Department of City Development
City Plan Commission
Redevelopment Authority of the City of Milwaukee
Neighborhood Improvement Development Corporation

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12th Ald. District

CITY PLAN COMMISSION
ZONING REPORT

File Nos: 252190 (zoning change) & 260085 (Riverwalk SPROZ)

Location: 234 S. Water Street; on the east side of S. Water Street, south of E. Pittsburgh Ave., and on the west side of the Milwaukee River

Applicant/Owner: Kaeding Development Group (applicant/developer); 236 WATER STREET ONE, LLC; 236 WATER STREET TWO, LLC (owner/applicant)

Current Zoning: General Planned Development (GPD)

Proposed Zoning: Detailed Planned Development (DPD) known as The Everett Multifamily and approval of Riverwalk within the Site Plan Review Overlay Zone (SPROZ)

Proposal: Several Detailed Planned Developments (DPDs) have been proposed and approved at the subject site since 1999, most recently for the DPD known as Admiral's Wharf in 2019. The Admiral's Wharf DPD allowed for the construction of an 11-story mixed-use building with 133 residential units and approximately 3,400 square feet of commercial space. That DPD has since expired, and the site is currently zoned General Planned Development (GPD), pursuant to the provisions of the zoning code. The site continues to be used as a parking lot for boat trailers, trailers, and minimal daily parking.

File No. 252190 refers to the change in zoning from GPD (Admiral's Wharf) to a new DPD known as The Everett Multifamily. Kaeding Development Group intends to construct a 12-story, 200-unit multi-family residential building and associated Riverwalk, which is the subject of File No. 260085.

The site has a significant grade differential between Pittsburgh Ave. to the north and Oregon St. to the south. As such, the building's first floor is partially below grade at the north end of the site and at grade level at the south end. Because of this, the primary entry at Pittsburgh Ave. and Water St. and street-level program are located on the second floor, slightly elevated above the adjacent sidewalk.

The first four floors of the building will primarily consist of resident parking (198 automobile parking spaces and 50 indoor bicycle parking spaces), with the north portion of the building lined with first floor lobby and amenity space, and residential units on the upper floors of the parking plinth. Residential units are

809 North Broadway, Milwaukee, WI 53202-3617
● Phone (414) 286-5800 ● www.milwaukee.gov/dcd
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located on the upper eight floors. Of the 200 units, there are 56 studio units, 100 one-bedroom units, 43 two-bedroom units, and 1 three-bedroom unit. Outdoor resident spaces at the fifth and twelfth floors include gathering areas, an outdoor pool, an outdoor lounge, and private outdoor patios. Additionally, the project will involve the continuation of Milwaukee's Riverwalk.

Building Design: The proposed building is a 12-story building with four floors of parking and eight floors of residential units. The majority of the first four floors are designated for parking. All units have either an outdoor balcony or Juliette balcony.

The building has a distinct hierarchy of base-middle-top. The exterior of the building follows the boundary of the site at the base levels with building step-backs occurring at the fifth floor. The twelfth floor has a series of insets for recessed patios and a rooftop lounge.

The exterior building materials are primarily white/light gray precast architectural concrete, dark brick, dark bronze metal ribbed paneling, dark bronze fiber cement paneling, and dark bronze storefront and fiberglass glazing systems. Additionally:

- Metal balconies are hung on all sides of the building and will be painted/powder-coated dark bronze to match adjacent façade materials.
- Louvers required for mechanical venting will be painted to match the adjacent building material and align within the meter of the façade.
- Rooftop screening will be utilized in two locations for mechanical equipment and will consist of metal paneling to match that used in the building façades.

Glazing will consist of clear glass in the residential units on the upper floors, and a mix of tinted and spandrel glazing on the first floor and podium. At the time this report was drafted, DCD staff continues to study the proposed glazing, specifically the placement and type of glass within the active areas located on the ground level.

Open Space & Landscaping: Public gathering spaces will be provided along the north and south portions of the new Riverwalk with plantings and integrated seating. The Riverwalk will also have concrete planters with annual plantings. An automatic irrigation system will be installed to maintain healthy and growing plants.

An outdoor amenity area for residents is provided on the Water St. side on the fifth floor, consisting of turf gathering and seating space along with an outdoor pool. Outdoor patios are also provided on the fifth floor (river side) for residents occupying those units. An outdoor resident lounge will be provided on the twelfth floor at the corner of Pittsburgh Ave. and the Milwaukee River, consisting of various types of seating, grills and fire pits.

Site landscaping includes sidewalk gardens along Water St., and at the east end of Oregon St.

Circulation, Parking, & Loading:

The primary residential entry and lobby will be located at the corner of Water St. and Pittsburgh Ave. The building entry enters at-grade to the second floor with a combination of ADA ramping and stairs. An additional building entrance is located on the river side for residents. At the time this report was drafted, DCD staff continues to study this resident entrance to ensure that there is sufficient clearance at the entrance of the Riverwalk. Additionally, two at-grade entries are on the first floor to the parking garage and south stair tower off of Oregon St.

Vehicular access to the indoor resident parking will be off of Oregon St. to the south. 50 indoor resident bicycle parking spaces are provided within the parking structure. 14 exterior bicycle racks will be provided adjacent to the building for short-term parking.

Package and mail delivery will take place via the main entrance at the corner of Water St. and Pittsburgh Ave. DPW has requested that the applicant applies for a loading zone near the main building entrance along S. Water St. to accommodate deliveries and ride-share pick-up/drop-off.

Loading and unloading of trucks or vehicles for move-in and move-outs will take place via the loading zone at the south end of the building in the designated loading zone on Oregon St. Building dumpsters will be stored in the trash room located within the first level of the parking garage and will be pulled out of the structure via the overhead door for pickup. No dumpsters will be located outside of the building.

Lighting & Utilities:

No light source will be visible from an adjoining property line or public right-of-way. Maximum illumination at the property line shall be 5-foot candles. Up-lighting will be provided at the building façade as appropriate with the design. Exterior lighting, down-lighting, up-lighting, and wall sconces shall be provided and building piers and entrances and exits as appropriate. Pathway lighting shall also be provided recessed into the wall and/or ground at the Riverwalk.

All utilities will be underground. Per the applicant, all overhead utilities in the adjacent rights-of-way on Water St. will be adjusted as required for the construction of the building, with the plans approved by both the developer and the public utility. Generators, transformers, and substations will be installed in the parking structure.

Signage:

All building signage will consist of Type A wall signs or projecting signs. Permanent signage may be illuminated; its source will not be visible or intermittent. Anticipated signage will be installed at the garage parking entry, the main building entrance at Water St. and Pittsburgh Ave., and on the Riverwalk side of the building near the corners of Pittsburgh Ave. and the Milwaukee River, and Oregon St. and the river. Temporary signage is allowed during construction and to advertise the leasing of the residential units. Minor adjustments may be made to the anticipated signage and submitted for staff approval prior to the issuance of

permits.

Riverwalk SPROZ: File No. 260085 refers to approval of the new Riverwalk segment and associated pedestrian connections, and development within the portion of the site that is within the Riverwalk Site Plan Review Overlay Zone (SPROZ). A new segment of the Riverwalk will be constructed along the full length of the parcel on the river side, including a connection beneath the Pittsburgh Ave. bridge to the adjacent property to the north. There will be pedestrian connections to the new Riverwalk segment from both Oregon St. to the south and E. Pittsburgh Ave. to the north. Of the 8,084 square feet of the proposed Riverwalk, approximately 4,790 square feet of Riverwalk will be out over the river. The new Riverwalk will consist of approximately 299'-0" of lineal frontage along the length of the property with an additional approximately 57'-0" of lineal frontage along Oregon St. All areas will be ADA-compliant and open for public use.

The Riverwalk will include expanded areas at both ends designed for public use and gathering. The upper portion at Pittsburgh Ave. contains concrete planters with seasonal plantings and benches, and will extend over the new sheet pile wall. The lower portion at Oregon St. will include concrete planters, swings, and seating located beneath a metal canopy extending from the building. The section connecting the upper and lower portions will incorporate a series of tiered, ramped segments with integrated concrete planters, benches, and select lookout points. An automatic irrigation system will be installed to maintain the plants. At the time this report was drafted, DCD requested that additional native plantings are added to the landscaping within the Riverwalk SPROZ.

The upper portion of the Riverwalk, located adjacent to the building, will have an average width of 11'-2", varying at ramped and seating areas. The lower portion, which extends beneath and connects under the Pittsburgh Ave. bridge, will have a width of 8'-0" at the ramped sections and will widen to approximately 10'-0" toward the north. Expanded gathering and seating areas at both the north and south ends will range in width from approximately 21'-6" to 23'-7".

The upper, lower, and ramped portions of the Riverwalk will consist of stamped, cast-in-place concrete. Sections extending over the new sheet pile wall will be constructed with concrete on a metal deck and steel framing system. The portion of the Riverwalk connecting the neighboring property to the north, running beneath the Pittsburgh Ave. bridge to the lower Riverwalk level, will be constructed with 1-inch wood planking on pressure-treated 2x framing supported by a steel frame. Guards and handrails will be fabricated from painted steel with horizontal spindles and/or cable infill.

The ambient lighting for the Riverwalk will be similar to what has been done in other Third and Fifth Ward Riverwalk segments. Path lighting will be integrated throughout, utilizing recessed fixtures within walls, walking surfaces, and surface-mounted fixtures along the new sheet pile wall. Supplemental building-mounted lighting along the façade will also provide illumination for the adjacent Riverwalk.

Floating boat piers, accessible from the lower Riverwalk, will be installed to maintain the existing total pier square footage. A total of nine piers will provide eighteen boat rental slips, which will be available for lease to building residents.

Adjacent Land Use: This site is situated southwest of the Milwaukee River, on the on the east side of South Water St., south of East Pittsburgh Ave. Sites to the west and south are zoned Industrial Mixed (IM); businesses include an architecture firm, an advertising agency, a performing arts center, and a rental service agency. Across the Milwaukee River and to the east are mixed-use residential buildings, which are also zoned IM. A condominium complex is located to the site's north, zoned Planned Development (PD).

Consistency with Area Plan: This site is located within the Harbor District Water & Land Use Plan (WaLUP) area, which was adopted by the Common Council in February of 2018. 234 South Water Street is within the Harbor View sub-district within the WaLUP plan area. The overall vision for the Harbor View district is to continue its transition to a mixed-use live, work, and play neighborhood with a compact urban form that is walkable and inviting. Waterfront access is prioritized to provide residents and visitors an opportunity to enjoy Milwaukee's River system. The Plan encourages high-density, multi-story buildings that take advantage of views of the waterfront. The 234 South Water Street site is also included in the Walker's Point Equitable Growth Through Transit Oriented Development (TOD) Plan that was adopted by the Common Council in November of 2018. The TOD Plan identifies 234 South Water as a primary development site to accommodate high-density development that supports transit-oriented development adjacent to the South 1st Street corridor. A high-rise multifamily residential building at this location that provides a Riverwalk connection is highly consistent with the land use recommendations of the Comprehensive Plan.

The WaLUP and TOD Plans also have additional design recommendations that are relevant to this proposed DPD. The WaLUP recommends that new developments have minimal setbacks, and be designed to complement the new public space network being created within the district to provide improved waterfront access and bicycle and pedestrian connections. One catalytic project recommended by the WaLUP is to create an improved waterfront experience highlighted by an extended Riverwalk that connects the Third Ward Riverwalk through the Harbor District south to the Bay View neighborhood. Lighting and other elements to make the Riverwalk pedestrian friendly are priorities of the existing Riverwalk design standards. The TOD Plan identifies the stretch of South Pittsburgh Ave. where this development is proposed as a key "Connector" between the Third Ward, Walker's Point, and the Reed Street Yards for pedestrians, cyclists, and transit riders. High quality streetscaping and other pedestrian amenities are recommended for connector streets to support walkable urban neighborhoods that support transit-oriented development and walkability. Buildings at key intersections on these Connector streets should also be designed to maximize the pedestrian experience. These recommendations from the Comprehensive Plan apply to various aspects of the final design details of this proposed DPD. The

proposed development is consistent with the Harbor District Water & Land Use Plan.

Previous City Plan Action:

10/21/2019 – City Plan Commission recommended approval of a substitute ordinance relating to a change in zoning from a Detailed Planned Development to a new Detailed Planned Development known as Admiral's Wharf for the property located at 234 (f/k/a 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 190784).

10/21/2019 – City Plan Commission approved a resolution related to the Riverwalk, site plan, and building design for a mixed-use development known as Admiral's Wharf located at 234 (f/k/a 236) South Water Street, relative to a Site Plan Review Overlay Zone (SPROZ) established by Section 295-91.0021 of the former Milwaukee Code, in the 12th Aldermanic District (FN 190987).

09/19/2016 – City Plan Commission recommended approval of a substitute resolution relating to a Minor Modification to a Detailed Planned Development located at 234 (f/k/a 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 160470).

11/09/2015 – City Plan Commission recommended approval of a substitute ordinance relating to a change in zoning from a Detailed Planned Development known as Rivianna to a Detailed Planned Development for the property located at 234 (formerly known as 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 141842).

07/13/2009 – City Plan Commission recommended approval of a substitute ordinance relating to a change in zoning from a General Planned Development to a Detailed Planned Development, known as Rivianna, for the property located at 236 South Water Street for mixed-use development, in the 12th Aldermanic District (FN 080321).

07/13/2009 – City Plan Commission recommended approval of a substitute ordinance relating to the First Amendment to a General Planned Development, known as Rivianna, for the property located at 236 South Water Street for mixed-use development, in the 12th Aldermanic District (FN 080320).

4/23/2007 – City Plan Commission recommended approval of a substitute ordinance relating to the change in zoning from Detailed Planned Development to a General Planned Development, to be known as Rivianna, on land located on the North Side of South Water Street and East of North Broadway, in the 12th Aldermanic District (FN 061527).

Previous Common Council Action:

12/17/2024 – Common Council ordered on file communication relating to 234 South Water Street known as Admiral's Wharf change in zoning from Detailed Planned Development to General Planned Development, File No. 190784 (FN 241318).

06/01/2022 – Common Council adopted a substitute resolution authorizing an amendment to a development agreement, additional funding and expenditures for Tax Incremental District No. 68 (Fifth Ward-First Place), in the 12th Aldermanic District (FN 220071).

11/26/2019 – Common Council passed and amended a substitute ordinance relating to a change in zoning from a Detailed Planned Development to a new Detailed Planned Development known as Admiral's Wharf for the property located at 234 (f/k/a 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 190784).

10/11/2016 – Common Council adopted a substitute resolution relating to a Minor Modification to a Detailed Planned Development located at 234 (f/k/a 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 160470).

07/26/2016 – Common Council adopted a substitute resolution authorizing a Riverwalk Development Agreement and an expenditure for construction of a Riverwalk segment adjoining the property at 234-36 South Water Street, in the 12th Aldermanic District (FN 160417).

12/15/2015 – Common Council passed a substitute ordinance relating to a change in zoning from a Detailed Planned Development known as Rivianna to a Detailed Planned Development for the property located at 234 (formerly known as 236) South Water Street, on the east side of South Water Street, south of East Pittsburgh Avenue, in the 12th Aldermanic District (FN 141842).

07/28/2009 – Common Council passed a substitute ordinance relating to a change in zoning from a General Planned Development to a Detailed Planned Development, known as Rivianna, for the property located at 236 South Water Street for mixed-use development, in the 12th Aldermanic District (FN 080321).

07/28/2009 – Common Council adopted a substitute ordinance relating to the First Amendment to a General Planned Development, known as Rivianna, for the property located at 236 South Water Street for mixed-use development, in the 12th Aldermanic District (FN 080320).

10/29/2008 – Common Council adopted a substitute resolution amending a special privilege for change of ownership to David Jorgensen LLC and Craig Jorgensen LLC for a fence in the public right-of-way for the premises at 236 South Water Street, in the 12th Aldermanic District (FN 080598).

07/11/2007 – Common Council passed a substitute ordinance relating to the change in zoning from Detailed Planned Development to a General Planned Development, to be known as Rivianna, on land located on the North Side of South Water Street and East of North Broadway, in the 12th Aldermanic District (FN 061527).

Recommendation: The proposed multi-family residential development, inclusive of the new Riverwalk segment and pedestrian connections, is consistent with the recommendations of the Harbor District WaLUP and the Walker's Point Equitable Growth Through TOD Plan in that it provides a high-density, well-designed building that is pedestrian friendly and activates the river frontage. The proposed building consists of high-quality building materials and is well articulated. The Riverwalk provides multiple pedestrian connections and generous outdoor public gathering spaces. For these reasons, staff recommends approval of File Nos. 252190 (DPD zoning change) and 260085 (project approval - Riverwalk SPROZ) with the following conditions:

1. Applicant provides updated plans that reflect revised locations of the short-term bike parking (in coordination with DPW if locations are within the right-of-way), the revised condition of the Riverwalk entrance at E. Pittsburgh Ave. and adjacent resident entrance/stair, and a loading zone along S. Water St. at Pittsburgh Ave.

2. Applicant provides an updated landscape plan that includes additional native plantings within the Riverwalk SPROZ that provide year-round interest.

3. Applicant continues to work with DCD staff on final selection of the tinted and spandrel glazing on the ground floor and plinth levels of the building.

4. Applicant provides updated elevations that reflect the glazing types at all areas of the building.

5. Applicant adds a building materials page to the DPD and Riverwalk drawings exhibit.