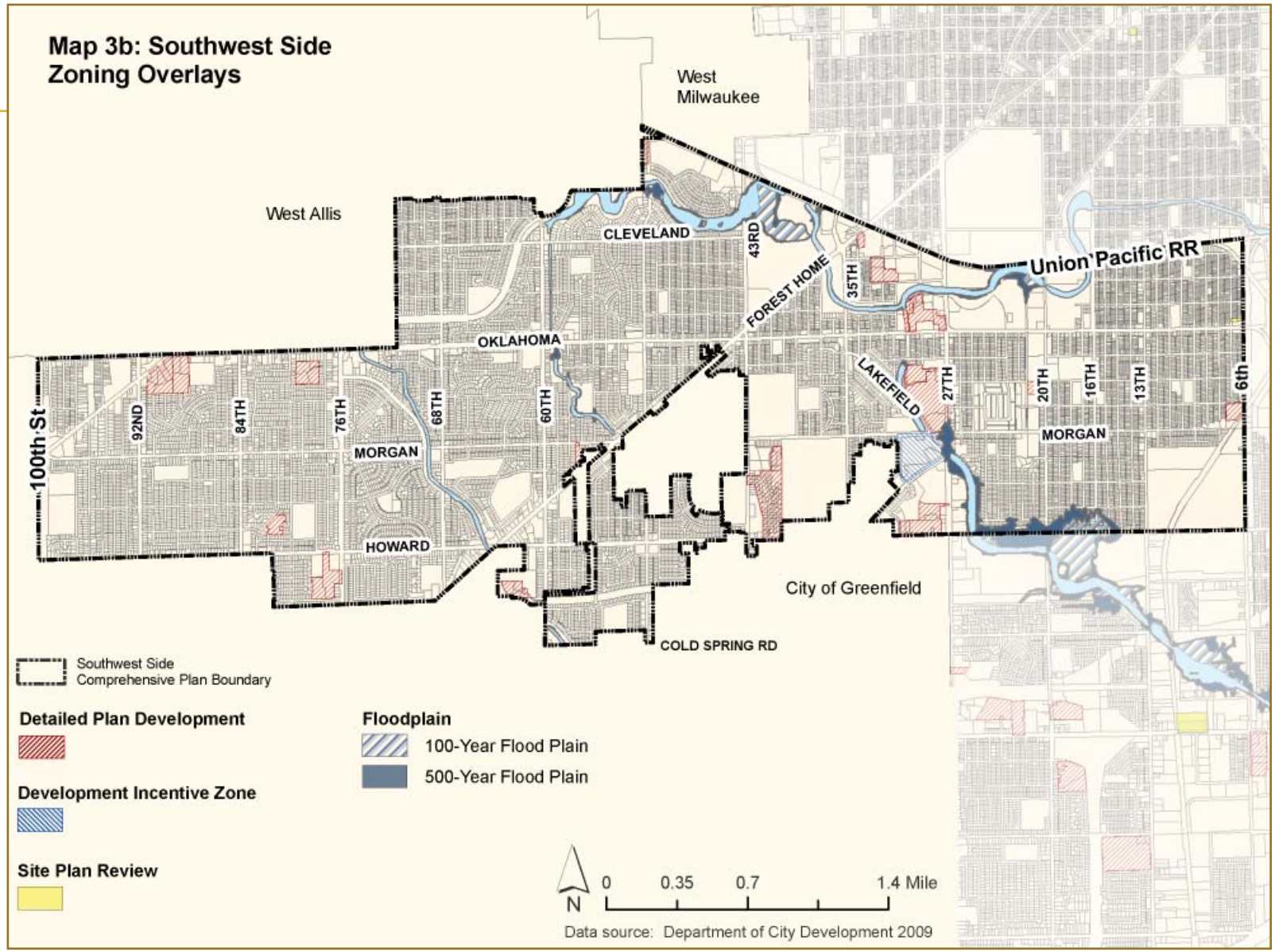
The following maps prepared by the Department of City Development provide additional information about neighborhood conditions, existing services and programs, and potential development opportunities.

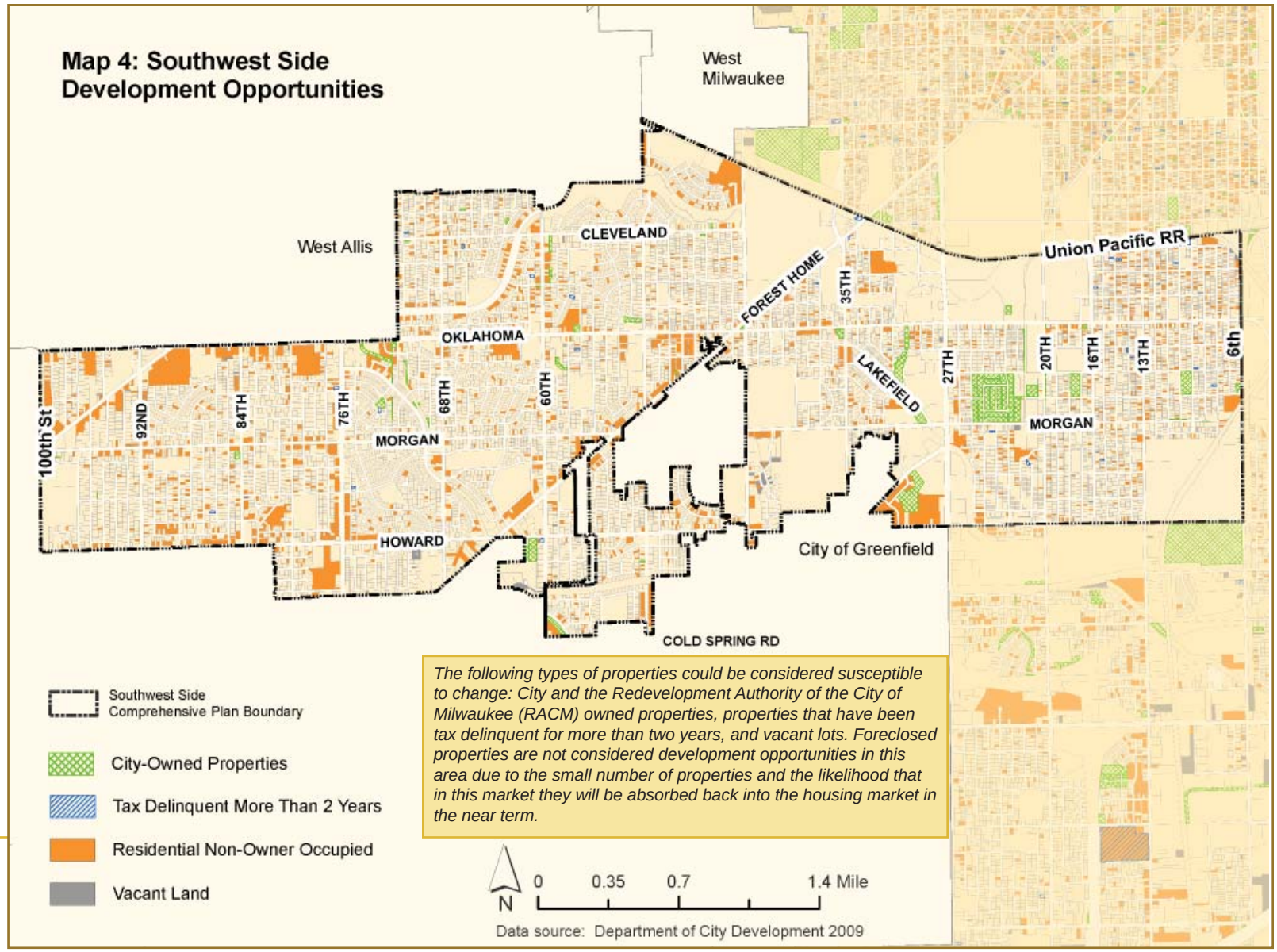


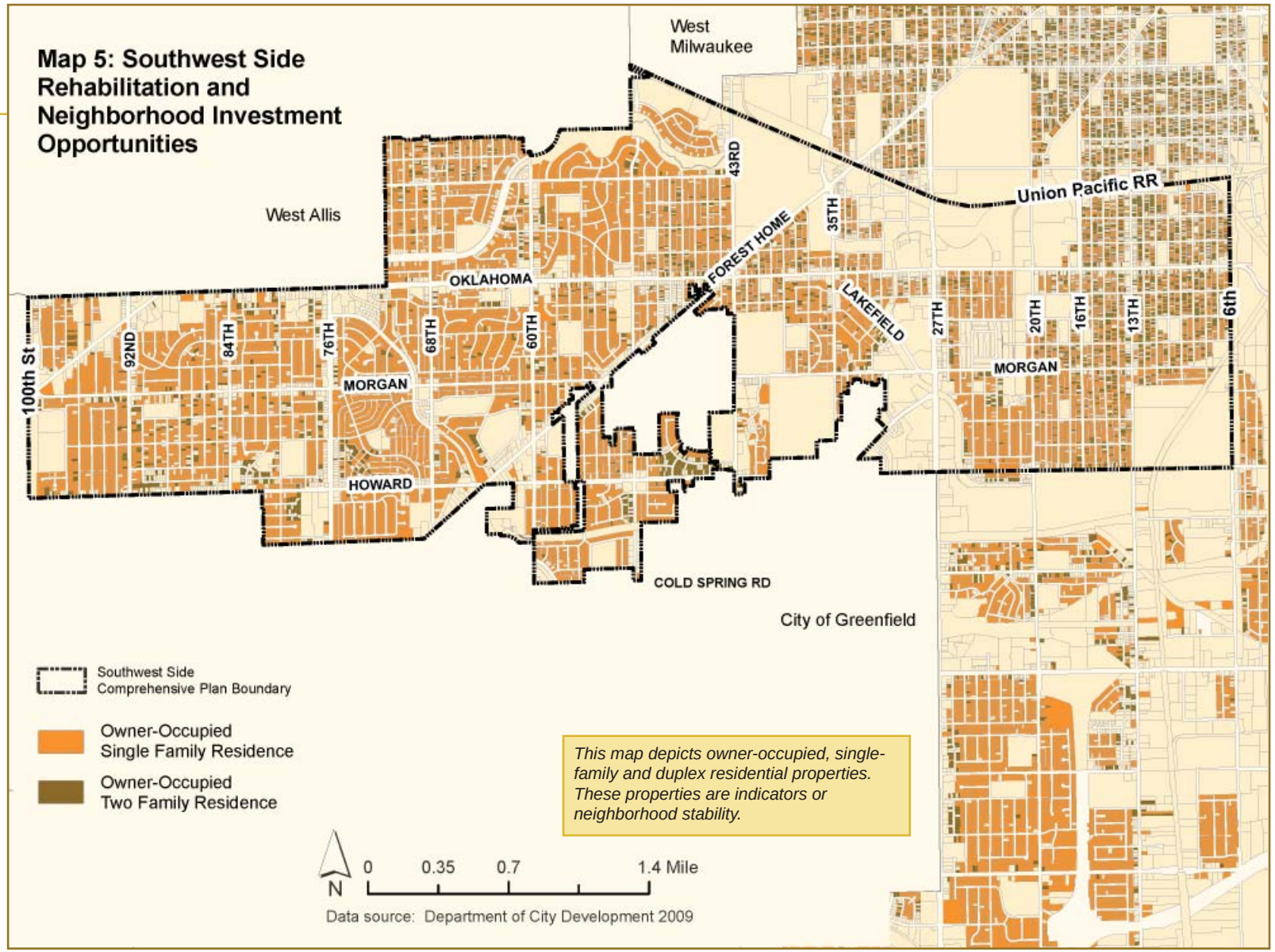

*Single-family residential uses include any residential structure utilized by one family. Duplex residential includes any structure with dwelling units for two families. Multi-family residential includes structures with three or more residential dwellings. Commercial land uses provide office space or retail space for goods and/or services. Mixed uses are both residential and commercial uses in the same structure. Transportation and utility includes areas dedicated to the movement of residents and/or products. Parking is comprised of land used for the parking of motor vehicles. Open space and park use includes all City and/or County owned facilities used for passive or active recreation, as well as any community gardens or natural features left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state, or federal buildings and facilities.*

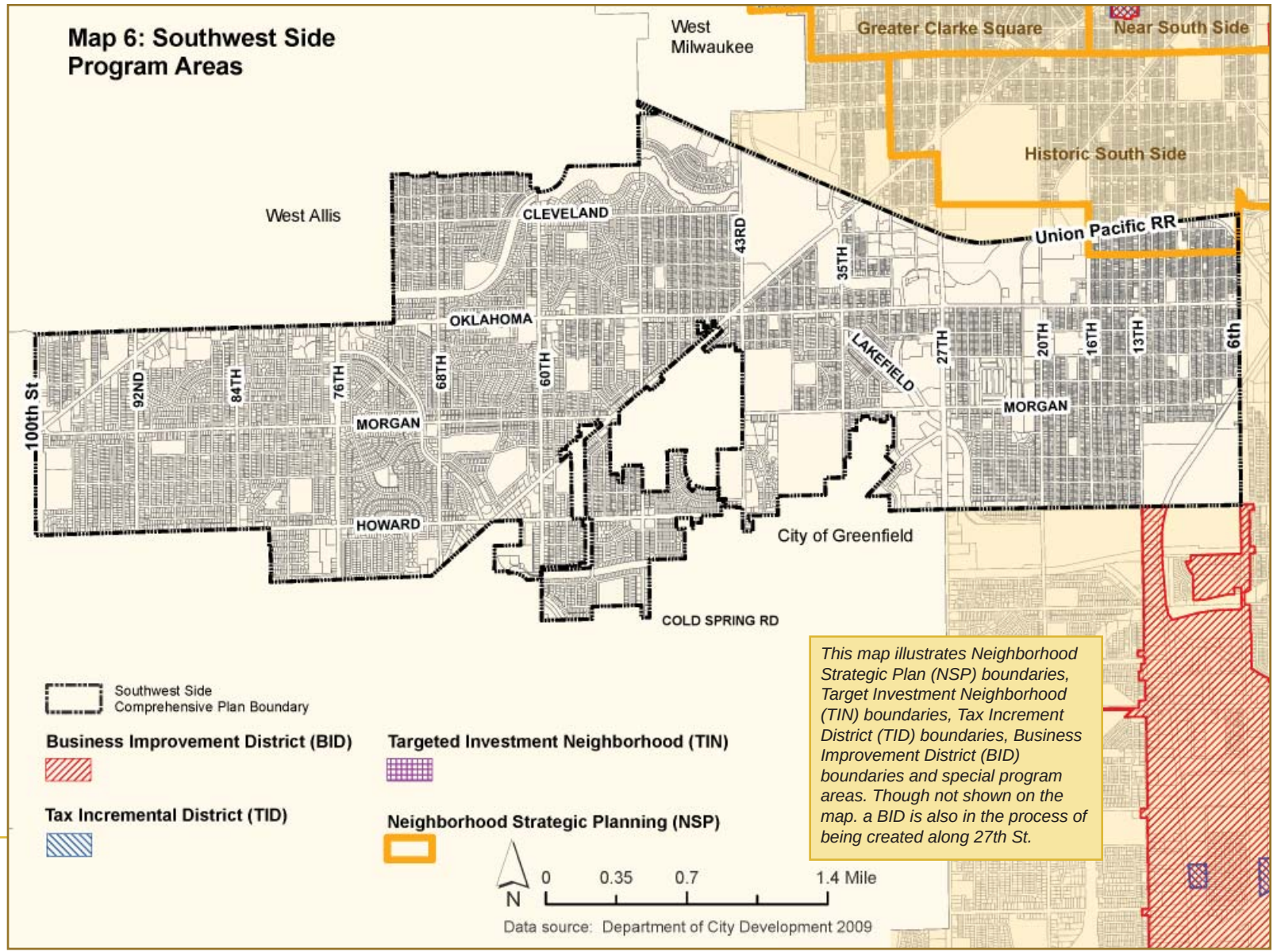


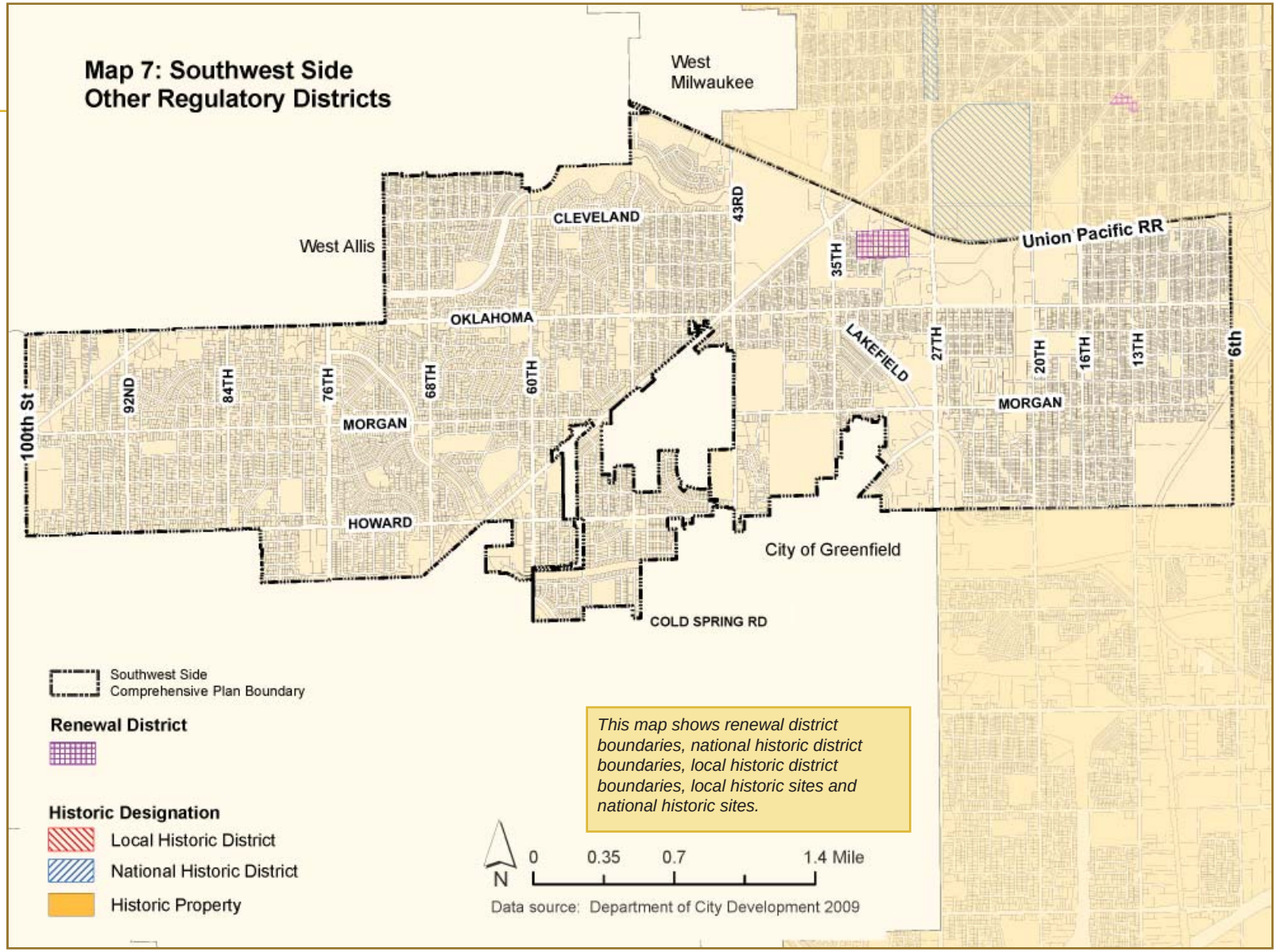

*Zoning analysis allows for a comparison between the existing uses of an area and the uses permitted by right for each zoning district.*

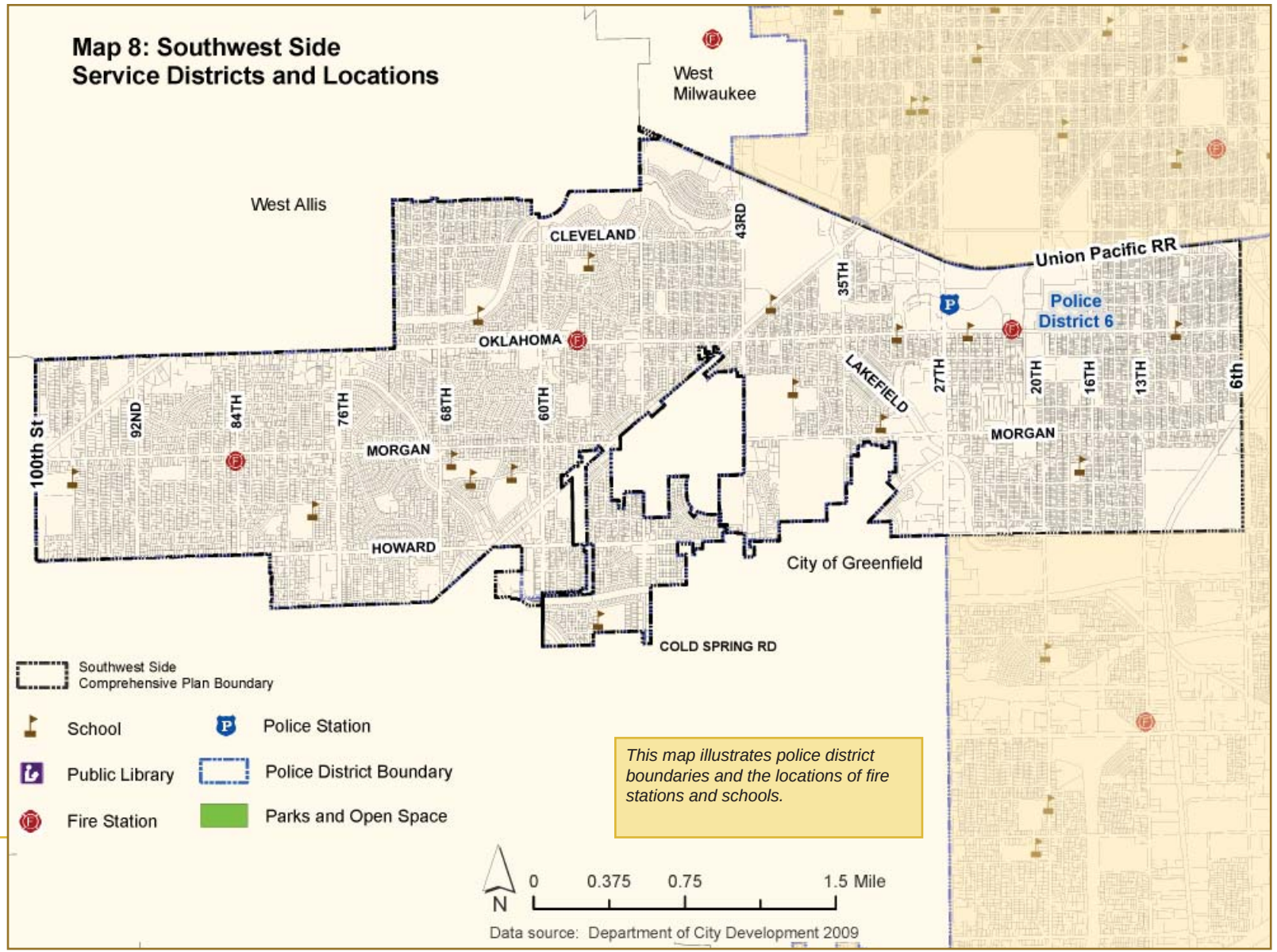

Map 3b: Southwest Side
Zoning Overlays
West
Milwaukee
West Allis
CLEVELAND
43RD
35TH
FOREST HOME
Union Pacific RR
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
MORGAN
100th St
92ND
84TH
76TH
68TH
60TH
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side
Comprehensive Plan Boundary
Detailed Plan Development
Development Incentive Zone
Site Plan Review
Floodplain
100-Year Flood Plain
500-Year Flood Plain
N
0
0.35
0.7
1.4 Mile
Data source: Department of City Development 2009

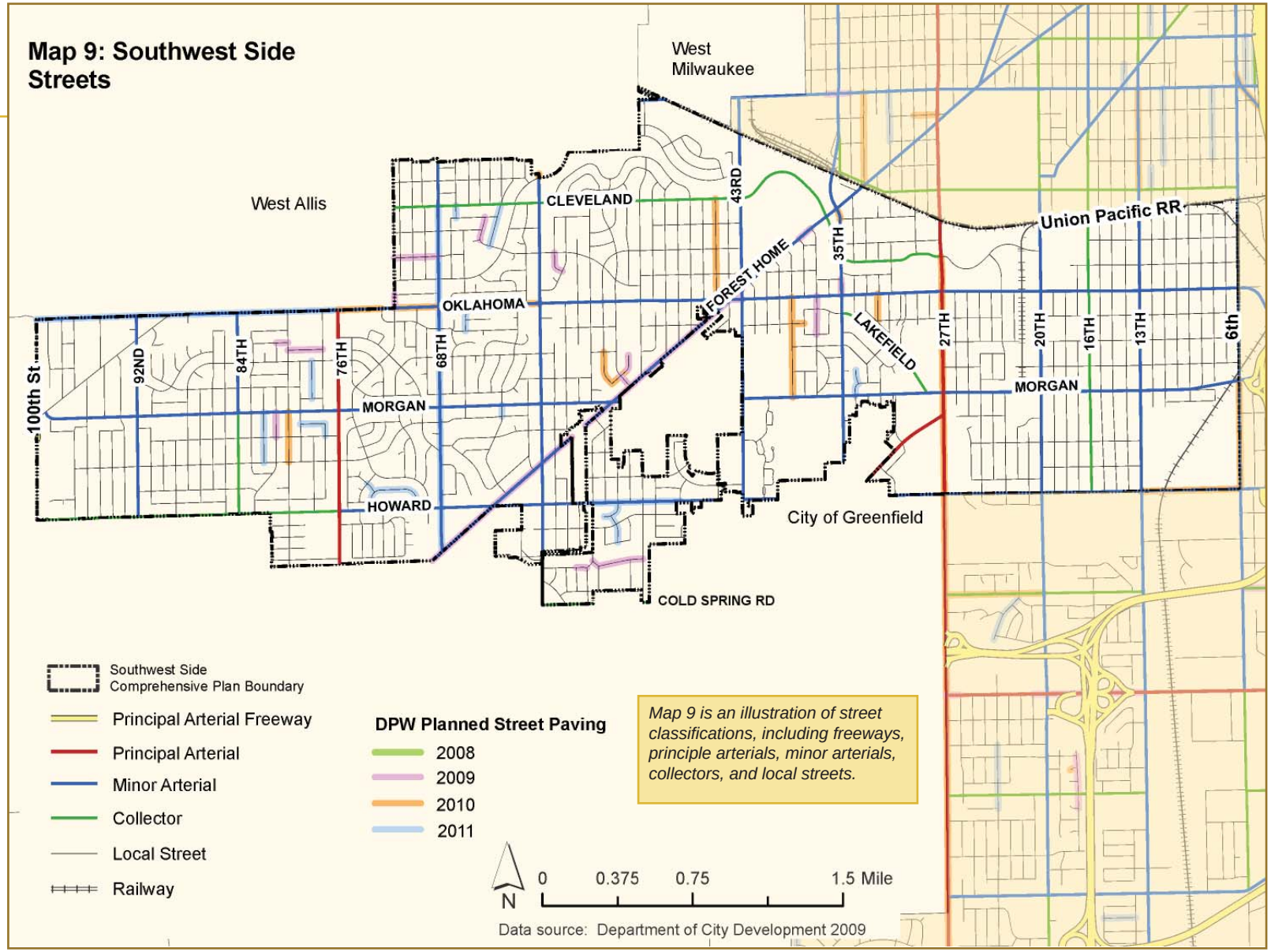

Map 4: Southwest Side
Development Opportunities
West
Milwaukee
West Allis
CLEVELAND
Union Pacific RR
FOREST HOME
35TH
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
100th St
92ND
84TH
76TH
68TH
60TH
MORGAN
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side
Comprehensive Plan Boundary
City-Owned Properties
Tax Delinquent More Than 2 Years
Residential Non-Owner Occupied
Vacant Land
The following types of properties could be considered susceptible to change: City and the Redevelopment Authority of the City of Milwaukee (RACM) owned properties, properties that have been tax delinquent for more than two years, and vacant lots. Foreclosed properties are not considered development opportunities in this area due to the small number of properties and the likelihood that in this market they will be absorbed back into the housing market in the near term.
N
0
0.35
0.7
1.4 Mile
Data source: Department of City Development 2009

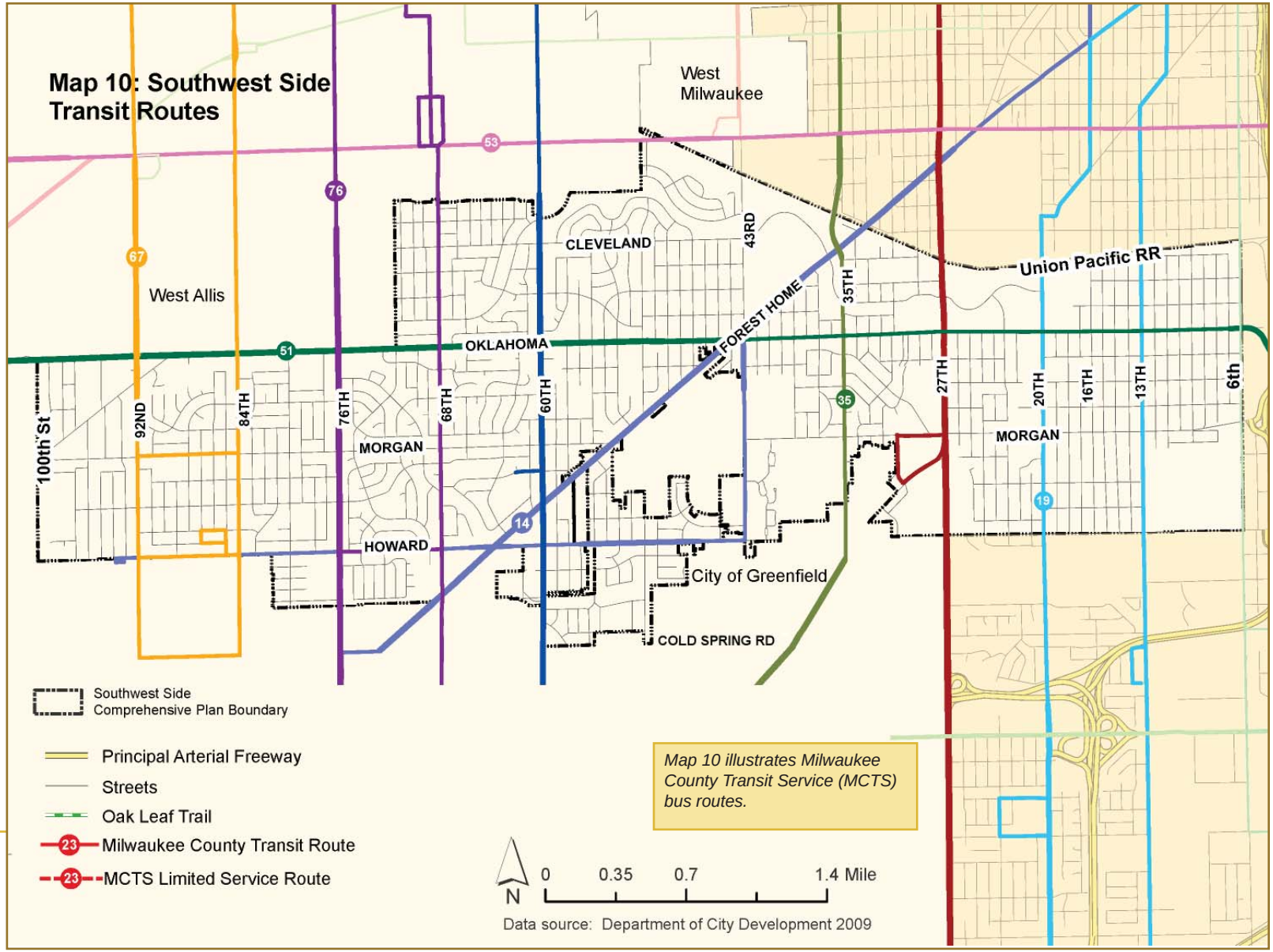

Map 5: Southwest Side Rehabilitation and Neighborhood Investment Opportunities
West Milwaukee
West Allis
Union Pacific RR
43RD
35TH
FOREST HOME
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
100th St
92ND
84TH
76TH
68TH
60TH
MORGAN
HOWARD
COLD SPRING RD
City of Greenfield
Southwest Side Comprehensive Plan Boundary
Owner-Occupied Single Family Residence
Owner-Occupied Two Family Residence
This map depicts owner-occupied, single-family and duplex residential properties. These properties are indicators or neighborhood stability.
N
0
0.35
0.7
1.4 Mile
Data source: Department of City Development 2009


Map 6: Southwest Side Program Areas
West Milwaukee
Greater Clarke Square
Near South Side
Historic South Side
West Allis
CLEVELAND
43RD
35TH
Union Pacific RR
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
100th St
92ND
84TH
76TH
68TH
60TH
MORGAN
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side Comprehensive Plan Boundary
Business Improvement District (BID)
Targeted Investment Neighborhood (TIN)
Tax Incremental District (TID)
Neighborhood Strategic Planning (NSP)
N
0
0.35
0.7
1.4 Mile
Data source: Department of City Development 2009
This map illustrates Neighborhood Strategic Plan (NSP) boundaries, Target Investment Neighborhood (TIN) boundaries, Tax Increment District (TID) boundaries, Business Improvement District (BID) boundaries and special program areas. Though not shown on the map. a BID is also in the process of being created along 27th St.


Map 7: Southwest Side
Other Regulatory Districts
West
Milwaukee
West Allis
CLEVELAND
43RD
35TH
Union Pacific RR
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
MORGAN
100th St
92ND
84TH
76TH
68TH
60TH
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side
Comprehensive Plan Boundary
Renewal District
Historic Designation
Local Historic District
National Historic District
Historic Property
This map shows renewal district boundaries, national historic district boundaries, local historic district boundaries, local historic sites and national historic sites.
N
0
0.35
0.7
1.4 Mile
Data source: Department of City Development 2009


Map 8: Southwest Side
Service Districts and Locations
West Milwaukee
West Allis
CLEVELAND
43RD
Union Pacific RR
35TH
Police District 6
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
92ND
84TH
76TH
68TH
60TH
100th St
MORGAN
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side Comprehensive Plan Boundary
School
Public Library
Fire Station
Police Station
Police District Boundary
Parks and Open Space
This map illustrates police district boundaries and the locations of fire stations and schools.
N
0
0.375
0.75
1.5 Mile
Data source: Department of City Development 2009


Map 9: Southwest Side Streets
West Milwaukee
West Allis
CLEVELAND
43RD
Union Pacific RR
35TH
FOREST HOME
OKLAHOMA
LAKEFIELD
27TH
20TH
16TH
13TH
6th
MORGAN
100th St
92ND
84TH
76TH
68TH
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
Southwest Side Comprehensive Plan Boundary
Principal Arterial Freeway
Principal Arterial
Minor Arterial
Collector
Local Street
Railway
DPW Planned Street Paving
2008
2009
2010
2011
Map 9 is an illustration of street classifications, including freeways, principle arterials, minor arterials, collectors, and local streets.
N
0
0.375
0.75
1.5 Mile
Data source: Department of City Development 2009


Map 10: Southwest Side Transit Routes
West Milwaukee
West Allis
CLEVELAND
MORGAN
HOWARD
City of Greenfield
COLD SPRING RD
OKLAHOMA
FOREST HOME
Union Pacific RR
100th St
92ND
84TH
76TH
68TH
60TH
43RD
35TH
27TH
20TH
16TH
13TH
6th
Southwest Side Comprehensive Plan Boundary
Principal Arterial Freeway
Streets
Oak Leaf Trail
Milwaukee County Transit Route
MCTS Limited Service Route
Map 10 illustrates Milwaukee County Transit Service (MCTS) bus routes.
N
0 0.35 0.7 1.4 Mile
Data source: Department of City Development 2009

## *2.6 National Projects Review*

The planning team selected the following nationally recognized model projects and program strategies as references for redevelopment in the Southwest Side. They were selected for their relevance to particular conditions, opportunities and goals identified for the planning area.

Some of the models address commercial revitalization and focus on the retrofit of underutilized commercial corridors.

Other models concern environmental issues with the goal of reducing the volume and improving the quality of stormwater runoff. These models serve as a starting point to further creative ideas, discussion, and actions.

| | |
|---|---|
| Idea 1 | Ten principles for reinventing America's suburban strips |
| Idea 2 | Reuse of automobile dealerships |
| Idea 3 | Ten principles for reinventing neighborhood retail |
| Idea 4 | Chicago's green alleys |
| Idea 5 | Green schools |

*Project Idea 1*

## *Ten Principles for Reinventing America's Suburban Strips*

Authors: Michael D. Beyard and Michael Pawlukiewicz

For: The Urban land Institute (ULI)

Commercial strip development is ubiquitous across the United States, particularly at the urban edge and suburban areas. This publication documents the results of ULI sponsored charrettes conducted with leading design professionals, economic development and real estate experts, and public planners. The intent of these forums was to examine the forces impacting suburban strips and recommend strategies to enhance the sustainability and evolution of these commercial corridors.

Three prototypical suburban strips, (emerging, mature and deteriorating) in the Washington DC area were examined with the premise that many comparisons can be drawn and the primary lessons learned are transferable to other communities nationwide.

The following principles for reinventing these strip developments are elaborated in the report.

| | |
|---|---|
| 1 | Ignite Leadership and Nurture Partnerships |
| 2 | Anticipate Evolution |
| 3 | Know the Market |
| 4 | Prune Back Retail Zoned Land |
| 5 | Establish Pulse Nodes of Development |
| 6 | Tame the Traffic |
| 7 | Create the Place |
| 8 | Diversify the Character |
| 9 | Eradicate the Ugliness. |
| 10 | Put your Money (and Regulations) Where Your Policy Is |

*Potential for the Southwest Side Area Plan*

Commercial corridors in the Southwest Side range from neighborhood shopping to strip malls to large centers with many single-use buildings. Most are primarily auto-oriented, often with little to no pedestrian connections or bicycle accommodations. They represent different prototypes in terms of scale, patterns, and age.

These principles can help guide the emerging 27th Street BID and other local business organizations to realize the benefits of retrofitting large, single-use commercial corridors into newer development models.

These benefits can be in the form of more walkable neighborhoods, greater connectivity between areas, and more compact and efficient development that includes a mix of uses.

In addition, a compact development pattern reduces automobile dependence and promotes other forms of transportation such as bicycling and walking.

*Project Idea 2*

## *Reuse of Automobile Dealerships*

Authors: Sasha Pardy

For: CoStar Group Real Estate Information

The slow economy of 2008 resulted in 900 auto dealerships closing across the US, according to the National Automobile Dealers Association. There is a projected loss of an additional 900 dealerships for 2009. At most risk are domestic brands (the Big Three) and especially dealerships selling just one brand of domestic cars. Eighty percent of dealership closures were among those selling domestic brands.

It is projected approximately 25% of auto dealerships on the market will be bought or leased by a traditional automobile user. The remaining 75% will need to be repositioned for some other use.

One option is to reuse the auto dealership through the consolidation of several dealers, but this method is complex and expensive due to franchise laws. Other reuse opportunities include vehicle retailers like motorcycle, boat, ATV, or RV dealers.

Shopping center or big box retail is the next most-likely use for these sites, as auto dealerships are typically located along highly desirable retail corridors. Some of these properties may be attractive to speculators looking for distress-priced Class A parcels to hold for future use.

The average US auto dealership consists of a 15,000-18,000 square foot building on 4-5 acres. If an estimated 900 dealerships close in 2009, approximately 13-16 million square feet of building space and 3,600-4,500 acres will become vacant.

A creative approach is to split auto dealership sites into smaller parcels. In Scottsdale AZ, for example, some commercial brokers are listing an auto dealership as three parcels: one with vacant land; one with part of the show room with land marketed as office / flex space with room for expansion; and the final piece of showroom as retail / office space with land.

The book, *Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs*, mentions three concerns for the re-use of auto dealerships:

> *1) Many are in suburbs or exurbs where it is difficult to integrate these sites into a new mixed-use project;*
>
> *2) Many have soil contamination from leaking underground storage tanks; and*
>
> *3) Developers aren't looking for new building projects in the current economy.*

Some sources, like The Daily Green, propose auto dealerships be reused as a New Town Center, or as a business / community center. Others propose using the auto dealerships as green space or for farm markets. The most important consideration is to identify what the community desires in the auto dealership space.

### *Potential for the Southwest Side Area Plan*

There is a concentration of auto dealerships in the Southwest Side, particularly along 27th Street. Some of the dealerships may consider splitting the parcel to establish smaller, different uses.

Or conversely, some auto dealerships may consider land assembly for larger opportunities.

*Project Idea 3*

## *Ten Principles for Reinventing Neighborhood Retail*

Authors: Michael D. Beyard, Michael Pawlukiewicz and Alex Bond

For: The Urban land Institute, (ULI)

Nationwide, retailing in urban neighborhoods has been devastated over the past half century by competitive forces that gave preference to suburban shopping centers. The shift in shopping behavior has left many urban neighborhoods underserved. Underutilized and unattractive street frontages have often stigmatized the surrounding neighborhoods, discouraged new investment and depressed home values.

Thanks to a renewed interest in urban lifestyles there are now opportunities for neighborhood commercial spaces. Expectations should, however, be tempered by the realization that rebuilding these urban retail street locations is a long, difficult, and complex effort.

The marketplace is crowded with new competition. Retail trends now include e-commerce, theme retail centers, as well as outlet malls and discount megastores. It is difficult to attract capital and community attitudes about change can hinder reinvestment commitments. Despite the challenges the ULI recognizes the dormant value and potential impact inherent in these locations.

ULI conducted charrettes with leading design professionals, economic development and real estate experts and urban planners with realities in mind. The intent of these forums was to examine the forces and trends, and recommend strategies to enhance the redevelopment and sustainability of these neighborhood commercial corridors.

Three prototypical urban commercial streets, (elongated, discontinuous and devastated), in the Washington DC and Baltimore area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide.

The report elaborates the following principles for rebuilding neighborhood retail:

| | |
|---|---|
| 1 | Great Streets Need Great Champions |
| 2 | It Takes a Vision |
| 3 | Think Residential |
| 4 | Honor the Pedestrian |
| 5 | Parking is Power |
| 6 | Merchandise and Lease Proactively |
| 7 | Make It Happen |
| 8 | Be Clean, Safe, and Friendly |
| 9 | Extend Day into Night |
| 10 | Manage for Change |

### *Potential for the Southwest Side Area Plan*

The area around 13th St. and Oklahoma Ave. is a typical neighborhood commercial district. Some of the neighborhood retail in this area continues to thrive, while a few vacancies occur. New tenants in the area are new Hispanic and Indian groceries and restaurants. Retail remains a challenge however, as several once promising tenants have recently shut down and moved on.

Forest Home Ave. has a discontinuous string of storefronts mixed with residential, smaller office buildings, and small used car lots. This condition has deterred the formation of an effective and cohesive business association to date, though the perception of crime has on occasion drawn these businesses together. This ULI publication and the principles therein can help to guide redevelopment efforts if and when the businesses organize to collectively advance the interests of strengthening and reinvesting in these neighborhood retail streets.

*Project Idea 4*

*Chicago's green alleys*

The Chicago Green Alley Handbook

Authors: City of Chicago and Illinois Department of Transportation with acknowledgements to Hitchcock Design Group, Knight E/A, Inc, Hey and Associates, Inc, and S.T.A.T.E. Testing, LLC

The City of Chicago, under the leadership of Mayor Richard Daley, has a goal to become one of the greenest cities in the US. Chicago is using green alleys as one method to help reach this goal. A green alley allows the infiltration of water through the use of permeable paving.

The benefits of green alleys include a reduction in the quantity of stormwater entering the sewers, an improvement in water quality, a reduction of basement flooding, and less icing in winter.

Chicago emphasizes the use of green alleys in combination with other best management practices (BMPs) which include:

*a) Rain gardens;*

*b) Tree plantings;*

*c) Native landscaping;*

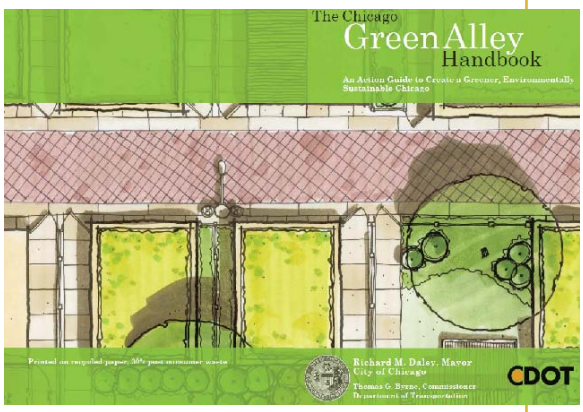
*d) Rain barrels or cisterns;*

*e) Green roof; and*

*f) Bioswales.*

In cases where soil or other conditions preclude the use of green alleys, it is recommended to consider using recycled materials (concrete, slag, or rubber for example) or highly reflective, light colored paving that minimizes heat absorption and reduces the urban heat island effect.

The urban heat island effect occurs when urban areas feel warmer as a result of asphalt roads and roofs absorbing heat. This results in extra energy usage to cool buildings.



Chicago has projected that 80% of the stormwater within a green alley area will infiltrate, while only 20% will flow to sewers. Chicago has over 1,900 miles of alleys, most of which are not directly connected to sewers and subject to flooding during intense rain.

A green alley requires periodic maintenance to continue peak performance.

The manual suggest four alley techniques:

> *1) Proper alley grading to encourage water to move out of the alley and into street sewers;*
>
> *2) Permeable pavement to allow water to infiltrate;*
>
> *3) High albedo pavement to reflect sunlight and minimize heat; and*
>
> *4) The use of recycled materials in alleys (recycled concrete or rubber for example).*

### *Potential for the Southwest Side Area Plan*

The Southwest Side contains the Kinnickinnic River, Honey Creek, and Wilson Park Creek. There are periods of lowered water quality in this area, which could benefit from additional stormwater BMPs.

City-owned properties, like HACM's Southlawn for example, could consider the use of green alleys as periodic alley reconstruction is scheduled. That would allow strips or entire surfaces of permeable pavement to be implemented in alleys in a demonstration pilot project.

If the pilot proves to be successful, both financially and environmentally, then it could be replicated in other areas. Forward-thinking private businesses might consider permeable paving in new developments or expansions.

The City of Milwaukee has over 415 miles of alleys which could potentially benefit from green alleys.

*Project Idea 5*

*Green Schools*

Interview: City of Milwaukee Department of Public Works, Forestry and Environmental Services

*Context and Incentive:*

Green Schools is a joint effort between the City of Milwaukee Department of Public Works (DPW) and the Milwaukee Public Schools to replace typical asphalt playgrounds with more green space. Green Schools was funded with a $345,000 grant from the USDA Forest Services. Ultimately 10 schools located throughout the City were selected for improvements.

Typically, the project involved removing some of the asphalt play area, planting 3” to 4” caliper trees which are fairly large, and establishing turf. Some of the schools had specialized needs. For example, the Hawley Elementary School has a focus on native plants, so the trees used were native species and some were evergreens.


*The Milwaukee Spanish Immersion School (MSIS), another Green Schools project*

*Source: City of Milwaukee Department of Public Works, Environmental Services Newsletter, Summer 2009*

Another similar project resulted from collaboration between the Milwaukee Public Schools, City of Milwaukee DPW, National Parks Service, Environmental Protection Agency and local residents. This collaboration focused on the Lewis Playfield in Bay View.

This playground, which had safety concerns, consisted of a large asphalt lot surrounded by chain link fence. The project resulted in the installation of rain gardens, trees, turf and minimal chain link fencing due to funding from the City, Environmental Protection Agency, Milwaukee Metropolitan Sewerage District, and the Brico Fund.

The Lewis Playfield project initiated renewal in the area and fostered community-building.

*Lewis Playfield*
*Source: City of Milwaukee Department of Public Works website*

### *Potential for the Southwest Side Area Plan*

Milwaukee is already proving that it can successfully implement Green Schools and green playgrounds. The Southwest Side has a 4 acre playground at Southlawn, a 3 plus acre asphalt playground at the former French Immersion School, and other playgrounds scattered throughout the area.

These playgrounds should consider green upgrades, especially since the Southwest Side has concerns with stormwater runoff. Playgrounds in proximity to the three waterways, Kinnickinnic River, Honey Creek and Wilson Creek, should be of greater concern.

Both the Southlawn playground and Lewis playground sites exhibited some safety concerns.

As grant funding becomes available, more playgrounds should pursue green opportunities.

# Chapter 3: Community Development Policies and Strategies



## *3.1 Introduction*

This chapter presents area wide goals and policies for the redevelopment of the Southwest Side area. The term redevelopment in this Plan refers to investment in maintenance, rehabilitation, adaptive re-use, and new construction.

This chapter presents a vision statement, land use policies, building form policies, and redevelopment strategies for each of the following headings:

- *Overall*
- *Sustainability and Public Space*
- *Residential*
- *Commercial*
- *Industrial*
- *Open Space*
- *Civic and Institutional*
- *Transportation and Infrastructure*

The policies and strategies for the Southwest Side combine the input of area residents with on-going policy and regulatory approaches intended to conserve the historic fabric of the area's neighborhoods, while providing the basis for redeveloping areas that are underutilized and subject to change.

The Southwest Side Plan promotes the foundation of a sustainable and livable community that builds upon the positive physical aspects of the place. The planning process generated innovative ideas and creative outcomes that will fit into the community and support environmental, economic and social goals.

These solutions should be both functional and beautiful. The Plan should be realized by pursuing the goals and policies in this chapter and recommendations in following chapters.

The Southwest Side Plan recommends the following general principles:

| ***Southwest Side Plan General Principles*** |
|---|
| Commitment to a diversity of housing types and price ranges to meet the needs of the population. |
| Encouragement of compact, contiguous development, and a preference for infill redevelopment. |
| Commitment to open space preservation and the consideration of its appropriate development in certain cases. |
| Provision of quality urban spaces, parks and recreation that serve all sectors of the community and trails and walkways that connect the community. |
| Commitment to the preservation of natural, cultural and historic features that contribute to defining the unique sense of place in the Southwest Side. |
| Recognition of the importance of the area's medical and educational facilities. |
| Commitment to a balanced multi-modal transportation system. |

## *3.2 Overall*

### *Vision*

As older residents are gradually replaced by younger families over the course of time, the Southwest Side should remain an attractive community in which to live, work, play and raise a family.

Its character and assets should be maintained and improved so that it continues to be widely regarded as a unique and desirable place to live in southern Milwaukee County.

### *Land Use Policies*

Land use should follow existing zoning except where land use changes are recommended by this Plan, in which case zoning should be amended to conform with the Plan.

The components of the overall vision for the Southwest Side are:

Foster distinctive, attractive public spaces such as parks, streets, squares and waterfronts with a strong sense of place.

Protect and maintain open space and recreation areas.

Protect and reclaim critical environmental areas.

Preserve attractive and distinctive traditional development patterns in the area's three primary residential districts, but do not limit architectural styles. As noted throughout chapters 1 and 2, the Southwest Side benefits from a consistently high quality housing supply and pleasing pattern of streets and blocks, lot sizes and building set backs. This overall framework should be continued, while accommodating the fact that specific building styles and technologies change over time.

Outside of existing residential locations, increase the amount of land designated for mixed use residential / commercial development to provide more vitality and variety in the area.

Provide and maintain affordable housing choices for all residents.

Provide for facilities that provide social services and day care. Encourage a dispersed distribution of these services throughout the area, rather than concentrating them in a district.

Provide a variety of commercial areas that provide convenient local access to goods and services.

Promote family-supporting jobs by providing location opportunities for new and growing businesses of all kinds.

Encourage educational facilities and institutions that meet the community's needs.

Reclaim critical brownfield areas.

Provide a variety of transportation choices.

Attract and maintain anchor institutions and destination commercial venues that will draw people from outside the area to the neighborhood for cultural, entertainment, and shopping activities.

## *Form Policies*

New development and redevelopment, in both the public and private sectors, should be designed in a manner that is sensitive to social and physical needs, including accessibility for those with limited mobility; provision of coordinated facilities for pedestrians, bicyclists and transit riders; provision of functional landscaping and open space; and the appropriate scale and massing of buildings related to neighborhood context.

Public projects should promote design excellence and assure that new capital projects are positive additions to the community's architectural and urban design heritage.

### *Enhanced Design for the Built Environment*

Encourage quality architecture and urban design in private sector development that promotes the use of alternative modes of transportation, provides a livable environment, and addresses these elements:

#### *a) Context*

Development projects should become a coherent part of the neighborhood in which they are placed. For example, special attention will be given to protecting and enhancing the quality of established residential areas that are adjacent to business areas.

#### *b) Public realm*

Projects should relate positively to public streets, plazas, sidewalks and paths. Buildings and landscaped areas should present a

well-designed face to the public realm that does not block access to sunlight and is sensitive to important public view corridors.

*c) Human scale*

Projects should provide pedestrian interest along streets, sidewalks and public spaces.

d) Permeability

Projects should provide numerous opportunities for an individual to enter the site from adjacent pathways , thus presenting a street face that is permeable. In addition to points of entry, a project should be visual permeable, thus creating pedestrian interest.

*e) On-site open spaces*

Projects should incorporate well-designed functional open spaces with quality landscaping, access to sunlight and shade, and places to sit comfortably. Where public parks or open spaces are not within close proximity, shared open spaces for a variety of activities should also be provided within developments.

*f) Buildings*

An individual building should have a cohesive design that is comfortable to the pedestrian with inviting entries that are visible from public rights-of-way.

Create and maintain walkable and bike-friendly neighborhoods.

Place buildings to create meaningful public space amenities and reinforce the street edge.

Along commercial corridors, residential streets and pedestrian parkways, design streetscapes that slow traffic to enhance attractiveness, public safety, and pedestrian use.

All walls visible from streets should contain architecturally significant materials and fenestration. Architecturally significant building materials include, but are not limited to decorative masonry, brick, cut stone, glass, architectural-finished metal cladding, and architectural precast concrete panels.

The use of newly developed materials and recycled materials that are of high quality is encouraged. Glazing at entrances to buildings must be transparent, vision glass. The use of reflective glass on any area of the building should be avoided.

Site buildings to take advantage of views of natural features, encourage the connection of open spaces between projects, and promote public pedestrian connections to parklands and waterways for either active or passive recreation.

Ensure that pedestrian movement and access points are well lit at night.

Promote conservation and conversion of existing structures. Renovation is preferred to demolition for new construction.

Create a marketing brand for each district such as Southpoint, Jackson Park, and Far Southwest Side, or the Garden District (see Chapter 4).

Explore Tax Increment Financing (TIF) as a strategy to implement public improvements in large-scale development initiatives.

Allow non-taxable developments, providing their use has a catalytic effect that will spur new economic activity or be a major jobs producer.

Encourage coordination and communication between area businesses and local residents to advance neighborhood safety and neighborhood enhancement programs.

Ensure that adjacent property owners are notified in a timely manner to provide for a fair and coordinated development process.

Support the goals of the Citywide Policy Plan.

Consider such tools as neighborhood design guidelines to work with neighborhoods to promote sensitive infill and redevelopment, and to enhance neighborhood character and livability. If done sensitively, infill and redevelopment may provide significant benefits to the community and the neighborhoods.

## *3.3 Sustainability and Public Space*

*Vision*

Good community planning and urban design are complementary to the principles of sustainability.

The Plan's recommendations identify characteristics that define well-designed urban places – places that are memorable and have a noteworthy quality or almost indescribable "feel" to them.

Successful places integrate an attractive and logical mix of streets and blocks; residential, commercial, and civic buildings; public spaces, natural areas, and human activity -- all of which add to our experience of desirable and successful places. The unique combination of cultural, economic, and natural forces provides us with visual cues that we are someplace special.

Many of these places are also inherently sustainable. Fundamentally, sustainable places reflect ecological limits – they meet current needs without compromising the ability to do so in the future.

To be truly sustainable, communities need to remain economically, socially, and environmentally competitive. To thrive, they need to continue to attract residents, visitors, investment, customers, and to remain places where people choose to go, where they willingly and enjoyably spend time, and ultimately where they live their lives.

This Plan recognizes the interdependence of the economy and the environment for mutual benefit – both now and in the future.

As Milwaukee's commitment to sustainability and the fostering of sustainable places grows, the recommendations in this Plan can be used to integrate the ethics and policies of sustainability into Milwaukee's overall urban form as well as into individual site and building designs.

## *Land Use Policies*

### *Density*

Balance density efficiencies with sociocultural needs and attitudes. Contextually appropriate urban density is crucial to the economic and environmental sustainability of Milwaukee's neighborhoods.

Development densities that are too low tend to incur high infrastructure and service costs, longer commutes, and environmental impacts associated with sprawl.

Development densities that are relatively high can minimize infrastructure,  service costs, and environmental impacts.

### *Location*

Reinforce the center and edges of the Southwest Side. The arrival into the community and its discrete neighborhoods should be easily recognizable. Centers are places where the public feels welcome and encouraged to congregate and participate in public life in a compact, pedestrian-friendly and mixed use setting.

Major entryways into the community should be identified, protected, and enhanced in order to emphasize and preserve the appearance of the community.

Future strip commercial development will be discouraged.

Reuse underutilized or vacant buildings and sites for infill development. This sustainable practice has the advantages of using existing infrastructure and lowering the demand and costs for land, infrastructure, energy, and maintenance.

Preserve cultural resources that may exist near a development site, particularly when those resources are related to a neighborhood's identify.

Locate land uses so they will complement one another and provide for gradual land use transitions that respect sensitive land uses.

Provide opportunities for a mix of uses to provide balance and to meet the full range of community needs. Encourage well designed mixed use development that incorporates a balanced amount of affordable housing in appropriate locations, including some commercial centers, corridors, and industrial areas. In reviewing mixed use projects consider impacts to adjacent neighborhoods.

## Streets and Sidewalks

Streets should be planned as welcome, active and interesting places that create the setting for the story of the community.

Streets should be interconnected to provide movement throughout the community and corridor.

Street rights-of-way should be allocated between a variety of purposes. On a case by case basis, streets can be narrowed for pedestrian safety; lanes for bikes and transit, and boulevards with planted medians may be added.

These actions will minimize impacts to air quality, conserve energy, reduce traffic congestion and contribute to an overall high quality of life.

The distance from the curb to the sidewalk may vary as necessary. The width of the sidewalk should be wide enough to accommodate outdoor cafes, sales, etc.

Introduce green alleys to extend the system of green infrastructure. Green alleys use a permeable pavement that allows stormwater to drain into the ground.

Using light colored paving will reduce the heat island effect. Green alleys use recycled materials such as concrete aggregate, slag, and recycled tire rubber.

*The street is the river of life of the city, the place where we come together, the pathway to the center.*

*William H. Whyte*

## *Public Spaces*

Provide gathering places for social engagement, recreation and a sense of identity. The end result should be a human-scale, living environment where residents and visitors can live and learn, work and play.

Design the space as an expression of visual art, nature, history and social interaction. Include public art at prominent locations to engage users and complement the physical environment.

Whether formal or informal, public open spaces should be beautiful from the perspective of the external observer as well as engaging for those who are in the space. Visual and physical access to public space, environmental and cultural resources enhances the image and enjoyment of the place.

Define public spaces internal to the neighborhood by having building facades form a sense of enclosure.

Provide a feeling of security and safety to potential users with appropriate levels of lighting and visual access from surrounding streets and windows.

The size and use of each gathering place needs to be appropriate to its context.

Design and equip to provide accessibility and to support the needs of all users.

Offer an environment that is physiologically comfortable. Regard sun, wind, shade, and sound to make full use of environmental assets while minimizing adverse externalities.

Develop shared community green spaces inside residential blocks where possible. A safe, attractive space can build community and attract investment by residents.

Attempt to create pocket parks out of City-owned remnants. Involve neighbors in these efforts.

## *Site and Building Design*

New development should integrate the location of the building on the site with the surrounding landscape to optimize efficiency and reduce environmental impacts.

Where possible, locate buildings to take advantage of natural features and views. Screen sources of mechanical noise, odors and loading operations from public open space areas and adjacent properties.

Locate utility meters and exhaust vents on the side or rear of building. Screen or locate rooftop mechanical equipment so it is not visible from the street.

Encourage energy efficient building design. Where possible, orient buildings along an east-west axis for maximum day lighting benefits.

Buildings should be developed using sustainable construction methods, architectural design and building materials and finishes.

Utilize brick (reclaimed or new) and local materials when possible, and minimize the use of chemicals and synthetic compounds. The use of newly developed materials and recycled materials that are of high quality is encouraged.

The integration of mechanical and natural systems for heating and cooling, energy-efficient equipment and stormwater management in the form of a “treatment train” should be incorporated to the highest level feasible.

Reduce the quantity and improve the quality of stormwater run-off into waterways.

Incorporate open space into redevelopment projects.

Incorporate sustainable design elements, with the goal of achieving a basic LEED™ certification. This will generate a wide range of benefits for the facility owner, including *increased property value, improved facility performance and operational cost savings, international corporate recognition and marketing benefits.*

Employ site designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way.

Use zoning to require businesses to upgrade landscaping efforts.

Integrate sustainable stormwater management practices in new development that meet or exceed state and local requirements.

See the Metropolitan Milwaukee Sewage District's stormwater reduction practices.

*Porous parkway*

***Metropolitan Milwaukee Sewage District's Stormwater Reduction Practices***

These are the things you can do at home and work to reduce the risk of basement backups, sewer overflows and, at the same time, help protect Lake Michigan from polluted runoff, the biggest remaining threat to water quality in the country.

**Downspout Disconnection**

Every downspout on your home can deliver up to 12 gallons of rainwater a minute during a heavy storm. In the combined sewer area, many downspouts are connected directly to the sewer, potentially pumping millions of gallons of water into the sanitary sewers when it rains. MMSD is encouraging all property owners to disconnect downspouts from the sanitary sewer system where it can be done legally, safely and in a reasonable manner. Not everyone will be able to disconnect.

**Stormwater Trees**

A city's tree canopy can significantly reduce rainwater runoff and save millions of dollars in sewer infrastructure needs. Trees provide many other benefits. A healthy level of tree canopy is around 40 percent. A 2002 analysis of the older sections of Milwaukee found the tree canopy at around 10 percent.

**Rain Barrels**

A simple way to store the rain that runs off the roof of your home, rain barrels allow you to capture water that you can use later, during dry periods, to water plants, trees and gardens.

**Rain Gardens:**

According to the Wisconsin Department of Natural Resources, rain gardens allow about 30 percent more water to soak into the ground compared to a conventional lawn. The gardens help keep water out of the sewer system while attracting birds and butterflies at the same time.

**Green Roofs:**

A waterproof membrane, soil and vegetation placed on flat roofs combine to capture rain that would otherwise flow off your roof, down a downspout and possibly into a sewer. Rain that falls on the green roof is typically retained in the soil and used by plants or evaporated. Excess rain flows off of the green roof and drains into downspouts. An engineering analysis is required to make sure your building can handle the extra weight of a green roof.

**Porous Pavement:**

Pavement systems for roads, parking lots or trails can be designed to absorb water by using porous asphalt or concrete, modular block systems or pavers. Porous pavement systems work best in low-traffic areas such as parking lots, driveways, sidewalks, trails or the shoulder of a road. They can be very effective for reducing stormwater runoff.

## *Parking*

Create a balanced circulation system that accommodates mobility choices and meets ADA requirements.

Incorporate green spaces with tree canopy into parking areas to break up large expanses of concrete and hold and infiltrate stormwater.

Use 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.

Use high quality masonry, metal, architectural fencing and green plantings, or combination of these to define the perimeter and edges of parking areas.


*Porous pavement at Milwaukee School of Engineering*
*Source: Milwaukee Department of Public Works website*

*Green curbs*

Ensure parking lots are graded to drain away from area waterways, so polluted runoff does not directly enter waterways.

When placing plant materials near parking stalls, allow space for car fronts and doors to open. Ensure care when selecting tree species – choosing a diverse mix of species, while avoiding species that drop seed pods or fruits which may impede mobility.

Strive for parking maximums rather than minimum requirements. Consider shared parking arrangements where feasible.

*Linear rain gardens*

| ***Linear Rain Gardens*** |
|---|
| Rain gardens are suggested to complement designated pedestrian areas where large amounts of paving are planned. These gardens should be planned to separate pedestrian areas from the nuisances caused by high traffic volumes traveling along adjacent streets. These rain gardens will typically need to adopt a linear configuration running parallel with the streets where they are located. These rain gardens have the following benefits: |
| Rain gardens collect, clean, and infiltrate stormwater runoff from paved pedestrian areas. |
| Rain gardens help protect water quality in the waterways by using vegetation to clean stormwater and allowing the infiltration of water directly into the ground. |
| Rain gardens also help reduce the severity of floods. |
| Rain gardens create a physical separation between vehicular traffic and pedestrian designated areas. These vegetative barriers or screens help protect pedestrian areas from traffic noise, pollution, and create a visual buffer between these two environments. This separation is particularly important when pedestrian areas are located adjacent to high traffic areas. |

### *Lighting*

Encourage the use of reflective-type lighting fixtures to eliminate glare and provide safer, more human scaled nightscapes.

Encourage the use of lighting to enhance unique features of building facades and landscaped areas to create a dramatic visual highlight at night.

Use high efficiency lighting with low cut off angles and down-lighting for landscaping.

Encourage the use of light colored or reflective edges along driveways or walkways to reduce dependence on high wattage electrical lighting at night,.

### *Landscaping*

Protect natural environmental corridors, such as the Kinnickinnic River corridor, when planning and implementing new development.

Encourage natural landscaping.

Augment landscaping efforts to increase the tree canopy and beautify the area. Increase the City's urban tree canopy from 16% to between 25% and 40% to meet American Forest's guidelines, and avoid using species prone to disease or pests, such as the ash tree.

Tree cover is directly related to environmental quality. Maintaining a robust 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.

Maximize tree density.

Plant trees with a minimum caliper of 3 inches.

Landscaping should be of high quality design reflecting a variety of species, materials, textures, and sculptural qualities.

Avoid the use of contaminated railroad ties or timbers as landscape elements.

Use drought resistant plantings, eliminating irrigation other than collected rainwater. Design the site to use/reuse rainwater as part of a green infrastructure system when possible rather than sending rainwater offsite to more expensive gray infrastructure systems. Treat rainwater as a natural and aesthetic asset rather than as a nuisance.

Design landscape planting materials, soils, and sub-soils for infiltration and evapotranspiration of rainwater.

Consider using green roof systems to collect and evapotranspire rainwater, thus reducing runoff as well as heating and cooling loads.

*Redevelopment Strategies*

Ensure that all aspects of major new development planning have occurred to anticipate traffic impacts, environmental impacts, etc. before construction occurs.

Expand and apply the greening MPS neighborhood schools program.

Redevelop brownfield sites. Despite the challenges of Federal guidelines, financing, developer buy in and political will, the benefits of brownfield development include:

a) Land reclaimed for productive use;

b) Removal of hazardous materials; and

c) Contribution to a healthy, efficient environment.

Promote community gardens and urban orchards for an environmental, economic and social reasons.

## 3.4 Residential

### Vision

Residents of the Southwest Side have a strong sense of community cohesiveness desire to preserve the traditional physical characteristics of the neighborhoods. Quality of life is also of major importance to Southwest Side residents. To preserve these qualities new development must respond to its context and add to the neighborhood's livability.

### Land Use Policies

#### Appropriate Types / Mix

Provide a variety of affordable housing types for all households.

Encourage the conservation of the existing single-family and duplex owner-occupied housing units and types.

Promote the development of infill sites along existing neighborhood residential streets with single family and duplex homes. Allow for multi-family residential development where appropriate as indicated in the "location" recommendations in the next section.

Encourage adaptive reuse of commercial and industrial loft structures for residential and mixed uses.

Consider selective demolition of surplus apartments for new single- and two-family development sites.

#### Location

Ensure the compatibility of new residential land uses with adjacent land uses.

Capitalize on public park and recreational trail systems by encouraging residential developments on neighboring parcels.

Encourage owner-occupied multifamily residential mixed use developments along commercial corridors in infill locations where retail and commercial activities are being revitalized.

Conversely, where a multi-family, high density residential district is recommended in this Plan, allow for neighborhood-serving commercial establishments.

Encourage elderly housing and supportive housing near neighborhood commercial land uses and bus routes. Supportive housing provides on-site services for individuals who might otherwise be homeless. This approach has been found to be most successful in meeting needs for the residents and the surrounding community.

Locate new residential units near workplaces to promote walking to work..

## *Form Policies*

### *Parcel*

For infill and existing single-family and duplex development, maintain original platted lot dimensions and sizes.

Locate the garage with access from the alley where available. Whether a garage is attached or detached, it shall not be the front most building or portion of a building.

On primary streets, avoid vehicular curb cut access by providing access from alleys or side streets.

Protect the integrity of existing residential streets with new construction setbacks consistent with, but no greater than, the average existing neighborhood conditions.

New, large residential developments, should employ urban development patterns that define the street edge. Setbacks should be minimized, but courtyards, porches and planting zones are recommended. Smaller developments should respect the context.

Design connections and transitions of residential uses to adjacent public and commercial uses.

Consider including small lanes to be used as shared space for pedestrians and automobiles within major developments.

Retrofit landscaping in residential areas, especially tree borders which could be planted with perennials in addition to trees. This would complement the Garden District landscaping.

### *Building and Site Elements*

On existing neighborhood residential streets, new buildings should be compatible in setbacks, height and character with the neighboring structures.

Where a multi-family, high density residential district is recommended in this Plan, allow for a wide range of lot sizes, smaller setbacks, a high percentage of lot coverage, and greater building heights.

All new residential buildings should respect and enhance the street as an integral part of the place by fronting the street with windows, entries and entrance transition elements.

Indoor parking is preferred. Surface parking lots accommodating more than 24 cars are discouraged.

Access to outdoor private or communal space is desirable for each dwelling unit.

Retain (or increase) the high owner occupancy rate in the area while assuring there are rental opportunities for elderly, young, and lower income families.

Include affordable rate units in new mixed use developments. By utilizing housing tax credits to leverage financing, these units are more competitive than traditional market rate developments.

Renovation is preferred to demolition for new construction, where economically feasible. Promote conservation and rehabilitation of existing structures

Use existing programs, such as the Targeted Investment Neighborhood program, where applicable and seek additional programs that provide economic incentives for housing rehabilitation.

Assist residents in establishing block watch programs where neighbors see a need for such programs.

Residents should continue their efforts to maintain the many viable, productive and effective neighborhood organizations throughout the Southwest Side. Organization and knowledge create change..

Encourage continuing landlord compacts to eliminate nuisance properties and responsible landlords to invest in the area.

Encourage landlords to enroll in the Landlord Training program by the City of Milwaukee's Neighborhood Housing and Services Division.

Consider using conservation overlay districts selectively as a tool to prevent unwanted intensification and to preserve neighborhood character.

Support programs that seek to develop affordable housing. Subsidized, tax credit, and supportive housing need to be part of the housing mix in the area.

***Healthy Neighborhoods Initiative***

What can a neighborhood do to make sure that the stability and desirability remain so in the future, and draw new resources to the area?

The Healthy Neighborhood approach focuses on neighborhood strengths and works to engage residents to invest in their neighborhoods and promote them as good places to live.

Each neighborhood designs its own program. Some of the events that have been successful include house tours for prospective home-owners, plantings and gardens, and renovation assistance. Nationally, this program has increased both the home improvement rate and the home ownership rate.

For more information on Milwaukee's Healthy Neighborhoods Initiative, contact The Department of City Development's Neighborhood Improvement Development Corporation (NIDC) at 414.286.5626.

## *3.5 Commercial*

### *Vision*

Commercial corridors have long been the life of healthy neighborhoods. They help to sustain neighborhoods by promoting local investment, boosting property values, and preserving the urban context of neighborhoods. To succeed in today's retail environment, commercial corridors must incorporate new retail formats, find new market niches, and make strategic capital investments. Infill development will be an essential part of remaining competitive.

Recommendations for commercial land uses in the Southwest Side are intended to support opportunities for community economic development. Commercial corridors and streets should serve and support local shoppers and draw from a larger regional base. Corner stores, neighborhood retail streets, and larger scaled centers should fit into the local context while promoting human-scaled environments.

### *Land Use Policies*

As older shopping centers become economically unviable, out-moded or obsolete, retrofit or replace vacant buildings with mixed use centers that include housing, public space, connections to recreation areas and bike trails.

Cluster commercial redevelopment at key nodes along commercial corridors. Allow taller buildings at these nodes.

Allow infill commercial/residential mixed-use in commercial areas.

Encourage multifamily residential developments in commercial corridors where retail and commercial activities are no longer viable.

Encourage owner-occupied multifamily residential above commercial in mixed use developments along commercial corridors where retail and commercial activities are being revitalized.

Discourage new auto-oriented and drive-thru uses in or adjacent to residential areas.

Consider prohibiting drive-thru establishments, stand alone gas stations, and stand alone fast food services.

## Form Policies

### Block and Parcel

Promote stronger connections between commercial buildings and the street edge by bringing buildings closer to the right-of-way. Buildings on the block should work together to define the edges of commercial corridors at or near the property line.

New commercial buildings should avoid curb cuts on primary street frontages.

Make walking an attractive and safe experience.

Improve connectivity to and within commercial areas, especially 27th St. Improve pedestrian crossings across 27th St.

Encourage street parking, except on major highways.

Ensure that pedestrian movement and access points are well lit at night.

### Building and Site Elements

Preserve the historic character of older commercial areas.

All buildings along neighborhood shopping streets should be a minimum of 2 stories in height. Corner buildings or elements of them may be of greater height.

The maximum height of new buildings should not exceed the street right-of-way width.

Promote the transformation of strip commercial development into street edge commercial development by encouraging the construction new commercial structures along the street edge.

Provide primary business entrances along the public sidewalk at the street edge.

The front of commercial buildings should actively contribute to the street, engage pedestrians, and complement the overall architecture of the building.

Provide for 75% of street façade surface to be transparent to encourage window shopping. Avoid blank walls along street facades.

Encourage outdoor sidewalk seating for eating and drinking venues in commercial corridors.

Encourage streetscape initiatives that will provide benches, lighting, plantings, paving treatments and other design elements to enhance the pedestrian experience.

Restrict parking to the minimum number of spaces required to accommodate customers/visitors to the commercial corridor. Require all large parking lots to be subdivided into smaller lots by generous landscaping and pedestrian-friendly connections. Large uninterrupted parking lots should be prohibited.

Do not place parking lots in front of buildings. Parking access should be restricted to alley or side street approaches. Encourage shared parking among businesses.

Use landscaping, masonry walls or metal fencing and generous plantings to buffer parking lots and service entries that occur along shopping streets.

## *Redevelopment Strategies*

Sustain traditional neighborhood shopping streets by attracting a variety of basic and distinctive goods and services.

Provide opportunities and elements for daytime and nighttime activities. Outdoor cafes, book sales, art walks, benches and planters add interest to the area and into the area. The farm market at St. Luke's is a popular example.

Focus improvement efforts on key commercial corridors that influence the perception of the Southwest Side as specified in Chapter 4, Districts and Corridors.


*Retail on 13th St.*


*Farmer's market at St. Luke's*

Propose changes to zoning requirements to allow for Bed & Breakfast establishments. Allow conversion of residential units for these uses.

Promote the development of hotels in this area.

Utilize or form local business associations, business improvement districts, Main Street programs, or tax increment financing to finance and support local and regional commercial areas. These tools can be used to promote aesthetic improvements, crime prevention, and business district promotion.

Focus aesthetic improvements to build on commercial corridors with strong business association activities.

Provide access for locally grown produce and promote the formation of Community Supported Agriculture (CSA) organizations.

*Business owners can access information on economic development resources at www.mkedcd.org/business*

## *3.6 Industrial*

### *Vision*

Like many areas in the City, the history of the Southwest Side reveals how industry and residential grew side by side.  Now, market research indicates that manufacturing will continue to decline, and that growth in the industrial sector is not likely to occur in this area. Therefore, the vision of the industrial areas of the Southwest Side is to allow the them to transform into commercially viable job creating businesses centers and not allow them to decline into low value land uses.

### *Land Use Policies*

For existing industrial loft buildings subject to change, find a balance between preserving industrial and manufacturing uses and allowing adaptive reuse of buildings for new commercial and residential uses.

Core industrial areas should remain industrial. On edges of industrial edges, identify opportunities to transition to other uses such as modern light industrial business parks and mixed use developments.

Discourage industrial areas from converting to big box commercial.

Encourage environmental “green” river corridor development on industrial parcels that border rivers.

## *Form Policies*

Promote the public image of industrial and business parks by ensuring appropriate and uniform signage identifying the park at all gateway entries. Signage shall be integrated into the façade design rather than free standing.

Ensure that lighting, noise, odors, and heavy traffic does not negatively impact residential areas.

Provide landscape buffers between industrial buildings / parking lots and adjacent land uses.

Wherever possible place buildings at the street edge with public entries facing the street.

All facades that are visible from the street should be designed to provide a dignified image for the business and sensitive to any other adjacent uses.

Service loading docks should be located at the side or rear of the building.

Parking lots should be located at the side or rear of the building. Include on-street and shared parking resources in parking requirement calculations. Also, minimize parking stall dimensions to decrease the parking lot size and allow for a larger building footprint. Use landscape walls and generous plantings to buffer parking that occurs along streets.

Prohibit outdoor industrial activities that are a nuisance and screen any outdoor Industrial uses from surrounding areas.

Do not locate parking or waste facilities within 10 feet of the front line of the property, and screen these areas from view. Contain all refuse in an appropriate receptacle further enclosed by a 6-foot fence of solid material.

Provide no more than two drive openings, and provide appropriate traffic control measures at all entrances to public rights-of-way.

Encourage transportation alternatives for employees and visitors by providing:

*Bicycle racks and employee shower/changing facilities. Free bike racks are available from the City of Milwaukee.*

*Covered bus shelters or waiting areas.*

*Pleasant, safe and accessible walkways.*

*Preferred parking for carpools.*

Promote the reuse of vacant industrial buildings and lots with new businesses. Reuse is preferred over new construction.

Encourage business associations in industrial corridors to promote aesthetic improvements, crime prevention and business development.

Consider a green industry business park.

## *3.7 Open Space*

### *Vision*

The Southwest Side contains high quality green spaces, many of which are linked by waterways.

The open space recommendations seek to promote sociability and civic engagement, and guide placement, design, linkages and accessibility to achieve a balance between the natural and built environment.

Open space in this section refers to public green space, green infrastructure, parks, playfields, "third places", plazas, sidewalks, paths, and bike trails.

### *Land Use Policies*

Provide places where people connect and interact in a shared safe environment.

Develop an interconnected system of parks, natural areas, and bike / pedestrian paths.

Add public places (plazas, squares, and courtyard) in the most intensely planned / developed locations within districts and corridors.

Support the restoration and naturalization of rivers and creeks to provide an environmental corridor with public access integrated with larger development master plans. Plant trees along waterways, and include stormwater facilities to filter runoff before it reaches waterways.

Extend and connect bicycle trails.

Create safe public access points to all trails and parkways.

***Attributes of Successful Open Space***

New developments should include a variety of public and private green spaces. It is important that they achieve the following purposes:

**Access and Linkages**
A successful space is easy to get to and get through: it is visible both from a distance and up close. Clearly defining the edges is important. Accessible places are ideally convenient to pedestrians and public transit.

**Comfort and Image**
Public space ought to be clean, safe and attractive. Giving people choices about where they'd like to sit is important.

**Uses and Activities**
Different activities can take place in a public place at the same or different times. Ideally, the space should be used for passive and active activities throughout the day. People of different ages should be attracted to the space.

**Sociability and Civic Engagement**
Places where people connect and interact in a shared environment contribute to the life of a neighborhood.

*Source: Project for Public Spaces*

*"Beyond helping to define a street, separating the pedestrian realm from vehicles, and providing shade, what makes trees so special is their movement; the constant movement of their branches and leaves, and the ever changing light that plays on, through, and around them."*

*A.B. Jacobs*
*Great Streets*

### *Form Policies*

Provide places where people connect and interact in a shared environment. Encourage significant and formal public spaces in the design and development of new institutional buildings.

Ensure institutional public spaces (school playgrounds) are green and visibly accessible to the public with any fencing minimal in height.

Maintain and improve visibility to and within the parks, parkways and open spaces to promote public surveillance and improve safety. Design with Crime Prevention Through Environmental Design (CPTED) principles.

Create pedestrian and bike paths through park spaces that connect to the surrounding street and block system.

Encourage signage and way-finding elements that identify public access to parks, parkways, and trails.

Design boulevards that create value and require minimal maintenance.

Landscape existing traffic triangles.

Screen the back of business and commercial buildings that face waterways and parks.

### *Redevelopment Strategies*

Use open space to create value or add value to districts and corridors and new development.

Use open space to balance dense development.

Landscape businesses uniformly to give them an identity and to reinforce the street right of way as a public open space.

Consider creating a residential improvement district to fund park improvements and programs.

## *3.8 Civic and Institutional*

*Vision*

The Southwest Side has a thriving civic, institutional, and cultural fabric. The vision is to simply continue and support these great institutional traditions.

Aurora St. Luke's and Wheaton Franciscan Healthcare-St. Francis hospitals are among the area's leading employers.

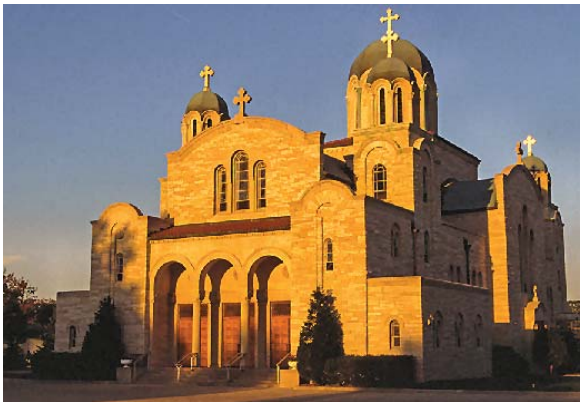
Alverno College is a nationally recognized institute of higher education and St. Sava is a cultural center for Serbian-Americans.

Finally, Zablocki library is one of the top three libraries in patron use in the City and leads all neighborhood libraries in the City in circulation.

All of these institutions contribute greatly to the economic development of the area.

*Aurora St. Luke's*

*Alverno College*



*St. Sava*


*Zablocki Library'*

*"What a great library should be"*

Neighborhood resident

*In 2003, St. Luke's developed a detailed plan for growth that utilized existing buildings to the north for expansion*

## *Land Use Policies*

Locate new institutional uses in prominent locations to encourage a sense of identity and to be a catalyst for added economic growth and development in the surrounding area.

Locate institutional uses with high traffic generation with good access to major arterials and transit routes.

Attract and retain higher education institutions within the area to serve local and outlying populations and broaden the neighborhood jobs base.

Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.

While nonprofit organizations are vital to the community, discourage non-profits from underutilizing land, especially by holding underutilized parking lots.

Permit industrial areas adjacent to residential areas to be converted to institutional uses that require a large parcel.

## *Form Policies*

Link new institutional uses to the neighborhood with attractive pedestrian connections to promote walking and bicycling as a primary means of access.

Include public open space and/or art as part of any new major facility.

## *Redevelopment Strategies*

Support institutional development master plans to meet their needs and obligations as growing facilities require adjacent or local expansion areas.

Locate tax-exempt uses in buildings previously occupied by tax exempt uses whenever feasible.

Discourage concentration in number and intensity of social services providers in any one part of the planning area.

## *3.9 Transportation and Infrastructure*

### *Vision*

One of the strengths of the Southwest Side is that it is well served by a wide variety of transportation modes.

This advantage should be continued, enhanced, and exploited.

The area is currently served by a complete street grid, highways, sidewalks, bikeways, and public transit.

### *Land Use Policies*

Maintain transit service along routes in all currently served neighborhoods in the area.

Extend the network of bicycle routes within the area.

Direct truck traffic to truck routes and away from residential areas.

Encourage major transit lines and stations near existing and planned development projects and incorporate site design measures that enhance access to the transit system (transit oriented development).

### *Form Policies*

Design cross sections and dedicated rights-of-way for mass transit, automobiles, bicycles and pedestrians based upon the needs, character and intensity of adjacent land uses.

Provide continuous tree parkways, planting strips between sidewalk and street.

Enhance pedestrian connections between local neighborhood workplaces, shopping areas, recreational / open space, civic/institutional sites and other land uses.

Require continuous sidewalks and adequate sidewalk connections on all major corridors.

Encourage shared parking areas that include adequate pedestrian and vehicular linkages between them.

Install curb cuts on frontage streets and side streets to channel stormwater runoff to swale areas or rain gardens and provide landscape improvements.

### *Redevelopment Strategies*

Use infrastructure dollars wisely by prioritizing reinvestment over expansion.

Emphasize the movement of more people, (multi-modal) rather than the movement of more vehicles, when making investment decisions.

Prohibit increasing the traffic capacity within rights-of-way if expansion would negatively impact the majority of adjacent land uses.

Improve the aesthetic appeal and traffic flow of arterials, not just the traffic flow, by implementing streetscape enhancements.

Maintain and promote two-way traffic on streets.

Don’t permit cul-de-sacs and street closures unless they are otherwise necessary to improve public safety or respond to a platting issue.

Encourage Intelligent Transit System technologies to be placed in bus stops shelters along key transit routes. This technology includes monitors that identify the time of arrival of the next bus.

# Chapter 4: District and Corridor Recommendations

## *4.1 The Districts*

This chapter organizes recommendations by districts and corridors. The map on the next page shows the district and corridor boundaries.

Districts are distinct areas within the planning area where specific recommendations are located.

The three districts for planning purposes are:

*1) South Point;*

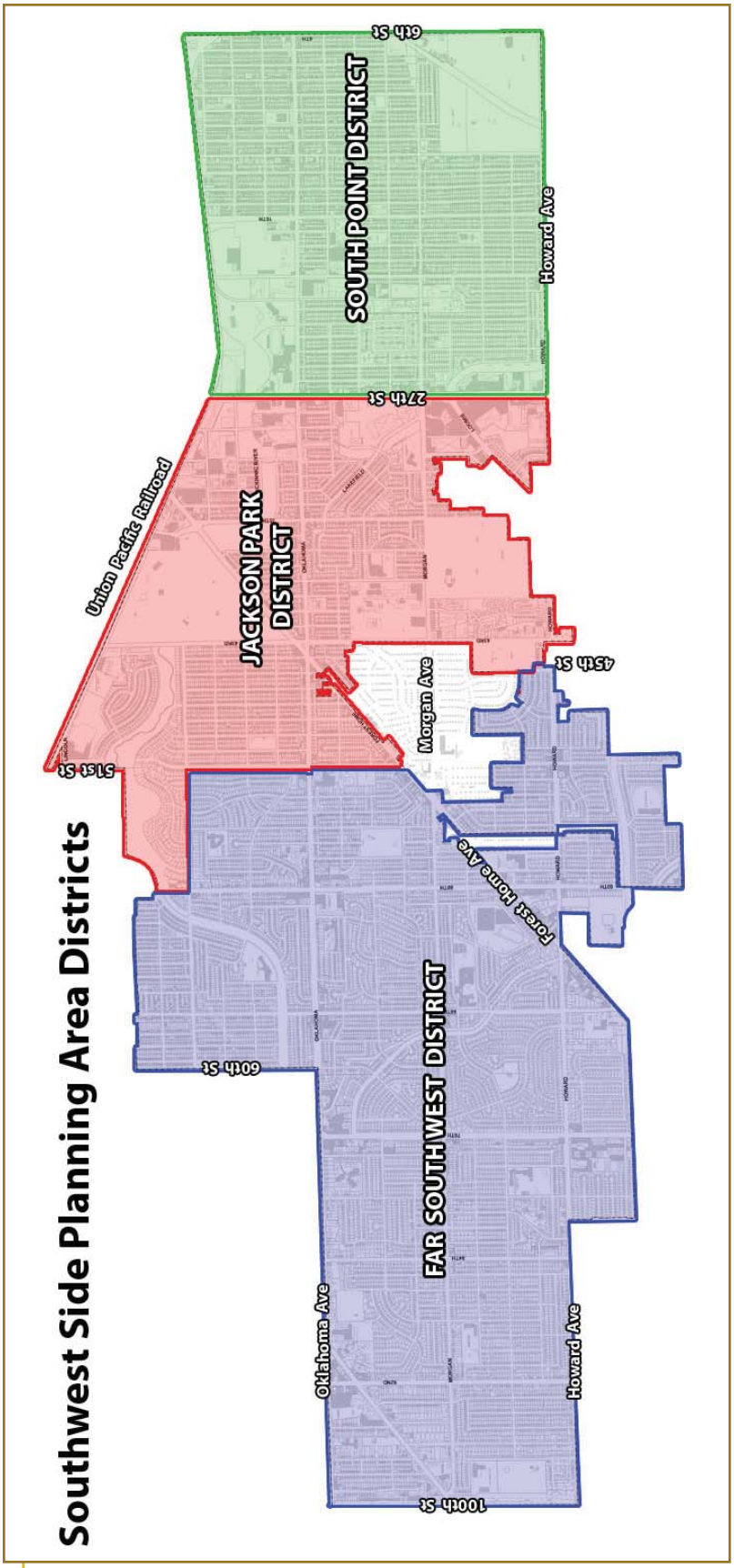
*2) Jackson Park; and*

*3) Far Southwest Side.*

Corridors include linear features such as streets or rivers and adjacent areas.

All rivers and creeks have been combined into an environmental corridor section in this chapter.

Commercial corridors are included within the districts in which they occur, except for the 27th St. commercial corridor, which is a catalytic project area discussed in Chapter 5.




*Map of Southwest Side districts*

## *South Point District*

### *Existing conditions*

#### *Location*

The South Point District is comprised of all planning areas located east of the 27th St. commercial corridor.

The boundaries of the South Point District are clearly defined by Wilson Park and St. Adalbert's cemetery to the south, major retail on 27th St. to the west, Pulaski High School and the Kinnickinnic Sports Center to the northwest, the Union Pacific Railroad right-of-way to the northeast, and the elevated former North Shore interurban line running parallel to 6th St. to the east.

#### *Land Use*

The South Point District has the most traditional urban pattern in the Southwest Side area. A relatively dense pattern of single family and duplex homes are organized on a rectangular grid of streets and served by main street retail. The housing stock and other buildings were typically built before 1950.

The district offers residents relatively affordable housing in a high quality environment with convenient access to parks, schools, and shopping. Neighborhood-scale retail located mostly in traditional storefronts located along 13th St. and Oklahoma Ave. offer a mix of neighborhood and convenience goods and services that residents can use on a regular basis, such as bakeries, ethnic restaurants, and discount shoe stores.

Major retail such as discount department stores and movie theatres are located just to the west along 27th St. South Point is also a walkable, bikeable neighborhood with a bus route providing direct service to downtown.

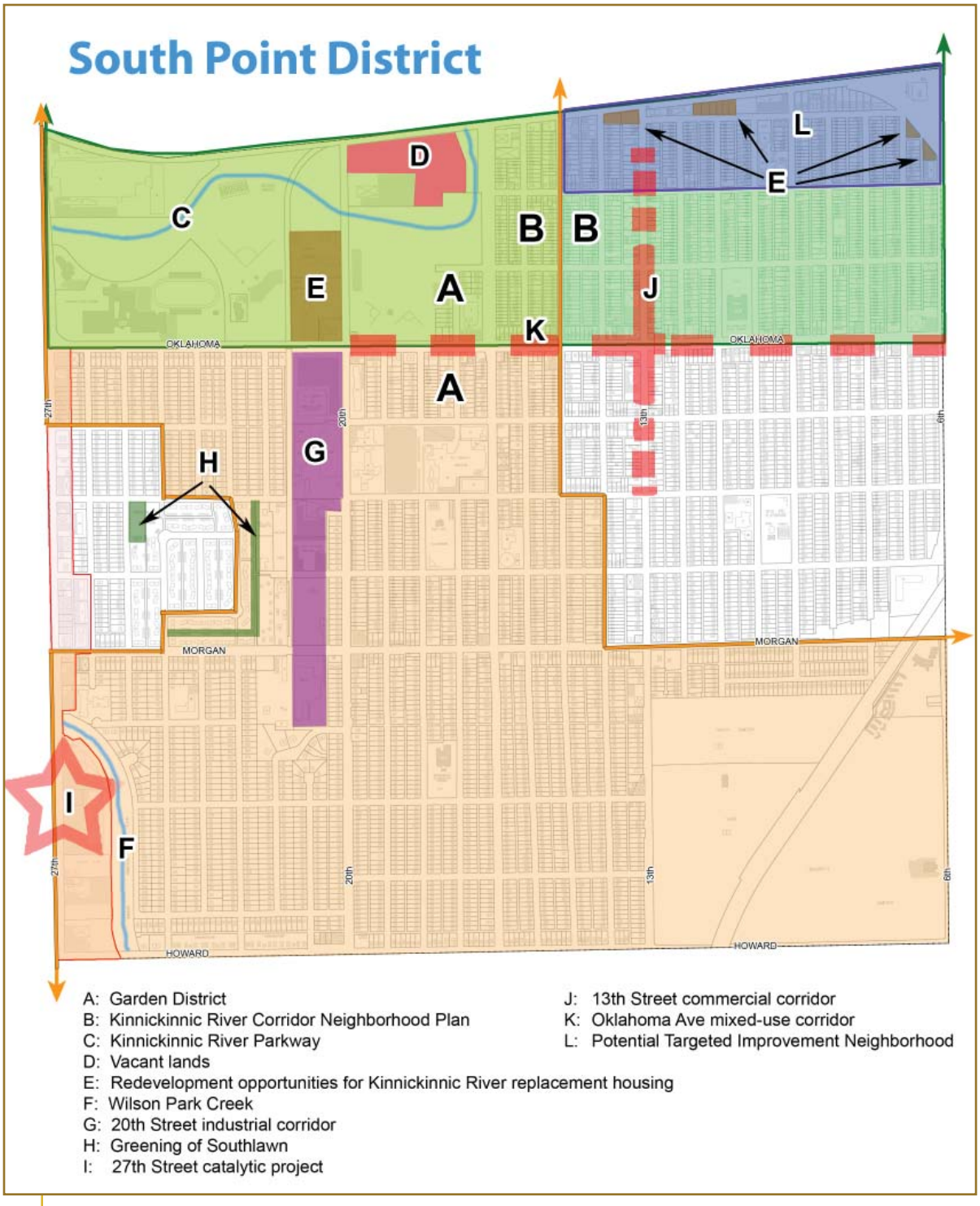
### *Recommendations*

#### *District Vision*

Because of its strong set of urban resources described in Land Use above, South Point has all the elements in place to become a district with an even stronger sense of place and identity.

South Point should strive to offer the best that Milwaukee communities have to offer. Perhaps as Bay View (the increasingly fashionable district to the east of South Point) once called itself "the other East Side", South Point could herald itself as "the next Bay View."

South Point should continue to grow as a destination for home buyers seeking a traditional feeling community. It is a district long associated with Milwaukee's proud ethnic roots and that could contribute to the mix of businesses located there.


South Point District
A
B
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A
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I
F
OKLAHOMA
OKLAHOMA
MORGAN
MORGAN
HOWARD
HOWARD
27th
20th
13th
6th
A: Garden District
B: Kinnickinnic River Corridor Neighborhood Plan
C: Kinnickinnic River Parkway
D: Vacant lands
E: Redevelopment opportunities for Kinnickinnic River replacement housing
F: Wilson Park Creek
G: 20th Street industrial corridor
H: Greening of Southlawn
I: 27th Street catalytic project
J: 13th Street commercial corridor
K: Oklahoma Ave mixed-use corridor
L: Potential Targeted Improvement Neighborhood

## *Sub Area Recommendations*

### *Garden District*

*"A" on the South Point District map*

The Garden District encompasses the entire 13th Aldermanic district and most of the South Point District. Its mission is to improve the quality of life for residents by improving beautification of the area through increased landscaping.

Events such as workshops and annual awards are held throughout the season to recognize the members' commitment to excellence.

These efforts also contribute to the District members' beliefs that an enhanced physical environment projects a positive appearance to visitors to the area.

According to "The Garden District Designation Plan," members have developed four objectives to guide their activities:

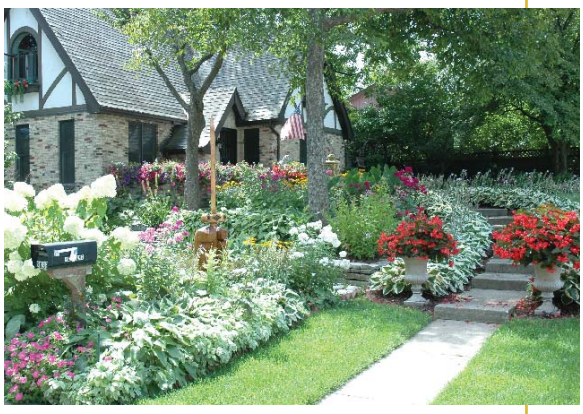
*1) Brand Garden District identity;*

*2) Celebrate and recognize the gardening tradition;*

*3) Serve as environmental stewards; and*

*4) Share gardening resources and knowledge.*

To see the Garden District Designation Plan in its entirety, see Appendix 2.



## *Kinnickinnic River Corridor Neighborhood Plan*

*"B" on the South Point District map*

The Sixteenth Street Community Health Center and the Milwaukee Metropolitan Sewerage District (MMSD) are preparing a neighborhood plan for an area that overlaps the northern portion of the South Point District.

The planning area includes a 2.5-mile stretch of the Kinnickinnic River Corridor, running from 27th St. on the west (upstream) to 6th St. on the east (downstream), extending from Lincoln Ave. on the north to Oklahoma Ave. on the south.

The area south of the Union Pacific Railroad and north of Oklahoma Ave. lies in South Point and the Southwest Side comprehensive planning area.

According to a neighborhood plan presentation slide titled, "Why do we need a neighborhood plan?" the purpose of the plan is:

> *a) River Rehabilitation: Ensure that the technical design solutions for the river rehabilitation and flood management are integrated with the needs of the community;*
>
> *b) Housing: Maintain affordability in the neighborhood while providing a diverse range of housing opportunities;*
>
> *c) Commercial: Enhance existing commercial areas in the neighborhood and identify new opportunities for economic development;*
>
> *d) Parks and Open Space: Improve the quantity and quality of public recreation and open space areas within the neighborhood; and*
>
> *e) Community: Engage and educate the community about flood management and issues relating to the neighborhood plan.*

The neighborhood plan identifies potential redevelopment opportunities for replacement housing on vacant or isolated industrial properties along the southern edge of the Union Pacific Railroad between 12th St. and 6th St., along the western frontage of 20th St. between Oklahoma Ave. and the Kinnickinnic River Parkway and in several other locations shown on the South Point District map as location "E.".

The dense residential area along the Kinnickinnic River between 6th and 16th Streets that will be significantly

impacted by MMSD's flood management project lies to the north, outside of the Southwest Side comprehensive planning area.

Eighty to 90 existing single family and duplex buildings may need to be acquired and demolished as a result of widening the channel for increased flow capacity, reduced risk of floods, and river bank enhancements.

Upon completion of the neighborhood plan, the final recommendations will be given to MMSD and their engineering consultant to incorporate into the flood management project as it transitions into preliminary engineering and design.

a) Once the neighborhood plan is complete, determine whether the neighborhood's plan's recommendations are to be adopted as part of this Comprehensive Plan.

b) Once adopted, engage the public in a participatory project design process to achieve the plan's neighborhood goals.

Source: Kinnickinnic River Corridor Neighborhood Plan draft, MMSD 2009

## *Corridor Recommendations*

### *13th St.*

*"J" on the South Point District map*

Thirteenth Street is a neighborhood retail corridor that lies between Dakota St. and Euclid Ave., crossing Oklahoma Ave. The corridor remains largely intact as a traditional retail street. The adjacent blocks in either direction along 13th St. have a few businesses mixed in with homes. Two minor retail nodes are at the two intersections located to the south along 13th St.

Two new commercial buildings on Oklahoma Ave. and a major discount grocer located just north of the planning area on 13th St. demonstrate confidence in the area.

However, new architecturally insensitive infill developments have interrupted the continuous street wall pattern and are not compatible with the surrounding architectural context of the street and buildings.

a) Seek to fill storefronts with neighborhood serving and specialty businesses.

b) Avoid new curb cuts on 13th St.

c) Ensure that main entrances are clearly recognized by pedestrians.


d) Move off-street parking to the rear of businesses.

e) Renovations should be sensitive to the original design of the building and storefront.

f) Coordinate signage with the design of the building.

### *Oklahoma Ave.*

*"K" on the South Point District map*

The Oklahoma Ave. corridor from 20th St. to 6th St. crossing 13th St. is comprised of a mix of homes and small businesses. This pattern has served the district well and should continue to be predominant along the corridor.

Ideally the isolated pharmacy and major fast food restaurant at 6th St. would have made nice anchors for the 13th St. retail corridor. They are too far away to contribute, although the buildings are well placed to reinforce the urban development pattern along Oklahoma Ave.

### *20th St. Industrial Corridor*

*"G" on the South Point District map*

South Point's largest industrial properties form a corridor along a rail line on the west side of 20th St. from Oklahoma Ave. to approximately Morgan Ave. A few parcels have viable establishments in operation; some are vacant, and some are underutilzed or used for outdoor storage. As the future demand for manufacturing and industrial development in the Southwest Side is predicted to continue to decline (see Appendix 1 for the Market Study), this area may be a suitable area for a new market-oriented business park for new and expanding local businesses of various types.

The northernmost parcel, at Oklahoma Ave., has already transitioned to a medical clinic and other parcels to the north along 20th St. ("D" and "E" on the South Point District map) are susceptible to change, making this corridor a major current opportunity area. Flexibility will be required to respond to future business demands.

a) Remediate contaminated properties and land to the standards for which their future use requires.

b) Reuse existing buildings and land for new uses where possible.

c) Discourage additional recycling, salvage, and storage uses from locating within the corridor.

d) Encourage mixed use development where residential uses promote an inviting business environment, such as on the parcel fronting on Oklahoma Ave.

See Chapter 3 for more information on sustainable site and building redevelopment.

## *Redevelopment Strategies and Actions*

### *Greening of Southlawn housing development*

*"H" on the South Point District map*

Located northeast of 25th St. and Morgan Ave., this housing complex is owned by the Housing Authority of the City of Milwaukee (HACM).

HACM also owns the adjacent playfield, which is programmed by the Milwaukee Public School system (MPS).

Resources for programming the playfield have diminished in recent years, prompting concerned residents and neighbors to organize and work with MPS to obtain program funding for 2009.

There is an opportunity for a multi-layered improvements project involving joint cooperation between the Department of Public Works (DPW), HACM, and MPS:

a) Underground stormwater detention.

In this pilot project, the existing playfield would be removed and a large underground stormwater detention system would be installed.

The system is designed to hold stormwater in a series of chambers. wait until the peak flow of a storm has passed, then release the detained water at a later time.

The end goal is to minimize the quantity of runoff during peak flows. Detaining water in the system would also allow total suspended solids to settle.

On top of the tank, a new playfield surface would be installed. This playfield is envisioned as a combination of a recreation area and green community space.

City departments that will be involved in the new design should work with Southlawn residents and neighbors to generate creative and achievable design ideas for this space.

b) New single family market rate homes

In the remaining area of the block, several new energy-efficient, single family homes would be constructed by HACM for sale at market rate.

These homes incorporate solar panels, rain gardens, Wisconsin Energy Star Certification for appliances and windows, accessibility and means for adaptability, insulation that exceeds building code requirements in walls and ceilings, and low VOC (volatile organic compound) paints.

The presence of VOCs has been related to the level of indoor air quality; therefore, lower levels can indicate better air quality.

c) Green alleys

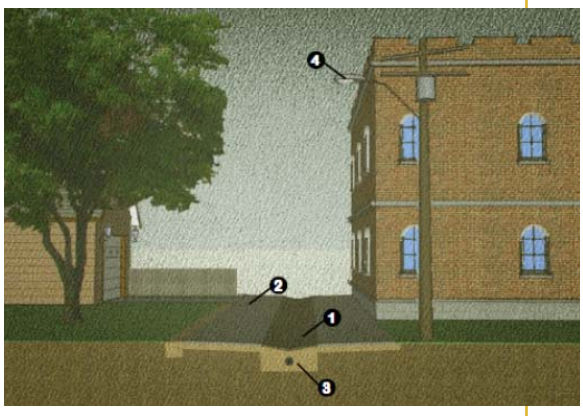
In an effort to address flooding issues in the area, DPW has selected two alleys along the southern and eastern ends of the complex (Morgan Ave. between 21st St. and 24th St. and 21st St. between Morgan Ave. and Ohio Ave.) to develop pilot green alleys in 2010.

DPW will re-construct the alley surface using concrete with a six foot center strip of brick paving.

This approach relieves the wear and tear of heavy vehicles by using concrete at the driving surface, and takes advantage of the pervious nature of brick paving down the center.

By sloping the surface toward the center of the alley, the project will provide a surface that allows water to filter downward at a slower rate to be discharged later.

*HACM home with rain garden*




*Green alley illustration*

The model for the green alley initiative comes from Chicago's Department of Transportation existing alley program which focused on creating more permeable surfaces.

Chicago alleyways, which outnumber those of any other city in the world, are lacking in proper sewer connections causing serious flooding issues.

Rather than opting for more expensive sewer hookups, the city started retrofitting alleys with permeable pavements and pavers.

Some of the potential benefits of green alleys include:

*Green alleys filter silt, pollutants and debris;*

*Green alleys reduce the rate and quantity of stormwater entering the sewer system; and*

*Green alleys can reduce detention requirements.*

*For more information on green alleys, visit http://egov.cityofchicago.org/city/*

### *Vacant Land*

*"D" on the South Point District map*

On the southeast quadrant of the intersection of the Union Pacific Railroad line and 20th St. is a large 5.55-acre parcel, one-third of which is occupied by the 16th Street Community Health Clinic and their parking lot. The rest of the parcel is vacant and should be returned to productive use.

The best use should be determined through a public process. This plan recommends not restricting possible uses to those allowed by the current zoning. However, park and natural resource uses are not recommended, because the immediate area is very well served by public green space.

## *Corridor Recommendations*

### *27th St. Major Commercial Corridor*

Please see Chapter 5 for this catalytic project. *"I" on the South Point District map*

### *Kinnickinnic River Corridor*

See Environmental Corridor Section later in this chapter. *"C" on the South Point District map*

### *Wilson Park Creek Corridor*

See Environmental Corridor Section later in this chapter. *"F" on the South Point District map*

## *Jackson Park District*

### *Existing conditions*

#### *Location*

The Jackson Park District comprises the heart of the planning area, extending west of from the 27th St. commercial corridor to the northern border of the planning area at 60th St., heading south to Cleveland Ave., turning east to 51st St., and south again to the City of Milwaukee boundary with the City of Greenfield which goes as far southwest as 45th St. and Howard Ave.

Jackson Park is one of Milwaukee's most identifiable districts and is home to the Southwest Side's biggest institutions. The district includes the Jackson Park neighborhood identified by the Milwaukee Neighborhood Identification Project, which unofficially mapped neighborhood identities in 1990 and suggested new names for neighborhoods without a strong identity. However, for planning purposes, the district boundary extends well south of the neighborhood to the municipal boundary with the City of Greenfield.

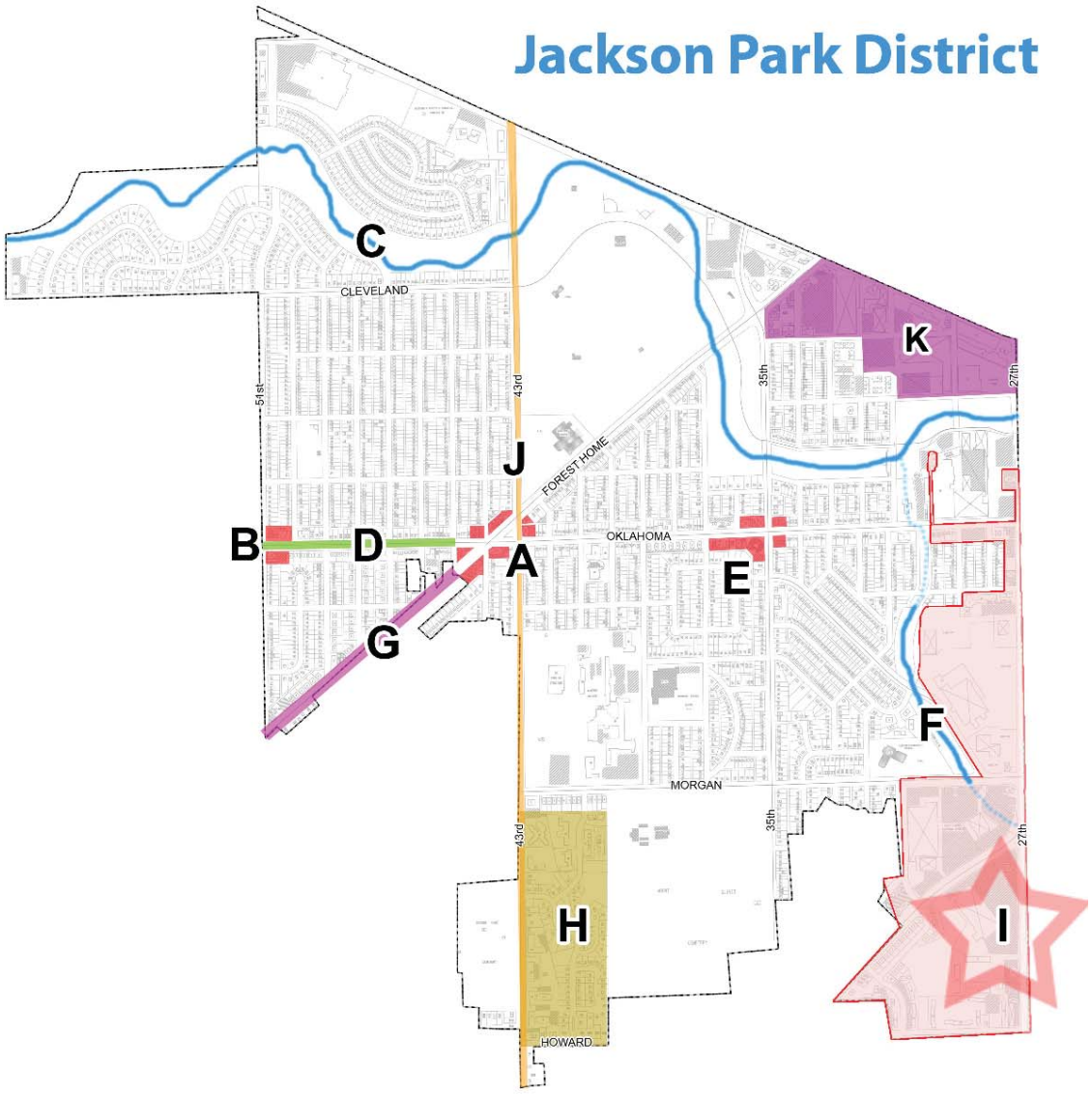
#### *Land Use*

As its name states, the district is anchored by Jackson Park. Jackson Park forms the center of the Kinnickinnic River Parkway, which extends east and west from the park.

Two neighborhoods border the park. One to the west has lamp post signs indicating it as the Jackson Park neighborhood. Another to the southeast, a portion of which also has Jackson Park signs, is farther away from the park and is sometimes referred to as the Alverno and Southgate neighborhoods. Homes in all of these neighborhoods are solidly constructed  brick and Lannon Stone.

The district continues east to Aurora St. Luke's Medical Center and the 27th St. commercial corridor, and south to Alverno College before ending at the unique Cherokee Point subdivision and two large cemeteries: Mt. Olivet and Second Home.

The Southwest Side's only library is located at 35th and Oklahoma and is the most highly utilized neighborhood library in Milwaukee.




A: 43rd / Oklahoma / Forest Home commercial node
B: Minor retail node
C: Kinnickinnic River Parkway
D: Oklahoma Ave sustainability project
E: 35th and Oklahoma minor retail node
F: Wilson Park Creek
G: Forest Home Ave intergovernmental cooperation corridor
H: Cherokee Point
I: 27th Street catalytic project
J: 43rd Street
K: St Luke's business park

The strengths of the district are its beautiful residential neighborhoods and stately homes. The street and block pattern is a traditional grid, but tempered by curvilinear streets that respond to the meanders of the Kinnickinnic River and its tributary, Wilson Park Creek. House sizes and lot sizes vary, offering a range of choices to home buyers.

The area is uniformly attractive and perhaps more reminiscent of an older suburb like Wauwatosa or a northern suburb of Chicago.

The quality of neighborhood retail doesn't match the residential areas and some of the parklands and natural resources are not used to their potential.

## *Recommendations*

### *District Vision*

The vision of Jackson Park is to continue and strengthen the district as one of Milwaukee's premier neighborhoods.

To do that, commercial areas and natural areas must rise to the level of residential and institutional areas.

## *Sub Area Recommendations*

### *43rd / Forest Home / Oklahoma*

*"A" on the Jackson Park District map*

The triangle intersection of 43rd St., Forest Home Ave, and Oklahoma Ave. has consistently been identified as a high profile location, but also a difficult one for pedestrians to negotiate.

Fast moving traffic travels in different directions and is challenging for pedestrians and cyclists, at best. This is a minor, stable commercial node, consisting mostly of small, independent businesses.

The retail node is extremely challenging because it is divided into six separate groupings of businesses, separated by three fast moving arterials as well as one local street, 44th St. This disjointed context makes parking in one location and visiting multiple businesses -- a key aspect of successful urban retail -- challenging.

*Forest Home / 43rd / Oklahoma node*

a) As businesses change ownership, encourage uses that generate more local activity, thus creating more pedestrian activity on the sidewalks.

b) Provide space for outdoor cafes, sales, etc. to generate more pedestrian activity.

c) Fill the pedestrian realm with more visual and tactile stimulus, such as planters, and unique signage.

d) Provide secure bike racks.

e) As reconstruction permits, add separated bike lanes and traffic calming techniques.

f) Seek businesses that support neighborhood needs as well as Alverno College, its faculty, students, and visitors.

g) Recommendations for the Forest Home Avenue corridor in the Far Southwest District apply to this node as well.

### *35th St. and Oklahoma Ave.*

*"E" on the Jackson Park District map*

This intersection supports a minor retail node and the Zablocki Library. It creates a central place for the local neighborhood. Recommendations for Minor Retail Nodes in the Far Southwest District apply to this node as well.

### *Cherokee Point*

*"H" on the Jackson Park District map*

First developed in the late 1990's, the neo-traditional subdivision's developer envisioned Cherokee Point as a 28-acre community designed to co-exist with nature. Homes are surrounded by trees, ponds, a central park, and land to be held in conservancy. The neighborhood is interconnected by tree lined roadways and bicycle paths.

The first New Urbanist development in Milwaukee, Cherokee Point has been a popular destination for those seeking the spaciousness and quiet of the suburbs with all of the conveniences of the city.

Preserve the character of this subdivision.

*Cherokee Point*

### *St. Luke's Business Park*

*"K" on the Jackson Park District map*

Located along Dakota St. and Montana St. to north of Aurora St. Luke's Medical Center is an industrial area that has been transitioning to a business park largely for expansion for St. Luke's space-constrained campus on 27th St.

Continue to transition to a diverse mix of businesses and institutions as existing industries no longer require the properties.

Seek to create a high quality identity through landscaping and attention to architecture on the perimeter of the business park.

Extend Montana St. east to 27th St. if possible in the future to give a park a clear central corridor and access from the east and west.

### *Supportive Housing site at S. 27th & Dakota*

As the St. Luke's Business Park continues to redevelop, include a major supportive housing development to serve individuals at risk of homelessness on a site near a transit route.

The facility should ideally be located near public transit and retail businesses on 27th St. and not isolated in the interior of the business park.

## *Corridor Recommendations*

### *27th St. Major Commercial Corridor*

Please see Chapter 5 for this catalytic project. *("I" on the Jackson Park District Map)*

### *Forest Home Ave. Corridor*

Forest Home Ave. recommendations are in the following section for Far Southwest Side. *("G" on the Jackson Park District map)*

### *Kinnickinnic River Corridor and Jackson Park.*

See Environmental Section later in this chapter. *("C" on the Jackson Park District map)*

### *Wilson Park Creek*

See Environmental Section later in this chapter. *("F" on the Jackson Park District Map)*

## *Redevelopment Strategies and Actions*

### *43rd Street*

*(“J” on the Jackson Park District map)*

In the Jackson Park district, 43rd Street operates as a minor arterial street, even though it becomes a major commercial street in West Milwaukee to the north and connects indirectly to I-894 in Greenfield to the south. Any future improvements to the street should continue the street’s function as a means to enter and exit this largely residential and institutional district.

Widening the street and other engineering practices designed to raise operating speeds or create a major new route through the district are strongly discouraged.

## *General use and form recommendations*

Develop single-family houses along secondary streets and multi-family houses along arterials or major thoroughfares.

Promote brick and field stone for all or portions of street facing facades to maintain consistency with existing houses.

## *Far Southwest Side District*

### *Existing conditions*

#### *Location*

As its name implies, the Far Southwest Side District forms the southwestern edge of the City and is surrounded by the municipalities of West Allis, West Milwaukee, and Greenfield. The Far Southwest Side District extends west of the northern border of the planning area at 60th St., south to Cleveland Ave., east to 51st St., and south to the City of Milwaukee's boundary with the City of Greenfield which goes as far southeast as 45th St. and Howard Ave.

#### *Land Use*

The Far Southwest Side is a predominately residential district that transitions to a more suburban pattern of development. Development is relatively low density including ranch style homes with driveways on curvilinear streets. The Far Southwest Side may be best classified as a traditional suburban bedroom community. However, the curbs and gutters, sidewalks, street plantings, and neighborhood retail clusters are more representative of an urban environment.

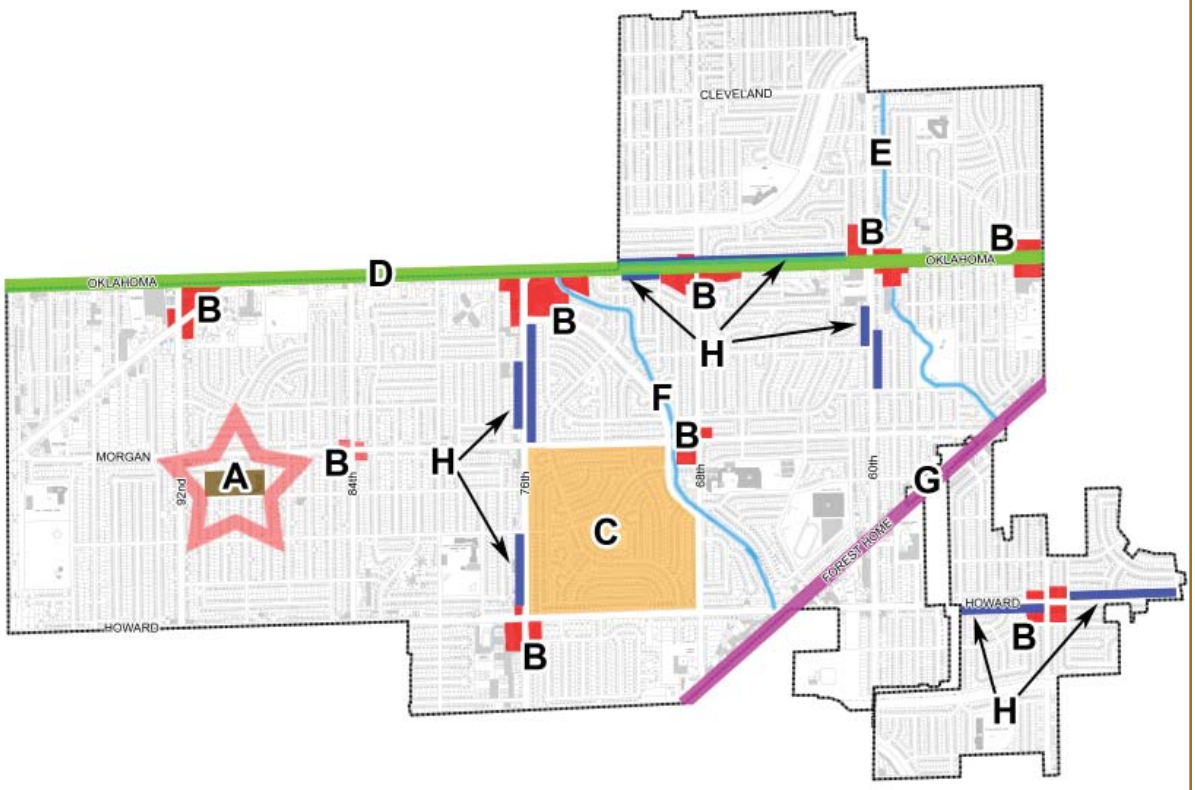
The area is fully developed, relatively new by Milwaukee standards, and not susceptible to change. It could be described as an economically and socially stable district.

With the exception of the Forest Home corridor, commercial in this district is clustered in distinct nodes at arterial intersections.

The District does not contain any major parks, so small to midsized green spaces and creeks provide the most significant diversion from a pattern of orderly residential development. Natural resources in the area such as Alcott Park and Euclid Park or institutions such as St. Sava's church and Hamilton High School can go unnoticed in that they are not in prominent locations or along the arterial street grid.

The area is organized on a grid of arterial streets at ½ mile intervals that divide the area into an easily understandable series of quarter-section neighborhoods.

# Far Southwest District




A: Former French Immersion School catalytic project
B: Minor retail node
C: Wedgewood
D: Oklahoma Ave sustainability project
E: Lyons Creek
F: Honey Creek
G: Forest Home Ave intergovernmental cooperation corridor
H: Frontage road boulevards

## *Recommendations*

### *District Vision*

Preserve the area as an important residential resource for Milwaukee.

The Far Southwest Side is a very high quality residential area, but also a vast geographic area organized around arterial streets that extend for miles.

One vision could be to create meaningful neighborhoods within the community, centered on minor commercial nodes, schools, churches, parks, creeks, or some combination.

The area needs a more descriptive name than Far Southwest Side and one that suggests it isn't "far" at all, but actually home for many people who enjoy its quiet neighborhoods. Perhaps a contest could be held among residents to choose a name for themselves.

## *Corridor Recommendations*

### *Forest Home Ave. Corridor*

*("G" on the Far South Side District map)*

Forest Home Ave. is a major commuting route as well as a largely commercial corridor. Over time it could become a more welcoming route into the City from neighboring jurisdictions.

The Cities of Milwaukee and Greenfield have a proven track record of working together and with the State Department of Transportation on 27th St. in turning a non-descript highway into a place where one is pleased to conduct business.

The same positive attitude and spirit of inter-jurisdictional cooperation should be brought to Forest Home Avenue. A specific improvement strategy should be worked out after interested parties form a cohesive group of businesses. This plan does not presume a particular approach.

## *Redevelopment Strategies and Actions*

### *Minor Retail Nodes*

*("B's" on the Far South Side District map)*

Besides the largely commercial Forest Home Ave. corridor, the Far Southwest Side features nine distinct minor retail nodes located at important intersections in the area. Five are on Oklahoma Ave. and two are located on both Howard Ave. and Morgan Ave. These nodes tend to have commercial land uses on three corners.

In addition to providing the daily necessities of life, these minor shopping centers help create a sense of community in an otherwise large and rather uniform landscape.

Neighborhood and convenience centers can contribute to the quality of life by increasing the vitality and social cohesion of each individual neighborhood. They offer a destination for walking in the neighborhood and perhaps a chance to run into a neighbor. The businesses and their shop windows create a more interesting walking environment. Walking to local centers can be part of a convenient lifestyle and decrease automobile use leading to greater sustainability.

These minor retail nodes should be used to create centers and a sense of identity for the surrounding neighborhood. The market study shows that there may be potential for additional retail in the area and some of the larger nodes might be able to capture some of this potential.

The relatively uniform distribution and spacing of the area's minor commercial centers places almost all the quarter sections (the neighborhoods within the ½ mile street grid) of the Southwest Side within a 15-minute walk of goods and services.

Combined with the Far Southwest Side's extensive network of sidewalks, these nodes provide a wonderful destination and opportunity for local residents to add a healthful walk to their daily lives. One-half hour of moderate exercise per day, such as a walk, contributes substantially to a person's health and well being.

Starting from the northwest, the Far Southwest Side's nine commercial nodes are:

*1) 92nd St. and Beloit Ave. / Oklahoma Ave.*

*2) 84th St. and Morgan Ave.*

*3) 76th St. and Oklahoma Ave.*

*4) 76th St. and Howard Ave.*

*5) 68th St. and Oklahoma Ave.*

*6) 68th St. and Morgan Ave.*

*7) 60th St. and Oklahoma Ave.*

*8) 51st St. and Oklahoma Ave.*

*9) 51st St. and Howard Ave.*

It is important that these centers implement the following recommendations so that the commercial areas rise to the high level of quality of the surrounding residential areas and serve their needs.

a) Adopt unique names that tie them to the local neighborhood they serve.

b) Have attractive and perhaps themed signage and lighting.

c) Employ distinctive architectural features and design.

d) Utilize landscaping other than asphalt and grass.

e) Where possible, use multi-family housing to reinforce these centers.

In particular, surface parking areas should be integrated into the built environment and include well-delineated striping, landscaping and other improvements wherever possible. As these are neighborhood serving nodes, it should be easy to walk from the sidewalk to the front door, even if the business is a gas station that sells convenience items. Street parking is plentiful in the area for high volume periods.

### *Former French Immersion School Site*

Please see Chapter 5 for this catalytic project. *("A" on the Far South Side District map)*

### *Wedgewood Park Neighborhood*

*("C" on the Far South Side District map)*

The design of Wedgewood Park is based on the Radburn, New Jersey plan, a planning concept of the Garden Cities movement. Here, as in Radburn, the traffic and pedestrian systems are separated and do not cross at any major streets. The streets themselves have no curb or gutters, and sidewalks are placed at the rear of residential lots. Wedgewood Park is known for its flowering crabapple trees that line these walkways.

Preserve the character of this unique neighborhood.

*Wedgewood Park*

## *Oklahoma Ave. Sustainability Project*

*("D" on the Far South Side District map)*

Oklahoma Ave. runs through all of the Southwest Side planning area's districts and passes through its east and west boundaries. It is arguably the Southwest Side's defining street even though 27th St. has more commercial development and Forest Home Ave. has more traffic.

The following recommendations define the concept of a "smart street" that features sustainability features such as dedicated facilities for buses and bikes, and state-of-the-art stormwater management.

Elements of "smart streets" include:

*a) Connectivity with local street network;*

*b)Transit service provisions such as bus pullouts;*

*c) Pedestrian connections and facilities, including sidewalks on both sides of the street, pedestrian crossings with paving distinctions, landscaped divisions between traffic and pedestrians;*

*d) Traffic signal coordination / synchronization;*

*e) Stormwater management provisions;*

*f) Street trees;*

*g) Bicycle facilities such as striped or raised bicycle lanes;*

*h) Landscaped medians and terraces; and*

*i) Consolidation of duplicate driveways*

### Frontage Road Boulevards

*("H" on the Far South Side District map)*

Segments of several arterial streets feature a frontage road that separates residential drive way curb cuts from the main traffic flow.

*a) 76th St. roughly between Oklahoma Ave. and Howard Ave.*

*b) Oklahoma Ave. between 60th St. and 74th St.*

*c) 60th St. roughly between Oklahoma Ave. and Morgan Ave.*

*d) Howard Ave. between 45th St. and 50th St.*

These wide portions of the street offer opportunities to create streets that function better. Large expanses of impermeable surfaces, together with a generous right of way, can be retrofitted to include cut-in curbs and rain gardens for stormwater mitigation and beautification. These enhancements would make the street an attractive and functional connection to other systems.

*Oklahoma Ave. and frontage road*

### Environmental Corridors

An environmental corridor is an important stretch of natural landscape, such as a stream valley, that links other natural resource features like lakes, wetlands, and woodlands.

These corridors often contain valuable native plant and animal habitats, undeveloped flood lands, and groundwater recharge areas. They also provide recreational opportunities for fishing, canoeing, hiking, and bicycling.

Environmental corridors are unique and limited resources. Protecting and properly managing them helps prevent serious environmental and development problems, such as wildlife habitat loss, pollution of surface and groundwater, flooding, and structural failure. The natural beauty and recreational opportunities they provide also adds value to neighboring urban development.

A system of environmental corridors extends throughout the Southwest Side plan area consisting of Honey Creek, Lyons Park Creek, Kinnickinnic River, and Wilson Park Creek. These corridors connect Jackson Park, Wilson Park, and the ponds they contain.

The following recommendations seek to protect and enhance each these vital resources while minimizing negative impacts on neighboring property. Recommendations for specific corridors follow these general recommendations.

a) Protect natural environmental corridors when planning and implementing new development.

b) Remove concrete bed sections where property is not threatened by additional room necessary for a naturalized river bottom.

c) Include walkways and pedestrian bridges and add bikeways that connect to the proposed Kinnickinnic bike trail in the Southeast Side Plan.

d) Where possible, provide physical and visual access to areas within the corridors.

e) Develop a comprehensive landscape plan as part of the corridor's rehabilitation to address safety concerns, and create an identity for the area.

*KK concrete channel*

## *Wilson Park Creek*

*("F" on the South Point and Jackson Park District maps)*

The reach of Wilson Park Creek in South Point and Jackson Park districts currently runs in a concrete lined channel bordered by grass turf. It offers the district little in the way of natural amenity.

A MMSD plan currently underway is looking at expanding the culvert under 27th St. and water storage alternatives upstream from this planning area.

Removing the concrete lining is not being seriously considered by the MMSD plan at this time.

The objectives for this reach of creek are:

*a) Reconfigure the creek bed and embankment so that it creates a sense of place for the adjacent 27th St. catalytic project area (See Chapter 5.)*

*b) Remove the concrete lining, if possible, without impacting surrounding properties.*

*c) Landscape with native plants that have water-retaining root systems.*

*d) Possibly realign the creek to run closer to the commercial properties to the west or create a side channel or weir to bring some of the water into or next to the private development.*

*e) Add trees to edges of the parkway where they will not interfere with the flow during storms.*

*f) Add a multi-use path along the creek to connect the South Point and Jackson Park Districts with Wilson Park and the 27th St. commercial corridor.*

*Wilson Park Creek*

### *Kinnickinnic River*

*("C" on the South Point and Jackson Park District maps)*

Maintain and improve the Kinnickinnic River parkway and Jackson Park in the South Point and Jackson Park Districts as a mixture between natural growth and park space.

Because the land surrounding the river in this reach is already publicly owned and used for open green space, the goal is to achieve high standards of environmental restoration to create an amenity for the entire South Side of Milwaukee.

### *Lyons Park Creek*

*("E" on the Far South Side District map)*

Lyons Park Creek corridor in the Far Southwest Side may be too narrow for a multi-use path but has space for linear plantings such as trees and landscaping with native species along the edges.

Removal of the concrete lining is a goal, but subject to hydraulic and land use considerations.

### *Honey Creek*

*(“F” on the Far Southwest District map)*

Honey Creek corridor in the Far Southwest Side may be wide enough to support a multi-use path and linear plantings such as trees along the edges.

Removal of the concrete lining is a goal, but subject to hydraulic and land use considerations.

### *27th St. Major Commercial Corridor*

See Chapter 5 for all 27th St. corridor catalytic project area recommendations. *(“I” on the South Point and Jackson Park District maps)*

### ***Summary***

The recommendations in this chapter work together to bring the general principles described in Chapter 3 down to the ground level so various responsible parties can make tangible steps to preserve and improve the area as part of a concerted strategy.

The next chapter further refines two project areas.

# Chapter 5: Catalytic Projects and Development Recommendations



## *Introduction*

Chapter 5 identifies major opportunity sites within the Southwest Side study area and recommends alternative concepts for redevelopment.

These sites are viewed as high-profile, catalytic projects that possess the potential to transform the surrounding area and have a positive influence on future development. In this context, redevelopment is viewed as a catalyst to encourage further reinvestment in an area, enhance or improve the physical appearance of the community and attract additional development.

The catalytic projects outlined in this chapter represent additional steps toward the future envisioned by Southwest Side residents.

The concepts presented for the catalytic project sites are not intended to be development plans, but rather examples of the type of development that may be possible and feasible at the site. The concepts illustrate how the development strategies outlined in this Plan can be applied.

The catalytic project recommendations are the result of both area wide and site specific input from the community, the physical limitations of the site, market realities, and the character of surrounding development.

It should also be noted that while market potential for development may exist within an area, physical development may not occur due to a number of factors. For example, the recent economic downturn has highlighted the critical importance of access to financing in facilitating development.

For a project to become reality, market potential, site characteristics, and development economics must all be aligned. Other opportunities for redevelopment and reinvestment in the Southwest Side may arise and should be pursued within the guidelines established throughout this Plan.

## *5.1 Catalytic Projects in the Southwest Side*



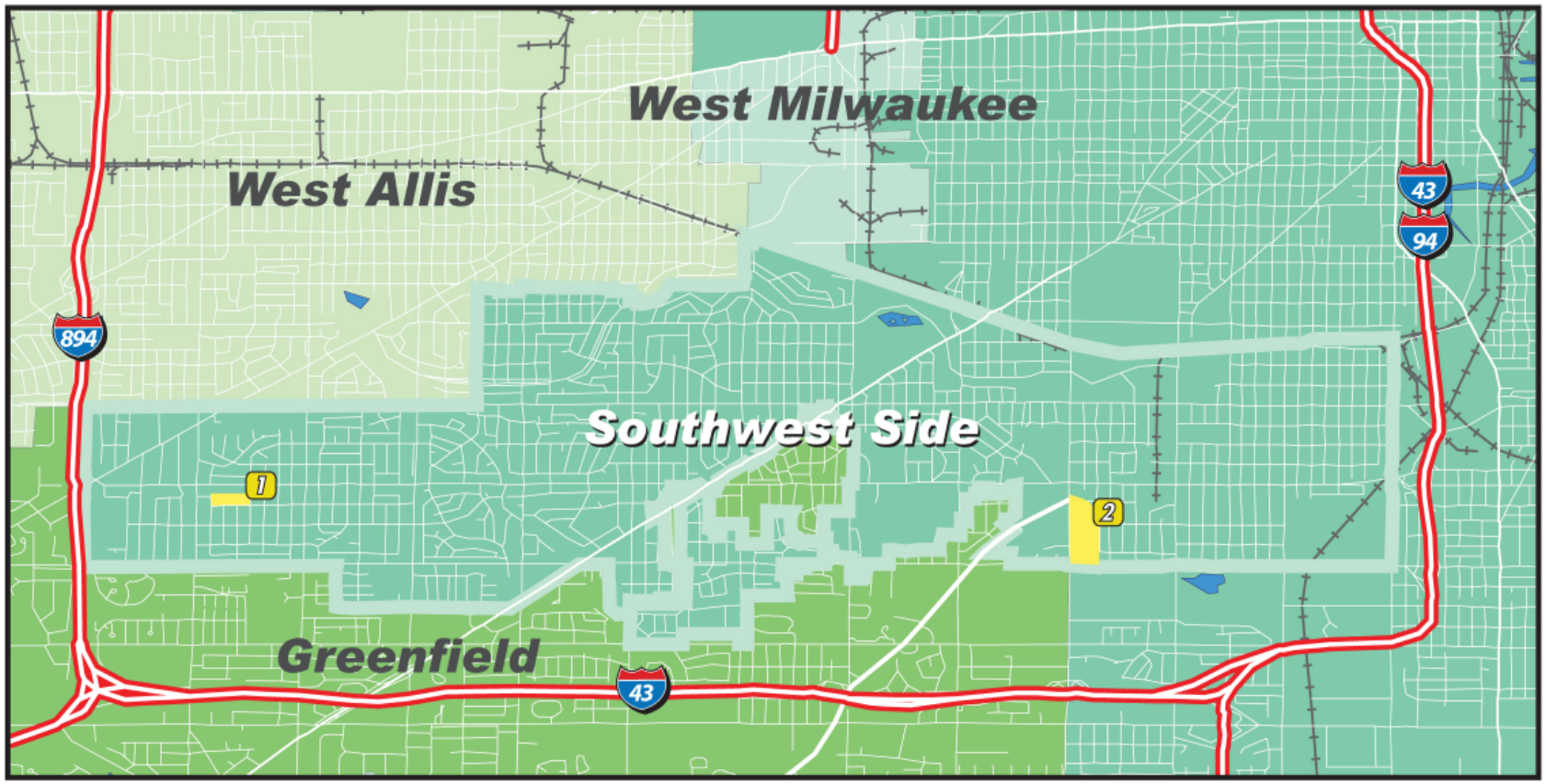
As shown in Figure 5.1, two locations have been selected as catalytic development sites.

These sites were selected based on a combination of factors including location, susceptibility to change, site size, existing uses and potential influence on the surrounding area.

Multiple design concepts are presented for each of the opportunity sites.

To place the concepts within the proper context, the concept graphics are preceded by a brief overview of existing conditions, the community's vision, and corresponding driving principles for future development.

## Figure 5.1
## Catalyst Projects




**Opportunity Site**

1. French Immersion School site
2. NEC 27th Street & Howard Avenue

## *5.2 Catalytic Project: French Immersion School Site*

### *Location*

The former French Immersion site comprises 7.4 acres located between 88th St. and 91st St. on the north side of Warnimont Ave. The site's northern boundary is formed by the rear lot lines of several single family homes that front Morgan Ave. to the north.

### *Existing Conditions*

The site is the former location of the Milwaukee French Immersion School operated by Milwaukee Public Schools. The school was relocated to 2360 N. 52nd St. in 2004, leaving the facilities at Morgan Ave. and 88th St. vacant.

Significant features of the site include the approximately 35,000 square foot former school building and the S. 88th St. Playground which comprises a tot lot and baseball field. A significant portion of the site is paved.

### *Planning Context*

The site is surrounded by single family detached residential development with detached garages served by driveways. The only commercial development within a one-quarter mile of the site consists of two small buildings at the intersection of Morgan Ave.Ave. and 84th St. The 92nd St. and Oklahoma Ave. commercial development is one-half mile away.

### *Vision*

The redevelopment of the former French Immersion School site will reinforce the character of the surrounding residential neighborhood. It will replace a largely vacant area with new housing and community facilities that make a positive contribution to the community.

New development will be physically connected and visually integrated into the surrounding neighborhood. In addition to providing new community assets in the form of useable open space and a community center, new development may also improve desirability of the neighborhood and boost housing values of nearby existing residences.


*French Immersion School Site*

## *Development Recommendations*

The two concepts presented for the French Immersion School site illustrate capacity for redevelopment as a new residential neighborhood with a community center. *See Figure 5.2.*

These concepts are guided by the following development recommendations:

### *Building Design & Orientation*

*New residential development should reflect a traditional scale and character.*

*Any attached single family homes or multi-family structures should be visually incorporated into the area of predominantly detached single family, one- to two-story homes.*

*Respect the site's adjacency to residential lots to the north.*

*The main entrance to each dwelling unit should be oriented towards the street or public way.*

*No more than four townhomes should be permitted per grouping with green space located between each group.*

*Multi-family residential developments should complement the character of adjacent residential development by repeating characteristic design elements such as rooflines, form, scale, pattern, color and material.*

### *Circulation & Access*

*Establish connections to the existing street grid to the south, east, and west.*

### *Landscaping*

*Street trees should be located along parkways, sidewalks, and pedestrian/bicycle paths to enhance the streetscape of the residential areas.*

### *Open Space*

*Integrated open space should provide residents with safe and convenient access to recreational opportunities.*

*Pedestrian and bicycle paths should connect residential areas with significant open space features and the community center.*


*Figure 5.2, Alternatives: French Immersion School site*

### *Alternative 1 – Residential Redevelopment*

The Residential Redevelopment concept envisions two new residential blocks bookending a center block that contains a new park and community center.

Local streets have been extended from the west (Eden Place) and south (89th St. and 90th St.) through the site to continue the block network established in the surrounding neighborhood.

On both the east and west side, the park is fronted by single family homes that backup to a pair of four-unit townhome buildings fronting existing local streets. The townhome structures are also separated by a small green space.

### *Alternative 2 – School Facility Reuse and Partial Redevelopment*

Alternative 2 illustrates the potential reuse of the former school facility as a community or senior center and partial redevelopment of the site for residential use. The School Facility Reuse and Partial Redevelopment concept envisions a community center located to the east of new residential development centered on an area of open space.

Eden Place has been extended east to extended 89th St. before jogging north to form the northern edge of the community center. The extension of 89th St. required the partial demolition of the existing school facility.

The façade, roofline, and other architectural elements of the existing school facility will be enhanced to honor character of surrounding residential development. 90th St. has also been extended north to Eden Place, but its lanes have been split to encompass a green to be used by local residents.

Residential development will comprise two blocks of detached single family homes with a row of single family homes fronting Eden Place and backing up to existing residences to the north of the site.

### *Alternative 3 – School Facility Reuse and Multi-Family Redevelopment*

The two alternative concepts for the French Immersion School site were reviewed by the Southwest Side Plan Advisory Group (PAG). After considering the merits of both concepts, the PAG requested a third concept that included the reuse of the former school facility and partial redevelopment of the site with a mix of single family homes and a multi-family building.

As with Alternative 2, the third concept (see Figure 5.3) envisions a community center located to the east of new residential development centered on an area of open space.

Eden Place has been extended east to an extended 89th St. before jogging north to form the northern edge of the community center. The extension of 89th St. required the partial demolition of the existing school facility.

The façade, roofline, and other architectural elements of the existing school facility will be enhanced to honor character of surrounding residential development. 90th St. has also been extended north to Eden Place, but its lanes have been split to encompass a green to be used by local residents.

The new residential development comprises a block of detached single family homes and a block of multi-family development with one three story structure. Units in this multi-family building could be either for-sale or rental units. An age restricted community may also be appropriate for this property given proximity to the new community or senior center.

A row of single family homes also fronts Eden Place, backing up to existing residences to the north of the site.

The third concept would feature a significant amount of green space including a residential boulevard, a tot lot (replacing the tot lot currently located on the site), a small park adjacent to the community center, and another small park adjacent to the new multi-family building. The tot lot and two small parks would be interconnected through a network of pathways and clearly demarcated pedestrian crossings over newly created local streets passing through the site.


*Figure 5.3, Alternative 3: French Immersion School site*

## *5.3 Catalytic Project: 27th St. Corridor Enhancements*

As discussed in Chapter 4, 27th St. is the primary commercial corridor within the Southwest Side study area.

The corridor, which extends from Oklahoma Ave. south to Howard Ave., is the location of a wide variety of uses including small scale commercial development, big box retailers, strip centers, multifamily housing, and institutional uses.

The urban form of the corridor is characterized by large parcels and structures with significant setbacks, underutilized surface parking, minimal landscaping, and inadequate pedestrian circulation. Recent vacancies of auto dealerships and other commercial establishments have contributed to a decline in the appearance of the corridor and threaten its vitality.

There are many opportunities to improve the physical character and function of the 27th St. corridor. However, future redevelopment will depend on both private and public initiatives and reinvestment.

The following development recommendations should be used to address the issues previously identified.

### *Existing Development*

Several areas within the corridor may have limited potential for full-scale redevelopment due to a number of limiting factors such as lot depth, site area, and quality or obsolescence of existing development.

There are several recommendations that can be implemented to improve existing development throughout the corridor.

*Fencing and landscaping should be used to establish appropriate screening of commercial properties adjacent to residential neighborhoods.*

*Signage and facades should be upgraded such that they are attractive and positively contribute to the character of the corridor.*

*Where appropriate and feasible, cross easement access between adjacent commercial properties should be negotiated to improve circulation and safety along the corridor.*

*Parking lots should be enhanced with landscaping and other improvements.*

*Outlot commercial development should be established in underutilized parking areas at key intersections.*

## *High Quality Design*

The quality of development and physical appearance can have a significant impact on the long term health of a corridor.

It is important that policies are in place to ensure high quality structures are built that contribute positively to the community's vision for the corridor.

*Buildings should be attractive at both a pedestrian and vehicular scale, and architectural details should be visible from the street.*

*Where feasible, buildings should front 27th St. with parking areas located in the rear and accessed via local streets and internal access drives.*

*Distinguishing architectural features are encouraged, such as decorative cornices, columns, reliefs, and other façade ornamentation and detailing.*

*Buildings should incorporate quality materials and 360 degree architec-ture so that they are at¬tractive and look complete when viewed from all sides.*

*Lighting should be used to promote safe and secure parking and pedestrian areas, and it can also serve to enhance the appearance of the property.*

*Where feasible, unified signage should be encouraged to reduce visual clutter and create a sense of uniformity between commercial properties.*

## *Circulation & Access*

Pedestrian and vehicular connections need to be improved throughout the 27th St. corridor to create an environment that fosters a positive shopping experience where patrons can easily travel between businesses throughout the corridor.

*There should be a minimal number of curb cuts along the corridor to reduce traffic congestion and safety problems.*

*Cross access between adjacent parcels should be implemented to reduce the need for curb cuts along 27th St.*

*Off-street parking lots should be designed and located so that they are safe, attractive, and efficient.*

*Landscaped walkways should be provided along all local streets.*

*Internal pedestrian walkways should be established to provide safe, convenient connections between different residential and commercial areas.*

## *Green Infrastructure*

Green infrastructure can be used to address community goals regarding energy efficiency and stormwater management and is a central component of sustainable design and development.

Features such as rain gardens, bioswales, and green roofs serve the dual purpose of improving the aesthetic value of a space while enhancing the function of a site and maximizing the positive contributions of development with regard to the environment.

The City should take an active role in working with developers and property owners to achieve these objectives.

*A landscaped parkway and sidewalk should be provided adjacent 27th St. and internal local streets. This should separate parking areas from roadway traffic and enhance the pedestrian atmosphere. Landscaping should consist of street trees, sod, and low shrubbery.*

*Areas adjacent to site entry points along 27th St. and Howard Ave. Ave., monument signs, and other site features should be planted with seasonal flowers or colorful groundcover to add visual interest to these key areas, and identify main access points into a development.*

*Components of open space should be integrated throughout new development and interconnected with the local pedestrian network.*

*The Wilson Park Creek should be enhanced and utilized as an asset throughout the corridor.*

*The installation of permeable paving materials and planted linear bio-swales should be encouraged in surface parking areas.*

*New development should strive to be stormwater neutral and utilize various techniques such as green roofs, bioswales, permeable paving, and rain gardens.*

## *Corridor Issues*

Figure 5.4 highlights key issues within the corridor that should be addressed to enhance the corridor.

### *Curb Cuts*

The extensive and uncoordinated use of curb cuts on major arterials can slow traffic, heighten congestion problems, and create potential safety issues. Curb cuts are particularly numerous in the northern portion of the corridor on the east side of 27th St. Cross access easements between adjoining properties and increased use of the existing alleyways may help improve circulation along 27th St.

### *Limited Lot Depth*

The portions of the corridor with extensive curb cuts are also typically areas where lot depth is short (approximately 125 ft.) and there is limited opportunity for the creation of a dedicated internal access lane. Shallow lot depth can also be a limiting factor when assessing the potential for new commercial development.

Significant commercial development on these parcels may require structured parking which could be cost prohibitive. Assemblage of these properties may increase the potential for new commercial development.

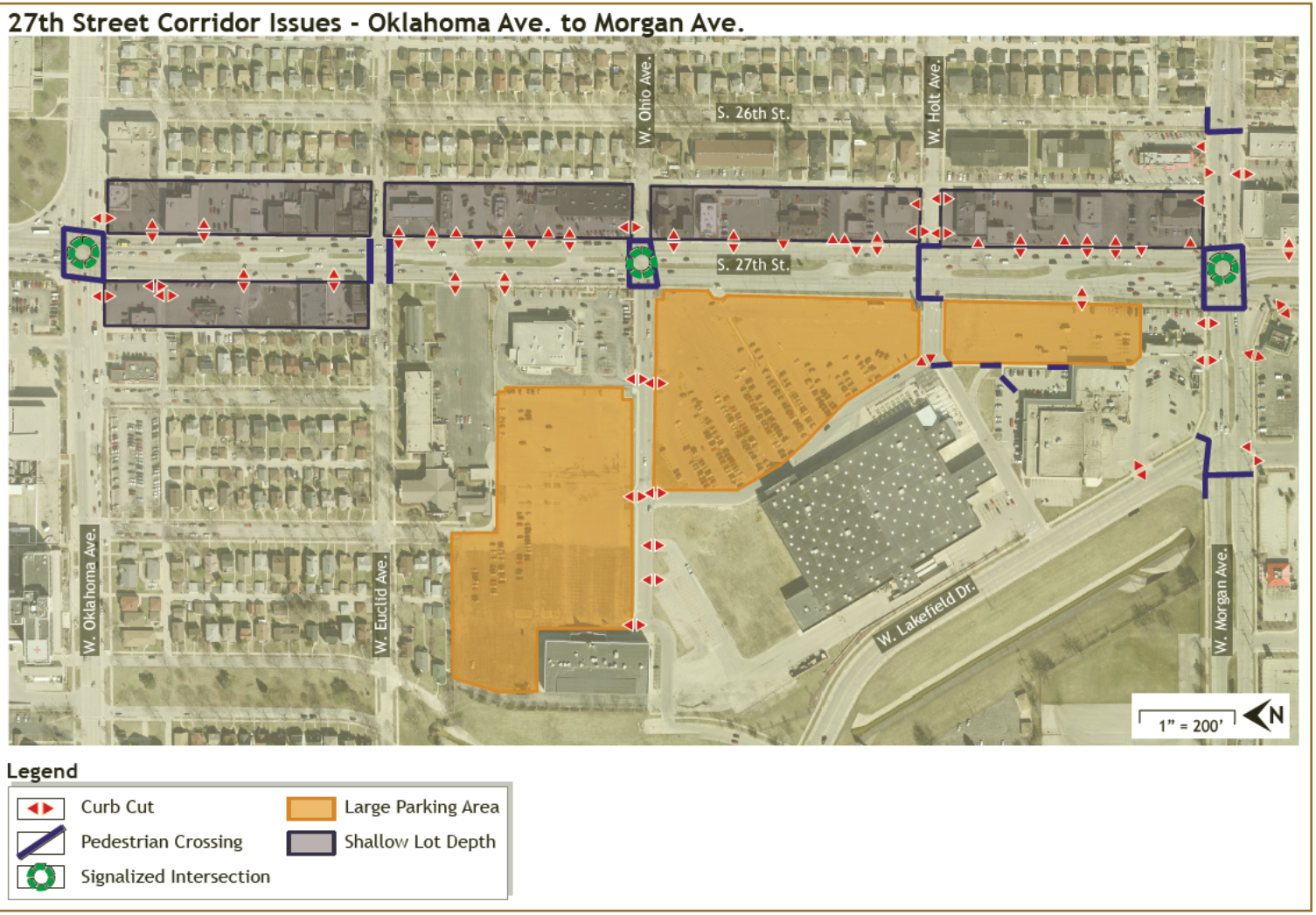



*Figure 5.4a, 27th St. north corridor issues*

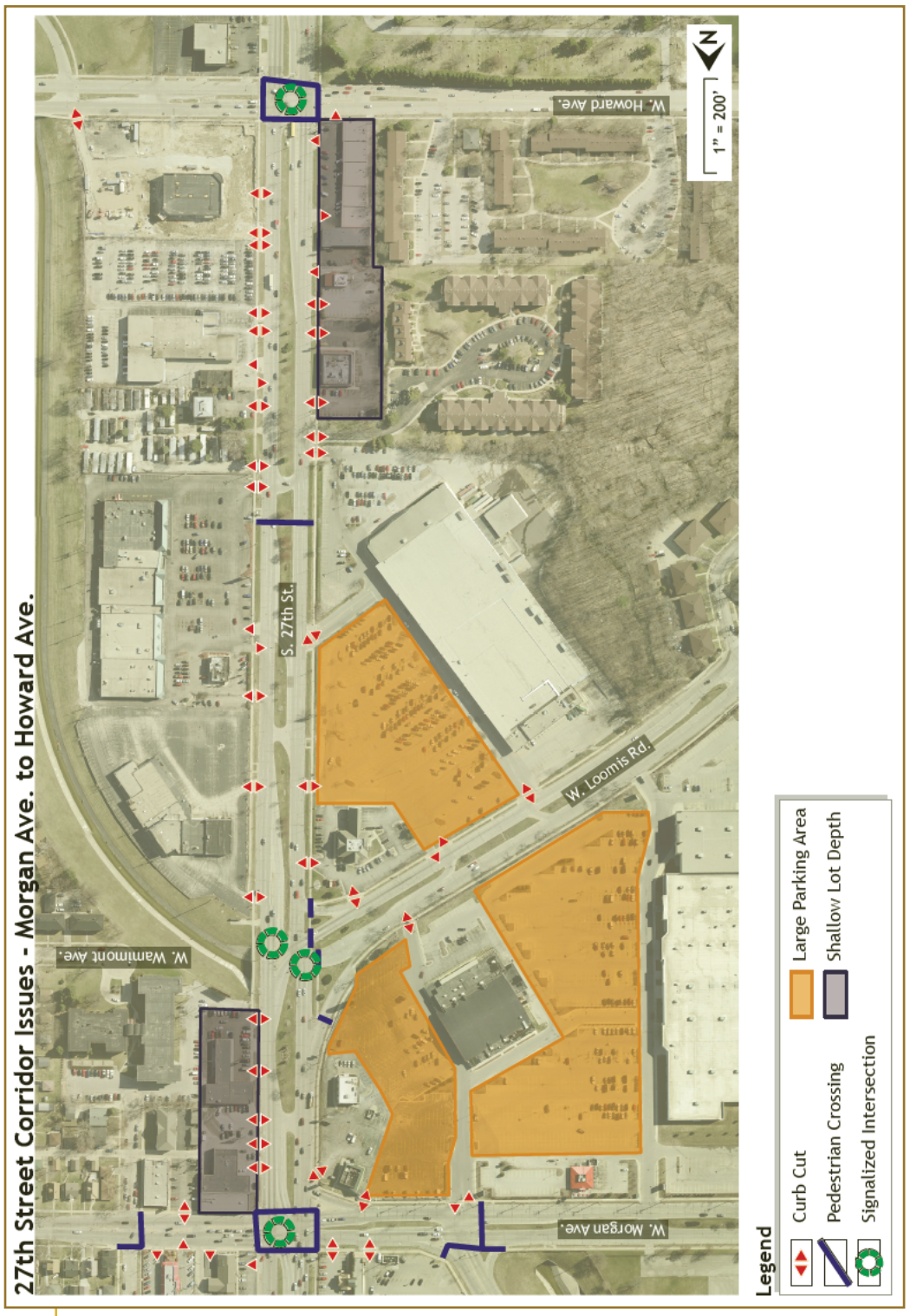



*Figure 5.4b, 27th St. south corridor issues*

*Large Parking Areas*

Parking is a necessary component of corridor commercial areas and it is important that it be conveniently located to provide patrons with easy access to all businesses.

Parking areas, however, can also have a potentially negative impact on a commercial district if located in large unattractive, contiguous areas. Over concentration of parking can be potentially detrimental to the physical appearance of an area, giving the perception of a lack of activity, vacancy, and disrepair.

Several of the surface parking areas surrounding corridor shopping centers, on the west side of the street, are expansive and relatively underutilized.

The corridor may be ‘over parked’ in some areas allowing for the potential development of out-lots at those locations.

*Pedestrian Connections*

The corridor has an extensive network of sidewalks; however there are a limited number of opportunities to cross from one side of 27th St. to the other. The northern portion of the corridor has five intersections with pedestrian crossings within a one half mile span.

Three of these intersections are signalized. While this portion of the corridor is relatively accessible to the pedestrian, areas with concentrations of several small commercial uses could benefit from additional mid-block crossings.

The southern portion of the corridor offers fewer opportunities for pedestrians to cross 27th St. This half mile length of the corridor has controlled intersections at Morgan and Howard Aves. and one unsignalized, mid-block crossing approximately .2 miles north of Howard Ave. adjacent a MCTS bus stop.

As illustrated in the following section, redevelopment of this portion of the corridor should incorporate additional opportunities for pedestrian crossings. A new signal could also be used to coordinate access between existing development on the west side of 27th St. and any future development on the east side. This new intersection could provide a mid-block, fully signalized pedestrian crosswalk across 27th St.

## *Infill Opportunities*

Figure 5.5 identifies areas of the corridor that may represent opportunities for targeted reinvestment or redevelopment.

### *Southwest Corner of 27th St. and Oklahoma Ave.*

The intersection of Oklahoma Ave. and 27th St. is the northern boundary of the 27th St. commercial corridor and serves as a primary entryway into the corridor.

Properties on the southeast and southwest corners of this intersection represent potential gateway opportunities where unique development, artwork, landscaping, wayfinding, and signage can be used to announce entry into the corridor and set the tone for a visitor's experience.

As a gateway to the corridor, the development along the block between Oklahoma and Euclid Aves. should be high quality and leave a positive impression on patrons and visitors to the area.

The western side of 27th St. could be redeveloped to mirror the mixed use structures and streetwall established on the eastern side of 27th St.

The properties on the east side of 27th St. could benefit from façade improvement to provide a high quality and updated look to this portion of the corridor.

These improvements could help establish a two-sided, small scale commercial area that provides a more intimate, "main street" shopping experience.

### *Outlot Development*

Outlot development can be used to reestablish a streetwall at key intersections and create activity in an area previously occupied by surface parking.

Outlot development in these areas would enhance the pedestrian shopping experience while taking better advantage of high traffic counts along 27th St.

Access to these businesses should be provided via adjoining local east-west streets (Ohio and Holt Aves.).

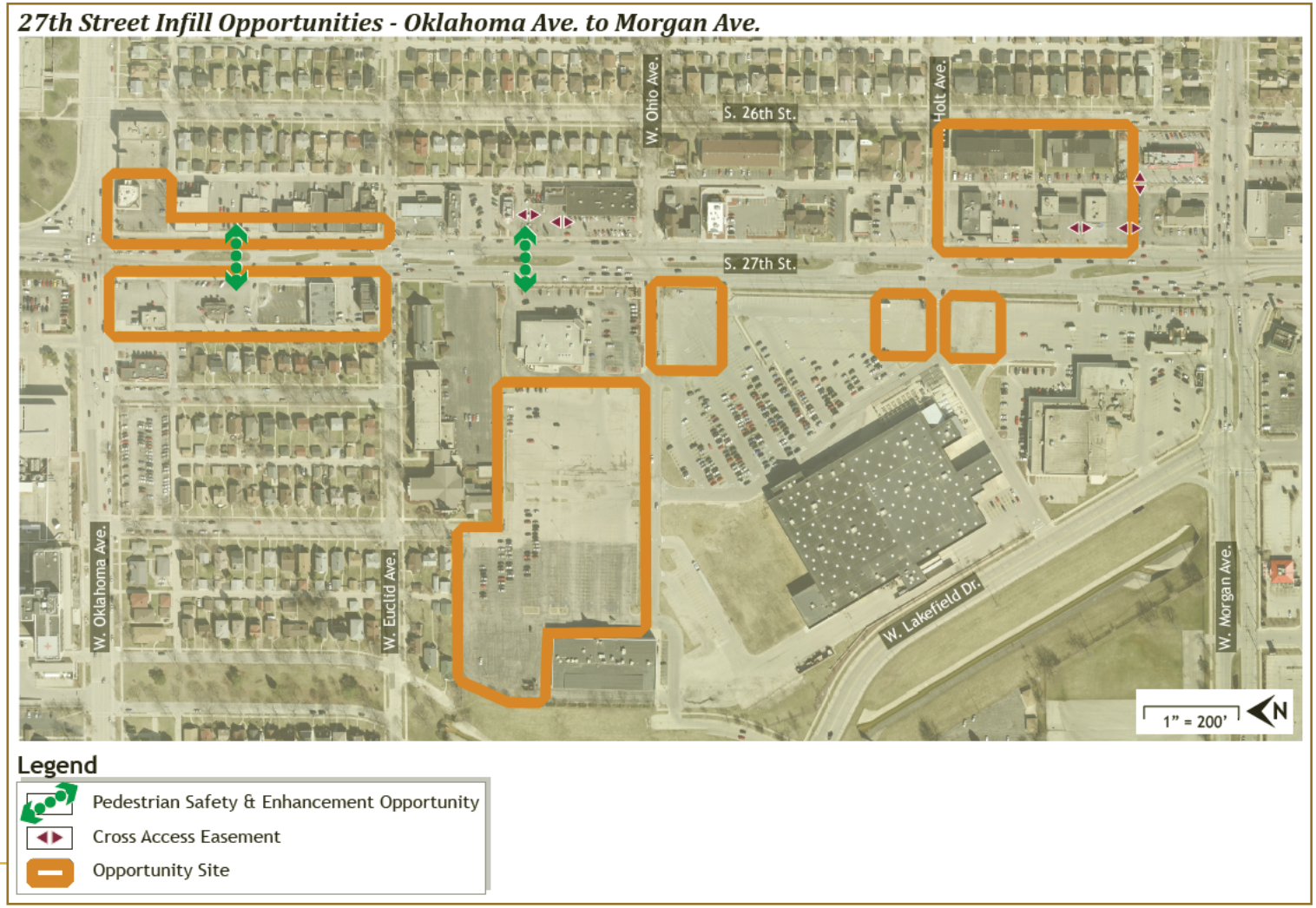



*Figure 5.5a, 27th St. north corridor opportunities*

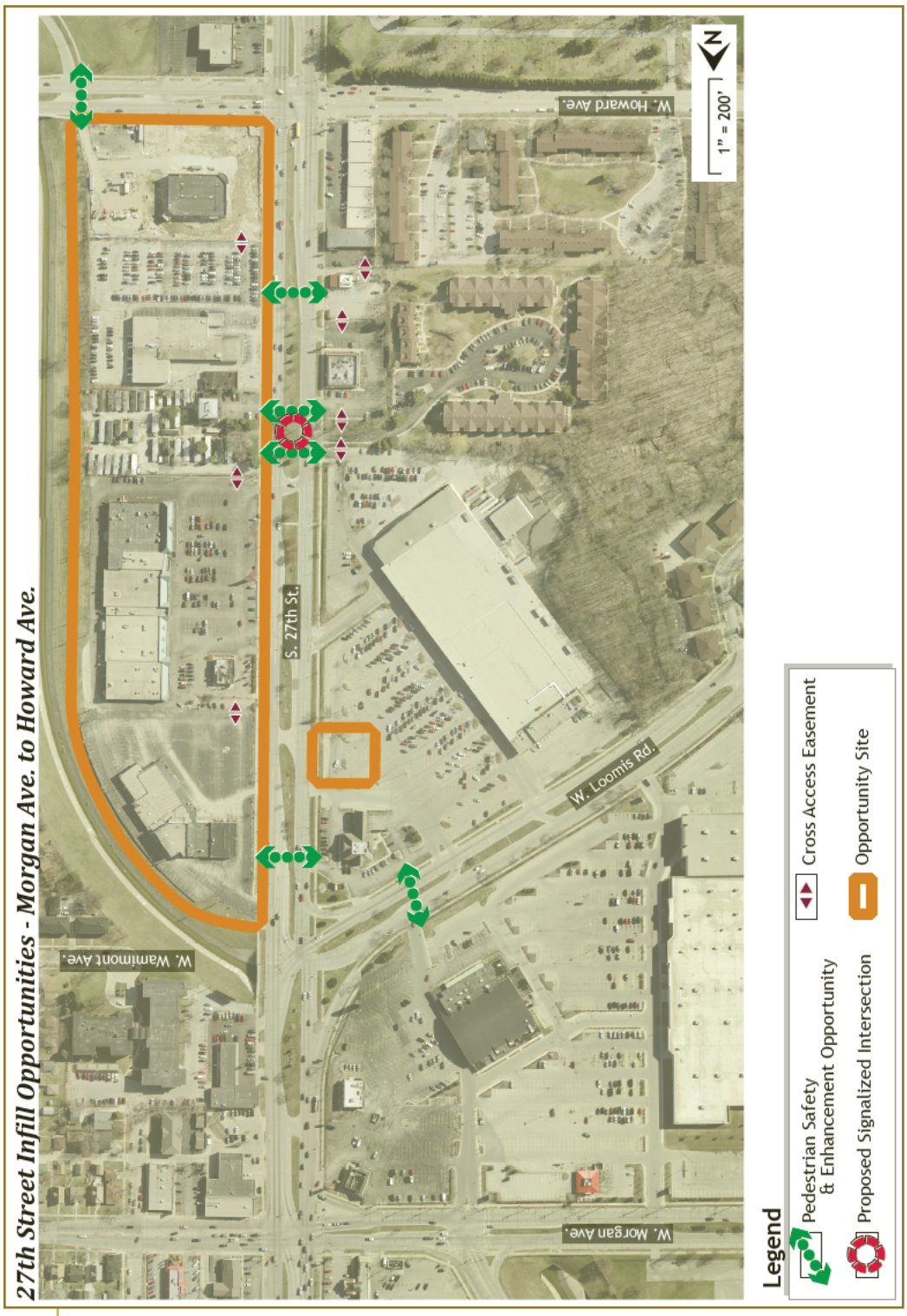



*Figure 5.5b, 27th St. south corridor opportunities*

### *Northwest Corner of Ohio St. and 27th St.*

This large area is utilized for surface parking by patrons of the cinema located in the southwest corner of the block.

The southern portion of this area could be redeveloped to accommodate additional commercial development fronting Ohio Ave. This development would complement any potential future commercial outlot development at the southwest corner of Ohio and 27th St.

Other entertainment or restaurant uses at this site may also benefit the cinema particularly if shared parking and pedestrian enhancement were provided that allowed patrons to travel conveniently from one venue to another.

### *Southeast Corner of Holt St. and 27th St.*

This area currently comprises two multi-family buildings and four commercial buildings.

Compared to other areas within the corridor, this block has more unified ownership and possesses the potential for assembly of a large area. This location has significant potential given the lot depth, overall size, and location across from the corridor's newest commercial development.

Future redevelopment of this site should minimize the number of ingress and egress points, maximize frontage along 27th St., and provide parking in the rear.

### *Cross Access Easement*

There are several areas where commercial properties have adjoining parking lots but utilize access drives that are independent of each other. In these instances, if a patron uses one business and wishes to use as adjacent business, they must turn back on to 27th St. before turning into the other parking area.

Cross access easements can be used to create access drives between adjoining parking areas and minimize the volume of short journey traffic on 27th St.

Ingress and egress points to adjoining properties can also be combined to minimize the number of curb cuts.

## *Corridor Enhancement: 27th St. & Howard Ave. Site*

### *Location*

The site comprises approximately 17 acres bordered by the Wilson Park Creek to the north and west, Howard Ave. to the south and 27th St. to the east.


*Former 27th St. auto dealership*


*Wildenberg Hotel*

### *Existing Conditions*

The 27th St. site is currently occupied by a new CVS, two former auto dealerships (vacant), a manufactured housing community, and a neighborhood retail center with one out lot occupied by a limited-service restaurant.

The 73,000 square foot retail center, South Towne Center, is anchored by Save a Lot and Dollar Tree and is currently 92% occupied with one vacancy.

The Wildenberg Hotel and Bar is located in the central portion of the site to the south of the shopping center. The structure is a two-story, Cream City brick mansion from the mid-19th century with five rooms available for rent. The Wildenberg Mobile Home Park, which is located to the north and east of the Wildenberg Hotel, is home to approximately 40 mobile homes and 100 residents.

There are over a dozen curb cuts along the site's 27th St. frontage which measures approximately .4 miles long. The extensive and uncoordinated use of curb cuts on major arterials such as 27th St. can slow traffic, heighten congestion problems, and create potential safety issues.

*Planning Context*

27th St. is the primary commercial corridor within the Southwest Side and has relatively high average daily traffic counts of 27,000 vehicles. Howard Ave., which connects to I-43/94 approximately 1.5 miles to the east, also has significant traffic counts of 15,300 vehicles per day.

Given its location, the site has relatively significant potential for commercial development. The CVS recently opened on the southwest corner of the site on a parcel fronting both 27th St. and Howard Ave.

The Milwaukee County Transit System currently provides bus service along the 27th St. corridor (Route 27). A northbound bus stop is located in the center of the site and a mid-block pedestrian crossing at this location provides access to the west side of 27th St. Long range transportation plans for the Milwaukee County have identified 27th St. as a potential Bus Rapid Transit Route.

The portion of the Wilson Park Creek which forms the northern and western borders of the site is currently channelized. The 45 foot wide trapezoidal cement channel is buffered by an approximately 80 foot grass lawn area on either side.

This green corridor is not currently utilized as an open space asset. The site's eastern border is within view of a predominantly single family residential neighborhood located to the east of the creek along 25th St.

*27th St. bus stop*

## *Vision*

The redevelopment of the 27th St. and Howard Ave. site should be a catalyst for further redevelopment and commercial reinvestment throughout the 27th St. Corridor.

The project will enhance connections between residential neighborhoods to the east and improve traffic flow along the 27th St. corridor.

New development will consist of high quality, mixed use development that maximizes the potential of this valuable commercial property while providing multi-family residential opportunities and buffering single family neighborhood from the intense uses along the 27th St. Corridor.

New development will also serve as an example of modern, sustainable design and development practices.

As a component of the project, a portion of the Wilson Park Creek will be enhanced, transforming the creek from a means of conveying stormwater to an open space amenity and community asset.

## *Development Recommendations*

The two concepts presented for the 27th St. and Howard Ave. site are guided by the development recommendations outlined for the corridor as a whole. Additional detail is provided in the following concept descriptions.

### *Common Elements*

#### *Local Street Connections*

The primary point of entry into the site is to be located approximately 700 feet to the north of Howard Ave. along 27th St. This access point corresponds to the southernmost entrance into the shopping center located on the west side of 27th St.

A new local street would originate from this point and travel east before intersecting with an extension of Van Beck Ave. from the south. It is envisioned that the three drives currently providing access to Denny's, the apartment complex, and shopping center to the west of 27th St. would be consolidated as an extension of this new local street.

The resulting intersection of this local street with 27th St. would be signalized allowing for multi-directional traffic in and out of the two sites.

Wilbur Ave. would also be extended from the east and bridge the Wilson Park Creek before connecting to 27th St. at a point parallel to the northern most 27th St. entrance of the shopping center to the west.

A new segment of Tripoli Ave. is also envisioned spanning the southern portion of the site and terminating at an extended Van Beck Ave. where a pedestrian bridge then provides a connection to the residential neighborhood to the east.

*Bus Rapid Transit*

As mentioned previously, long range transportation plans for the Milwaukee County have identified 27th St. as a potential Bus Rapid Transit (BRT) route. The development concepts for the 27th St. and Howard Ave. site have all retained significant right-of-way along 27th St. in the event that a BRT route is built in the corridor.  This area is shown as an area of open space in the interim.

*Southern Parcel*

The southernmost parcel of the site is the location of a recently constructed CVS. The CVS occupies approximately the western two-thirds of the parcel leaving an area of nearly one (1) acre vacant.

In both concepts, this area is envisioned as the location for a 5,000 to 6,000 square foot, one-story commercial building.

An attached patio space is also shown on the building's northern face creating an amenity for a potential café.

*Wilson Park Creek*

The creek forms the northern and western borders of the site and is currently channelized. Remove the creek's concrete lining, if possible, without impacting surrounding properties. The creek channel should be restored or naturalized so as to allow for adequate channel capacity while enhancing the creek's value as a natural asset.

This may entail modification of the current channel to introduce a more irregular path with features that create opportunities for pools or riffles.

Engineered wetlands could also be introduced on a limited scale within this portion of the corridor.

In the development concepts shown here, the creek is envisioned as a green corridor with a multi-use pathway paralleling the waterway along the eastern edge of the site. This pathway could be cantilevered over the creek embankment to provide visual interest to pedestrians and bicyclists as they pass over the greenway.

The concepts also depict lookout platforms at points where the pathway intersects with newly created local streets within the site. Both alternatives also include a pedestrian bridge over the Wilson Park Creek at Tripoli Ave.

*Alternative 1 – Commercial Reinvestment and Partial Redevelopment*

The Commercial Reinvestment and Partial Redevelopment concept (See Figure 5.6) envisions the reuse of the site's existing shopping center and the Wildenberg Hotel in combination with the construction of two commercial buildings and a cluster of rowhomes and multi-family buildings.

The shopping center would be improved with façade, surface parking, and pedestrian amenity enhancements. The center would continue to be serviced by a private rear access drive that would connect to a new local street on both the north and south ends of the center.

A large commercial outlot would be developed on the northeast corner of the site's primary entrance from 27th St. (via a new local street) and would frame the shopping center's southern entrance.

The northern portion of the site would be redeveloped with a commercial building fronting the northwest corner of 27th St. and an extended Wilbur Ave.

The Wildenberg Hotel would be renovated and reused as a restaurant or banquet hall.

Two three- to four-story multifamily buildings with ground floor commercial uses along 27th St. would occupy the area immediately south of the Wildenberg Hotel and face an internal pedestrian-only courtyard. This courtyard would function as an east-west axis for two groups of rowhomes to the east as well.

A two- to three-story multifamily building would also be constructed immediately to the north of these rowhomes and to the east of the Wildenberg Hotel.


*Figure 5.6, 27th St. Alternative 1*

*Alternative 2 – Mixed Use Redevelopment*

The Mixed Use Redevelopment concept (See Figure 5.7) envisions the complete redevelopment of the site with the exception of the recently constructed CVS building on the northeast corner of Howard Ave. and 27th St.

The block to the north of the CVS, to the northeast of the intersection of 27th St. and an extended Tripoli Ave., is occupied by a cluster of row-homes and multi-family residential buildings. This cluster will include a three- to four-story courtyard building fronting 27th Street and several groups of east-west oriented row-homes that are accessed by several interior alleyways.

A three- to four-story multifamily building would also occupy the central portion of the site adjacent to the Wilson Park Creek walk.

The majority of the commercial development within this concept is envisioned for the northern portion of the site near Wilbur Ave.

The main entrance to the site from 27th St. will be framed by three small areas of open space that surround the intersection of an extended Van Beck Ave. and a new local street that travels northeast to Wilbur Ave.

A new commercial building would occupy the area to the north of this intersection and front 27th St. with access from an internal parking area.

Two new commercial buildings would also be erected along 27th St. on either side of an extended Wilbur Ave.


*Figure 5.7, 27th St. Alternative 2*

### *Preferred Concept – Mixed Use Redevelopment with Hotel*

The two alternative concepts for the 27th St. and Howard Ave. site were reviewed by the Southwest Side Plan Advisory Group (PAG).

After considering the merits of both concepts, the PAG requested a preferred concept that included the following components:

> *Complete redevelopment with the exception of the CVS property;*
>
> *Preservation and renovation of the Wildenberg Hotel (potential reuse for banquet and meeting space);*
>
> *A new hotel property associated with Wildenberg Hotel redevelopment, catering to stated demand of the hospital and college;*
>
> *Multi-family development that is affordable to Southwest Side residents; and,*
>
> *Mixed use buildings with ground floor commercial fronting 27th St.*

As with Alternative 2, the Mixed Use Redevelopment with Hotel concept (See Figure 5.8) envisions the complete redevelopment of the site with the exception of the recently constructed CVS building on the northeast corner of Howard Ave. and 27th St.

The block to the north of the CVS, to the northeast of the intersection of 27th St. and an extended Tripoli Ave., is occupied by a cluster of two commercial buildings and a hotel.

The commercial buildings will be one- to two stories and front an internal plaza that could potentially accommodate patio seating for restaurants at the location.

A gateway feature with landscaping, wayfinding, and signage for businesses would be placed on the green space to the north of these buildings on the southeast corner of a newly created signalized intersection. This gateway feature would serve to announce entry into the development and orient visitors and could potentially include artwork or a water feature.

A similar feature would be installed in the northwest corner of the site near the northernmost entrance.

A four- to six story hotel would occupy the area to the northeast of these commercial buildings. The hotel would be accessed via a circular drop-off and courtyard connected to an access drive that also services the commercial buildings to the southwest.

The Wildenberg Hotel would be renovated and reused as a restaurant, banquet facility, meeting space or combination of uses. The Wildenberg Hotel facilities would sit adjacent to the new hotel and be connected by a gangway and patio space overlooking a new water feature.

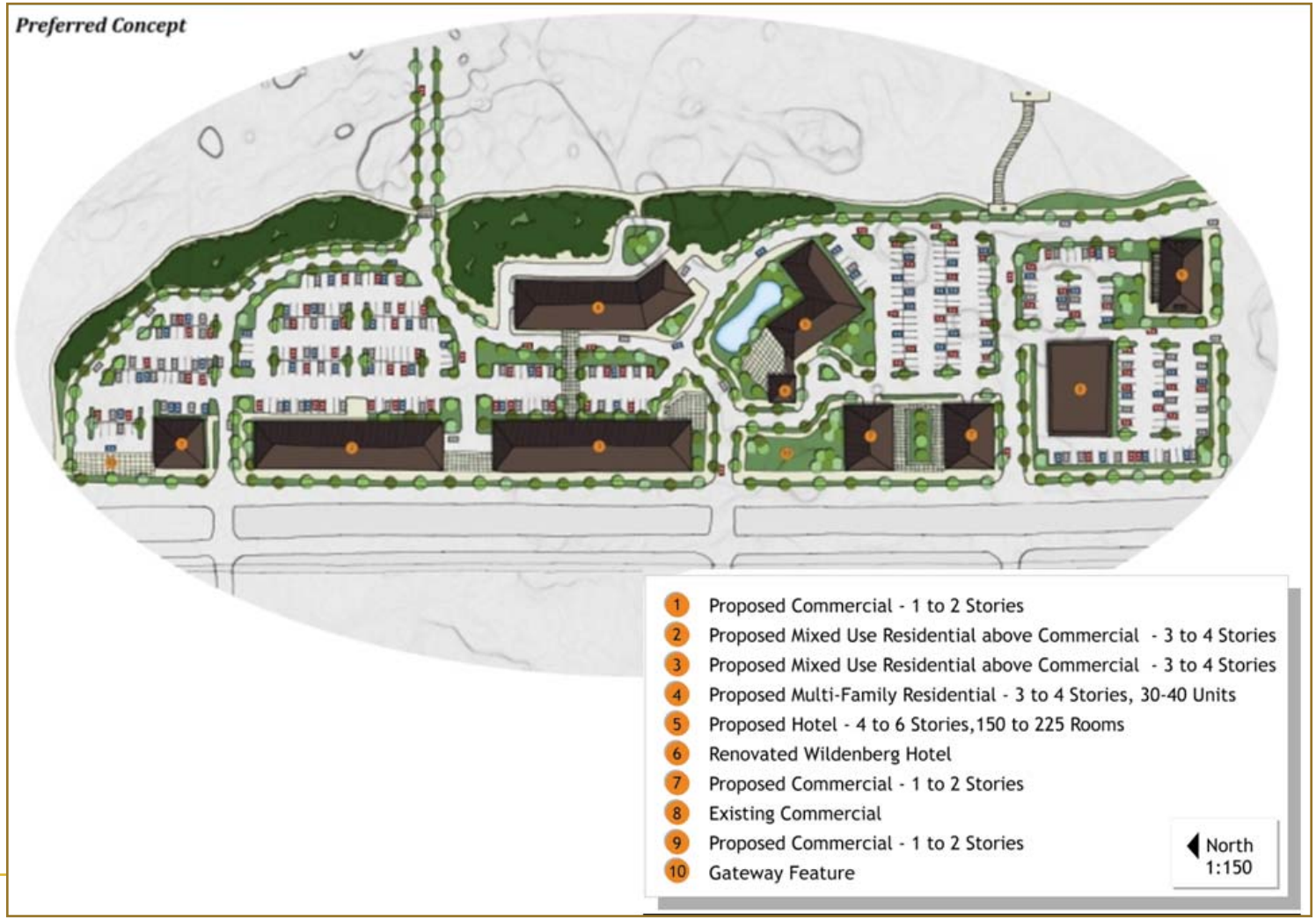



*Figure 5.8, 27th St. preferred concept*

The central portion of the site would be occupied by a new three- to four story multi-family building that will sit adjacent a large green space and river walk along the Wilson Park Creek.

To the west, along 27th St., two mixed use buildings would be constructed with residential units above ground floor commercial space. Patrons could access the retailers located in these mixed use buildings either from entrances along 27th St. on the western side of the building or from parking lot entrances on the eastern side.

A one- to two story commercial building would also be erected along 27th St. to the north of an extended Wilbur Ave.

In addition to the plan view in Figure 5.8, several perspective renderings of the preferred concept have been provided in Figures 5.9 and 5.10.

These renderings are intended to provide a clearer expression of the type and quality of development desired for the 27th St. and Howard Ave. site.


*Figure 5.9, 27th St. preferred concept*

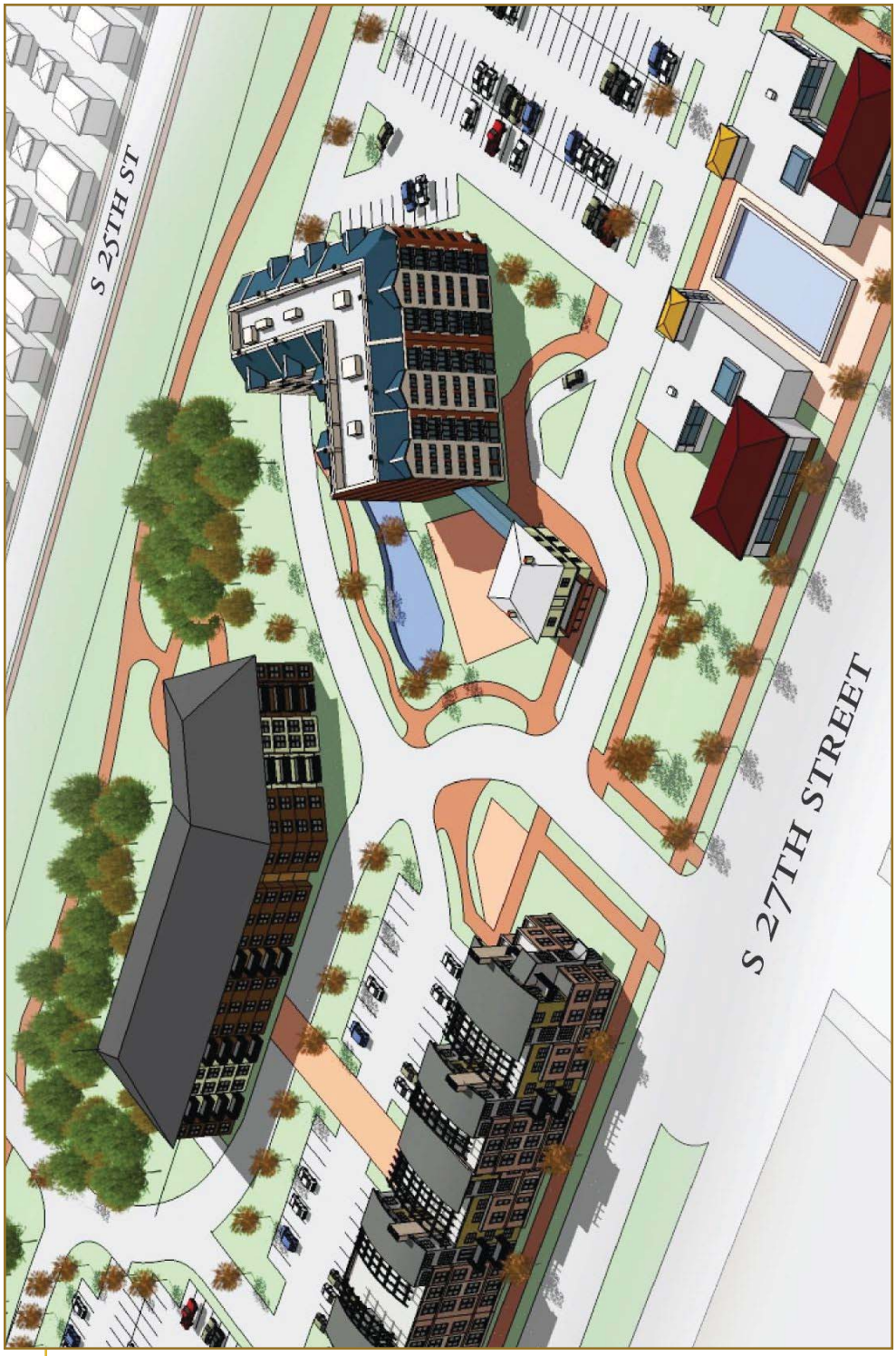



*Figure 5.10, 27th St. preferred concept*

# Chapter 6: Implementation

## *6.1 Introduction*

The Implementation element was prepared according to Section 66.1001 of the Wisconsin Statues. Section 66.1001 requires this element to include a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, recommendations, plans and programs. The element shall describe how each of the elements of Southwest Side Area Plan will be integrated and made consistent with the other elements of the plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. There is a process in place for updating the comprehensive plan and may be required as conditions change in the southwest side.

By law, beginning on January 1, 2010, if local government engages in official mapping, local subdivision regulation, or City zoning ordinance, it must be consistent with the Plan. If a governmental action is desired and is inconsistent with the Plan, the local governmental unit should amend the Plan as needed and publicly note the reasons that led to the amendment.

## *6.2 Integration of Elements*

Throughout the development of this Plan, the planning team determined that each element of the Plan was integrated and consistent with each other. An overarching principle of the Plan is that the Southwest Side area will consider social, economic, and environmental issues simultaneously. Therefore, the Elected Officials, City Staff, City commissions and other stakeholders will consider all elements as a whole while implementing this Plan. The Plan will be largely implemented through changes to zoning and other land use controls, necessary capital improvements, intergovernmental cooperation, continuing planning and private development.

The Plan integrates a variety of elements by documenting a vision for the City and its 13 planning areas. The vision is the synthesis of research, analysis, and public involvement. By having a documented vision, all public sector program areas and private development efforts can work toward a common set of goals. For example, the Plan recommends locations that are susceptible to change and opportunities for the redevelopment of these locations. These recommendations inform and attract private and public sector investment, and serve to coordinate efforts between various agencies and levels of government. The City can use various tools to achieve the vision, goals, objectives, and policies of the Plan; however, the most common tools are regulatory.

### *6.3 The Zoning Ordinance and Related Land USe Controls*

The City must reference the Plan when considering amending its existing Zoning Ordinance and Map to reflect the Plan's goals, objectives, and policies.

The City will need to update the Subdivision Regulations to be consistent with the Plan.

The City should make use of the overlay district zoning to develop quality development standards and coordination between multiple property owners for commercial redevelopment.

The City has existing Plan Review procedures in place that require the Planning Division and the City Planning Commission to review development proposals requiring land use changes. Plan Review is an important tool to ensure high quality development consistent with the City's vision.

### *6.4 Capital Improvements Program*

A Capital Improvements Program organizes City expenditures for capital improvements, some of which are proposed in the Southwest Side Area Plan (street improvements, parks and trails, infill development). A Capital Improvements Program links development policies established in the Plan to future receipt and expenditure of funds and construction of capital improvements. The City should systematically review all capital projects for consistency with the adopted goals, objectives, and policies established in this Plan. A Capital Improvements Program was not part of this planning process.

## *6.5 Implementation Priorities*

The Southwest Side Area Plan presents several policies and recommendations. In order to establish expectations between plan recommendations, the City's resources and stakeholder confidence, the following categories provide a realistic approach to implementing the priorities of the Plan. The priorities are presented in four time frames:

*Priority 1 = Immediate (2010)*

*Priority 2 = Mid Term (2010 – 2015)*

*Priority 3 = Long Range (2010 - 2025)*

*Priority 4 = Future Considerations (2025 +)*

### *Responsible Entities*

There are several responsible entities and stakeholders when implementing a comprehensive plan including elected officials, city departments, as well as local neighborhood organizations, residents, and civic institutions. Following are the specific entities responsible for each prioritized recommendation in the southwest side area plan.

### *Priority 1*

#### *27th St. Commercial Corridor Improvements*

In order to enhance the appearance of the streetscape, establish a Business Improvement District (BID) and coordinate with the state and cities regarding paving projects.

Responsible Entities

*Wisconsin Department of Transportation (WISDOT)*

*City of Milwaukee*

*City of Greenfield*

*Department of Public Works (DPW)*

*27th BID*

#### *27th & Howard Ave. Tax Incremental District (TID)*

The TID boundary has been established that includes general design guidelines. Since there are several private property owners within the boundary, an immediate priority may be to establish a Development Incentive Zone overlay district to regulate uses and establish design standards to create a master plan to create internal circulation, and enhance landscaping, building design and signage. The TID is a financing tool to encourage new development in a commercial corridor.

Responsible Entities

*City of Milwaukee Common Council*

*Department of City Development (DCD)*

*DPW*

*Private property owners*

### *Southlawn Green Alleys*

Funding has been secured for re-paving of 2 alley sections to reduce the quantity and rate of stormwater runoff. This project can be used as an educational prototype for implementing other green alleys throughout the city.

Responsible Entities

- *DPW*
- *Housing Authority of the City of Milwaukee (HACM)*
- *Milwaukee Public Schools (MPS)*
- *Neighborhood residents*

Budget: $300,000

## *Priority 2*

### *French Immersion School Retrofit*

The project redevelops a vacant school site to provide new housing and a community center on a vacant school site.

Responsible Entities

- *City of Milwaukee*
- *MPS*

## *Priority 3 & 4*

### *Southwest Side Environmental Corridor Plan*

A future vision includes naturalizing sections and other improvements to the Wilson Creek Corridor in the Southwest Side Plan Area.

Responsible Entities

- *City of Milwaukee*
- *Milwaukee Metropolitan Sewerage District (MMSD)*
- *National Park Service (NPS)*
- *DPW*

## *6.6 Implementation Strategies*

*1) Maintain intergovernmental cooperation with the Cities of Greenfield, West Allis and West Milwaukee.*

*2) Coordinate with other intergovernmental departments to help prioritize Plan projects.*

*3 ) Apply for grants collectively within city departments and with other intergovernmental agencies to avoid redundancy.*

*4) Involve area neighborhood and business organizations and civic institutions in the implementation process - disseminate information by maintaining a current Southwest Side Plan website, E-notify and contact lists.*

## *6.7 Monitoring Progress*

The work of Plan implementation should be ongoing and occurs through the review of rezoning applications, ordinance updates, prioritization of projects in capital expenditures, and additional detailed study of land use and planning issues. The City may need to review, update and amend the Plan as conditions change during the next 10 years.

# Appendix 1

## Southwest Side Area Plan
## Market Analysis

***Milwaukee, Wisconsin***

# Table of Contents

# Executive Summary

## Introduction

The City of Milwaukee's Southwest Side is located in the area located to the west of I-94/43 between Oklahoma and Howard Avenues. For purposes of this analysis, market and demographic data related to the Southwest Side is assessed independent of and in comparison to the larger City of Milwaukee and the neighboring communities of West Allis and Greenfield. In an effort to document anticipated demographic shifts within the Southwest Side and surrounding area, current figures, as of 2009, within both the Southwest Side and the City of Milwaukee will be contrasted with 2014 projections. Projections have not been made beyond this time frame as the degree of accuracy in which market potential can be assessed would be reduced. Market data for this analysis were obtained from *ESRI Business Analyst*, a nationally recognized provider of market and demographic data.

This market overview and analysis has been provided to determine the general trends, supply, demand, and potential for residential and commercial uses. This overview analysis examines the Southwest sides competitive position within the market, identifies the issues the community is facing and will likely face, and creates a foundation to assist with future land use designation and planning objectives.

## Demographic Overview

It is estimated that the Southwest Side and the City of Milwaukee have declined in population by approximately 1.2% since 2000. Over the next five years, however, both the Southwest Side and the larger city are projected to experience positive growth reaching a 2014 population of 56,454 and 592,648 respectively. It is estimated that households earning less than $50,000 will decrease significantly while the number of households earning more than $50,000 will increase significantly. Significant growth is also projected to occur among households aged 25 to 34 and 54 to 75. An increase in higher income households within these two age groups may indicate a ***growing demand for multi-family rental and for-sale housing within the Southwest Side***.

## Residential Market

### Home Sales

The Southwest Side experienced its most significant period of population growth in the post-WWII era leading into the 1970's, and has a significant amount of housing from this time as a result. The majority of housing units in the Southwest Side area are ***owner-occupied, single family homes with two to three bedrooms***. As evidenced by 2009 construction permits, the majority of new housing in the largely built out Southwest Side area has been ***infill, single-family housing***.

***Since 2005, home sales and prices in the Southwest Side have declined 34% and 20% respectively***. This decline has been more significant than that of West Allis or Greenfield. Single family homes in the Southwest Side and West Allis are typically smaller and more affordable than homes in neighboring Greenfield. The sales prices and the number of sales for two-family homes, which includes townhomes, rowhomes, and condominiums, have dropped more precipitously than that of single family homes.

### Rental Housing

Rental units comprise approximately 40% of the Southwest Side housing stock and are projected to remain a significant component of the local housing market. Lease rates, which range from between approximately $0.65 and $0.95 per square foot, are generally lower than in neighboring Greenfield, but on par with properties in West Allis. ***Local rental housing is affordable to the majority of Southwest Side households.*** Monthly rent for a typical two-bedroom unit requires a household to earn less than 80% of the market area median income.

### Housing Demand

In 2014, given the income requirements and target age groups for each housing type, it is projected that there will be a demand for an additional ***47 single family homes***; over ***1,000 two-family units***; and a ***surplus of over 370 apartment units***. For this demand to be met, adjustments will have to occur within the local, regional, and national housing markets.

## Labor & Employment

An overview of the Southwest Side's large employers underscores the importance of health care and other service related industries to the market area economy. In addition to being a significant employer, the health care industry is one of the few industries that has grown over the last nine years. ***Health care combined with other service related industries to add over 450 jobs to the local economy.*** Growth in these sectors will likely represent the largest source of demand for commercial space in the Southwest Side.

## Commercial Market Summary

The Southwest Side has a mix of retail development scattered throughout the area, the majority of which is concentrated along the 27th Street corridor. Opportunities for new retail development may be limited given the Southwest Side's proximity to surrounding retail concentrations in West Allis, Greenfield, and adjacent portions of the City. Although the Southwest Side retail market is fairly saturated, ***the General Merchandise and Clothing and Clothing Accessories retail categories appear to have a significant unmet retail demand***. The ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites. For example, the development of new retail in the *General Merchandise* category within the Southwest Side will likely require the development of a community level retail center on a site of at least 15 acres.

## Office Market Summary

An assessment of local and regional labor and employment trends indicates that ***the health care industry may represent a potential source of demand for new office space within the Southwest Side***. Office space in the Southwest Side is currently being offered at rates that are near or slightly below the larger Milwaukee office market average. Given the vacancy rate of neighboring submarkets, vacancies in the Southwest Side are at or slightly above the larger market average.

## Industrial Market

The demand for industrial space within the Southwest Side has declined in recent years as users of industrial space have downsized or relocated to other areas. It is estimated that Southwest Side employment in the manufacturing sector decreased by over 1,900 (-36%) between 2000 and 2009. Though vacancy rates have increased over the last year and new construction has slowed, the Milwaukee industrial market appears to be stabilizing. ***Given site availability and employment projections, new construction of industrial space is not likely to occur in the Southwest Side.***

# Demographic Overview

## Population and Households

Table 1 compares changes in population and number of households between the Southwest Side and the larger City of Milwaukee. *Population* is defined as the overall number of people within a specified geography. A *household* is defined as the group of individuals who live in the same dwelling unit.

- Over the period of nine years from 2000 to 2009 the City of Milwaukee will have experienced a decline in population of approximately 1.2% to reach a 2009 population of nearly 590,000.
- Over the same period, it is estimated that the Southwest Side will have experienced a slightly smaller decline of 1.1% to 55,743.
- Over the next five years, it is anticipated that growth in the Southwest Side will outpace the larger city at annual rates of 0.3% and 0.1% respectively.
- The number of households in both the Southwest Side and the City of Milwaukee has increased since the year 2000 at annual rates 0.4% and 0.2% respectively.
- The Southwest Side area is projected to grow by 711 individuals and 468 households between 2009 and 2014.

**Table 1. Estimated & Projected Population Change, Southwest Side and City of Milwaukee: 2000, 2009, 2014**

| | *Southwest Side Area* | | | *City of Milwaukee* | | |
|---|---|---|---|---|---|---|
| | **2000** | **2009** | **2014** | **2000** | **2009** | **2014** |
| **Population** | **56,387** | **55,743** | **56,454** | **596,974** | **589,619** | **592,648** |
| *Change in Population* | - | -644 | 711 | - | -7,355 | 3,029 |
| *Annual Rate of Population Growth* | - | -0.1% | 0.3% | - | -0.1% | 0.1% |
| **Households** | **25,206** | **25,521** | **25,989** | **232,188** | **234,120** | **236,698** |
| *Change in Households* | - | 315 | 468 | - | 1,932 | 2,578 |
| *Annual Rate of Household Growth* | - | 0.1% | 0.4% | - | 0.1% | 0.2% |

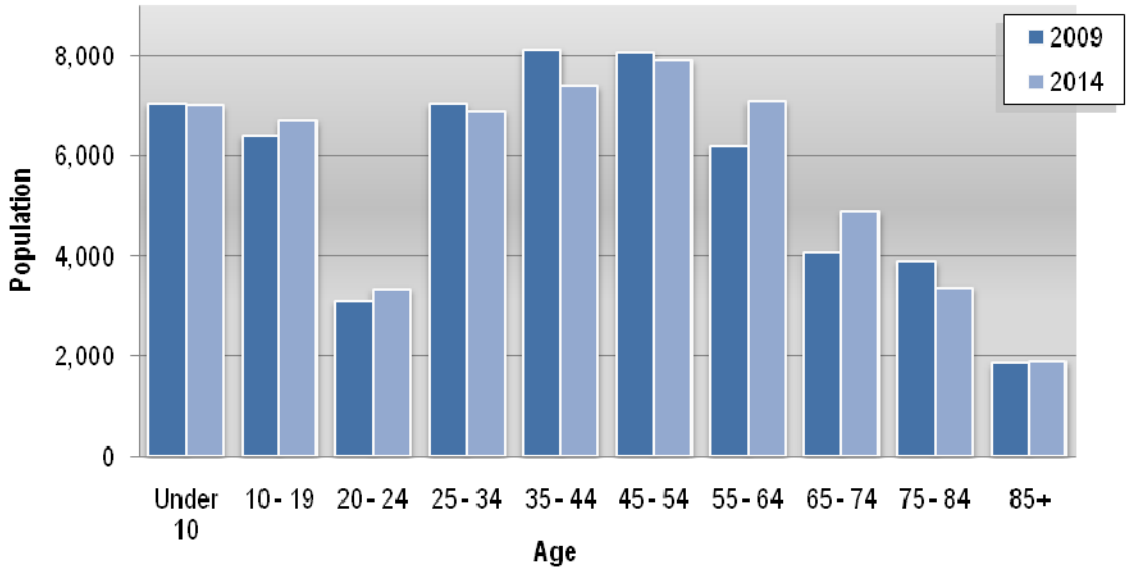
*Source: ESRI Business Analyst*

## Age Characteristics

Chart 1 illustrates projected population change within age cohorts of the Southwest Side area over the five year period between 2009 and 2014.

- The population under the age of 20 is estimated to be relatively stable and is projected to grow by 255 individuals over the next five years.
- The number of individuals between the ages of 25 and 44 is anticipated to decrease by more than 1,050, or 4.5%, over the next five years.
- A significant increase of nearly 17% is projected to occur in the population aged 55 to 74 between 2009 and 2014.
- The estimated 2009 median age in the Southwest Side is 40.4 years which is nine years higher than that of the City of Milwaukee. This difference in median age is projected to increase through the year 2014, reaching 41.1 in the Southwest Side and 31.5 for the city of Milwaukee.

**Chart 1. Projected Population Change by Age**
Southwest Side: 2009, 2014




*Source: ESRI Business Analyst*

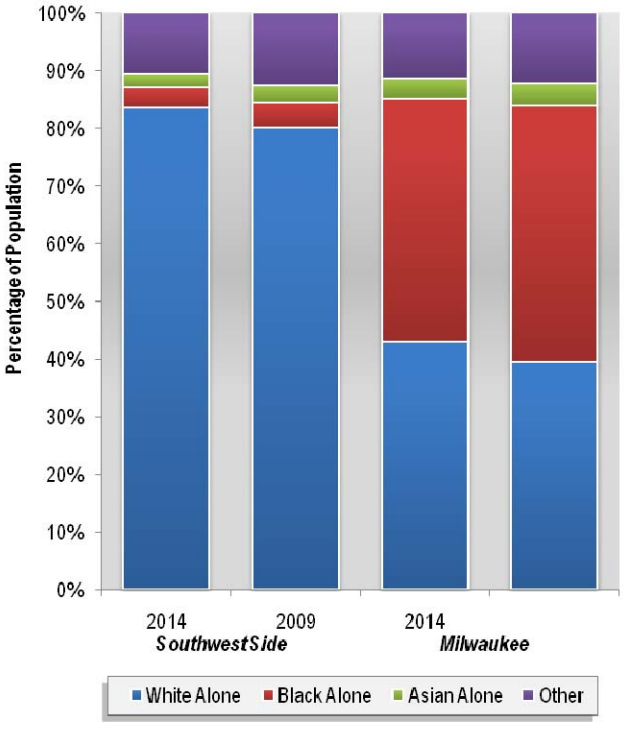
## Racial and Ethnic Composition

Charts 2 and 3 illustrate the racial and ethnic composition of the Southwest Side area and the City of Milwaukee.

- In 2009, it is estimated that 43% of the City of Milwaukee's population is comprised of individuals who are considered White Alone. At 84%, the White Alone population is estimated to be signficantly higher in the Southwest Side area.
- The proportion of population considered White Alone is projected to decrease by approximately 3.5% during the five year period between 2009 to 2014 in both the City of Milwaukee and Southwest Side area.
- It is estimated that the Black Alone population comprises 3.4% of the 2009 Southwest Side population and this population is projected to grow by nearly 30% (560 individuals) over the next five years.
- It is estimated that in 2009, the Southwest Side area's population was 15.2% Hispanic.
- The most significant increase in population for the Southwest Side area is projected to occur in the Hispanic population which is projected to gain over 2,000 individuals or24.3% to 18.9% of the population.
- It is estimated that by the year 2014, the Black Alone population will grow to comprise the largest proportion of the City of Milwaukee's population (44.5%).

**Chart 2. Racial Composition - 2009, 2014**

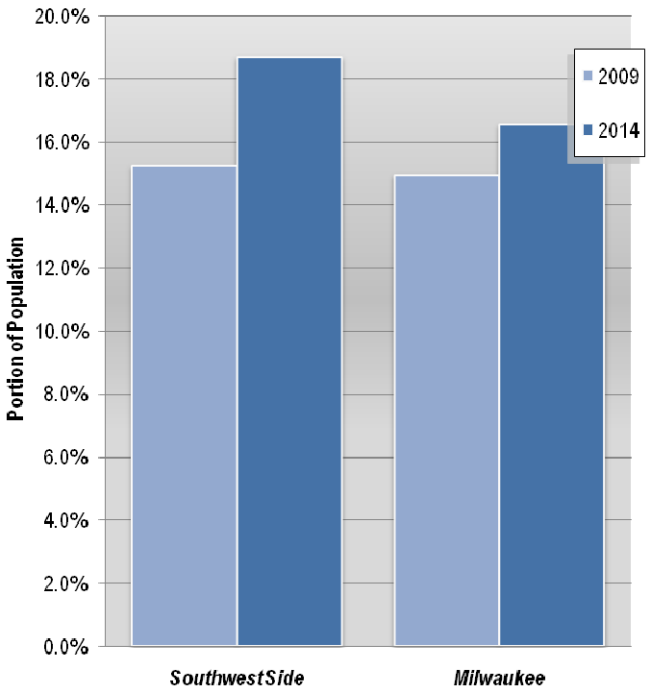
Southwest Side Area and City of Milwaukee, Wisconsin




Source: ESRI Business Analyst

**Chart 3. Estimated Hispanic Population - 2009, 2014**

Southwest Side Area and City of Milwaukee, Wisconsin



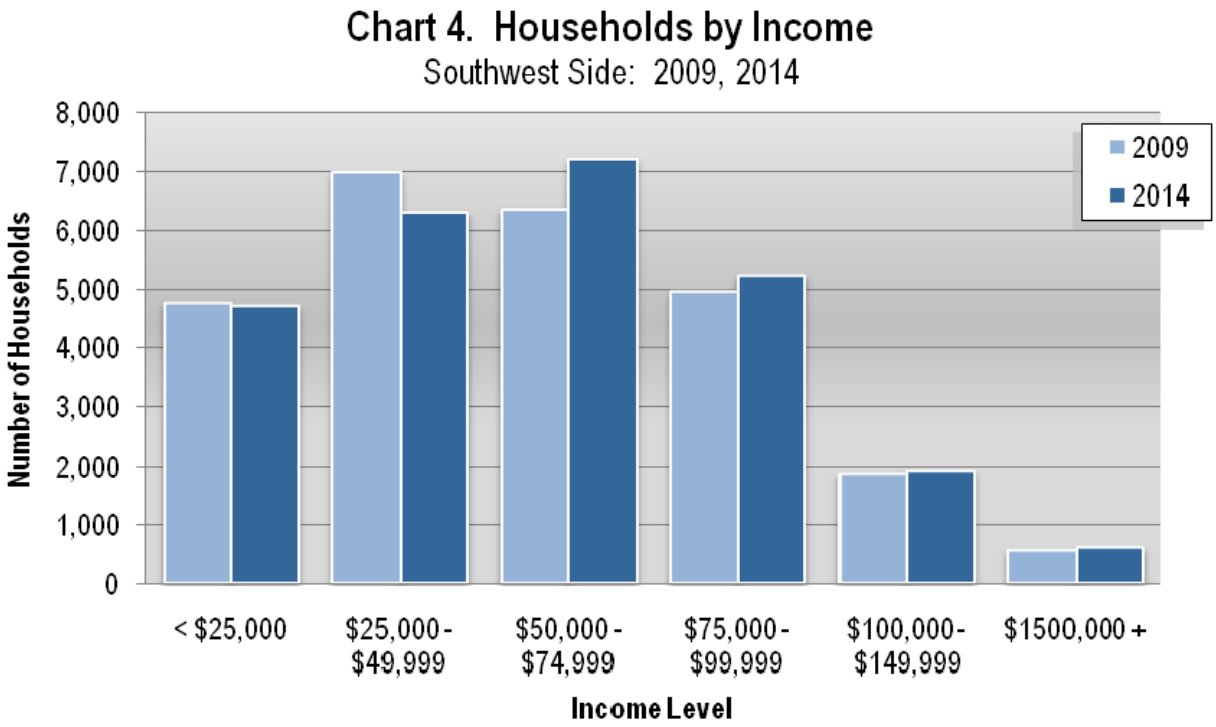

Source: ESRI Business Analyst

## Households and Income

Chart 4 depicts anticipated Southwest Side area household growth between 2009 and 2014 within several household income categories.

### Southwest Side

- In 2009, the estimated median household income for the Southwest Side was approximately $53,090.
- Over the next five years, median household income is projected to increase at an annual rate of 0.8% to reach $55,155 by 2014.
- In 2009, approximately 46% of households have annual incomes of less than $50,000.
- Between 2009 and 2014, the number of household earning less than $50,000 per year is projected to decline by 734 households to comprise approximately 42% of total households by 2014.
- The greatest anticipated increase is expected to occur in households earning between $50,000 and $99,999. This population is projected to increase by 9.8%, or 1,112 households, and comprise nearly 48% of total households by 2014.
- Growth in the number of households earning over $100,000 is anticipated to increase by 4% over the same five year period.



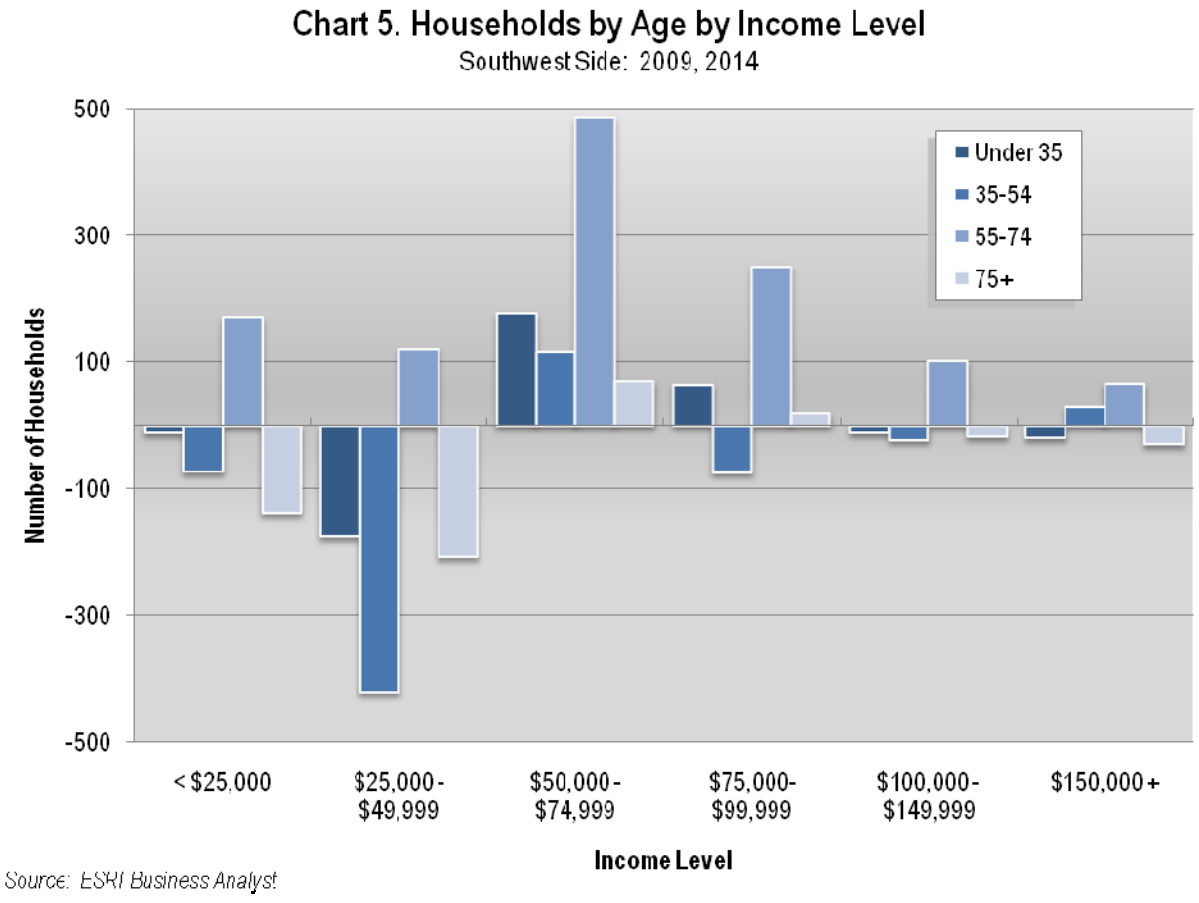

*Source: ESRI Business Analyst*

## Age by Income

Charts 5 ilustrates the projected change in household population according to the age of the head of household and household income. Changes projected to occur between 2009 and 2014 are shown as they pertain to each respective household age cohort in the Southwest Side Area.

### Southwest Side

- The pattern of household growth being experienced by the Southwest Side with respect to household age and income is similar to that which is occurring in the larger City of Milwaukee.
- The number of households expected to earn between $50,000 and $74,999 is expected to increase in all age ranges.
- The largest increase in number of households (486) is projected for the 55 to 64 age range, earning between $50,000 and $74,999.
- The number of householdls aged 55 to 75 is projected to increase in all income categories.
- The largest anticipated decline in households (-421) is projected to occur among households aged 35 to 44 earning between $25,000 and $49,999.




Source: ESRI Business Analyst

# Residential Market

## Age of Housing

As indicated in Table 2, the housing stock within the Southwest Side area is largely comprised of structures whose construction dates to between 1940 and 1969. As with the neighboring community of West Allis, the Southwest Side experienced its most significant period of population growth in the post-WWII era leading into the 1970's, and has a significant amount of housing from this time as a result.

- Over half of all housing units in the Southwest Side were constructed over the twenty year period between 1950 and 1969.
- The number of housing units in the Southwest Side increased slowly over the most recent thirty year period, growing by no more than 5% in a given decade.
- As evidenced by 2009 construction permits, the majority of new housing has been infill, single-family housing.

**Table 2. Age of Southwest Side Housing Structures**

| Year Built | Number | Percent |
|---|---|---|
| Built Before 1940 | 3,700 | 14.2% |
| Built 1940 to 1949 | 3,726 | 14.3% |
| Built 1950 to 1959 | 9,546 | 36.7% |
| Built 1960 to 1969 | 4,329 | 16.7% |
| Built 1970 to 1979 | 2,136 | 8.2% |
| Built 1980 to 1989 | 1,084 | 4.2% |
| Built 1990 to 1999 | 818 | 3.1% |
| Built 2000 or After* | 661 | 2.5% |
| **Estimated 2009 Total Housing Units** | **26,000** | **100.0%** |
| ***2009 New Construction Permits*** | ***52*** | ***100.0%*** |
| Single Family | 51 | 98.1% |
| Two-Family | 1 | 1.9% |
| Multi-Family | 0 | 0.0% |

* Based on estimated number of housing units in 2009.

*Source: City of Milwaukee; Houseal Lavigne Associates*

## Housing Types

The majority of housing units in the Southwest Side area are owner-occupied, single family homes with two to three bedrooms.

- Owner-occupancy in the Southwest Side (61%) is higher than in the larger City of Milwaukee.
- In the Southwest Side nearly 54% of units are single family detached and nearly 43% are in multi-family buildings with three or more units. There are few townhomes or duplexes (3.7%).
- Three-bedroom units are the most common within the Southwest Side, comprising nearly 42% of all units.

**Table 3. Housing by Tenure, Type and Number of Bedrooms - Southwest Side, Milwaukee: 2000**

| | Southwest Side | | Milwaukee | |
|---|---|---|---|---|
| ***Occupied Housing Units*** | ***24,588*** | ***100.0%*** | ***224,817*** | ***100.0%*** |
| Owner-occupied | 15,002 | 61.0% | 110,108 | 49.0% |
| Renter-occupied | 9,586 | 39.0% | 114,709 | 51.0% |
| ***Units in Structure - All Units*** | ***25,339*** | ***100.0%*** | ***249,843*** | ***100.0%*** |
| Single Family Detached | 13,572 | 53.6% | 103,258 | 41.3% |
| Single Family Attached | 948 | 3.7% | 12,173 | 4.9% |
| Multi-family | 10,759 | 42.5% | 133,530 | 53.4% |
| Other | 60 | 0.2% | 882 | 0.4% |
| ***Number of Bedrooms*** | ***25,339*** | ***100.0%*** | ***249,843*** | ***100.0%*** |
| Studio | 249 | 1.0% | 5,962 | 2.4% |
| 1 Bedroom | 2,997 | 11.8% | 40,222 | 16.1% |
| 2 Bedrooms | 9,446 | 37.3% | 87,994 | 35.2% |
| 3 Bedrooms | 10,629 | 41.9% | 84,616 | 33.9% |
| 4 Bedrooms | 1,646 | 6.5% | 23,459 | 9.4% |
| 5+ Bedrooms | 372 | 1.5% | 7,590 | 3.0% |

*Source: City of Milwaukee; Houseal Lavigne Associates*

## Single Family Home Sales

The impact of the current downturn in the national housing market is made evident at the local level through decreases in both the number of home sales and the sales prices of those homes sold. Table 4 and Chart 6 illustrate change in single family home sales over the five year period between July 2004 and July 2009 in the Southwest Side, the City of West Allis, and the City of Greenfield. Overall, home sales and prices in the Southwest Side have dropped more significantly than have those of West Allis or Greenfield.

- In the Southwest Side, the number of homes sold in 2009 was 2.0% lower than in 2008 and 34.4% lower than in 2005. Over the same five year period, the number of single family home sold fell by 17% and 34% in Greenfield and West Allis respectively.
- The 2009 median sales price in the Southwest Side was 16.5% lower than in 2008 and 19.5% lower than in 2005. Over the same five year period, single family home prices fell by between 8% and 9% in Greenfield and West Allis respectively.
- Overall, single family homes in the Southwest Side and West Allis are more affordable than homes in neighboring Greenfield.
- The average market time for homes being sold in the Southwest Side increased 44 days (94%) to reach 91 days over the five year period between 2005 and 2009.
- Single family homes in both West Allis and the Southwest Side are typically smaller than homes in Greenfield by between 200 and 300 square feet.

**Table 4. Single Family Home Sales**
Southwest Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 – 2009

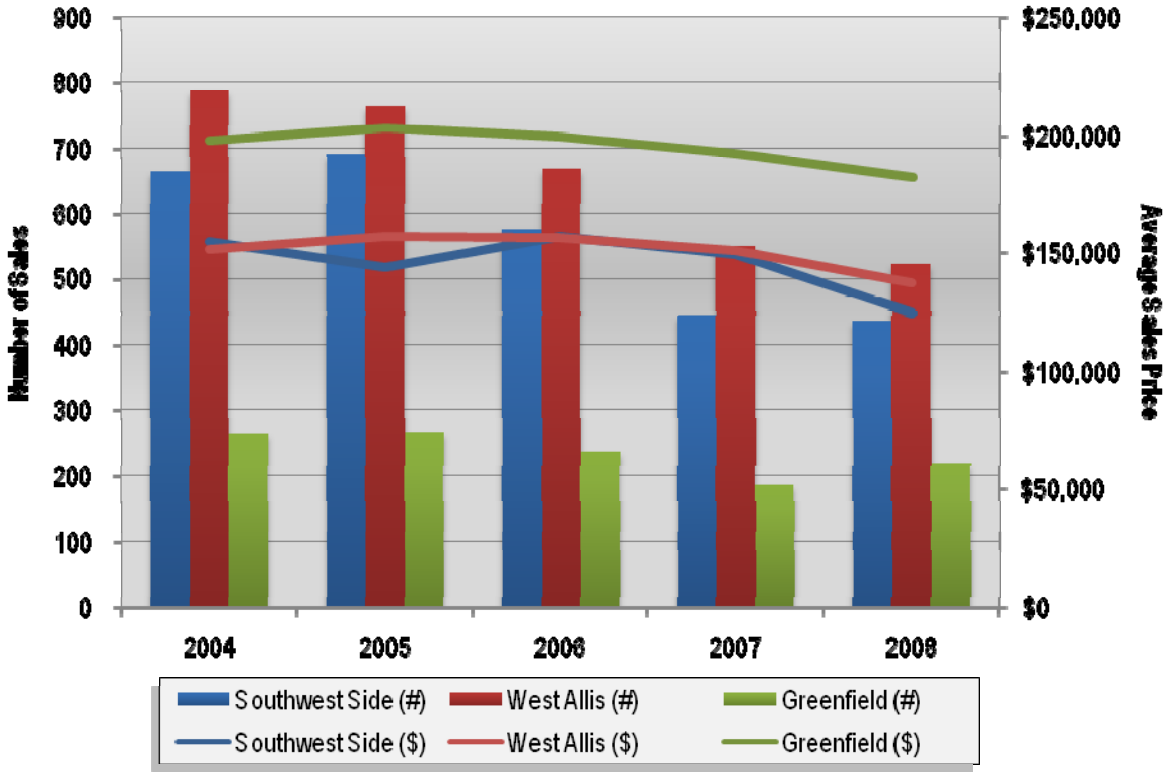
| | Sales | | | Average Sales Price | | |
|---|---|---|---|---|---|---|
| | Southwest Side | West Allis | Greenfield | Southwest Side | West Allis | Greenfield |
| **2005** | 666 | 788 | 264 | $154,595 | $150,809 | $197,674 |
| **2006** | 692 | 764 | 266 | $143,323 | $156,498 | $203,244 |
| **2007** | 574 | 669 | 237 | $156,555 | $155,779 | $199,626 |
| **2008** | 446 | 550 | 186 | $149,135 | $150,336 | $192,200 |
| **2009** | 437 | 521 | 218 | $124,498 | $136,943 | $182,626 |

| | Average Home Size (sf) | | | Average Market Time | | |
|---|---|---|---|---|---|---|
| | Southwest Side | West Allis | Greenfield | Southwest Side | West Allis | Greenfield |
| **2005** | 1,243 | 1,291 | 1,634 | 47 | 37 | 46 |

| | | | | | | |
|---|---|---|---|---|---|---|
| **2006** | 1,225 | 1,270 | 1,580 | 37 | 47 | 51 |
| **2007** | 1,216 | 1,291 | 1,515 | 65 | 58 | 66 |
| **2008** | 1,219 | 1,309 | 1,551 | 74 | 77 | 72 |
| **2009** | 1,226 | 1,298 | 1,559 | 91 | 85 | 82 |

*Source: Metro/MLS; Houseal Lavigne Associates*

**Chart 6. Single Family Home Sales**
**Southwest Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 - 2009**



## Two-Family Home Sales

The category of two-family residential units includes both townhome and duplex condominium units. Duplex structures are common throughout the Milwaukee area. The sales price of two-family units in the Southwest Side and neighboring West Allis and Greenfield have decreased at levels similar to the single family market. The number of units sold, however, dropped more significantly in the five year period between July 2004 and July 2009. Table 5 and Chart 7 show home sales statistics for two-family units.

- In the Southwest Side, the number of two-family homes sold in 2009 was 18.8% higher than in 2008, but 57.4% lower than in 2005. Over the same five year period, the number of two- family units sold fell by 19% and 50% in Greenfield and West Allis respectively.
- Two-family units are not as common in Greenfield as they are in the Southwest Side or West Allis and between 200 and 300 square feet larger.
- The 2009 median sales price in the Southwest Side was 36.6% lower than in 2008 and 39.2% lower than in 2005. Over the same five year period, two-family unit prices fell by 7% and 17% in Greenfield and West Allis respectively.
- Prior to 2009, two-family homes in the Southwest Side and West Allis sold for between 25% and 30% less than in Greenfield. In 2009, the median sales price for a two-family unit in the Southwest Side was less than half that of Greenfield and two-thirds that of West Allis.
- The average market time for homes being sold in the Southwest Side nearly doubled from 40 days to reach 78 days over the five year period between 2005 and 2009.

**Table 5. Two-Family Home Sales**
Southwest Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 - 2009

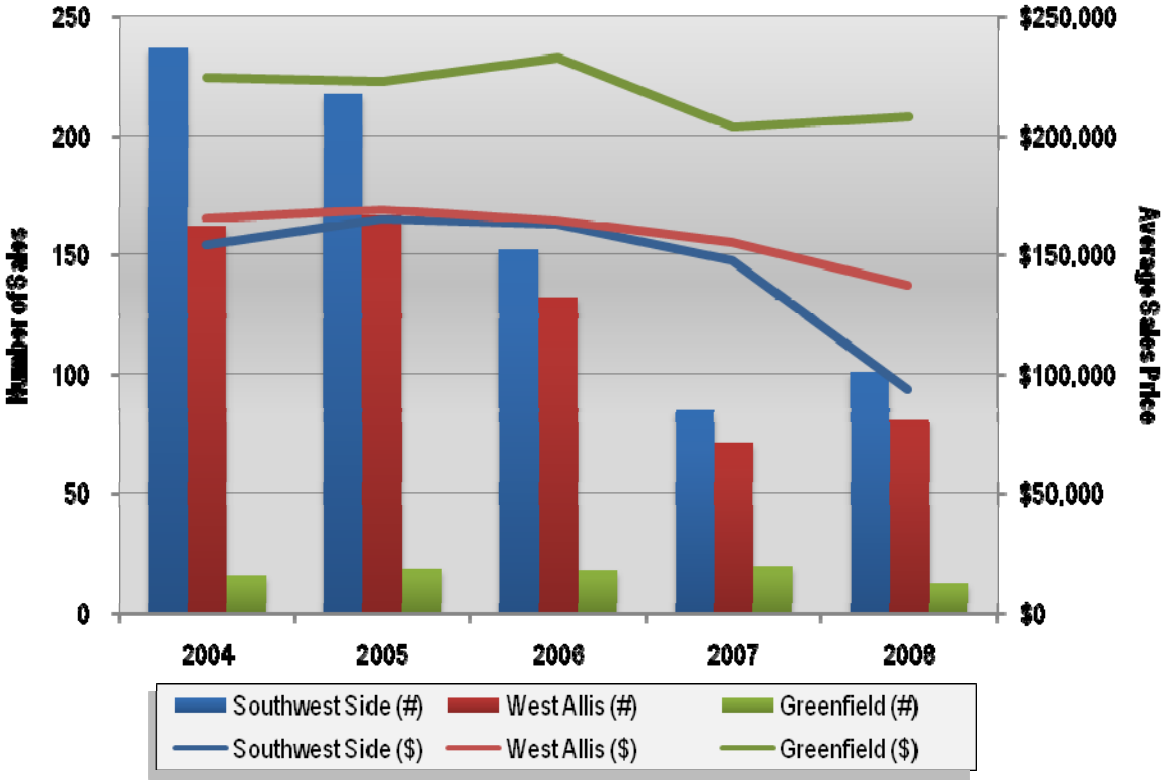
| | Sales | | | Average Sales Price | | |
|---|---|---|---|---|---|---|
| | Southwest Side | West Allis | Greenfield | Southwest Side | West Allis | Greenfield |
| **2005** | 237 | 162 | 16 | $154,060 | $165,628 | $224,521 |
| **2006** | 218 | 167 | 19 | $165,181 | $169,461 | $222,847 |
| **2007** | 152 | 132 | 18 | $163,246 | $164,801 | $232,939 |
| **2008** | 85 | 71 | 20 | $147,718 | $155,183 | $203,790 |
| **2009** | 101 | 81 | 13 | $93,667 | $137,328 | $208,144 |

| | Average Unit Size (sf) | | | Average Market Time | | |
|---|---|---|---|---|---|---|
| | Southwest Side | West Allis | Greenfield | Southwest Side | West Allis | Greenfield |

| | | | | | | |
|---|---|---|---|---|---|---|
| **2005** | 1,123 | 984 | 1,361 | 40 | 41 | 62 |
| **2006** | 1,169 | 1,038 | 1,259 | 54 | 48 | 25 |
| **2007** | 1,191 | 1,148 | 1,342 | 78 | 77 | 65 |
| **2008** | 1,109 | 1,043 | 1,321 | 79 | 90 | 104 |
| **2009** | 1,194 | 1,099 | 1,332 | 78 | 98 | 103 |

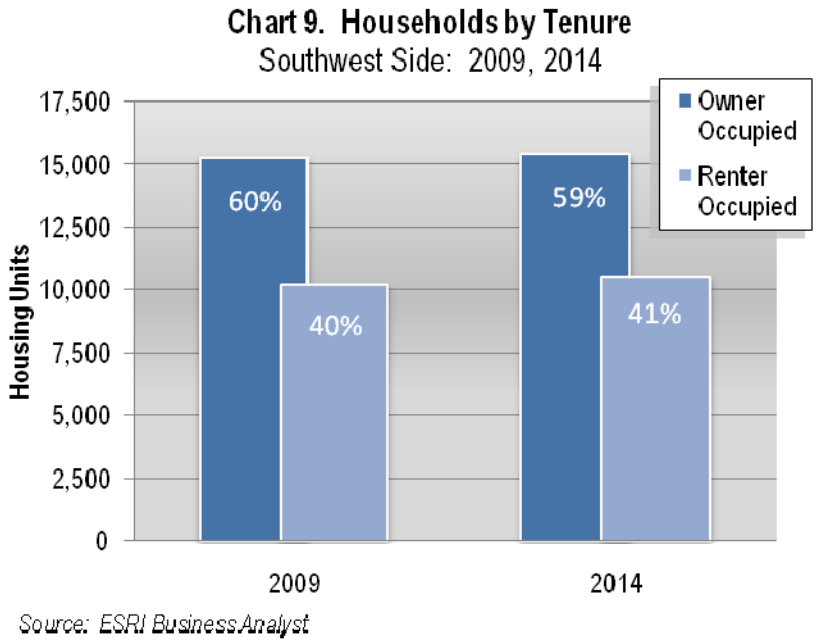
*Source: Metro/MLS; Houseal Lavigne Associates*

**Chart 7. Two-Family Home Sales**
**Southwest Side Milwaukee, West Allis, and Greenfield, Wisconsin: 2005 - 2009**



## Rental Housing

The Southwest Side has a significant amount of housing units that are renter occupied. In 2009, it is estimated that 40% of the area's 25,500 housing units were rental units (See Chart 9). This proportion is projected to increase slightly to 41% in 2016. The Southwest Side has a slightly higher proportion of owner-occupied units compared to the City of Milwaukee which is 45% owner-occupied.




In 2009, rents in the Southwest Side (Table 6) range from as low as $500 for a one-bedroom unit to $935 for a 1,200 square feet two-bedroom unit. These rates are generally less than in neighboring Greenfield and on par with rental rates in West Allis. Given a median household income of $53,000 for the Southwest Side, these rates appear to be relatively affordable. Housing is considered affordable if 30% or less of a household's gross annual income is spent on housing costs. With an income of $53,000, the typical Southwest Side household could afford to pay an estimated $1,325 for rent and utilities. The next section of the residential market assessment examines the issue of housing affordability more closely.

**Table 6. Rental Properties:**
Southwest Side, Greenfield, West Allis - September 2009

| *Southwest Side* | *BR* | *BA* | *Rent Range** | *Size (sf)* | *Rent Range PSF* |
|---|---|---|---|---|---|
| **Briarwick Pool Apartments** | 1 | 1.0 | $730 | 750 | $0.97 |
| | 2 | 1.0 | $800 | 950 | $0.84 |
| | 2 | 2.0 | $850 - $860 | 1,050 | $0.81 - $0.82 |
| **Howard Garden Apartments** | 1 | 1.0 | $600 - $635 | - | - |
| | 2 | 1.0 | $720 - $780 | - | - |
| **Hunters Square**** | 1 | 1.0 | $735 | 800 | $0.92 |
| | 2 | 1.0 | $860 - $935 | 1,155 - 1,200 | $0.74 - $0.78 |
| **Loomis Hills** | 1 | 1.0 | $570 - $575 | 850 - 900 | $0.63 - $0.68 |
| **Oklahoma Gardens** | 1 | 1.0 | $545 | - | - |
| | 2 | 1.0 | $725 | - | - |
| **Oklahoma Manor** | 1 | 1.0 | $638 | - | - |
| | 2 | 2.0 | $693 - $786 | - | - |
| **St. Gregory Apartments** | 1 | 1.0 | $505 - $530 | - | - |
| | 2 | 1.0 | $635 | - | - |
| **Woodland Court Apartments** | 1 | 1.0 | $550 | 700 | $0.79 |
| | 2 | 1.0 | $660 | 850 | $0.78 |
| | 3 | 1.5 | $870 | 1,140 | $0.76 |

| *Greenfield* | *BR* | *BA* | *Rent Range* | *Size (sf)* | *Rent Range PSF* |
|---|---|---|---|---|---|
| **American Colony**** | 1 | 1.0 | $685 - $765 | - | - |
| | 2 | 1.0 | $795 - $840 | 1,000 - 1,100 | $0.74 - $0.84 |
| **Ravinia Apartment Homes***** | 1 | 1.0 | $850 - $1,065 | 942 | $0.90- $1.13 |
| | 2 | 2.0 | $865 - $1,295 | 1,000 - 1,245 | $0.84 - $1.10 |
| **Westfield Apartments***** | 2 | 1.0 | $830-$840 | 1,000 | $0.83-$0.84 |

| *West Allis* | *BR* | *BA* | *Rent Range* | *Size (sf)* | *Rent Range PSF* |
|---|---|---|---|---|---|
| **Cleveland** | 1 | 1.0 | $620 | 521 | $1.19 |
| | 2 | 1.0 | $690 - $720 | 681 | $1.01-$1.06 |
| **French Quarter Apartments****** | 1 | 1.0 | $630 | 735 | $0.86 |
| | 2 | 1.0 | $750 - $765 | 946 | $0.79-$0.81 |
| **Six Points Apartments** | 1 | 1.0 | $835 - $990 | - | - |

| | | | | | |
|---|---|---|---|---|---|
| | 2 | 2.0 | $1,075 - $1,275 | 1,143-1,289 | $0.94-$0.99 |

* Rent includes water, heat, and gas unless otherwise noted.

** Rent does not include Heat or Gas.

*** No utilities included.

**** Rent does not include Gas.

*Source: Various online apartment search engines; Houseal Lavigne Associates*

## Housing Demand & Affordability

A more detailed analysis of household income estimates for the Southwest Side helps quantify the relative level of housing affordability for both owner- and renter-occupied units. Table 7 compares the projected 2016 income for households in the Southwest Side to the price of housing in the area. The asking price indicated in the table entitled *Household Demand & Affordability* is the rolling average of the average sales price for single family homes and two-family units, indicated in Tables 4 and 5, over the three year period between July 2007 and July 2009.

To guage market supportable demand for housing units, it is assumed that the mortgage payment resulting from the purchase of a home at this price, combined with property taxes, should comprise no more than 30% of a household's income. Households earning less than the income necessary to meet this benchmark cannot afford to purchase a home in the Southwest Side area. Based on the anticipated asking prices, a household will need to earn at least an estimated:

- $48,000 to afford a single family home in the Southwest Side in 2014
- $45,000 to purchase a unit in a two-family building (e.g. townhome)

Lease rates for rental housing were also included in Table 7 to demonstrate demand for market rate rental units. The 2009 rent for a two-bedroom unit in the Southwest Side is near $800 per month (See Table 6). Assuming an annual rent increase of 3%, the rent for a similar unit in 2014 will be approximately $925. This indicates that renting an average sized two-bedroom apartment will require a household income of approximately $40,000.

To put these estimates in perspective, it should be noted that the projected 2014 median household income for the Southwest Side is $55,000. This means that, in general, approximately one out of every two households will be able to afford a single family home in 2016. The lower portion of Table 7 provides further detail regarding the number of new households locating in the Southwest Side within several age and income categories and related housing demand.

**Table 7. Household Demand & Affordability - Southwest Side, 2014**

| Product | Single Family | Two-Family | | Rental - 2 BR |
|---|---|---|---|---|
| Asking Price | $144,000 | $135,000 | | |
| Downpayment | 10% | 10% | | |
| Interest Rate | 6.50% | 6.50% | | |
| Monthly Mortgage Payment | $819 | $768 | Monthly Rent | $925 |
| Annual Mortgage Payment | $9,830 | $9,216 | | |
| Annual PMI | $674 | $632 | Annual Rent | $11,100 |
| Annual Property Taxes | $4,000 | $3,500 | | |
| Housing Costs as % of Income | 30% | 30% | | 30% |
| Minimum Income Required | $48,346 | $44,491 | | $40,083 |

**Population Change - 2009, 2014**

| 2014 Age & Income | < 25 | 25-34 | 35-44 | 45-54 | 55-64 | 65-74 | 75+ |
|---|---|---|---|---|---|---|---|
| <$15,000 | 12 | 2 | -13 | -8 | 18 | 66 | -12 |
| $15,000 - $24,999 | -5 | -21 | -24 | -28 | 14 | 72 | -127 |
| $25,000 - $34,999 | -12 | -49 | -71 | -57 | 4 | 62 | -92 |
| $35,000 - $49,999 | -10 | -104 | -175 | -118 | 15 | 41 | -116 |
| $50,000 - $74,999 | 31 | 145 | 20 | 95 | 300 | 186 | 71 |
| $75,000 - $99,999 | 25 | 40 | -101 | 27 | 143 | 109 | 19 |
| $100,000 - $149,999 | 0 | -12 | -14 | -9 | 55 | 48 | -18 |
| $150,000 - $199,999 | -6 | -10 | 13 | 8 | 38 | 17 | -18 |
| $200,000 - $249,999 | -1 | -1 | 0 | 4 | 3 | 4 | -9 |
| $250,000 - $499,999 | -1 | -1 | 0 | 5 | 0 | 2 | -2 |
| $500,000 + | 0 | 0 | -1 | 0 | 3 | 0 | -1 |

*Income & Age Qualifying Households*

| | |
|---|---|
| **Single Family Home** | **47** |
| **Two-Family Unit** | **1,065** |
| **2-Bedroom Rental Unit** | **(373)** |

*Source: ESRI Business Analysts; Houseal Lavigne Associates*

## Target Age Groups

The home sales and rent information provided in Tables 4, 5, and 6 can be intersected with projected household age and income data to provide a fuller understanding of the future demand for housing in the Southwest Side. Put simply, the demand for housing will be determined by the age composition of the local household population, the sales price or rental rates of residential units, and the types of housing offered. By examining how many householders fall into specific age and income cohorts, the demand for units of a given type of housing can be estimated.

- ***Single-family homes*** are the predominant housing type within the Southwest Side. Middle-aged households (age 35 to 54) are the predominant buyer of single family homes. For the purposes of this analysis, it is assumed that all middle aged households who can afford to purchase a single family home, as well as those earning more than $250,000 annually, will choose to do so.
- ***Two-family units*** (duplexes, condominiums, and townhomes) are also common within the Southwest Side. Traditionally, young professionals (under 35) and empty nester (age 55 and over) households are the predominant buyer of two-family units. For the purposes of this analysis, the households in these two age groups that can afford to do so will purchase a two-family unit.
- ***Rental units*** comprise an estimated 40% of the Southwest Side housing market with two-bedroom apartments being the most commonly offered unit type. The rental market is also comprised of a combination of younger households and senior households. For the purposes of this analysis, it is assumed that those households unable to afford a two-family unit, as well as very young (less than 25) and old (over 75) households, will rent their housing.

## Projected Demand

In 2014, given the income requirements and target age groups for each housing type, it is projected that there will be:

- Demand for an additional ***47 single family homes***;
- A need for over ***1,000 two-family units***; and,
- A ***surplus of over 370 apartment units***.

It should be noted that this housing demand projection does not equate with a projection for future housing development. For this demand to be met, many changes will have to occur within the local, regional, and national housing markets. Much of the demand for two-family units and rental units is derived from empty nester households downsizing from a single family home to a lower maintenance housing option. A slow housing market may hinder the ability to sell currently occupied units. This may, in turn, decrease demand for owner-occupied, two-family housing while simultaneously increasing demand for rental housing. Furthermore, in a harsh economic climate, household size tends to increase as families consolidate into fewer residences to reduce housing costs.

# Labor & Employment

## Employment by Industry

As shown in Table 8, it is estimated that at the time of this study (2009), the Southwest Side currently employs over 25,000 workers. Employment is concentrated in a handful of industries, namely manufacturing (18.4%), retail trade (11.0%), and services (45.8%), which includes the health care and educational services industries among others. These proportions are on par with employment by industry for the larger City of Milwaukee. The health care and social assistance industry is the largest single employer in the Southwest Side area, employing nearly 4,000, or 15.7%, of the 2009 workforce.

It is estimated that between 2000 and 2009, the City of Milwaukee lost nearly 20,000 jobs in the private sector, the majority of which were in manufacturing. This represents a decline in employment of approximately 7.8%. Over the same nine year period, total employment in the Southwest Side area decreased by approximately 10%, or 2,884 jobs. In addition to being a significant employer, the health care industry is one of the few industries that grew over this time period. Health care combined with other service related industries to add over 450 jobs to the local economy.

**Table 8. Employment by Industry, Southwest Side: 2000 - 2009**

| | 2000 | | 2009 | | Change | |
|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent |
| **Industry Total** | **28,167** | **100.0%** | **25,283** | **100.0%** | **-2,884** | **-10.2%** |
| **Industry** | | | | | | |
| Agriculture/Mining | 141 | 0.5% | 152 | 0.6% | 11 | 7.7% |
| Construction | 1,408 | 5.0% | 1,087 | 4.3% | -321 | -22.8% |
| Manufacturing | 5,324 | 18.9% | 3,388 | 13.4% | -1,936 | -36.4% |
| Wholesale Trade | 930 | 3.3% | 834 | 3.3% | -95 | -10.2% |
| Retail Trade | 3,014 | 10.7% | 2,781 | 11.0% | -233 | -7.7% |
| Transportation/Utilities | 1,718 | 6.1% | 1,416 | 5.6% | -302 | -17.6% |
| Information | 648 | 2.3% | 480 | 1.9% | -167 | -25.8% |
| Finance/Insurance/Real Estate | 1,915 | 6.8% | 1,846 | 7.3% | -70 | -3.6% |
| Services | 11,126 | 39.5% | 11,580 | 45.8% | 454 | 4.1% |
| Public Administration | 1,915 | 6.8% | 1,745 | 6.9% | -171 | -8.9% |

*Source: ESRI Business Analyst; Houseal Lavigne Associates*

## Major Employers

As illustrated in Table 9, the importance of health care and other service related industries to the Southwest Side economy is underscored by the number of the area's large employers within these industries.

- The largest employers in the Southwest Side area are Aurora St. Luke's Medical Center and St. Francis Hospital.
- There are two manufacturing firms with over 100 employees.
- The major department stores Wal-Mart, Kohl's, and Pick N Save employ nearly 500 people within the Southwest Side.
- Milwaukee Public Schools employs a large number of faculty and staff within the area.

**Table 9. Businesses with Over 100 Employees, Southwest Side - August 2009**

| Business | Industry Sector | Employees |
|---|---|---|
| SAINT LUKE'S MEDICAL CENTER | Health Care & Social Assistance | 5,340 |
| SAINT FRANCIS HOSPITAL PAIN MGMT CENTER | Health Care & Social Assistance | 941 |
| MAYNARD STEEL CASTING CO | Manufacturing | 245 |
| HAMILTON HIGH SCHOOL | Educational Services | 200 |
| CROTHALL LAUNDRY SERVICES INC | Admin. & Support & Waste Mgmt. & Rem. Svcs. | 167 |
| SUNRISE CARE CENTER | Health Care & Social Assistance | 153 |
| PICK N SAVE | Retail Trade | 150 |
| WAL MART PHARMACY | Retail Trade | 150 |
| THE TERRACE SAINT FRANCIS | Health Care & Social Assistance | 150 |
| GI ASSOCIATES LLC | Health Care & Social Assistance | 150 |
| PULASKI HIGH SCHOOL | Educational Services | 150 |
| KOHL'S | Retail Trade | 140 |
| DELTROL CORP | Manufacturing | 125 |
| ZABLOCKI ELEMENTARY SCHOOL | Educational Services | 120 |
| MARTY MANLEY INSURANCE AGENCY | Finance & Insurance | 107 |
| WILLOW GLEN | Admin. & Support & Waste Mgmt. & Rem. Svcs. | 103 |
| PRO DRIVER LEASING SYSTEMS INC | Admin. & Support & Waste Mgmt. & Rem. Svcs. | 100 |

*Source: Experian; ESRI Business Analyst; Houseal Lavigne Associates*

## Regional Employment Projections

The regional employment projections, shown in Table 10, indicate that service related industries will have grown faster than any other industries between the year 2006 and 2016. While it is anticipated that the manufacturing industry will continue to shrink through the year 2016, all of the other industries are projected to increase by between 2% and 19%.

**Table 10. Industry Employment Projections - Milwaukee-Waukesha-West Allis MSA: 2006-2016**

| | 2006 | | 2016 | | Change | |
|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent |
| ***Industry Total*** | ***827,220*** | ***100.0%*** | ***907,690*** | ***100.0%*** | ***80,470*** | ***9.7%*** |
| **Industry** | | | | | | |
| Construction/Mining/Natural Resources | 34,660 | 4.2% | 38,030 | 4.2% | 3,370 | 9.7% |
| Manufacturing | 133,860 | 16.2% | 131,470 | 14.5% | -2,390 | -1.8% |
| Trade | 123,280 | 14.9% | 127,440 | 14.0% | 4,160 | 3.4% |
| Transportation and Utilities | 35,210 | 4.3% | 38,560 | 4.2% | 3,350 | 9.5% |
| Financial Activities | 56,950 | 6.9% | 64,930 | 7.2% | 7,980 | 14.0% |
| Leisure and Hospitality | 70,520 | 8.5% | 78,750 | 8.7% | 8,230 | 11.7% |
| **Services** | **333,190** | **40.3%** | **388,010** | **42.7%** | **54,820** | **16.5%** |
| Educational Services | 57,690 | 7.0% | 60,150 | 6.6% | 2,460 | 4.3% |
| Hospitals | 34,540 | 4.2% | 40,950 | 4.5% | 6,410 | 18.6% |
| Government | 39,540 | 4.8% | 40,520 | 4.5% | 980 | 2.5% |

*Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, November 2008; Houseal Lavigne Associates*

NOTE: These projections were made utilizing data from the 2006 Quarterly Census of Employment and Wages and should be interpreted with caution. Although the overall growth of the regional economy may be slower than projected given recent economic activity, the underlying projected pattern of growth may still be accurate. For example, while the region may not gain 6,410 jobs in the health care industry, that industry is still likely to remain one of the faster growing industries in the Milwaukee MSA.

It is reasonable to assume that the proportion of the regional workforce employed within the Southwest Side will remain somewhat constant over the next seven years. For example, if the Southwest Side employs 5% of the region's retail jobs in 2009, it will likely employ slightly above or slightly below 5% of the region's retail jobs in 2016.

Table 11 indicates the estimated number of jobs that the Southwest Side area will have gained or lost within each industry between 2006 and 2016 given existing employment proportions. If the region grows by a projected 9.7% between 2006 and 2016, the Southwest Side employment base will grow by an estimated 2,825 jobs. The majority of these jobs will have been added to the service sector and the health care and social assistance industry in particular.

**Table 11. Local Share of Employment Loss/Gain by Industry**
Southwest Side Area: 2006 - 2016

| | 2009 Share of MSA Employment | Estimated Employment Loss/Gain: 2006 - 2016* |
|---|---|---|
| ***Total Employment*** | *3.1%* | *2,475* |
| **Industry** | | |
| Construction, Mining & Natural Resources | 3.9% | 125 |
| Manufacturing | 2.9% | -75 |
| Trade | 3.1% | 125 |
| Transportation, Warehousing & Utilities | 5.2% | 175 |
| Financial Activities | 3.3% | 275 |
| Services | 3.2% | 1,775 |

* Rounded to the nearest 25.

*Source: Houseal Lavigne Associates*

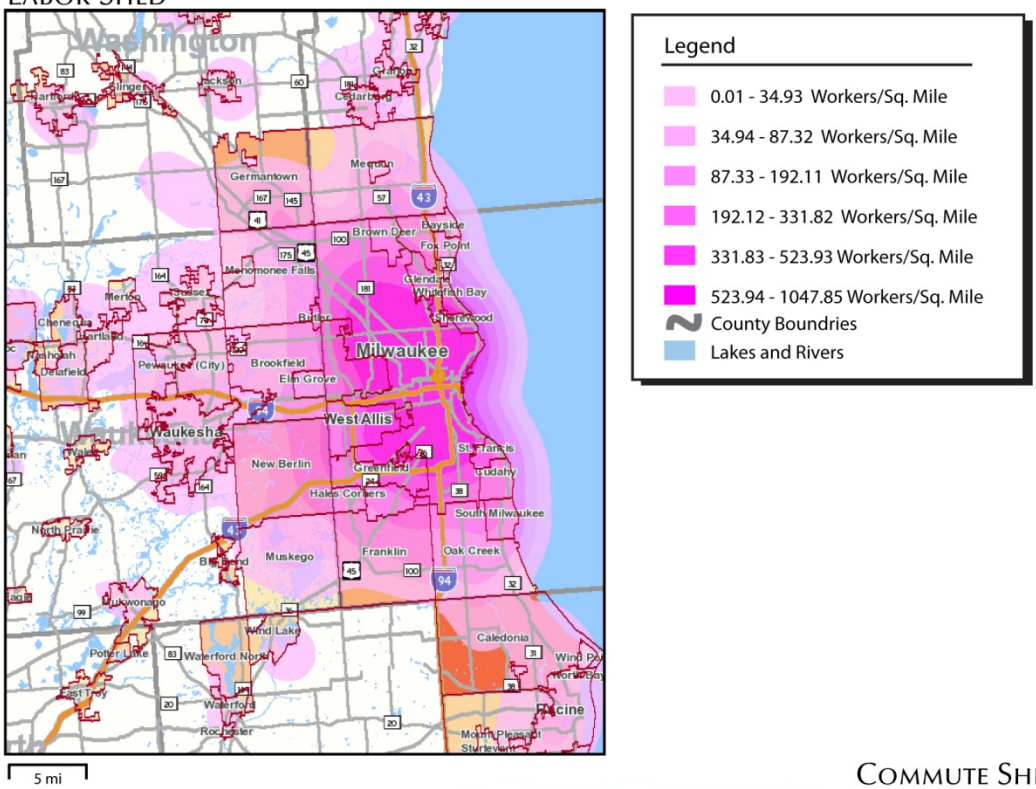
## Employment Shed

**Figure 1** depicts where people who work in the City of Milwaukee live within the region as measured by the number of workers per square mile (See 'Labor Shed'). Nearly half (45%) of the jobs offered in Milwaukee are performed by workers who also live in Milwaukee. No other communities within the region comprise more than 3% of Milwaukee's workforce population. It is estimated that approximately 67% of Milwaukee's workforce resides in Milwaukee County and an additional 12% resides in neighboring Waukesha County.

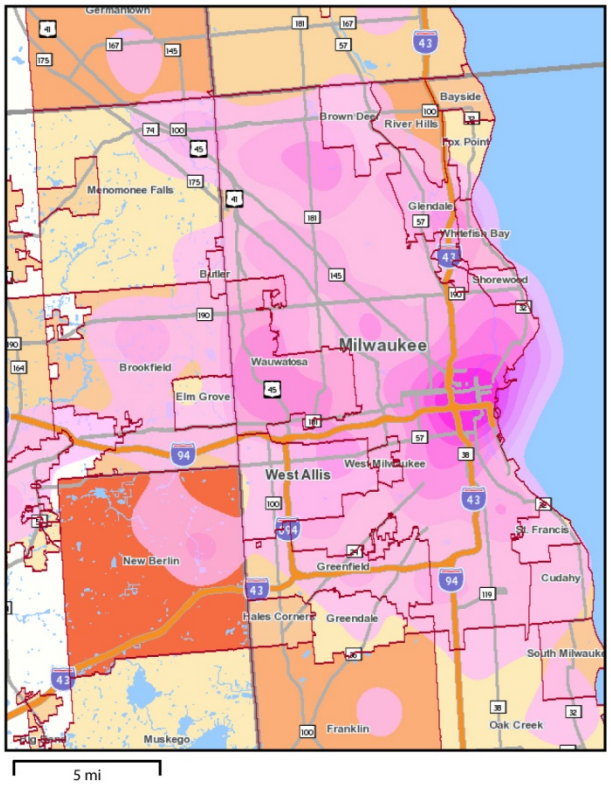
**Figure 1** also highlights where residents of the City of Milwaukee work within the region as measured by the number of workers per square mile (See 'Commute Shed'). Approximately 51% of Milwaukee residents work within Milwaukee. Another 7% of Milwaukee residents are employed in the neighboring City of Wauwatosa. No other cities or towns have a significant proportion (greater than 4%) of Milwaukee residents working within their boundaries. It is estimated that approximately 74% of the City's residents have jobs located within Milwaukee County.

# Figure 1.
# City of Milwaukee Labor Shed and Commute Shed, 2006

Labor Shed




Commute Shed



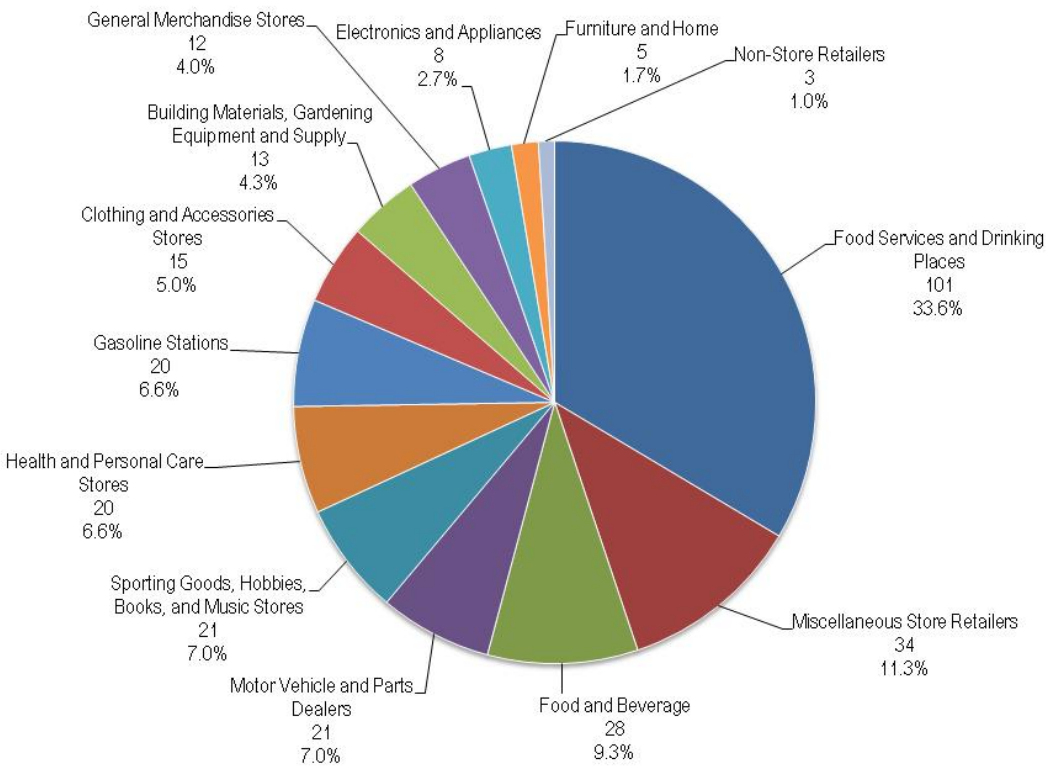
# Commercial Market Assessment

The potential for retail development at any given location is influenced by several factors including local and regional retail demand, the physical limitations of available sites, the health of the local commercial districts, the location of surrounding commercial nodes, and the consumer expenditure patterns of the regional population.

## Southwest Side Retailers

The Southwest Side has a mix of retail development scattered throughout the area, the majority of which is concentrated along the 27th Street corridor. While there a variety of retailers present within the Southwest Side, restaurants and drinking establishments comprise over one-third of all retail businesses in the area. Nearly one-in-five stores in the Southwest Side are grocery or liquor stores. The largest retailers in the area include general merchandise stores such as Walmart and Target, which comprise approximately 4% of all Southwest Side businesses.

**Chart 10. Retail Business Inventory**
Southwest Side, August 2009



## Traffic Counts

Traffic counts play a significant role in the placement and eventual success of any given retail location. Large national retail tenants typically require a minimum average daily traffic (ADT) count of between 20,000 and 30,000 vehicles per day, whenever considering a new location. Based on these standards, there are several locations in the Southwest Side where new commercial development could be successful, the foremost location being the 27th Street (Route 41) corridor which bisects the entire area. Traffic counts along Miller Parkway (43rd Street) as well as Oklahoma Avenue, which bisects the site in the east-west direction, are also significant.

- ***27th Street/Route 41*** is a major north-south highway connecting I-94 and I-43. As 27th Street enters the Southwest Side from the north, the road has an ADT of 22,600 and increases to 25,500 as it reaches Oklahoma Avenue. The ADT for 27th Street increases to 30,200 as it approaches Loomis Road.

- ***43rd Street/Miller Parkway*** enters the Southwest Side from nearby West Allis in the north with an ADT of 28,700 before decreasing to an ADT count of 21,400 as it passes over the railroad tracks that form part the study area's northern boundary. The ADT decreases further to 16,000 as 43rd Street approaches Oklahoma Avenue. South of Oklahoma Avenue traffic counts along 43rd Street decrease to between 8,000 and 10,000 vehicles per day.

- ***Oklahoma Avenue*** is a primary east-west thoroughfare bisecting the Southwest Site. As Oklahoma Avenue enters the area from the west it reaches an ADT of 21,300 at 95th Street. As it reaches 75th Street, ADT along Oklahoma Avenue increases to 21,600 vehicles. Travelling east from 75th Street, ADT average more the 20,000 vehicles until Oklahoma Avenue approaches Forest Home Avenue (Highway 24) where traffic counts decrease to 17,900. ADT along Oklahoma Avenue reaches 19,600 as it intersects with 27th Street/Route 41 and then decreases to 16,800. Traffic counts remain near 17,000 until Oklahoma reaches I-94 outside the eastern edge of the Southwest Side area.

- ***Forest Home Avenue/Wisconsin Highway 24*** serves as a main thoroughfare running diagonally through the Southwest Side. It maintains an ADT count of between nearly 15,000 and 19,000 throughout the area.

Sites located along these major roadways will represent some of those most likely to undergo commercial development. When assessing the potential for commercial development, other factors in addition to traffic counts must also be taken into consideration. While a site may have high traffic counts, site characteristics such as lot depth or size, existing structures, or adjacent uses may limit its potential to accommodate successful commercial development. Conversely, other advantages a site offers may make a site with less favorable traffic counts an attractive place for new commercial development.

## Competitive Retail Context

The potential for retail demand is based on several factors, perhaps the most significant being travel time. Consumer decisions are motivated by the amount of time that it takes to get from point to point. A site located two miles from a heavily populated subdivision may take longer to get to than a site five miles away due to traffic, road infrastructure, highway access, at-grade train crossings and other influences. The relationship of retail concentrations is equally impacted by these influences. A particular retailer may have two stores located relatively

close together in terms of mileage, but when measured in travel time, they are catering to entirely different market areas.
Exactly how far a consumer will travel and where retailers are located, is primarily dictated by store type and characteristics of a retail node. The International Council of Shopping Centers (ICSC) and The Urban Land Institute (ULI) categorize shopping centers utilizing several criteria. The following is an overview of shopping center classifications.

- ***Large regional and super regional malls*** containing department stores (Macys, Nordstrom), fashion and apparel (Talbots, Ann Taylor) and home furnishings (Restoration Hardware, Crate and Barrel) attract customers from a trade area that can extend up to 25 miles.

- ***Lifestyle Centers*** include some of the same users as Regional Malls, including large format bookstores (Borders, Barnes & Noble) but do not have anchors. The typical trade area is approximately 8 to 12 miles.

- ***Community Centers*** include big box discount stores (Target, Kmart), home improvement stores (Home Depot, Menards), Sporting Goods (Sports Authority, Dick's) and attract from a three to six mile trade area.

- ***Neighborhood Centers*** typically attract from within three miles or a drive of under 10 minutes and are anchored by a grocery store (Pic 'n Save, Jewel).

Table 12 provides additional information on retail center types and characteristics.

**Table 12: Shopping Center Characteristics**

**Shopping Center Characteristics**

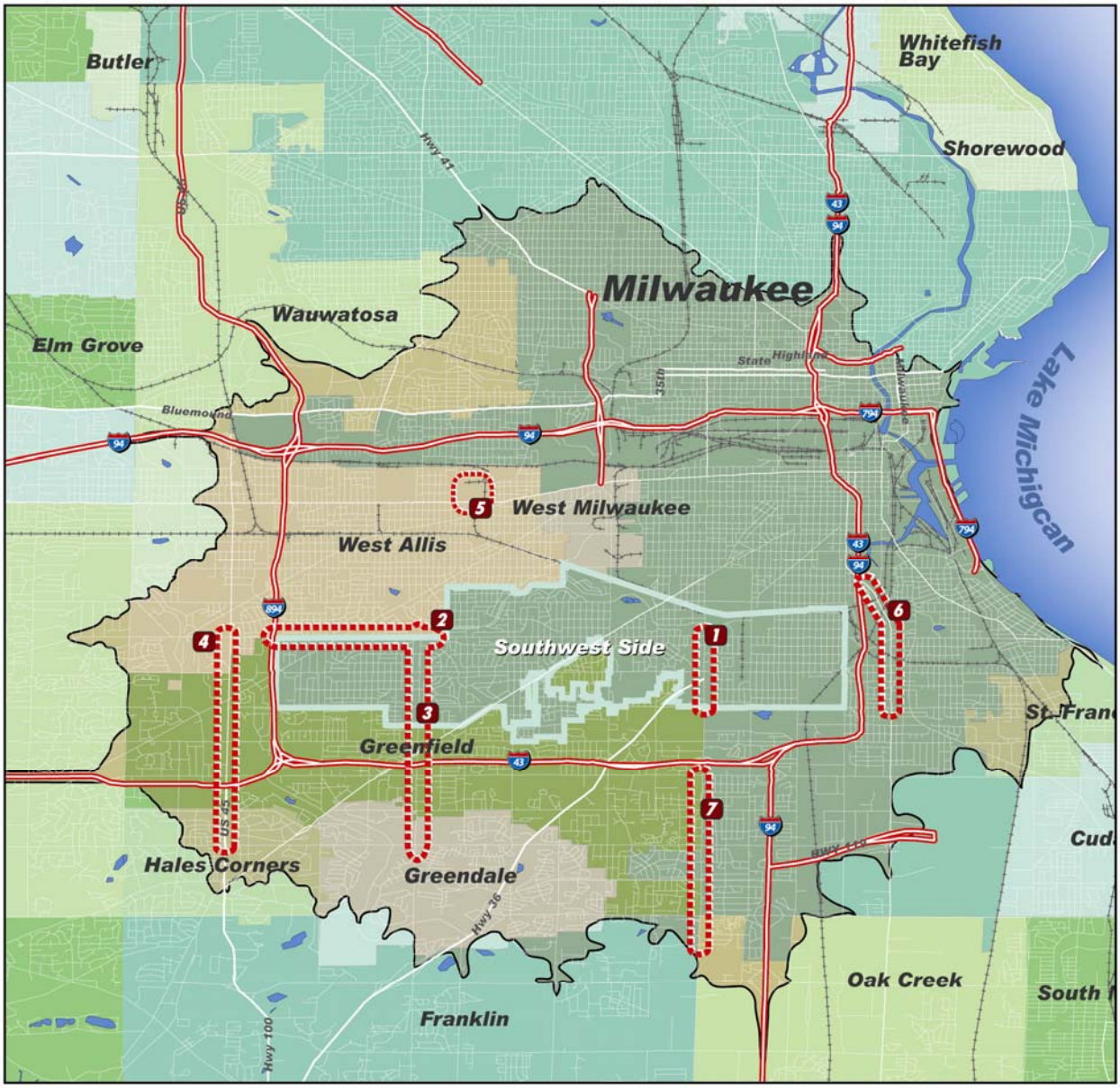
| Type of Shopping Center | Concept | Square Feet (Including Anchors) | Acreage | Typical Anchor(s) Number | Type | Anchor Ratio | Primary Trade Area Mileage | Approx Dive Time |
|---|---|---|---|---|---|---|---|---|
| Convenience | Convenience | 10,000 to 30,000 | 3 to 8 | 1 | Convenience store, mini market, deli, coffee shop | 30 to 50% | 0 to 3 miles | less than 5 minutes |
| Neighborhood | Convenience, Personal Services | 30,000 - 150,000 | 3 to 15 | 1 or more | Supermarket | 30 to 50% | 3 miles | 5 to 7 minutes |
| Community Center | General Merchandise; Convenience | 100,000 - 350,000 | 10 to 40 | 2 or more | Discount department store; supermarket; drug; home improvement; large specialty/discount apparel | 40 to 60% | 3 to 6 miles | up to 15 minutes |
| Regional Center | General Merchandise; Fashion (mall, typically enclosed) | 400,000 - 800,000 | 40 to 100 | 2 or more | Full-line department store; jr. department store; mass merchant; discount department store; fashion apparel | 50 to 70% | 5 to 15 miles | up to 30 minutes |
| Superregional Center | Similar to regional center but has more variety and assortment | 800,000 + | 60 to 120 | 3 or more | Full-line department store; jr. department store; mass merchant; fashion apparel | 50 to 70% | 5 to 25 miles | up to 45 minutes |
| Fashion/Specialty Center | Higher End; Fashion Oriented | 80,000 - 250,000 | 5 to 25 | N/A | Fashion | N/A | 5 to 15 miles | up to 30 minutes |
| Lifestyle Center | Upscale national chain specialty stores; dining and entertainment in outdoor settings. | Typically 150,000 to 500,000, but can be smaller or larger. | 10 to 40 | 0 to 2 | Not usually anchored in the traditional sense but may include book store; other large-format specialty retailers; multiplex cinema, small department store | 0 to 50% | 8 to 12 miles | up to 30 minutes |
| Power Center | Category-dominant anchors; few small tenants | 250,000 - 600,000 | 25 to 80 | 3 or more | Category killer; home improvement; discount department store; warehouse club; off-price | 75 to 90% | 5 to 10 miles | up to 20 minutes |
| Outlet Center | Manufacturers' outlet stores | 50,000 - 400,000 | 10 to 50 | N/A | Manufacturers' outlet stores | N/A | 25 to 75 miles | up to 90 minutes |

***Source: International Council of Shopping Centers (ICSC); Houseal Lavigne Associates***

Defining the retail market for the study area requires understanding the context in which development would reasonably occur. In addition to the commercial areas and businesses that currently exist within the Southwest

Side area, as indicated in Figure 2, several other commercial corridors and nodes of activity exist in neighboring areas. These competing retail market areas are described below.

## Figure 2.
## Market Area Retail Concentrations




### Retail Concentrations

Retail Market Area

1. 27th Street - Southwest Side
2. Oklahoma Avenue - Southwest Side
3. 76th Street - Southwest Side/Greenfield
4. 108th Avenue - Greenfield
5. West Allis Towne Center - West Allis
6. Chase Avenue - Milwaukee
7. 27th Street - Greenfield/Milwaukee

## Southwest Side Retail

- ***Oklahoma Avenue*** is a primary east-west corridor within the Southwest Side area and is the location of several neighborhood shopping centers. The most significant center along this corridor is the 47,000 square foot River Bend Shopping Center. Major tenants include Blockbuster Video, Checker Auto Parts, and Snap Fitness.

- The ***76th Street and Forest Home Avenue corridors*** are also the location of several neighborhood shopping centers within the Southwest Side. Larger centers include Woodland Court (30,000 sf) and the Old Grove Shopping Center (50,000 sf).

- The ***27th Street/Route 41 Corridor*** is the Southwest Side's primary commercial corridor. Several shopping community shopping centers and 'big box' retailers are located along 27th Street between Oklahoma Avenue and Howard Avenue. The most significant centers and tenants include:
    - Southgate Marketplace (239,000 sf) - Walmart, Walgreens, Always 99 Cents, Movies 10
    - Loomis Centre Mall (230,000 sf) - HOBO, AJ Wright, Michaels, Office Max, Blockbuster, Radioshack
    - Point Loomis (161,000 sf) - Kohl's, Pick 'n Save
    - South Towne Center (75,000 sf) - DOTS Fashions, Dollar Tree, Save a Lot

## Surrounding Retail Locations

- The ***27th Street/Route 41 Corridor*** continues to function as a significant commercial corridor for the areas to the south of the Southwest Side. Major tenants include Kmart, Target, Value City Furniture and discount stores such as Dollar General, Big Lots, and Family Dollar Store. Walmart, Sam's Club, Home Depot, and Pick 'n Save are also clustered near the intersection of 27th Street and College Avenue approximately four miles south of the Southwest Side.

- ***76th Street and Layton Avenue*** represents a regional commercial node within the market area and surrounding communities. There are several retail centers near this intersection with major tenants including Sports Authority and Jo-Ann Fabrics. In addition, this area is also the location of the ***Southridge Shopping Mall***, 1.25 million square foot regional mall anchored by JCPenney, Sears, Boston's, and Kohl's.

- The ***West Allis Towne Center***, located at Greenfield and 68th Street is a 329,000 square foot center anchored by Kohl's, Kmart, and Office Depot. Other nearby retailers include Big Lots.

- The ***108th Avenue Corridor*** is a north-south commercial corridor in the neighboring community of Greenfield approximately a half mile from the western edge of the Southwest Side. Community centers and big box retailers are located throughout the corridor from Cleveland Avenue south to Forest Home Avenue. Major tenants include Kohls, Target, Big Lots, and Walmart.

- The ***Chase Avenue Corridor*** is located approximately two miles to the east of 27th Avenue. Retail in the area between Holt and Lincoln Avenues includes Holt Plaza (222,000 sf), which is anchored by Home depot and Pick 'n Save, as well as a Target, a 100,000 sf retail center, and several other smaller retailers.

## Retail Gap Analysis

The retail market area is defined as the area within a 10 minute drive of the intersection of Oklahoma and Forest Home Avenues. This incorporates not only the 27th Street commercial corridor, but the retail concentrations found in others areas of Milwaukee to the north, east, and south as well as the adjacent communities of West Allis and Greenfield. To assess the potential for retail development projected spending by market area households was compared to the existing supply of retail space.

This analysis provides an indication of "surplus" or "leakage" for each retail category. A surplus in any given category indicates that there is at least enough retail space in that category to accommodate demand from households in within the designated market area. Conversely, leakage (also known as a "gap") indicates that demand for goods in a given retail category have exceeded the supply and consumers are spending their dollars outside of the market area. In this context, leakage serves as a means of gauging retail competition and identifying potential opportunities for growth within the market area.

A determination as to whether there is enough leakage to support additional retail space is made by dividing the "gap" amount by an average sales-per-square-foot. While leakage is represented as a monetary loss, this calculation translates dollar amounts into the potential square feet of supportable retail space. If the resulting square footage is within the range of the typical retail format of a given type of retailer, a preliminary conclusion can be made that the market can support additional development in that particular category. For example, if it is determined that there is a "gap" in consumer expenditures of $1 million in a store type that averages $200 per square foot in sales revenue, then it can be estimated that the market is underserved by approximately 50,000 square feet in that particular category. If the average store for that category is 50,000 square feet, then the market indications are that there is support for one more store. If the average store size is 20,000 square feet, the market could potentially support two to three more stores. However, if the "gap" indicates support for an additional 20,000 square feet and the average store size is 50,000 square feet, there is not enough demand to support an additional store.

As such, figures relating to sales per square foot and typical store size can be utilized to equate consumer expenditures to a preliminary indication of development potential. Though sales-per-square-foot revenues vary by individual retailer, general assumptions of supportable square footage can be made by using benchmark averages for each respective retail category. Sales-per-square foot values of between $150 and $430 were derived from data published by the Urban Land Institute. As shown in Table 13, these per-square-foot sales values were used to translate uncaptured consumer expenditures to a potential number of square feet that could be supported within either the Southwest Side or the greater City of Milwaukee.

**NOTE:** The *Motor Vehicles and Parts Dealers* and *Gasoline Stations* retail categories are not addressed in the following discussion. While these two retail categories may demonstrate unmet demand, this demand cannot be easily converted to demand for retail space given the nature of the products sold in these categories. Opportunities for auto parts sales, automobile sales, or gas stations may exist within the Southwest Side and should not be excluded from consideration as development opportunities arise.

**Table 13. Consumer Spending Profile - Southwest Side Area and City of Milwaukee**

| Summary | Southwest Side Retail Gap ($M) | Southwest Side Potential* | City of Milwaukee Retail Gap ($M) | City of Milwaukee Potential* |
|---|---|---|---|---|
| **Total Retail Trade and Food & Drink** | **$268.7** | **895,551** | **$209.80** | **699,344**** |
| Total Retail Trade | $247.6 | 825,390 | $467.00 | 1,556,752 |
| Total Food & Drink | $21.0 | 70,161 | ($257.20) | (857,408) |
| ***Industry Group*** | | | | |
| **Motor Vehicle & Parts Dealers** | **($191.1)** | **-** | **$352.6** | **-** |
| **Furniture & Home Furnishings Stores** | **$0.5** | **2,425** | **$52.6** | **250,476** |
| **Electronics & Appliance Stores** | **($10.7)** | **(35,518)** | **$3.5** | **11,667** |
| **Bldg Materials, Garden Equip. & Supply Stores** | **($27.5)** | **(70,437)** | **$8.1** | **20,769** |
| **Food & Beverage Stores** | **($172.5)** | **(420,816)** | **($158.7)** | **(387,073)** |
| **Health & Personal Care Stores** | **($4.9)** | **(11,463)** | **($7.6)** | **(17,674)** |
| **Gasoline Stations** | **$106.5** | **-** | **$119.7** | **-** |
| **Clothing and Clothing Accessories Stores** | **$36.8** | **153,495** | **$68.7** | **286,250** |
| Clothing Stores | $35.1 | 146,274 | $55.2 | 230,000 |
| Shoe Stores | $0.2 | 636 | $0.6 | 2,500 |
| Jewelry, Luggage, and Leather Goods Stores | $1.6 | 6,585 | $12.9 | 53,750 |
| **Sporting Goods, Hobby, Book, and Music Stores** | **($43.2)** | **1,840** | **($16.6)** | **(55,484)** |
| **General Merchandise Stores** | **$274.2** | **1,834,429** | **$263.0** | **1,759,197** |
| Department Stores Excluding Leased Depts. | ($62.6) | (418,571) | $18.0 | 120,401 |
| Other General Merchandise Stores | $336.8 | 2,253,001 | $245.0 | 1,638,796 |
| **Miscellaneous Store Retailers** | **($30.5)** | **(122,143)** | **($28.0)** | **(112,000)** |
| **Nonstore Retailers** | **($314.3)** | **-** | **($190.2)** | **-** |
| **Food Services & Drinking Places** | **($330.2)** | **(1,065,001)** | **($257.2)** | **(829,677)** |

* Potential is based on average annual sales per square foot within each retail category as indicated in *Dollars & Cents of Shopping Centers®/ The SCORE® 2008* which is published by the Urban Land Institute and the International Council of Shopping Centers.

** Total potential is based on average annual sales per square foot of $300.

*Source: ESRI Business Analyst ; ULI; and Houseal Lavigne Associates*

As indicated in Table 13, there is a surplus of approximately $269 million within the local market while the larger market for the City of Milwaukee has an estimated retail gap of $210 million. Although the Southwest Side retail market if fairly saturated, there are a couple of key retail categories that have significant shortage of supply.

- The ***General Merchandise*** retail category has the most unmet retail demand both locally and within the larger region. This retail category is comprised of two subcategories, only one of which (non-Department Store General Merchandise Stores) are underrepresented within the local Southwest Side market. This retail category is represented by stores such as supercenters, warehouse clubs, or general stores and may represent a good fit for new commercial development within the Southwest Side.

- The ***Clothing and Clothing Accessories Stores*** category also exhibits a significant amount of leakage local spending potential to retailers outside of the Southwest Side. This retail category is comprised of three subcategories, all of which demonstrate some level of unmet retail demand. Clothing stores may offer significant potential within the Southwest Side.

## Retail Development Potential

While there is significant demand for new places to shop within the Southwest Side, the ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites. Table 14 shows the median size and sales per square foot for tenants typically found in community shopping centers. It also highlights the typical size of neighborhood and community centers and the typical acreage of the site upon which they are developed.

**Table 14. Typical Community Shopping Center Tenant Characteristics**

| Tenant Classification | Median GLA (sf) | Median Sales PSF |
|---|---|---|
| Motor Vehicle & Parts Dealers | 6,000 | $240 |
| Furniture & Home Furnishings Stores | 6,700 | $210 |
| Electronics & Appliance Stores | 2,600 | $300 |
| Bldg Materials, Garden Equip. & Supply Stores | 8,100 | $390 |
| Food & Beverage Stores | 39,000 | $410 |
| Health & Personal Care Stores | 10,000 | $430 |
| Gasoline Stations | - | - |
| Clothing and Clothing Accessories Stores | 3,200 | $240 |
| Sporting Goods, Hobby, Book, and Music Stores | 3,200 | $220 |
| General Merchandise Stores | 20,000 | $150 |
| Miscellaneous Store Retailers | 2,000 | $250 |

| | | |
|---|---|---|
| Nonstore Retailers | - | - |
| Food Services & Drinking Places | 2,400 | $310 |

**Table 14 Cont'd. Typical Community Shopping Center Tenant Characteristics**

| Shopping Center Type | Average GLA (sf) | Median GLA (sf) | Typical Site (ac.)* |
|---|---|---|---|
| Typical Neighborhood Center | 60,000 | 54,000 | 5 - 6 |
| Typical Community Center | 216,000 | 156,000 | 16 - 22 |

* Based on a typical yield of 10,000 sf or retail per acre

Source: ULI; Houseal Lavigne Associates

Given existing estimated demand within both the local market and the larger City, the Southwest Side could likely support several general merchandise stores. These stores range in size from 5,000 sf for a small local general store to nearly 150,000 sf for a large warehouse club. While some retailers may develop a general merchandise store as a standalone location, these stores are frequently anchor tenants of community or regional shopping center. The development of new retail in the *General Merchandise* category within the Southwest Side will likely require a site of at least 15 acres.

The significant demand estimated for the *Clothing and Clothing Accessories* category indicates the Southwest Side could likely support several clothing stores. Clothing and clothing accessory stores typically range in size from 1,000 sf to 12,000 sf with an average store size of 5,000 sf. Retailers in this category typically occupy small spaces within neighborhood and community centers or independent storefronts within urban retail environments. The development of new retail in the *Clothing and Clothing Accessories* category within the Southwest Side could take place as a component of larger scale development or as new leases within existing retail space. New retail development accommodating the needs of clothing retailers will likely require a site of at least 5 acres.

New retail development will require significant amounts of land along the primary roadways that pass through the Southwest Side area. While some sites that meet the space requirements discussed above may currently exist, site assembly will likely be required. Development strategies and opportunity sites within the Southwest Side will be discussed in further detail later on within this report.

Although other retail categories shown in Table 13 may have potential for expansion within the Southwest Side market area or the City of Milwaukee, the level of unmet demand in most categories is small in comparison to average sales-per-square-foot and average store size within that category. Growth in these categories is likely to occur in small, locally-owned or niche retailers. Retailers in these categories may represent good tenants for small vacant spaces within existing community and neighborhood centers throughout the Southwest Side or as small users in new centers to be anchored by larger tenants in other retail categories.

## Office Market Summary

The Southwest Side area is located in the Milwaukee West suburban submarket of the Milwaukee office market. The Milwaukee West submarket is roughly defined as the portion of the City of Milwaukee that lies to the west of Interstate 90/43. Table 15 summarizes key office market statistics for the Milwaukee West submarket, adjacent submarkets within the region, and the Milwaukee region as a whole.

Office space is typically classified into three categories:

- Class A - Characterized as buildings that have excellent location and access, attract high quality tenants, and are managed professionally. Building materials are high quality and rents are competitive with other new buildings.
- Class B - Characterized by good location, management, and construction with high tenant standards. Minimal functional obsolescence and deterioration.
- Class C - Characterized by aging buildings (15 to 25 years old), but maintaining steady occupancy.

Table 15 provides inventory and vacancy information for office space in all three classes. Rental information is also provided for Class A properties within each submarket. Leasing rates are one indicator of relative demand for office space in a given area compared to neighboring submarkets.

**Table 15. Milwaukee Office Market Statistics, Q2 2009**

| Submarket | Rentable Area (sf) | Direct Vacancy | Class A Asking Lease Rates (Gross/sf) |
|---|---|---|---|
| ***Milwaukee West*** | ***1,062,397*** | ***23.90%*** | ***$20.60*** |
| ***Adjacent Suburban*** | | | |
| West Allis | 1,988,821 | 17.30% | $18.00 |
| Mayfair / Wauwatosa | 3,571,174 | 18.40% | $23.07 |
| Milwaukee Southwest | 874,139 | 18.90% | $18.50 |
| Milwaukee East | 1,141,763 | 25.80% | - |
| Milwaukee Southeast | 821,082 | 12.6% | $16.50 |
| ***Total Suburban*** | ***28,579,180*** | ***16.30%*** | ***$20.11*** |
| ***CBD*** | ***16,219,855*** | ***18.70%*** | ***$21.29*** |
| Downtown East | 8,672,173 | 13.50% | $24.58 |
| Downtown West | 4,743,880 | 23.30% | $16.11 |
| Third Ward / Walker's Point | 2,803,802 | 26.90% | $17.94 |
| ***Milwaukee Office Market*** | ***44,799,035*** | ***17.20%*** | ***$20.59*** |

*Source: CB Richard Ellis; Houseal Lavigne Associates*

Office space located in the Southwest Side's office submarket is commanding rents that are equivalent to the regional average. Given the size of Milwaukee West submarket and the Southwest Side area's outward position within that market, activity in the West Allis and Milwaukee Southwest submarkets may be more representative of vacancy and lease rates in the Southwest Side area.

- In the second quarter of 2009, the average gross asking lease rate for Class A office space in the Milwaukee West submarket was $20.60 per square foot which is the same as the average asking rent among all properties of the greater Milwaukee office market ($20.59).

- On average, asking lease rates are $4 higher Milwaukee West than in the two submarkets bordering the Southwest Side area to the north (West Allis) and south (Milwaukee Southwest).

- The vacancy rate among Milwaukee West properties was nearly 24% in second quarter 2009.

- The local vacancy rate is significantly higher than the 16.3% vacancy rate among all suburban submarkets and 17.2% vacancy rate of the overall Milwaukee office market.

- Vacancy rates in the West Allis and Milwaukee Southwest submarkets were between 17% and 19% which indicate that Southwest Side vacancies may be more in line with the regional average.

# Industrial Market

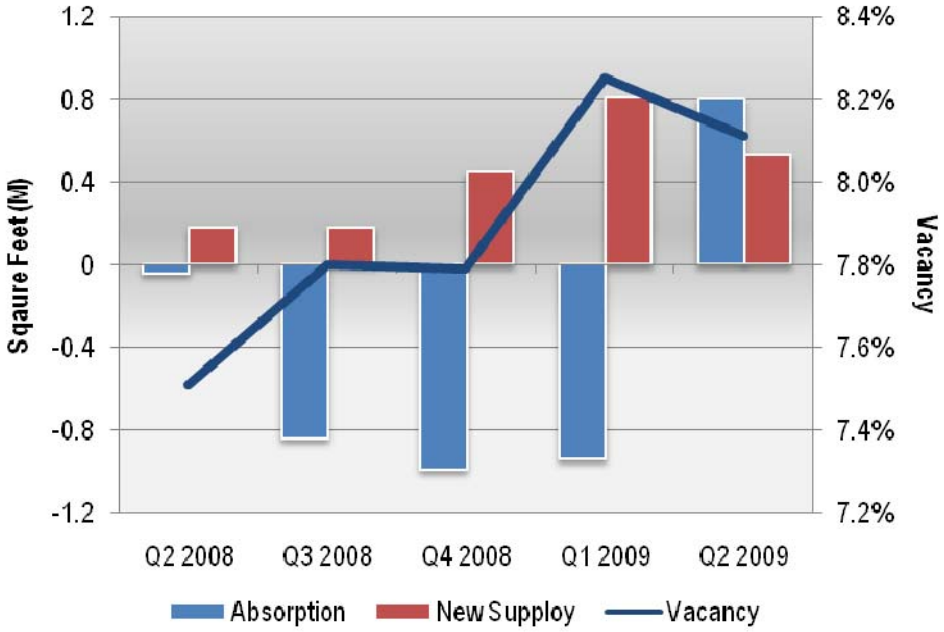
The demand for industrial space within the Southwest Side has declined in recent years as users of industrial space have downsized or relocated to other areas. The manufacturing sector is a significant user of industrial space and the need for new industrial development within the Southwest Side will be correlated with demand within this and related sectors. It is estimated that Southwest Side employment in the manufacturing sector decreased by over 1,900 (-36%) between 2000 and 2009. Regional employment projections indicate that the decline in manufacturing will continue into the year 2016. Growth in other industries that utilize industrial space (e.g. wholesale trade) is also projected to be minimal in the near future.

Chart 11 illustrates vacancy, absorption, and new construction within the regional industrial market over 15-month period between the second quarter of 2008 and second quarter of 2009.

- The vacancy rate in the Milwaukee industrial market has increased from 7.5% in the spring of 2008 to over 8% in the spring of 2009.
- The second quarter of 2009 witnessed the first decline in vacancy in five quarters, with over 0.5 million sf of new construction and approximately 0.8 million sf of space being absorbed.
- The Milwaukee industrial market may be stabilizing and rents and leasing activity may increase over the near term.
- While new construction may occur, any growth in the industrial market is not likely to occur within the Southwest Side given local site availability and employment projections.

## Chart 11. Milwaukee Industrial Market Statistics

Q2 2008 - Q2 2009




*Source: Colliers-Barry; Houseal Lavigne Associates.*

# Appendix 2: Garden District

# The Garden District

## Designation Plan

**January, 2008**

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## Introduction

As the gateway to the City of Milwaukee, the 13th Aldermanic District welcomes both residents and visitors with Midwest hospitality. The district is home to the General Mitchell International Airport and is a major transportation hub with easy access by plane, train, bus and automobile. In representing the city, first impressions are critical. Therefore, the appeal and appearance of the district is important to portray Milwaukee as a world-class city.

As home to 38,191 residents, the 13th Aldermanic District is comprised of 15,830 households. It is a desirable place to live, work or locate a business. With a strong residential character, the district has a solid gardening tradition. Many homeowners are active gardeners that take pride in adding beauty to their homes and neighborhoods. In addition, many commercial businesses landscape their properties to maximize curb appeal and increase customer traffic. Social researchers have documented that trees and landscaping can increase business success. The opportunity exists to elevate these individual actions into a coordinated district-wide campaign through an official designation of the 13th Aldermanic District as the "Garden District."

To work toward "Garden District" designation, a group of active residents and businesses formed the Garden Committee, a part of the Garden District Neighborhood Association. The mission of the Garden Committee is to improve quality-of-life by preserving, extending and supporting the gardening and beautification traditions of the residents, businesses and community organizations located in the 13th Aldermanic District.

The designation plan provides the vision for long-term improvement of the district and a short-term work plan to guide the current activities and priorities of the Garden Committee and other partners. The plan is intended to offer guiding principles to lead the district into the future by focusing on beautification, stewardship and resource sharing. The goal is to create a Garden District identity that fosters the expectation of and raises the standard for landscaping on both public and private property.

The Alderman of the 13th District will serve as a liaison between residents, businesses and intergovernmental agencies to promote the Garden District. This role will be fundamental in advancing a district-wide identity. The alderman will introduce the Designation Plan to the City of Milwaukee Common Council to request the naming of the 13th Aldermanic District as the "Garden District." The alderman will also act as the chief advocate for the Garden District to generate interest and buy-in from the residents and businesses of the district through constituent relations, aldermanic communication and business and neighborhood group meetings. The alderman will coordinate efforts with city, county and state agencies to facilitate intergovernmental cooperation on multi-jurisdictional issues. The alderman will work with the founding organization, the Garden District Neighborhood Association Garden Committee to aggressively market the Garden District to raise public awareness and build support from a wide spectrum of stakeholders.

The concept for the Garden District grew from discussions between the alderman and residents regarding the strong interest in and tradition of gardening and landscaping within the district. The effort began in earnest in early 2007, when a group of individuals formalized a garden committee and met regularly to create a vision for the 13th Aldermanic District that focused on gardening and landscaping to beautify and improve quality-of-life. In its first season, committee activities included perennial plant exchanges in May and September, a garden talk with Melinda Myers, Business Landscape Awards presented to 37 businesses and a community planting project located at 1111 W. Layton Avenue. The inaugural year accomplishments demonstrate the group's commitment and enthusiasm to improving the district.

Organizationally, the Garden Committee elected officers and initiated membership in the former 13th District Neighborhood Association. While the 13th District is fortunate to have several active neighborhood groups, many with garden committees, it was determined that a district-wide focus for this effort was necessary. The 13th District Neighborhood Association offers a broad reach linking individual neighborhoods with the ability to serve the entire district. The mission of the 13th District Neighborhood Association also complemented that of the committee with a focus on household improvements. The Garden Committee became a formal member of the 13th District Neighborhood Association with its officers reporting to the Association's Board of Directors. To signal a renewed and expanded role, the 13th District Neighborhood Association re-branded to become the Garden District Neighborhood Association. The name change creates a meaningful union whereby both groups emerge stronger. The Garden District Neighborhood Association provides a district-wide identity and scope, non-profit 501(c) 3 status and greater flexibility to raise funds while gaining new goal-oriented members with a proven record of success.

Garden District Neighborhood Association
Garden Committee

| | |
|---|---|
| **Peg Mueller – Chair** | Kendall Karst |
| **Lori Zahn – Vice Chair** | Ted Kuecker |
| **Marie Cassavant – Secretary** | Ellen Loughran |
| Samar Abu Lughod | Lori Loughran |
| Jen Baciak | Barb Lukaszewski |
| Diane Bartoszewicz | Dennis Lukaszewski |
| Patti Batten | Yvonne Makowski |
| Patti Bigelow | Ronald Michalski |
| Ken Borkowitz | Dennis Mueller |
| Lisa Bretsch | Mary Jo Mueller |
| Paul Budzisz | Patty Najera |
| David Ciepluch | Jason Ney |
| Mary Dix | Lisa Nowakowski |
| Ron Eveland | Kandy Perez |
| Anne Fagan | Marge Pisca |
| Jenni Gordon | James Plizka |
| Kristine Hien | Claire Raasch |
| Kathryn Hien | Mark Schulz |
| Rebecca Hien | Southside Gardens |
| Kelly Hughbanks | Florence Tello |
| Cindy Janusz | Christine Will |
| Lauren Kamez | Joe Wilson |
| Shannon Kantowski | **Terry Witkowski - Alderman** |
| Lauren Karnes | |

## Objective 1: Brand Garden District Identity

It is critical that the Garden District brand an identity that will be embraced by stakeholders and incorporated into their messaging that communicates participation with the Garden District. The Garden District represents the entirety of the 13th Aldermanic District and should be used as a promotional tool that portrays the unique quality of the district.

Identity Creating Activities

1. Brand Garden District through the creation of a meaningful logo:


2. Implement an awareness campaign to inform stakeholders about the Garden District including:
    a. Incorporate the Garden District logo into aldermanic letterhead, newsletters and constituent communication
    b. Issue letters to all businesses to introduce the Garden District

3. Encourage partners to incorporate Garden District into their messaging and promotional materials:
    a. Promotion by business partners such as the Airport Gateway Business Association, 27th Street Business Association and private enterprises including the use of logo on business letterhead, advertising, display signs; "…proudly located within the Garden District...," etc.
    b. Promotion by neighborhood associations as part of the Garden District

Future Considerations:

1. Work with neighborhoods to designate specific planting themes
2. Use consistent plantings in streetscaping and on private property

## Objective 2: Celebrate & Recognize Gardening Tradition

The 13th Aldermanic District with its many residential neighborhoods places a collective importance on gardening and landscaping. Many residents have home gardens and businesses landscape to increase customer traffic. As the Garden District, it is important to celebrate this tradition and encourage greater participation in beautification by individuals and businesses.

The Garden Committee believes a strong community can be built. One necessary building block is beautification. Neighborhoods filled with residential gardens and commercial districts lined with inviting landscaping play an important factor in keeping a community strong, vibrant, safe and a desirable place to live, work and recreate. Gardening brings people outdoors and into contact with one another. As a result, neighbors meet and talk together. When neighbors connect, they develop relationships that grow a strong community. Businesses play an important role as well; landscaped businesses show the community that the owner is engaged and values being a part of the community. Beautification contributes to quality-of-life and also offers ecological services such as reducing stormwater runoff, improving air quality, reducing the urban heat island effect and softening the urban hardscape.

### Celebrate and Recognize Activities

1. Garden District Landscape & Garden Awards

The Garden District Neighborhood Association will issue annual landscape and garden awards to recognize outstanding gardeners and landscaping to celebrate their contribution to the Garden District. Residential award winners will receive a yard sign for display while Business award winners will receive a wall plaque to display in their place of business.

In 2007, recognition awards were issued in the Business Landscape category. Residential awards were not issued. In an effort to promote the Garden District and to encourage participation, the 2007 awards were based on the concept of curb appeal to recognize businesses with maintained landscaping. Awards were not ranked in an effort to be inclusive and increase awareness of the Garden District. Future award cycles may create award divisions such as hospitality, service station, restaurant, etc. and rank based on the quality of landscaping.

2007 Business Landscape Award Winners:

| *Name* | *Location* |
|---|---|
| Howard Shell Gas & Foodmart | 3725 S. Howell Avenue |
| Rudy Uttke & Sons Heating & Cooling | 4209 S. Howell Avenue |
| Radke Chiropractic Office | 4353 S. Howell Avenue |
| Wyndham Milwaukee Airport Hotel & Convention Center | 4747 S. Howell Avenue |
| Airport Exec Office Building Towne Investments Inc. | 4915 S. Howell Avenue |
| Motel 6 –Milwaukee Airport | 5037 S. Howell Avenue |
| Best Western Airport Hotel & Conference Center | 5105 S. Howell Avenue |
| Plant Land | 6204 S. Howell Avenue |
| Packing House Restaurant | 900 E. Layton Avenue |
| McDonald's Restaurant – Steren Management Co. | 191 W. Layton Avenue |
| Beer Belly's Pub | 512 W. Layton Avenue |
| Culver's Frozen Custard | 575 W. Layton Avenue |
| Wendy's Restaurant | 580 W. Layton Avenue |
| Porterhouse Restaurant | 900 W. Layton Avenue |
| Spring Garden Café | 1716 W. Layton Avenue |
| All Seals & Hose | 355 W. Boden Street |
| Hampton Inn Hotel | 1200 W. College Avenue |
| Knots Landing Hardwoods | 241 W. Edgerton Avenue |
| Campbell Soup Supply Co LLC Milwaukee | 500 W. Edgerton Avenue |
| The Plainfield Pub | 312 W. Plainfield Ave |
| Holiday Inn Express | 1400 W. Zellman Court |
| Quality Auto Body | 4930 S. 6th Street |
| USF Holland Trucking | 6161 S. 6th Street |
| AmTrak - Airport | S. 6th Street |
| Banta Specialty Converting | 5111 S. 9th Street |
| Wenta Monument Company | 3552 S. 13th Street |
| Walker's Maple Grove Banquets & Catering | 3555 S. 13th Street |
| Crocus Restaurant | 3577 S. 13th Street |
| Milwaukee Fire Department Engine #14 | 6074 S. 13th Street |
| Houlihan's Restaurant & Bar | 6331 S. 13th Street |
| Giuffre Brothers Crane Inc. | 6635 S. 13th Street |
| National Bakery & Deli | 3200 S. 16th Street |
| John J. Walloch Funeral Home | 4309 S. 20th Street |
| Landmark Credit Union | 4000 S. 27th Street |
| Chancery Pub & Restaurant | 4624 S. 27th Street |
| House of Fong | 5460 S. 27th Street |
| Prasser-Kleczka Funeral Home South Suburban Chapel | 6080 S. 27th Street |


Kevin Murphy, owner of the Porterhouse Restaurant presented with
the 2007 Business Landscape and Garden Award by Mayor Tom Barrett and Alderman Terry Witkowski

2. Host Annual Garden Crawl

The Garden Committee will host an annual "Garden Crawl" to promote residential landscape award winners. A tour of winning gardens provides the opportunity to recognize the contribution of outstanding gardeners to the Garden District. It provides gardeners a network of fellow gardeners to share lessons, tips and stories and perhaps spark a 'friendly' competition among neighbors – all for the good of the neighborhood and community.

The Garden District

# 2007 Landscape & Garden Award

*Presented to*

The Porterhouse Restaurant

*Committee Chairman*

*Alderman*

FOR IMMEDIATE RELEASE

CITY OF MILWAUKEE NEWS RELEASE
COMMON COUNCIL CITY CLERK COMMUNICATIONS CENTER

FOR INFORMATION CALL

January 9, 2008

Ald. Terry L. Witkowski
(414) 286-2221

# Businesses To Be Honored For Landscaping & Garden Efforts

Alderman Terry L. Witkowski and members of the 13th District Garden Committee will hand out 2007 business landscape and gardening awards Friday as a way of recognizing efforts to beautify properties and to further the image of the area as Milwaukee's "Garden District."

**The inaugural awards ceremony will be held at 10 a.m. on Friday, January 11, 2008 at the Best Western Midway Airport, 5105 S. Howell Ave. Media coverage is invited.**

Recent warmer-than-usual temperatures have sparked thoughts of spring – and gardening/landscaping projects – and that also serves to remind 13th District businesses that the committee will be keeping an eye out for the 2008 landscape and gardening award candidates later this year, said Ald. Witkowski. "The Garden Committee had an abundance of excellent properties we looked at, and we're proud to be honoring more than 30 Garden District businesses for 2007 which have gone out of their way to enhance their curb appeal through gardening and landscape improvements," he said.

"The committee believes the awards not only serve to recognize 'above and beyond' efforts to beautify, but will also encourage businesses and residents who see the awards displayed to launch landscaping and gardening projects of their own and to reinforce the 13th District's identity as the Garden District," the alderman said.

Ald. Witkowski has led an effort to call the 13th Aldermanic District the "Garden District" because of its proud tradition of beautiful, award-winning residential gardens, as well as intricately landscaped business properties. A Common Council resolution he's sponsored to officially designate the 13th District as the city's Garden District will go before the Council's Public Works Committee at 9 a.m. at City Hall on Wednesday, January 23, 2008.

-30-

3. Perennial Flower Exchange

The Garden Committee sponsored two successful perennial plant exchanges on May 19, 2007 & September 8, 2007 hosted by Custom Grown Greenhouse located at 920 W. Armour Avenue. In addition to use of their parking lot, Custom Grown Greenhouse offered participants a discount coupon for a future purchase. Both events were well attended with over 120 residents interested in giving away or trading perennial plants. No sale of plants among participants was allowed.

The dates for the 2008 perennial flower exchanges are May 17th & September 20th

*Perennial Exchange – May 19, 2007*

*Perennial Exchange – September 8, 2007*

Garden Committee members Lori Zahn, Peg Mueller & Joe Wilson of Keep Greater Milwaukee Beautiful

# The Garden District COMMITTEE

Announces the first

# Perennial Flower Exchange

## Saturday, May 19, 2007

10:00 until Noon

Custom Grown Green House Parking lot
920 West Armour Ave.
*(Armour is one block north of Layton)*

### Separating or thinning perennials?

Want to trade them or give them to others? Bring them to the flower exchange. Any left over plants will be used at a school or other public display by the 13th district Garden District Committee. No sales of plants will be allowed.

Custom Grown is lending its parking lot for this event and will also give those participating a discount coupon.

*This event may be repeated on September 15*

# The Garden District COMMITTEE

Announces the second

# Perennial Flower Exchange

## Saturday, September 8, 2007

10:00 a.m. until Noon

Custom Grown Green House Parking lot
920 West Armour Ave.
*(Armour is one block north of Layton)*

**Separating or thinning perennials?**

Want to trade them or give them to others? Bring them to the flower exchange. Any left over plants will be used at a school or other public display by the 13th District Garden District Committee. No sales of plants will be allowed.

*Custom Grown is lending its parking lot for this event and will also give those participating a discount coupon.*

Make plans to attend one of the following Garden District Committee planning meetings at the Robert A. Anderson Water Tower & Municipal Building at S. 6th and Norwich (4001 S. 6th St.):

- 6:30 p.m. Tuesday, September 4
- 6:30 p.m. Tuesday, October 2
- 6:30 p.m. Tuesday, November 6
- 6:30 p.m. Tuesday, December 4

## Objective 3: Serve as Environmental Stewards

The mission for the Garden Committee is to improve the quality-of-life in the 13th Aldermanic District. Central to quality-of-life is a healthy environment. Residential gardens, city boulevards, public parks, neighborhood greenspaces and private landscaping together create an urban environment that offers social and ecological benefits. While the environment offers beauty, respite and recreation, it also requires care and stewardship. The Garden Committee will serve as environmental stewards through community garden projects, providing technical assistance where needed and by working with businesses and property owners to encourage greater landscaping on private property. The Garden Committee will work directly with schools, businesses, neighborhood associations and governmental units in this effort. Through collective action, the Garden Committee will protect, conserve and enhance the environment.

Stewardship Activities

1. Beautify public, private & commercial property

*Layton Avenue Perennial Garden*
The Garden Committee completed its first beautification project in spring 2007 with the planting of the Layton Avenue Perennial Garden located at 1111 W. Layton Avenue. In partnership with Mary Pat Berry, owner of Hickey Rice Terminals, Inc who donated the land and contributed financially along with the Garden District Neighborhood Association who provided funds for plant material, the Committee created a 250 $ft^2$ perennial garden with a variety of native prairie plants including butterfly weed, Karl Forester feather reed grass, myrtle spurge, White Swirl Siberian iris, prairie blazing star, compass plant, Goodness Grows and Red Fox veronicas.

The Layton Avenue Perennial Garden was successful because of the planning and hard work of the Garden Committee volunteers. A team of 10 enthusiastic and dedicated volunteers completed the planning, preparation, planting and initial watering of the perennial garden. As the perennial garden continues to mature, the plants will fill-in and the garden will contribute a striking element to the landscape.

Step 1: Project layout

Step 2: Digging & trenching

Steps 3: Digging

Step 4: Digging

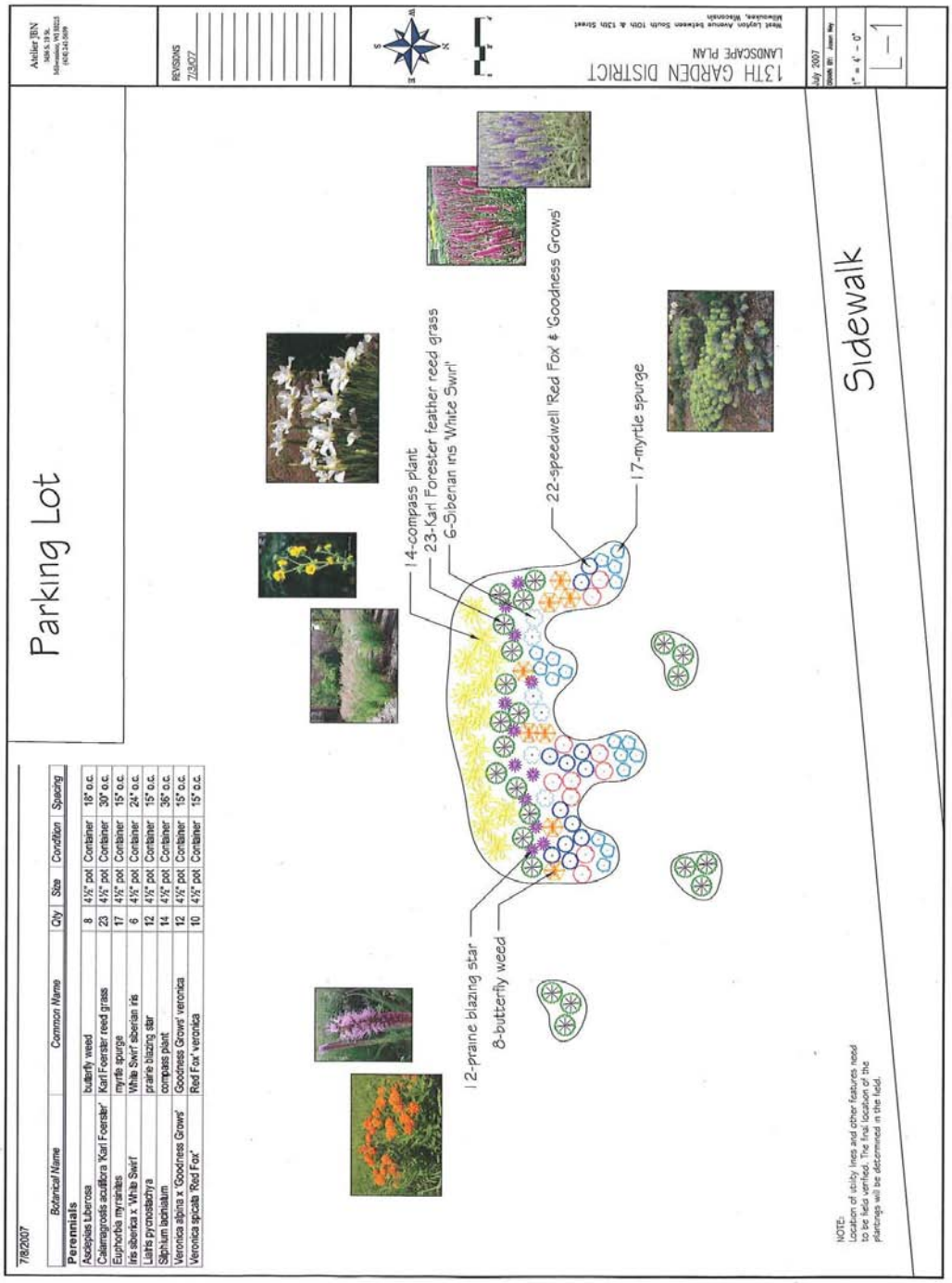
Step 5: And more digging…

Step 6: Watering

Step 7: Watering with drip hose

**Completed Perennial Garden**

*Layton Avenue Perennial Garden Design*



*'Plant a Seed' Gardens*

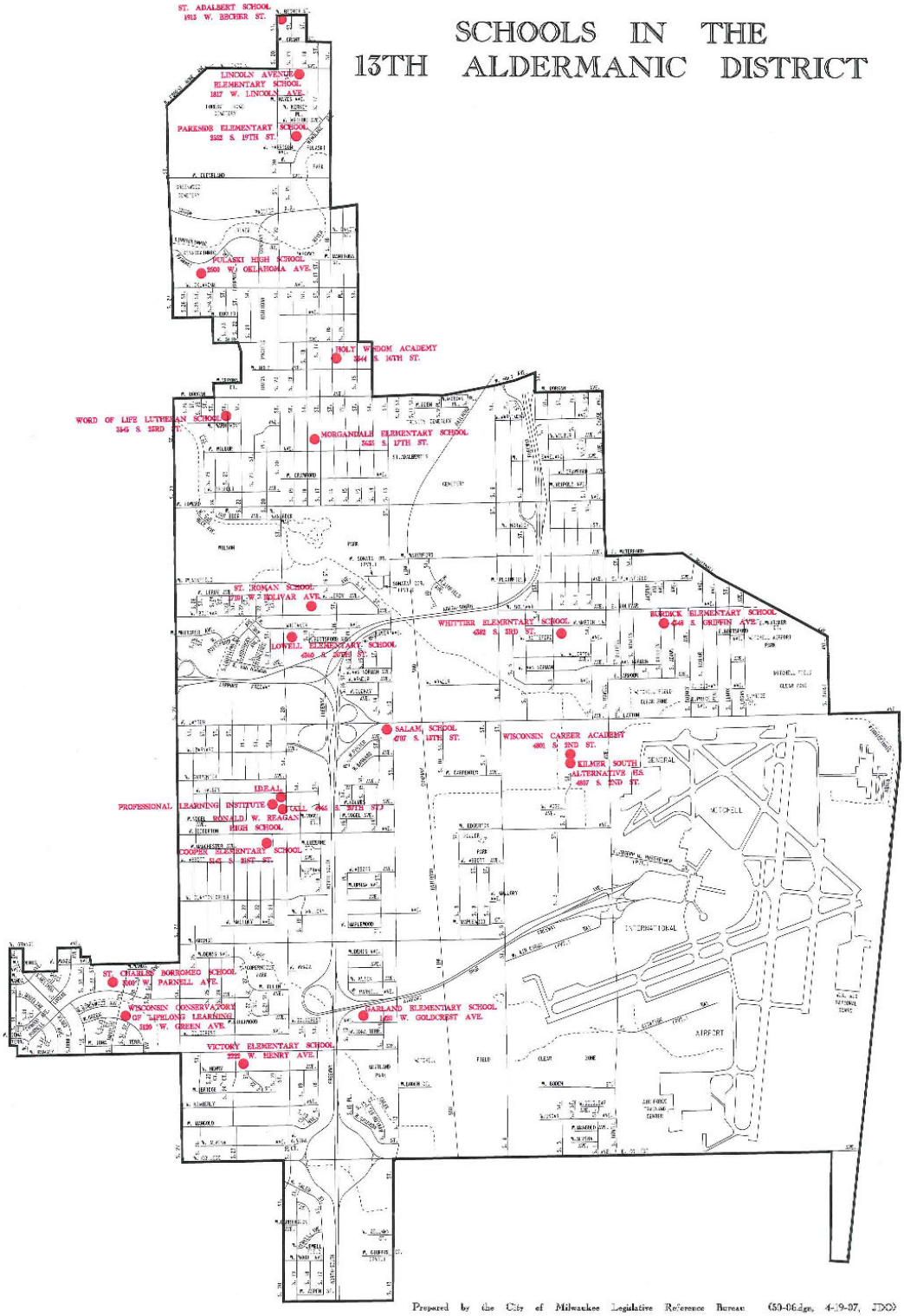
To inspire environmental stewards among the next generation, the Garden Committee will work with schools located within the Garden District to teach the basics of gardening. Schools will be invited to participate in the Garden District through the creation of a 'plant a seed' garden. The *Plant a Seed* garden will enhance the main school entrance with a garden of the school's choice – a rain garden or vegetable garden. The Garden Committee will provide the design and labor to create and plant the garden. The school will need to commit funds to purchase the plant material. The Committee will provide a plan to assist with garden maintenance and can offer additional technical assistance such as how to prevent mold, proper mulching and staking techniques and suitable companion plants. Each school will participate in a dedication ceremony to commemorate the garden. As the Garden District is successful at *planting the seed* with Milwaukee Public Schools, the Garden District can expand the effort to private schools. Schools in the 13th Aldermanic District include: Burdick Elementary School, Cooper Elementary School, Garland Elementary School, I.D.E.A.L., Lincoln Avenue Elementary School, Lowell Elementary School, Morgandale Elementary School, Parkside Elementary School, Victory Elementary School, Whittier Elementary School, Wisconsin Conservatory of Lifelong Learning, Pulaski High School, Kilmer South Alternative High School, Professional Learning Institute/Ronald Reagan High School, Holy Wisdom Academy, Salam School, St. Adalbert Catholic School, St. Charles Catholic School, St. Charles Borromeo Catholic School, St. Roman Catholic School and Word of Life Lutheran School.

*Plant a Seed* Gardens provide opportunities for interactive outdoor learning. The Garden Committee will encourage the use of established lesson plans to expose children to gardening. The early involvement of children in the planting and maintenance of the garden will connect them to the natural environment. This connection may be the only exposure to nature for some children. As an outdoor classroom, a garden provides lessons in a broad range of subjects including natural sciences, math, reading, writing, etc. Additional opportunities exist to increase children's interest in gardening by encouraging local businesses to donate seed packets to schools. This allows children to bring lessons home and share their enthusiasm and knowledge with family members.

*Neighborhood Garden Sanctuary*

The Garden Committee will work to create a neighborhood garden sanctuary on a city-owned vacant lot to turn a neighborhood problem into an asset. The committee will work with the City to identify a non-buildable vacant lot suitable for development into a neighborhood garden. The garden sanctuary will transform a blighted vacant lot that is home to debris and trash into a welcoming sanctuary to be enjoyed by all neighbors. The neighborhood garden sanctuary will serve as a public garden planted with a mix of annuals and perennials with amenities such as a brick walkway, benches, fence, trees and shrubs, bird houses, a rain barrel and compost bin, etc. A sign will dedicate the sanctuary to the neighborhood. The neighborhood garden sanctuary will serve as a model for vacant lots that can be replicated elsewhere in the district and citywide.

# SCHOOLS IN THE 13TH ALDERMANIC DISTRICT




Prepared by the City of Milwaukee Legislative Reference Bureau (50-06.dgn, 4-19-07, JDO)

List of potential vacant lots located in the 13th Aldermanic District:

| | |
|---|---|
| 2224 S. 20th Street | 1532 W. Halsey Avenue |
| 2225 S. 18th Street | 1520 W. Halsey Avenue |
| 1811 W. Grant Street | 1514 W. Halsey Avenue |
| 2417 S. 16th Street | 4921 S. 15th Street |
| 2079 W. Oklahoma Avenue | 4911 S. 15th Street |
| 3400 S. 20th Street | 4901 S. 15th Street |
| 1820 W. Morgan Avenue | 4922 S. 15th Street |
| 3112 S. 20th Street | 4912 S. 15th Street |
| 3302 S. 20th Street | 4902 S. 15th Street |
| 3318 S. 18th Street | 1415 W. Halsey Avenue |
| 3346 S. 20th Street | 1425 W. Halsey Avenue |
| 909 W. Morgan Avenue | 1505 W. Halsey Avenue |
| 4201 S. 1st Place | 4927 S. 15th Place |
| 4206 S. 2nd Street | 1516 W. Barnard Avenue |
| 4238 S. 2nd Street | 1523 W. Halsey Avenue |
| 4260 S. 2nd Street | 1517 W. Halsey Avenue |
| 4203 S. 1st Street | 1511 W. Halsey Avenue |
| 4249 S. 1st Street | 4980 S. 20th Street |
| 4259 S. 1st Street | 1503 W. Barnard Avenue |
| 4276 S. 1st Place | 700 W. Grange Avenue |
| 4200 S. 1st Place | 1640 W. Grange Avenue |
| 4212 S. 1st Place | 5279 S. 20th Street |
| 4203 S. Howell Avenue | 2310 W. Goldcrest Avenue |
| 530 E. Bolivar Avenue | 5674 S. 20th Street |
| 4323 S. 5th Street | 5810 S. 18th Street |
| 4329 S. 5th Street | 1800 W. Ramsey Avenue |
| 1719 W. Bottsford Avenue | 5630 S. 20th Street |
| 4420 S. 18th Street | 623 W. Grange Avenue |
| 4446 S. 20th Street | 6227 S. 1st Street |
| 2141 W. Van Norman Avenue | 198 W. Uncas Avenue |
| 2113 W. Van Norman Avenue | 6220 S. 3rd Street |
| 5001 S. 24th Street | 6072 S. 18th Street |
| 1566 W. Halsey Avenue | 1565 W. Ramsey Avenue |
| 1560 W. Halsey Avenue | 1701 E. College Avenue |
| 1556 W. Halsey Avenue | |
| 1548 W. Halsey Avenue | |
| 1542 W. Halsey Avenue | |

*Community Vegetable Garden*
The Garden Committee believes in the benefit of a community vegetable garden. Residents without the space have an opportunity to garden and raise food for their families. The community vegetable garden can also serve as a source for donations of locally grown produce to area food pantries. The committee will work to identify a parcel to develop as a community vegetable garden. The committee is currently in discussions with WE Energies about a lot at Howell and Waterford Avenues which could serve as a community vegetable garden. Residents interested in maintaining a plot would have an area to grow vegetables. The committee will arrange for excess produce to be donated to local food banks. Access to water will be a primary concern. To address this issue, the committee will work to secure rain barrels or cisterns to capture rain water and use for watering. The lot under consideration is sufficient size to provide room for rain barrels, cisterns and a compost area. The community vegetable garden will also incorporate perennial plantings around the border to both beautify the neighborhood and grow produce.

*Community Nursery and Greenhouse*
The Garden Committee is interested in developing a community nursery and/or greenhouse to grow plant material for use in Garden District beautification projects. The potential exists to house a community nursery at the same location as the vegetable garden depending on lot size.

2. Solicit Volunteers and New Members

The Garden Committee will build a volunteer-base and solicit new members to participate in beautification and planting projects. As the Garden District gains recognition, the committee will seek new neighbors and target landscape architects for volunteer design service.

Another local source of volunteers is the Southeast Wisconsin Master Gardeners Program. Master Gardeners receive 36 hours of initial training with 10 hours of continuing education annually on soils, botany, entomology, plant pathology, houseplants, landscaping, turf, vegetables, fruits and ornamental plants. Certified Master Gardeners are required to provide 24 hours of volunteer service to their community annually. The committee will work with the Milwaukee County-UW Extension Horticultural Program to involve Master Gardeners in Garden Committee projects where possible.

3. Landscape Service for Garden District Neighborhood Association Members

The Garden Committee will provide landscape service to members of the Garden District Neighborhood Association (GDNA) on a donation basis. The Committee will offer landscaping to residents and businesses that make a donation to the GDNA designated to the Garden Committee.

## Objective Four: Share gardening resources and knowledge

The Garden Committee embraces lifelong learning. The Garden Committee provides a forum for neighbors to gather and share their gardening experiences. The learning that takes place at this level can be invaluable to improving gardening results. In addition to this informal learning, the Garden Committee will host garden lectures and workshops to provide neighbors with the latest in gardening techniques and sustainable gardening practices.

Sharing Activities

1. Educate residents through resource sharing

The Garden Committee hosts an internet group for posting meeting announcements, Q&A and relevant meeting materials. Interested neighbors can join the 13th District Gardeners Yahoo Group at http://groups.yahoo.com/group/13thdistrictgardeners.

2. Coordinate garden lectures and workshops

The Garden District hosted a garden talk with Melinda Myers, the Plant Doctor on June 12, 2007. The garden talk was held at Victory School located at 2222 W. Henry Avenue. Ms. Myers spoke and advised on late season planting followed by a question and answer session. The event was highly successful with over 35 attendees.

Melinda Myers, the Plant Doctor

Melinda with Garden District Neighbors

Peg Mueller, Garden Committee Chair with Melinda Myers

**Ald. Terry Witkowski**

and

*The Garden District*

Announce

# Melinda Myers

## the Plant Doctor to speak

- It's not too late to beautify your yard
- Late season planting
- Questions and answers

**June 12, 6:30 p.m.**

Victory School, 2222 W. Henry Ave.

**Help make this**

*The Garden District*

**Get Involved! Bring Your Neighbors!**

Call 731-0472 for more information.

## Partners

The success of the Garden District is dependent on participation from a broad cross-section of the community. The Garden Committee will connect residents and businesses to improve the quality of-life in the 13th Aldermanic District through gardening and beautification. While the Garden Committee's lead role is critical, partnerships will be necessary to maximize the impact of the Garden District. The Garden Committee will focus on developing and enhancing the following relationships:

Stakeholders and Project Partners

Garden District Neighborhood Association:

The Garden District Neighborhood Association (GDNA) is the parent organization of the Garden Committee that offers a district-wide reach and impact, 501(c) 3 status, funding and a base of volunteers. The Garden Committee will use the GDNA newsletter to disseminate information on projects and solicit volunteers. The newsletter is distributed to 10,000 households.

Neighborhood Associations:

The 13th Aldermanic District is home to seven neighborhood associations including Forest Hill, Oklahoma Gardens, Holt Park, Wilson Park North, Tippecanoe, Holler Park and College Heights. As select neighborhoods that make-up the Garden District, the associations will act as major contributors to the success of the district. Currently, many of the associations have a garden committee or include beautification as part of their mission.

One example, the Holler Park Neighborhood Association created a neighborhood garden on a former vacant lot. This effort was in response to a request for a city permit to build a garage on the site. The Garden Committee encourages these efforts and will work with the associations to incorporate the Garden District in their activities.

Business Associations:

*Airport Gateway Business Association* (AGBA)

Beautification is central to the mission for the Airport Gateway Business Association (AGBA), as beautification is good for business. With funds from the Business Improvement District, AGBA is active in enhancing the neighborhood around the airport. In 2007, they donated funds to the Holler Park Neighborhood Association to cover the cost of plant material for their neighborhood garden. In 2008, AGBA plans to enhance Layton Avenue between 10th and 11th Streets to complement the committee's perennial garden. This project will landscape the east and west sides of the railroad trestle and paint the Garden District logo on the railroad bridge crossing Layton Avenue. In addition, AGBA will work through its members to encourage businesses to improve landscaping of their properties. The Garden Committee will work in conjunction with AGBA to facilitate these types of projects to meet compatible goals.

*27th Street Business Association*
The 27th Street Business Association may be negatively impacted for the duration of the reconstruction of I-94 North/South Corridor in Milwaukee County with possible ramp closures that will reduce traffic and as a result, business. Daily traffic counts show that of the 16,000 vehicles that travel 27th Street south of Oklahoma, approximately 1,500 vehicles exit on/off from I-94. The Garden Committee will work with the 27th Street Business Association to lobby for enhanced landscaping on S. 27th Street from Oklahoma Avenue to College Avenue to include raised landscape beds with annual and perennial plants, decorative lighting and stamped concrete. Maintenance of the improved streetscaping will be the responsibility of the business association.

Utilities:
With relatively open property, there is great potential and need for beautification on WE Energies property. The Garden Committee is currently in discussion with WE Energies regarding property at Howell and Waterford Avenues for development of a community vegetable garden. The Garden Committee faces considerable restrictions to occupy WE Energies property that includes major liability insurance. The alderman is in discussion with WE Energies to encourage the use of utility property for beautification. An expectation of WE Energies will be that they allow the committee to beautify their property or they do so themselves. The committee will continue to work with WE Energies to establish a positive partnership that benefits both the Garden District and addresses the needs of the company.

Public Partners:
*City of Milwaukee*
*Department of Community Development (DCD)*
DCD will incorporate the Garden District designation in two key ways. First, the Department's business attraction and retention efforts will utilize the Garden District brand in promoting business sites. Businesses are attracted to business parks with campus-like settings. The Garden District can provide this setting through planting and maintenance of gardens and trees on and near public rights-of-way.

Secondly, DCD is working with partners in the local community to prepare a comprehensive area plan. Discussions at workshops in November have pointed to these Garden District strategies:

- Require all businesses to landscape areas in front of their building
- Require all parking areas be located to the side and behind new buildings, rather than in front
- Work with AGBA to identify locations and strategies to improve streetscaping
- Identify a location and a preliminary design for a town center to encourage walking between businesses such as hotels, restaurants and entertainment venues
- Identify a set of trails and pathways from the town center to parks throughout the area to encourage biking, walking and recreation
- Identify gateway locations with appropriate signage, landscaping and symbols to further create a unique image to help promote the area

*Department of Public Works – Environmental Services*
DPW Environmental Services' mission is to improve the environmental quality-of-life for Milwaukee residents which relates directly to the Garden District's priorities of beautification and stewardship. Environmental Services will support the Garden District through implementation of the city boulevard plan, tree planting, resource sharing and Arbor Day celebrations. Environmental Services will coordinate with the Garden Committee to implement *Sustainable Boulevards*, the citywide strategic boulevard plan. Sustainable Boulevards calls for the:

- Removal of non-impact landscape beds to be replaced with turf
- Planting of 4,500 shade, ornamental and evergreen trees to increase tree canopy
- Planting of approximately 300 signature beds comprised of annuals, perennials, shrubs and trees at designated locations throughout the city

The Garden District has the second largest number of landscape beds in the city. Under *Sustainable Boulevards*, the Garden District will gain 5,700 $ft^2$ of landscape beds for a total of 39,170 $ft^2$. Approximately 34 signature beds of 1,000-1,200 $ft^2$ each will be planted. Signature beds will be a mix of annuals, perennials, shrubs and ornamental trees. Environmental Services will seek input from the Garden Committee on the location of these beds.

In addition, Environmental Services will work with the Garden Committee and neighborhood associations on planting projects on public right-of-ways such as traffic triangles or greenspaces. Where trees can be added, Environmental Services will provide and plant trees from the municipal nursery. One example of this cooperative effort is in the Holler Park neighborhood where Environmental Services will plant 3-5 trees on the median at 6th Street and Maplewood Court. Groups are required to enter into a maintenance agreement with the city for projects involving more than the "usual and customary" work by the city.

On an educational front, Environmental Services consists of a dedicated staff of arborists and landscaping professionals who are willing to share their experience and expertise. The Environmental Services staff is willing to speak to the Garden Committee and neighborhood groups on proper tree care and landscaping for seasonal interest.

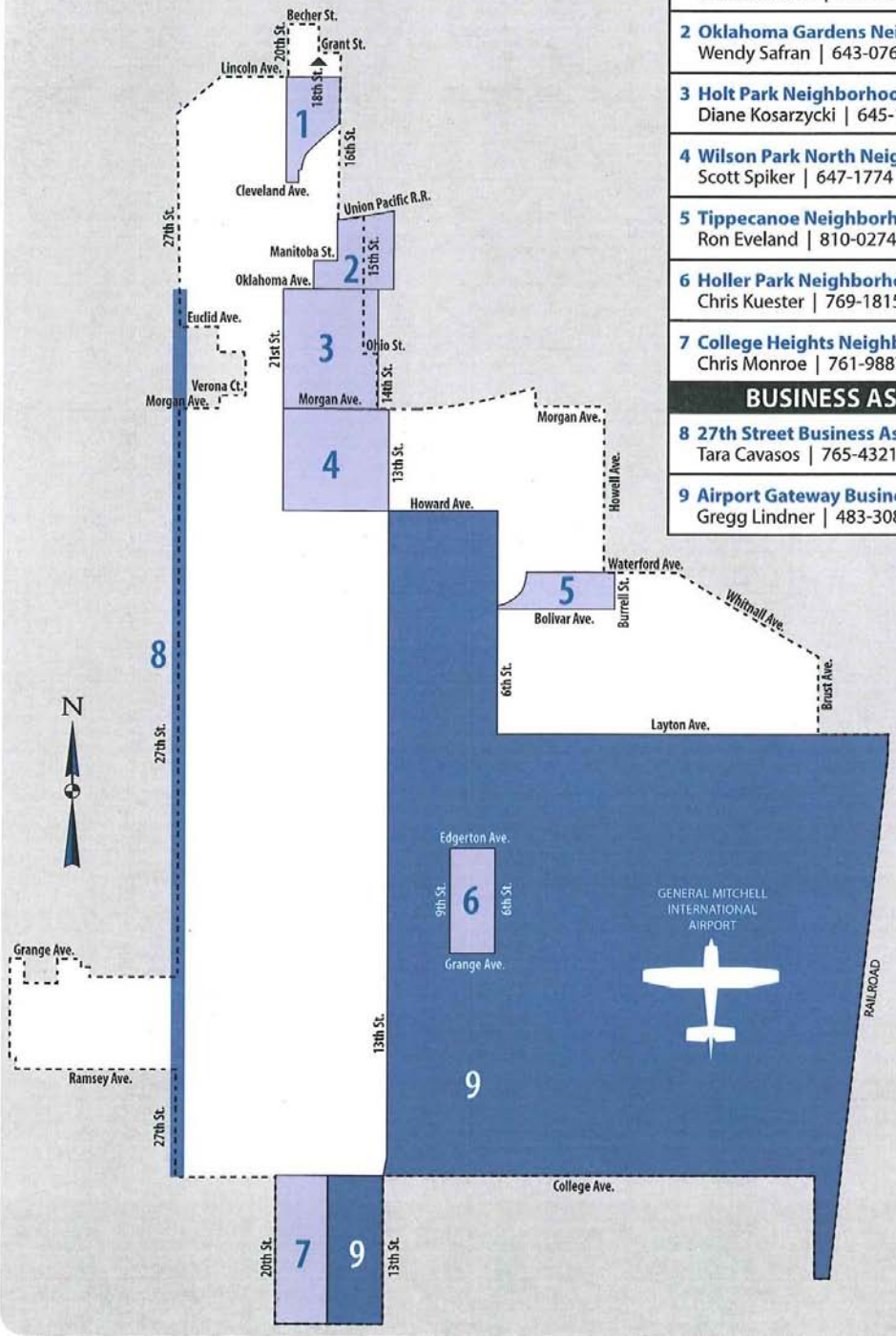
To support resource sharing, Environmental Services provides wood chips at no charge for community planting projects. Annually, following boulevard planting, Environmental Services makes excess plant material available to neighborhood groups on a first come, first serve basis.

*Milwaukee County*
Given its prominence and impact on the landscape of the 13th Aldermanic District, the Garden District must feature cooperation with the Milwaukee County General Mitchell International Airport. The Garden Committee, led by the alderman, will facilitate cooperation with airport staff to create native prairie fields in the airport clear zones along Layton Avenue and S. 13th Street. In addition, the committee will encourage the airport to enhance their curb landscaping.

*Wisconsin Department of Transportation*

The Garden Committee will work with the WisDOT to incorporate the Garden District into the I-94 North/South Corridor reconstruction. The WisDOT is soliciting input from the community on issues ranging from construction design alternatives, safety, environmental impact and effects on the neighborhood. To mitigate the negative impact resulting from a reconstruction project such as this, the WisDOT will establish a committee to address responsiveness and sensitivity to the community. The Garden Committee will be an active participant in this process advocating for a native prairie or wild flower motif displayed in relief on the noise wall to reflect the Garden District designation. The Committee will also encourage WisDOT to landscape the exit ramps at College Avenue, the Airport Spur, Layton Avenue and 27th Street. The Garden Committee will work with WisDOT to enhance the streetscape on HWY 241 during the reconstruction to compensate for lost traffic on S. 27th Street.

# Business & Neighborhood Associations In The 13th Aldermanic District By Area




## NEIGHBORHOOD ASSOCIATIONS

**Garden District Neighborhood Association (District-Wide)** Vince Bobot | 588-6326

**1 Forest Hill Neighborhood Association**
Mike Johnson | 687-5242

**2 Oklahoma Gardens Neighborhood Association**
Wendy Safran | 643-0766

**3 Holt Park Neighborhood Association**
Diane Kosarzycki | 645-1967

**4 Wilson Park North Neighborhood Association**
Scott Spiker | 647-1774

**5 Tippecanoe Neighborhood Association**
Ron Eveland | 810-0274

**6 Holler Park Neighborhood Association**
Chris Kuester | 769-1815

**7 College Heights Neighborhood Association**
Chris Monroe | 761-9887

## BUSINESS ASSOCIATIONS

**8 27th Street Business Association**
Tara Cavasos | 765-4321

**9 Airport Gateway Business Association**
Gregg Lindner | 483-3080