

# Supportive Housing: A Planning Study for Regulating and Siting Special Needs Housing for Persons At-Risk of Homelessness

City of Milwaukee, Wisconsin  
Department of City Development  
September 1, 2010



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## Chapter One: Introduction

### A. Purpose and process of this Planning Study

In 2007, the City of Milwaukee and Milwaukee County began to examine how best to increase the supply of decent, affordable housing units for individuals who are at-risk of homelessness. A report released in June 2007 by the joint City/County Special Needs Housing Action Team pointed to local land use regulation as one barrier to developing such units.

A key recommendation of the “10-year Plan to End Homelessness” produced by the Milwaukee Continuum of Care in 2010 included the following recommendation under Pillar 4: Permanent Housing, “Siting/Zoning Plan: Develop a Permanent Supportive Housing siting/zoning plan that will assist in combating zoning and NIMBY barriers.” This Planning Study was prepared in fulfillment of this recommendation.



The recently developed Prairie Apartments

This Planning Study seeks to help meet the needs of both this at-risk population, and the larger communities of which they are part, by redefining land use categories to reflect best practices, making locational recommendations, and suggesting changes to the permitting process for these housing types. The “10-Year Plan to End Homelessness” recommends “the construction of 1,260 new Permanent Supportive Housing for homeless individuals by providing gap financing.” Assuming that these units are distributed by population, the 10-year plan estimates a need for 800 units within the city limits.

The inter-agency team that researched and wrote this Planning Study included members from the Milwaukee Department of City Development (DCD), the Milwaukee County Department of Health and Human Services Housing Division, and the Community Advocates Public Policy Institute. The team was organized on May 21, 2009 at the request of DCD Commissioner Rocky Marcoux, and was



The planning team did on-site interviews with developers and service providers.

led by DCD Deputy Commissioner Martha Brown. The team interviewed several supportive housing developers and service providers and visited sites in Milwaukee and Chicago, IL. See Appendix 2 for case studies. The team or its staff working group met bi-weekly on average over a period of a year to gather and share data, discuss issues, draft definitions and recommendations, and to review drafts of this report.

Implementation actions such as specific amendments to the zoning code or setting up new approval procedures will be developed in the legislative process.

## B. Abbreviations and terminology used in this report

All terms in italics are used as they appear in the City of Milwaukee Zoning Code and are defined in Appendix 1.

AIDS	Acquired Immune Deficiency Syndrome
Alt.	Alternative
BOZA	Board of Zoning Appeals
CDBG	Community Development Block Grant program
DCD	Milwaukee Department of City Development
HIV	Human Immunodeficiency Virus
HUD	U.S. Department of Housing and Urban Development
MLS	Multiple Listing Service
NIMBY	Not In My Back Yard, a term for neighborhood opposition
PSH	Permanent Supportive Housing
Planning Study	This planning report
SSI	Supplemental Security Income
SF	Square Feet
State	State of Wisconsin
TLF	The existing Transitional Living Facility land use category



## Chapter Two: The Challenge

### A. A very brief history of homelessness

Supplemental Security Income (SSI) is a Federal income supplement program funded by general tax revenues (not Social Security taxes). It is designed to help aged, blind, and disabled people, who have little or no income. It provides cash to meet basic needs for food, clothing, and shelter. In 2009, the typical SSI payment in Wisconsin for an individual was \$757 per month.

Society has always had members who are at-risk of homelessness due to mental illness, financial crisis, poverty, or some combination. The number of individuals who have experienced periods of homelessness has grown markedly since the mid-1970s, when federal and state laws changed to mandate the deinstitutionalization of many people with chronic and persistent mental illness. Insufficient affordable housing options exist to prevent homelessness, particularly among disabled individuals who receive Supplemental Security Income (SSI). Ineffective piecemeal or ad hoc approaches to homelessness resulted in people living on the street, in and out of shelters, in substandard housing, and in housing not conducive to recovery. Without a decent, stable home, at-risk persons tend not to receive the medical attention and counseling they need, creating a downward cycle.

## B. Housing Types

In response to dissatisfaction with the aforementioned approaches, a new concept of housing at-risk persons was created by activists in New York City, San Francisco, and other locales in the early 1990's. It is known as "Permanent Supportive Housing."



Special needs housing requires partnership.

Permanent Supportive Housing (PSH) is generally defined as affordable (subsidized) housing with on-site support services such as case management, employment training, or life skills training – usually for homeless, extremely low income, at-risk populations. Those include individuals with special needs, disabilities, mental illness, or those with substance use disorder or chronic medical conditions such as HIV or AIDS. Development of such housing is often a partnership between a for-profit or non-profit real estate developer and a social service agency.

The mix of services, the extent to which building access is supervised, and scale of the building, varies among developments. Larger developments can have 100 or more residents, a staffed and locked single-entry front door, and a wide variety of services. Developments as small as 20 residents may have less formal access monitoring and control and more services provided off-site. In either large or midsized developments, each resident leases his or her own residential *dwelling unit* with a locked door, bathroom and kitchen, is responsible for paying rent to a property manager, and must abide by the terms of the lease. (*Dwelling unit* is defined in Appendix 1.) Some older models have multiple residents in a dwelling unit, or individual residents living in single-room occupancy units. However, self-contained dwelling units are much preferred to emphasize independent living and personal responsibility.

Permanent Supportive Housing is only one of a range of approaches to housing homeless individuals. "Housing programs for the homeless currently include three main components: emergency shelters, transitional housing, and Permanent Supportive Housing."

"Emergency shelter" is defined as a health care and social assistance land use, as quoted from the City of Milwaukee Zoning Code in Appendix 1. It refers to short term housing. The emphasis is on immediate shelter and sanctuary, preventing harm, and sometimes incorporating programs that promote long term recovery.

The term “transitional housing” is ambiguous in the sense that it means different things to different people. As is described in Wis. Stats., s. 560.9806 (1) (b), “‘Transitional housing’ means housing and supportive services for homeless persons that is designed to facilitate the movement of homeless persons to independent living.” Transitional housing has more intense programming than typically found in Permanent Supportive Housing. Typically, the resident occupies a room rather than a self-contained *dwelling unit*. Lengths of stay are limited to a period of time at the end of which the resident graduates from the program to a permanent situation, but longer than a stay in a shelter. In Milwaukee the term “*transitional living facility*” denotes a type of group residential use, as quoted from the City of Milwaukee Zoning Code in Appendix 1, but is still consistent with this definition of “transitional housing.” Later in this Planning Study, the term Programmed Housing also indicates this sense of transitional housing.



The planning team visited the state-of-the-art Schiff Residences in Chicago.

In Milwaukee, some at-risk individuals live in dwelling units in which the landlord has taken on the role of case manager and service provider to a very limited extent. In some cases, these arrangements exist formally, wherein a social service agency rents the housing unit under the terms of a contract between Milwaukee County’s Behavioral Health Division and a landlord. In other cases, the landlord informally provides services to tenants. Outside of this Planning Study, this arrangement is sometimes confusingly referred to as ‘transitional housing,’ although it doesn’t meet the zoning definition of a *transitional living facility*; it is an open ended or permanent arrangement; and, on-site services are often more limited than those listed in the *transitional living facility* definition of the zoning ordinance. For purposes of this Planning Study, this sort of housing shall be referred to as a Certified Supportive Housing Unit. The City of Milwaukee Zoning Code does not currently recognize Certified Supportive Housing Unit as a unique land use.

### C. Scope of this Planning Study and exclusions

This Plan addresses residential uses and group residential uses including Permanent Supportive Housing, Certified Supportive Housing Unit, transitional housing, and Programmed Housing as defined above. It does not address community living arrangements, which require a state license and are defined by the zoning code citations in Appendix 1. It does not address *health care and social assistance uses* such as *emergency shelters, hospitals, or nursing homes*. (All terms in italics are used as they

appear in the City of Milwaukee Zoning Code.) It does not address Community Residential Confinement facilities as described in Chapters 301 and 327 of the Wisconsin State Statutes.

#### D. Development issues

Developers of Permanent Supportive Housing and transitional housing have faced a number of challenges which have slowed the development process and increased costs. These delays and costs can prevent developments that would otherwise serve resident and community needs. The following issues were identified over the course of several interviews with developers and service providers, and site visits. See Appendix 2 for case studies.

1. The intention to provide services incurs more public scrutiny and regulation, particularly through the Board of Zoning Appeals special use permit and zoning change processes, even though experience has shown that providing services significantly decreases the number of incidents of police calls and worrisome behavior and improves compatibility with neighbors.
2. Permanent Supportive Housing is currently not a designated land use in the zoning code. Such housing currently needs to be permitted as a multi-family use or a *planned development*. Each of these approaches poses some barriers as described in the next two items.
3. Permanent Supportive Housing proposals that meet the standards for multi-family land uses are permitted as a matter of right. However, standards for multi-family housing are sometimes onerous or unnecessary for supportive housing. For example, residential units designed for single persons in each unit can reasonably be expected to need fewer square feet of parcel to meet density expectations. The residents whom PSH serves tend to require fewer parking spaces for automobiles than the zoning ordinance requires.
4. Obtaining a zoning change to "*planned development*" for relatively small differences from existing zoning, generally involving physical design standards, involves time-consuming and costly reviews that add to pre-development costs.
5. Public involvement, such as that required for a Board of Zoning Appeals case or the zoning change process,

often generates feedback from neighbors based on fears, misinformation, and the stigma of persons with mental illness, rather than focusing on the merits of the development and services to be provided at the residence. In fact, Permanent Supportive Housing developments have a very strong record of being good neighbors precisely because at-risk populations are receiving necessary services.

6. Providing affordable units to residents with low incomes necessitates that developers acquire low cost sites, or receive substantial subsidy to offset high site acquisition costs. Low-cost sites are rare in some parts of the city of Milwaukee and surrounding municipalities or conversely concentrated in parts of the city that already have numerous special needs housing or social service providers.
7. Where low costs sites are available, they may be difficult to develop because of the risk of soil contamination or old foundations, or because the neighborhood has come to think of long-vacant lots as “park” space.
8. Homelessness, mental illness, and periods of low income are not unique to persons living in low income neighborhoods. All communities need Permanent Supportive Housing, yet regulatory, cost and public policy barriers discourage the development of supportive housing in many locations, especially in municipalities that practice exclusionary zoning.
9. A manageable approval process is necessary because developers are often satisfying financing requirements of multiple programs, a situation sometimes referred to as “lasagna financing.” Each of these programs may have their own timelines. Unpredictable delays or uncertain regulatory requirements can imperil worthwhile projects.



United House fit on three parcels, two of which were City owned.



## E. Goals

### 1. *Meeting the needs of persons at-risk of homelessness*



Empowerment Village is building a major addition to an existing building.

In order to promote mental health recovery – “places where people can succeed” – supportive housing must be affordable, provide safety and comfort, foster independence, provide support services, and provide site-based case management. According to the National Coalition for Homeless Veterans, service-enriched housing, “has been linked to a decrease in emergency room visits, detoxification services, and incarceration rates, and more than 80% of clients remained in housing for at least one year.”

Based on site visits, interviews and research, the planning team identified these criteria or goals for meeting the needs of at-risk persons and the surrounding community when developing housing for at-risk persons.

### 2. *Criteria for good locations for residents*

- a. Supportive housing sites need to be offered for sale at low cost or the sale price must be underwritten by subsidy so the development can offer low rents to residents.
- b. Sites need be located across all neighborhoods and municipalities, regardless of income.
- c. Sites should have access to regular public transit service at least 12 hours per day so that residents can access services in the community.
- d. Sites should preferably be located within walking distance of daily shopping needs.
- e. Sites should be large enough to accommodate the scale of the development.
- f. Ideally, sites should be zoned to permit the development as a matter of right, or barring that, have clearly spelled out requirements that can reasonably be met by responsible housing providers and developers.



A common kitchen is used for cooking classes. Cooking, buying groceries, and budgeting are fundamental skills for independent living.

### *3. Criteria for good locations for the larger community*

Community acceptance and permitting are part of the development process for all land uses. Land use planning and zoning have traditionally sought to serve the health, safety, and welfare of the community when considering new development. Neighbors may object when they feel their values are not being well served or the enjoyment of their property is threatened.

The following practices help to ensure that supportive and transitional housing serve the needs of the target population and improve the quality of life for the larger community.

- a. Permanent Supportive Housing and transitional housing multi-family buildings should be developed where multi-family buildings are permitted by zoning or recommended in a comprehensive area plan.
- b. Supportive housing should be developed and operated in a manner that won't negatively impact neighboring property values or the neighbors' ability to safely enjoy their property.
- c. Supportive housing should be permitted under regulatory procedures that assure compliance with zoning, building and nuisance codes, and plans of operation, if one is required.



Veterans Manor groundbreaking - Gen. Cocroft speaking with Alderman Bob Bauman looking on.





## Chapter Three: Land use recommendations



Sometimes existing buildings can be adaptively reused - Johnston Center.

In order to discuss approaches to zoning and regulating supportive housing, this section first defines residential land uses or housing types for at-risk populations. The next section describes some alternative approaches and recommendations for each of these housing types.

### A. Recommended typology of supportive housing

Housing that serves individuals at risk of homelessness can be categorized based on several key variables: tenure, that is, whether the residents live there permanently or temporarily (for a defined length of time); the level of independence of the residents; the nature of the dwelling unit; and, the extent to which supportive services are provided.

As shown on the top row of Chart 1, Permanent Supportive Housing is housing that provides permanent (unlimited tenure) housing and supportive services to persons living in self-contained dwelling units in a multi-family building. On-site services include case management for the purpose of assisting residents to live as independently as possible.

**Chart 1. Typology of supportive housing for persons at-risk of homelessness**

	Resident tenure		Dwelling unit type		Building size		Tenant independence		Resident use of on-site services	
	Short-term	Permanent	Full unit	Room	1-2 family	Multi-family	Fully independent	Supervised	Voluntary	Mandatory
Permanent Supportive Housing		X	X			X	X		X	
Certified Supportive Housing Units		X	X		X	X	X		X	
Programmed Housing	X		X	X	X	X		X		X

For Certified Supportive Housing Units, the focus shifts from buildings to dwelling units. By necessity, one or more dwelling units are probably going to afford fewer services and oversight, although the type of resident and the goals of the housing remain largely the same. These are housing types for individuals who can live independently with some support.

Moving to the bottom row, one finds Programmed Housing. Inclusion of the term “programmed” in the name reflects a different goal and type of resident. In this type of housing, residents are in a program designed to help them get to the point where they can live independently in a permanent situation; thus, the level of services and supervision is greater, and the resident is required to utilize services in order to work toward recovery. This is the classic concept of transitional housing. The residents may have come from a shelter or from a homeless situation, or they may have been placed into the program through court order or voluntary placement.

## **B. Alternatives evaluation**

Each type of special needs housing has its own set of possible zoning and permitting standards and procedures.

### **1. Permanent Supportive Housing**

#### **a) Definition**

Permanent Supportive Housing means multi-family housing that is not licensed by the State of Wisconsin such as a community living arrangement, adult family home or a residential care apartment complex, and that provides on-site services that assist tenants who are disabled or at risk of homelessness to live independently.

#### **b) Challenges**

Permanent Supportive Housing developers typically seek to build these developments without long-term debt in order to ensure they are affordable for very low-income tenants. The work group sought to examine Milwaukee’s current multi-family housing regulations to determine whether appropriate changes might reduce development costs and timetables while ensuring a quality living environment.

**c) Alternative (Alt.) 1**

No change. Continue to treat Permanent Supportive Housing as a multi-family building.

Permit Permanent SH within each zoning district that permits multi-family housing as a matter of right. These are: all RM (residential multi-family) and RO (residential office districts), all commercial districts, all downtown districts except C9H (warehousing), and the Industrial Mixed district. Districts RT1-RT4 also permit a mixture of single-family dwellings and pre-existing or small multi-family dwellings of 3 or 4 units.

**d) Alt. 1 Evaluation**

Most new Permanent Supportive Housing is designed with modestly-sized one-bedroom or efficiency units. Local developers have had to seek rezoning as *planned developments* because, in order to maintain affordability for residents, the density of the buildings must be higher and the number of parking spaces must be lower than required by the design standards in Milwaukee's zoning ordinance. Treating Permanent Supportive Housing as multi-family housing ignores these design differences.

**e) Alt. 2**

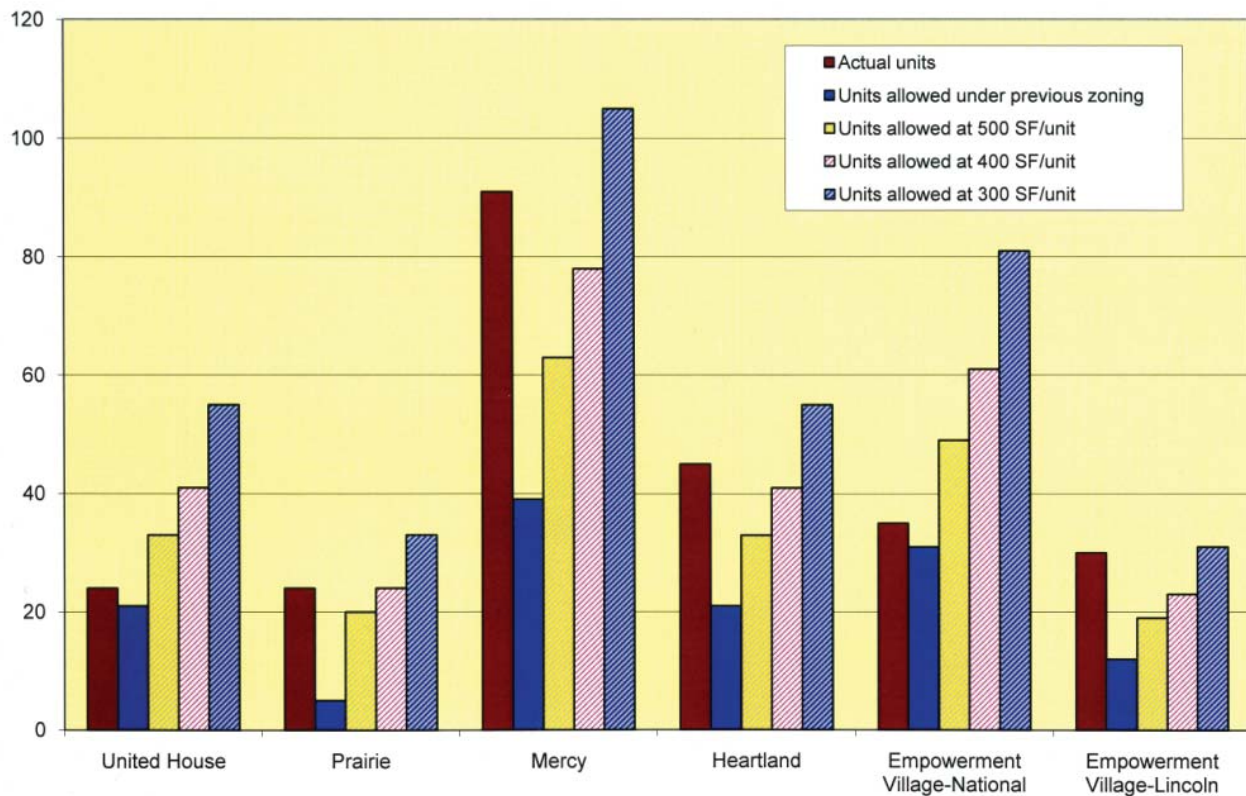
Allow Permanent SH in all districts in which multi-family housing is permitted, but set the minimum required lot area per dwelling unit to a fairly high-density standard, and reduce on-site parking requirements.

For each of six recently opened or approved supportive housing developments in Milwaukee, Chart 2 contrasts the actual number of units in the development (red solid bar) with various standards.



Some members of the Supportive Housing Commission listen intently.

**Chart 2**  
**Permanent Supportive Housing Units:**  
**Actual vs. Allowed**  
**Under Four Different Alternatives**



Moving from left to right, the solid blue bar depicts the number of units permitted before the premises were rezoned to allow the development to proceed. In every case, insufficient density or number of units were originally permitted. To the right of that are three striped bars showing how many units would be allowed under varying standards for square feet (SF) of parcel per unit. The striped bar has to be higher than the red bar for the development to proceed. For example, United House was not initially permitted because its number of units exceeded the standard of the zoning in place at the time. If the SF of parcel standard were lowered to 500, the development would have been permitted because that standard permitted more units than the development required. The six named developments are summarized in Appendix 2.

For comparison, in an RM6 district (high-density, multi-family residential) the minimum is currently 400 SF of lot area per unit. For transitional living facilities, the minimum lot area per resident varies by zone and is half the minimum required lot area per dwelling unit. The minimum area of lot area per resident in an RM5 district is 400 SF.

Alt. 2 would also lower parking requirement ratios. For comparison purposes, multi-family residential zones require either 1 parking space per dwelling unit or 2 parking spaces per 3 dwelling units. Public housing for low-income families and public or federally-assisted low-income elderly housing projects have lower parking ratio requirements than that, one parking space for every 2 *dwelling units*. Considering the target population's typical income, a standard of one parking space for every five residents might be reasonable. This or similar ratios are often used to evaluate proposed *transitional living facilities*.



Secure outdoor space is a desirable feature.

**f) Alt. 2 Evaluation**

Alt. 2 addresses the criteria for good locations stated previously, and helps to maintain unit affordability for the very low-income tenants likely to live in the units.

**g) Alt. 3**

Lower the standards of SF per unit and parking spaces per unit as in Alt. 2 but add *limited use* standards that assure the facility is in fact Supportive Housing and that standards of building maintenance are met.

The DCD commissioner could seek advice from the City/County Commission on Supportive Housing based on standards established by them or other bodies.

Developers seeking to utilize these new dimensional standards without meeting the *limited use* standards would be directed to seek a *dimensional variance* from the Board of Zoning Appeals. (See *variance, dimensional* in Appendix 1.)

**h) Alt. 3 Evaluation**

The limited use standards in Alt. 3 would ensure that the higher density standards and lower parking requirements apply only to developments that are providing high quality Permanent Supportive Housing.



## 2. Certified Supportive Housing Unit

### a) Definition

Certified Supportive Housing Unit means a dwelling unit in which the owner or a third-party operator provides housing and services, such as but not limited to, supervision, assistance with activities of daily living (including housekeeping, cooking, money management, and recreational activities), coordination with case management, meals and furnishings.



Opening soon - Empowerment Village on Lincoln Ave. rendering.

### b) Challenges

Certified Supportive Housing Units are made available in two primary ways. In some cases, a property owner may choose to lease a single-family or duplex unit for this purpose. Also, several non-profit agencies and individuals master lease multiple units in buildings they do not own, and sub-let them to consumers seeking this type of living environment.

These units are typically rented by consumers without third-party regulation, although case workers employed by Milwaukee County or non-profit agencies may assist a consumer to select a unit. The work group focused its efforts on ways to ensure the quality of such units and help consumers make informed choices when selecting such units.

### c) Alt. 1

No change. This type of housing is currently not defined in the Zoning Code or the Building Code.

### d) Alt. 1 Evaluation

The current approach creates a regulatory grey area where a type of housing that is practical and economical for residents and service providers is neither quite just a generic type of housing nor does it rise to a *transitional living facility*. As a result there are issues regarding what is and isn't a *transitional living facility*.

Tenants do not have limited tenure, so this housing type is not literally transitional. On the other hand, concerns about quality control issues may merit some level of regulation, leading us to Alt. 2.

**e) Alt. 2**

One approach to assuring quality control would be to rely on the Department of Neighborhood Services to certify through annual inspections that the housing units are safe, decent and sanitary. It would also be beneficial for the County to certify that the provider is providing the services that they state that they provide.

To accomplish this alternative, create a definition for Certified Supportive Housing Unit in the Building Code meaning a *dwelling unit* in which the owner or a third-party operator provides housing and services to tenants who need modest assistance to live independently, and that meets the standards of the building maintenance code such as those set forth in Ch. 275, sections 32 to 82 , as certified by an annual inspection conducted by the Department of Neighborhood Services.

**f) Alt. 2 Evaluation**

Under Alt. 2 qualified operators would be able to attract customers by indicating that the unit is safe, decent and sanitary. Special needs housing customers would have professional assistance in identifying safe housing.



It's home. United House.

### 3. Programmed Housing

#### a) Definition

Programmed Housing means a premises other than a community living arrangement, adult family home, or a residential care apartment complex, which are licensed by the State of Wisconsin, or permanent supportive housing; in which 3 or more adult residents are temporarily provided with treatment and services above the level of room and board, but less than nursing care as a condition of their stay, including but not limited to supervision, monitoring, counseling, transportation or ongoing assistance with personal finances or medications, by a person or agency who provides any of these services under a contractual arrangement, to prepare residents for independent living.



A property manager is typically on site in Permanent Supportive Housing.

#### b) Challenges

Programmed Housing has traditionally been classified as “transitional living facilities” (TLF’s) under Milwaukee’s zoning ordinance.

The workgroup focused its efforts on creating a useful new definition for these types of residential programs, and determining zoning standards that balance the needs of the neighborhoods in which they locate with the requirements of fair housing and the Americans with Disabilities Act.

#### c) Alt. 1

No change. Currently all TLF facilities are a *special use* and therefore require a BOZA approval.

#### d) Alt. 1 Evaluation

A wide range of Programmed Housing proposals are all treated as a special use.

#### e) Alt. 2

Create a new use category called Programmed Housing. Remove the TLF land use from the City of Milwaukee Zoning Code.

Programmed Housing in multi-family buildings would be a limited use in institutional districts and all districts in which multi-family dwellings are permitted. These are: all RM and RO residential districts, all commercial districts, all downtown districts except C9H (warehousing) and the Industrial Mixed district. The two-family residential



districts RT1-RT4 also permit a mixture of single-family dwellings and pre-existing or small multi-family dwellings of 3 or 4 units.

Programmed Housing in one and two-family buildings would be a limited use in all districts in which one- and two-family dwellings are permitted, respectively. These can be determined by referring to Table 295-503-1 RESIDENTIAL DISTRICTS USE TABLE.

The limited use standards could be met by only those facilities offering the very highest level of Programmed Housing. For example, the limited use standards could require that:

1. Each dwelling unit is occupied by no more than 2 persons who are not a family, or by one family.
2. The operator provides 24-hour staffing.
3. The operator provides a service plan describing the mandatory services in which residents are enrolled as a condition of continued occupancy.
4. The building meets the standards of the building maintenance code as set forth in Ch. 275, sections 32 to 82, as certified by an annual inspection conducted by the Department of Neighborhood Services.
5. The State of Wisconsin Department of Corrections has not entered into a contractual arrangement with the operator/ building owner for the provision of housing and or services for any resident.

All Programmed Housing that doesn't meet limited use standards would be a *special use*.

#### f) Alt. 2 Evaluation

Alt. 2 creates limited use standards that would permit Programmed Housing developments that meet the highest standards. Annual inspections would provide an ongoing assurance of quality.



A dwelling unit with a kitchen and bath is typical in permanent supportive housing



## Chapter Four: Locational Strategies

In addition to the zoning and permitting approaches recommended in the last section, the locational strategies that follow are intended to help site housing for at-risk populations in a manner that meets the criteria for good locations for residents as well as the criteria for good locations for the larger community.

### A. Permanent Supportive Housing

#### 1. Factors

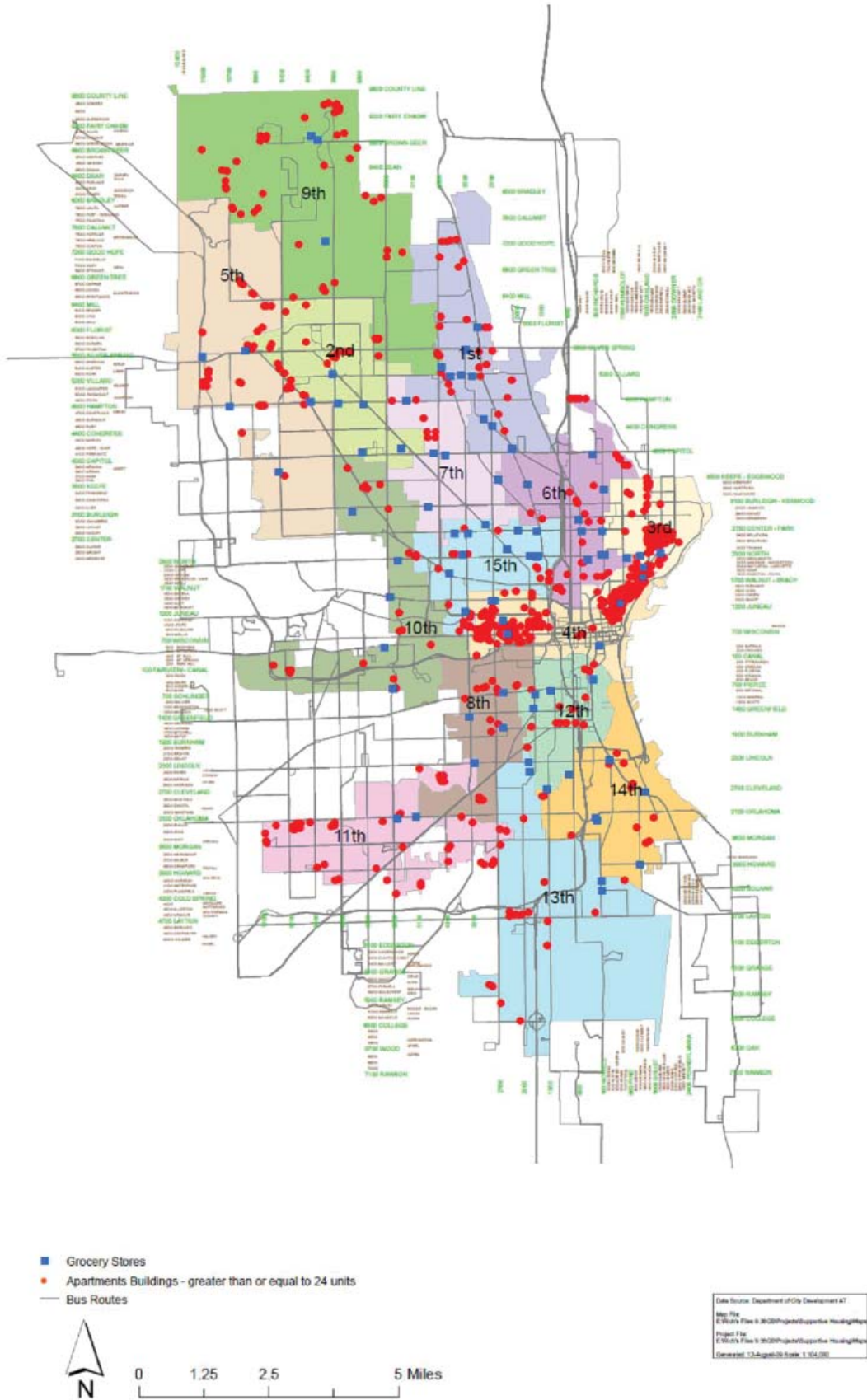
Three primary factors define good locations for PSH: Multi-family buildings or sites where multi-family are permitted, local retail, and reliable bus service.

Any zone where multifamily uses are permitted is a candidate location. These include multi-family, multi-family and office, commercial, and industrial-mixed districts or zones.

Map 1 shows locations of existing multi-family buildings of a size most amenable to PSH. They are located in every aldermanic district in the City of Milwaukee. Although not shown here, other municipalities in Milwaukee County have similar buildings which could be used for Permanent SH. New construction would be permitted on appropriately zoned lots as well.



United House fit nicely into the neighborhood.



Also shown on Map 1 are locations of grocery stores. Grocery stores are used here as an indicator of local shopping. While one might not be able to walk to a grocery store from everywhere in an aldermanic district, one can walk to a grocery store from somewhere in every aldermanic district. Walking to shopping is preferable, but riding a bus is also a possibility.

Despite recent cuts in bus service in Milwaukee County, much of the county still has bus service that would permit one to obtain his or her daily needs. A route by route analysis of frequency and time of day of service showed that virtually the entire area from Florist Ave. on the north, to Edgerton Ave. on the south, and extending from 116th St. / Mayfair Rd. on the west to the Lake Michigan on the east has the necessary level of bus service. Plus there are routes that extend this service area to one-quarter mile to either side of bus routes in the following locations:

- Much of Cudahy and South Milwaukee
- S. 35th St. to Howell Ave. south to W. College Ave.
- Blue Mound Rd. extending west through Elm Grove and Brookfield to Brookfield Sq. in Waukesha County
- West to the equivalent of 132nd St. from W. Capitol Dr. to W. Greenfield Ave. in New Berlin, Elm Grove, and Brookfield in Waukesha County.
- N. 91st St. to N. Teutonia Ave. north of Florist Ave. in Milwaukee and Glendale
- Along N. Port Washington Rd. in Whitefish Bay, Fox Point, Glendale and Bayside



Prairie Apartments represented an investment of almost \$5 million in a redeveloping area.

The conclusion of this analysis is that supportive housing could and should be located across a wide area of Milwaukee County and beyond. The availability of relatively large (24+ unit) buildings, neighborhood retail as evidenced by grocery stores, and at least a functional level of bus service are conducive to a dispersed pattern of locating supportive housing, and do not require concentrating it in a few centrally located neighborhoods.

Therefore, this Planning Study recommends dispersing Permanent Supportive Housing across all aldermanic districts and all Milwaukee County municipalities, except in the relatively rare instances where the three factors



Opening soon - Capuchin Apartments on Fond du Lac Ave. rendering.

are demonstrably unmet.

Meeting the above considerations is not difficult.

Finding affordable sites as a practical matter is likely a bigger issue.

Sometimes the search for affordable sites points to publicly owned sites, but a mix of public and private, or private sites can sometimes work. Sometimes buying and rehabilitating an existing unused or underutilized multi-family, health services, or senior housing building, rather than building new, can be a strategy for lowering costs.

## 2. Examples of potential Permanent Supportive Housing building sites by aldermanic district

This section looks at possible development sites and adaptive re-use opportunities in each aldermanic district. For each aldermanic district a quick synopsis list general possibilities which is then followed by hypothetical examples that were available for sale in fall 2009. Hopefully this information can provide guidance as developers look to create new Permanent Supportive Housing across the City. Examples are chosen based on proximity to services and transportation which places them mostly on Milwaukee's commercial arterials where multi-family housing is an accepted use. Of course this is a snapshot in time and the listed properties may not be available or no longer listed on the Multiple Listing Service (MLS). Successfully siting a new housing development will be contingent on a development team conducting its due diligence and securing political support.

### (1) 1st Aldermanic District

The 1st Aldermanic District has few City or County owned sites that could be developed for Permanent Supportive Housing. Areas with potential include Capitol Drive and Atkinson and Teutonia Avenues.

#### Examples:

Address:	3326 West Capitol Drive
Description:	30,000+ SF City-owned vacant lot
Zoning:	Industrial-Office 2
Pros:	On bus route, close to stores and services, removed from residential



neighborhoods  
Cons: Development would require re-zoning from Industrial-Office 2 to a zone that permits this use, proximity to potentially noxious industrial uses.

Address: 2530 West Villard Ave.

Description: Parking lot at former St. Michael's Hospital

Zoning: PD

Pros: On bus route, across from park, easy access to stores and services

Cons: Adjacent to neighborhood of single family residences, would have to amend zoning, would reduce parking available for future St. Michael's uses.

Address: 2901 West Atkinson Ave.

Description: 12 unit apartment building listed at \$219,900.00 (MLS 9/30/09)

Zoning: RM3

Pros: Existing building with one-bedroom apartments that can be converted to Permanent Supportive Housing, possible demo and reconstruction on a 9,000 SF lot.

Cons: 12 units may be too few to support conversion, expansion beyond 22 units would require re-zoning at the recommended 400 SF of lot per unit.

No 24+ unit apartment complexes listed on MLS as of 9/30/2009

## (2) 2nd Aldermanic District

There are no City or County-owned parcels in the 2nd Aldermanic District. Areas with potential include Fond du Lac Avenue and Hampton Avenue.

### Examples:

Address: 6057-6103 West Fond du Lac Avenue

Description: 14,400 SF vacant lot listed for \$79,900 (MLS 9/30/2009)



On site laundry.



Mayor Barrett (seated) signing the legislation that created the Supportive Housing Commission with Ald. Murphy (left) looking on.

Zoning: LB2  
Pros: Can accommodate new development of 36 units of housing under the recommended 400 SF of lot area per unit, on bus line and close to stores and services, on commercial street not in neighborhood

Address: 6502 West Fond du Lac Avenue,  
Description: 15,120 SF gas station, tax delinquent brownfield

Zoning: LB2  
Pros: Site can accommodate new development of up to 37 units of housing under the recommended 400 SF of lot area per unit, on bus line and close to stores and services, on commercial street, not in neighborhood

Cons: Properties listed as tax delinquent brownfields are private parcels that can be conveyed to a developer under Wis. Stats., s. 75.106. The risk remains that the current owner may pay their taxes thereby removing the property from state conveyance. This is a complicated development process and may entail high environmental remediation costs.

### (3) 3rd Aldermanic District

The 3rd Aldermanic District holds no vacant City-owned parcels that can be readily developed and has high land costs. There are many large apartment complexes, especially in the vicinity of the University of Wisconsin-Milwaukee, but none were listed for sale on the MLS.

#### Example:

Address: 1400-1430 East Boylston Street,  
(MLS 9/29/2009)  
Description: 18,120 SF vacant lot, 45 units under the recommended 400 SF of lot area per unit \$399,000  
Zoning: RM5  
Pros: Large parcel near parks, stores and services  
Cons: High land costs.



#### (4) 4th Aldermanic District

The 4th Aldermanic district holds a number of City-owned vacant properties that can be developed with new Permanent Supportive Housing construction. The 4th Aldermanic District also has many multi-unit apartment buildings that can be converted to permanent supportive housing. The district has one new Permanent Supportive Housing development, Prairie Apartments, and another under construction, Veteran's Manor.

##### Examples:

- Location: Northeast corner of 26th and Clybourn St.
- Description: 29,889 SF City-owned vacant parcel
- Zoning: RT4
- Pros: Large site can accommodate a sizable development, 74 units at 400 SF of lot area per unit. Close to stores, services and transportation.
- Cons: The area has many existing large apartment buildings and social service agencies.
- 
- Address: 2450-2456 West Vliet Street
- Description: 11,390 SF City-owned vacant parcel
- Zoning: LB2
- Pros: 28 units permitted at 400 SF of lot area per unit. Close to stores, services and transportation.
- Cons: The area has many existing large apartment buildings and social service agencies.

#### (5) 5th Aldermanic District

The 5th Aldermanic District is at the northwest limit of the City. There are no County-owned properties or tax delinquent brownfields. Areas with potential are the main arterials such as Lisbon and Hampton Avenues and across from Timmerman Airport.

##### Examples:

- Address: 3703 North 92nd (MLS 10/1/2009)
- Description: \$299,500, mixed use property, 9,074 SF lot.



Looking out from the Schiff Residences, PSH has contributed to redevelopment efforts in Chicago.

Zoning: NS2  
Pros: Close to stores, services and transportation. Could accommodate 22 units at 400 SF of lot per unit.

Address: 9905 West Fond du Lac Avenue (MLS 11-30-2009)

Description: 27 unit apartment building, \$1,100,000. 65,641 SF parcel.

Zoning: RM1

Pros: Multi-unit ready for conversion, ample parking, 1.5 acre lot, on bus line

Cons: Cannot walk to services and commercial areas

Address: 10535 West Appleton Avenue

Description: 15,160 SF City-owned parcel

Zoning: LB1

Pros: Big site on bus route, removed from residential neighborhoods

### (6) 6th Aldermanic District

The 6th Aldermanic district holds a number of City-owned vacant properties that can be developed with new Permanent Supportive Housing construction. The 6th Aldermanic District also has many multi-unit apartment buildings that can be converted to Permanent Supportive Housing. The 6th district has a sizable number of social service and non-profit entities. There are possibilities for new Permanent Supportive Housing projects but political and neighborhood support will be critical for success.

#### Examples:

Address: 3216 North Martin Luther King Drive

Description: 35,000 SF Development Site, City and privately owned.

Zoning: LB2

Pros: Ability to develop 43 units as a right

Cons: HeartLove Place owns parcel in middle of block and would have to agree to a sale in order to develop the whole block.

Address: 326 East Center Street  
Description: 30,000 SF City-owned Development Site  
Zoning: LB2 and RT4 mixed  
Pros: Ability to develop 37 units as right  
Cons: Planned development required, abuts residential area

No 24+ unit apartment buildings listed on MLS as of 11/25/2009



Community room, United House.

### (7) 7th Aldermanic District

No large City or County development parcels. There may be possible opportunities with tax delinquent brownfields. Areas with potential are along the major arterials as well as the parking lots that served the former Tower Automotive Complex on North 35th and West Hopkins Street. Milwaukee's first Permanent Supportive Housing development, United House, is located in the 7th District.

#### Examples:

Address: 4901 West Fond du Lac Avenue  
Description: 9838 SF City-owned parcel  
Zoning: LB2  
Pros: On major arterial, may expand site with private acquisitions. 24 units permitted at the recommended 400 SF of lot per unit.  
Cons: Residential area.

Address: 4101 West Fond du Lac Avenue  
Description: 9333 SF City-owned parcel  
Zoning: LB2  
Pros: On major arterial, may expand site with private acquisitions. 23 units allowed per recommended 400 SF of lot area per unit.  
Cons: Small size, residential area.

No 24+ unit apartment buildings listed on MLS as of 11/25/2009



A kitchen at the Schiff Residences.

### (8) 8th Aldermanic District

No large City or County or tax delinquent brownfield development parcels. Areas with potential are along the major arterials. There may be opportunities on former industrial lands north of St. Luke's Medical Center at 27th St. and Oklahoma Ave. This district is a dense residential area, well served by public transit.

#### Examples:

Address: 3126 West Pierce Street  
Description: 15,000 SF City-owned parcel  
Zoning: LB1  
Pros: Large parcel  
Cons: Holds an old tavern with some historic value that may need to be demolished, not on bus line, in dense residential neighborhood with many apartment buildings.

Address: 2309-2315 West Greenfield Avenue  
Description: 12,388 SF City-owned parcel  
Zoning: LB2  
Pros: Larger parcel, on an arterial street, can be expanded with property acquisitions  
Cons: Adjacent to residences on each side

Address: 3023 West Greenfield Avenue  
Description: 33,481 SF former small grocery store, tax delinquent as of 11/25/2009  
Zoning: NS2  
Pros: Large full block parcel, on an arterial street, tax delinquent  
Cons: Former store would need demo, price and availability unknown

Address: 3030 West Pierce Street (MLS 11-30-2009)  
Description: 24 unit apartment building, \$650,000  
Zoning: RM7  
Pros: Multi-unit building ready for conversion  
Cons: In residential area, not on bus line

**(9) 9th Aldermanic District**

No large City or County or tax delinquent brownfield development parcels. This district is suburban in nature and at the far Northwest of the City. Areas with potential are along the major arterials and commercial areas. High land prices may be an impediment to Permanent Supportive Housing development.

**Examples:**

No 24+ unit apartment buildings on MLS as of 11-30-2009

Address: 7171 North Brown Deer Road, former Happy Hill School

Description: Milwaukee Public Schools surplus site

Zoning: RS3

Pros: Commercial strip, 7.26 acre parcel

Cons: Re-use or demolition of school buildings, sales price

**(10) 10th Aldermanic District**

This district is mostly single-family residential. Areas with potential are along the major arterials and possibly in the industrial valley along State Street. There are no large City or County owned parcels. There may be opportunities with tax-delinquent brownfields.

**Examples:**

No 24+ unit apartment buildings MLS as of 11-30-2009

**(11) 11th Aldermanic District**

This district is largely single family residential. Areas with potential are along the major arterials. There are no large City or County owned parcels.

**Examples:**

No large apartment buildings on MLS as of 11-30-2009

**(12) 12th Aldermanic District**

This district is dense with multi-family residences and apartment buildings. Areas with potential are along the arterials and commercial districts as well as

the industrial districts along South 1st and South 2nd Streets. The district has two Permanent Supportive Housing developments: Johnston Center Apartments (open August 2010) and Empowerment Village-National (under construction.)

**Examples:**

Address: 1935 South 16th  
Description: 15,000 SF City-owned vacant parcel  
Zoning: RM2  
Pros: Larger parcel, on arterial street, can be expanded with street vacation.  
Cons: Odd shaped parcel, abuts residential neighborhood

Address: 1902-1928 West Mitchell Street  
Description: 24,000 SF City-owned parcel  
Zoning: LB2  
Pros: Large parcel on commercial street  
Cons: Odd shape

Address: 1655 South 17th Street (MLS 11-30-2009)  
Description: 29 unit apartment building, \$650,000  
Zoning: RM4  
Pros: Multi-unit ready for conversion, underground parking,  
Cons: On residential side street

**(13) 13th Aldermanic District**

This district is suburban in nature and at the southern limits of the City of Milwaukee. Areas with potential are along the major north and south arterials and the airport industrial district. There are no large City-owned development sites. The County has a large tract of land that runs along South 6th Street but has not committed it to any development. There may be opportunities with tax-delinquent brownfields.

**Examples:**

No 24+ unit apartment buildings on MLS as of 11-30-2009

#### (14) 14th Aldermanic District

This district is densely developed with multi-family homes and apartment buildings along with single family residential districts and industrial areas. One Permanent Supportive Housing proposal is in predevelopment on Lincoln Avenue. Areas with potential are the arterial streets as well as the industrial areas. There are no large County-owned parcels. There is one large City-owned parcel with potential. There may be opportunities with tax-delinquent brownfields.

##### Examples:

Address: 1020-1116 West Montana Street  
Description: 41,570 SF City-owned vacant parcel  
Zoning: RM4  
Pros: Very large parcel, close to busline  
Cons: Residential neighborhood, many apartment buildings on block

No 24+ unit apartment buildings on MLS as of 11-30-2009

#### (15) 15th Aldermanic District

This district attracts many development proposals due to the numerous City-owned vacant parcels along its main arterials. A Permanent Supportive Housing facility, Capuchin Apartments, is in pre-development in the 15th district.

##### Examples:

Address: 3304 West Lisbon Avenue  
Description: 15,489 SF City-owned vacant parcel  
Zoning: CS and RT4  
Pros: Large parcel  
Cons: Abuts residential neighborhood

Address: 3701 West Vliet Street  
Description: 18,736 SF City-owned vacant parcel  
Zoning: LB2  
Pros: Large vacant parcel  
Cons: Residential neighborhood, little support for Permanent Supportive Housing at this site.

No 24+ unit apartment buildings on MLS as of 11-30-2009



Mercy Housing Lakefront, Inc. put a major addition on the former Johnston Hospital.

**B. Certified Supportive Housing Unit**

Certified Supportive Housing Units can be located in one and two-family homes or multi-family buildings, all of which are found throughout Milwaukee County. Residents would benefit from local shopping and bus service just like residents in Permanent Supportive Housing. Affordability might be an issue in some neighborhoods; however this type of housing hasn't faced the kinds of locational challenges as multi-family buildings.

**C. Programmed Housing**

In addition to the locational strategies for Permanent SH, some Programmed SH facilities might be able to take advantage of former nursing homes or adaptively re-use commercial or obsolete industrial buildings. It is difficult to come up with more specific strategies because Programmed SH facilities tend to be unique situations that could conceivably employ a number of different types of dwellings and dwelling units.



## Chapter Five: Implementation



Johnston Center Residences was recommended at a catalytic project in the City's comprehensive plan.

During Plan review and immediately thereafter, building and zoning code changes need to be drafted using a collaborative approach involving the partnerships created during the preparation of this Planning Study. Code changes for the three types of supportive housing can proceed independently of each other, but would ideally be considered together.

The same team that prepared this Planning Study could participate in drafting, utilizing input from the Legislative Reference Bureau of the City of Milwaukee, the City of Milwaukee Department of Neighborhood Services (DNS), the City of Milwaukee Department of City Development (DCD), the City of Milwaukee Department of Public Works (DPW), the Milwaukee County Behavioral Health Division and from supportive housing industry advocates and developers.



In Permanent Supportive Housing dwelling units are typically small apartments.

Above all, a commitment must be made throughout the city and the county that these housing types are a solution to a common challenge and therefore all parts of the city and county would benefit from these housing types.



## Appendix 1. Current definitions from the City of Milwaukee Zoning Code

### 295-203. Use Definitions.

2. GROUP RESIDENTIAL USES. L. “**Community living arrangement**” means either of the following facilities licensed, operated or permitted by the state of Wisconsin:

L-1. Residential care center.

A facility where 4 or more children reside and are provided with care and maintenance for no more than 75 days each in any consecutive 12-month period by persons other than a relative or guardian. The term does not include educational institutions, public agencies, hospitals, maternity homes, nursing homes, sanitariums, foster homes, shelter care facilities, prisons, jails, or institutions for children with mental health disabilities having a capacity of less than 150 children.



L-2. Community-based residential facility.

A facility where 5 or more adults not related to the operator reside and are provided with care, treatment or services above the level of room and board but less than nursing care. Such care shall include supportive home care service unless contraindicated by the facility program, and may also include 7 hours or less of prescribed personal care service per week, per resident. This term does not include nursing homes, prisons, jails, correctional facilities, convents or facilities owned or operated exclusively by and for members of a religious order, or educational institutions and related student housing.

Case managers have offices on site in Permanent Supportive Housing.

2. GROUP RESIDENTIAL USES. m. “**Transitional living facility**” means a premises, other than a community living arrangement or an adult family home, in which 3 or more adult residents are provided with personal care, treatment or services above the level [of] room and board but less than nursing care, including but not limited to supervision, monitoring, counseling, transportation or ongoing assistance with personal finances or medications, by a person who provides any of these services under a contractual arrangement.

6. HEALTH CARE AND SOCIAL ASSISTANCE. g. “**Emergency residential shelter**” means a facility, other than a community living arrangement, that provides short-term housing and a protective sanctuary for victims of fire, natural disaster, economic hardship, crime, abuse or neglect, including emergency housing during crisis intervention for victims of rape, child abuse or physical beatings and which contains individual or group sleeping rooms and may or may not have food preparation facilities and private shower or bath facilities.

## 295-201. Definitions.

**157. DWELLING** means any building which is wholly or partly used or intended to be used for living or sleeping by human occupants, excluding any commercial lodging facility.

**Note:** In this Planning Study, we'll refer to dwellings as buildings so as to not confuse the reader with dwellings and dwelling units.

**159. DWELLING UNIT** means any habitable room or group of adjoining habitable rooms located within a dwelling and forming a single unit providing complete, independent facilities which are used by one family for living, sleeping, cooking, eating and sanitation.

**Note:** A dwelling unit may be occupied by 3 persons who are not a family, or by a family and 2 other persons who are not a family. If those standards are exceeded the dwelling unit is considered a type of group residential use called a rooming house. See below.

**333. LIMITED USE** means a use which is generally compatible with permitted uses in a given zoning district, but has operating or physical characteristics that require certain conditions be placed on the use.

**461. PREMISES** means one or more lots or portions of lots, including any structures, which are contiguous, under common ownership or control through the use of a permanent deed restriction or a certified survey map, and located entirely within one base zoning district.

**511. ROOMING HOUSE** means any building or part of any building or dwelling unit occupied by more than 3 persons who are not a family or by a family and more than 2 other persons for periods of occupancy usually longer than one night and where a bathroom or toilet room is shared. This term includes any building or part of any building in which one or more persons share a toilet room or bathroom with the occupants of one or more 2nd class dwelling units, as defined in s. 200-08-83.

**619. SPECIAL USE** means a use which is generally acceptable in a particular zoning district but which, because of its characteristics and the characteristics of the zoning district in which it would be located, requires review on a case-by-case basis to determine whether it should be permitted, conditionally permitted or denied.

**675. VARIANCE, DIMENSIONAL** means permission from the board [of zoning appeals] to depart from any of the literal requirements of this chapter except use regulations, including but not limited to a departure from an area, setback, frontage, height, bulk, density or design requirement.

**676. VARIANCE, USE** means permission from the board [of zoning appeals] to depart from any of the use regulations of this chapter.

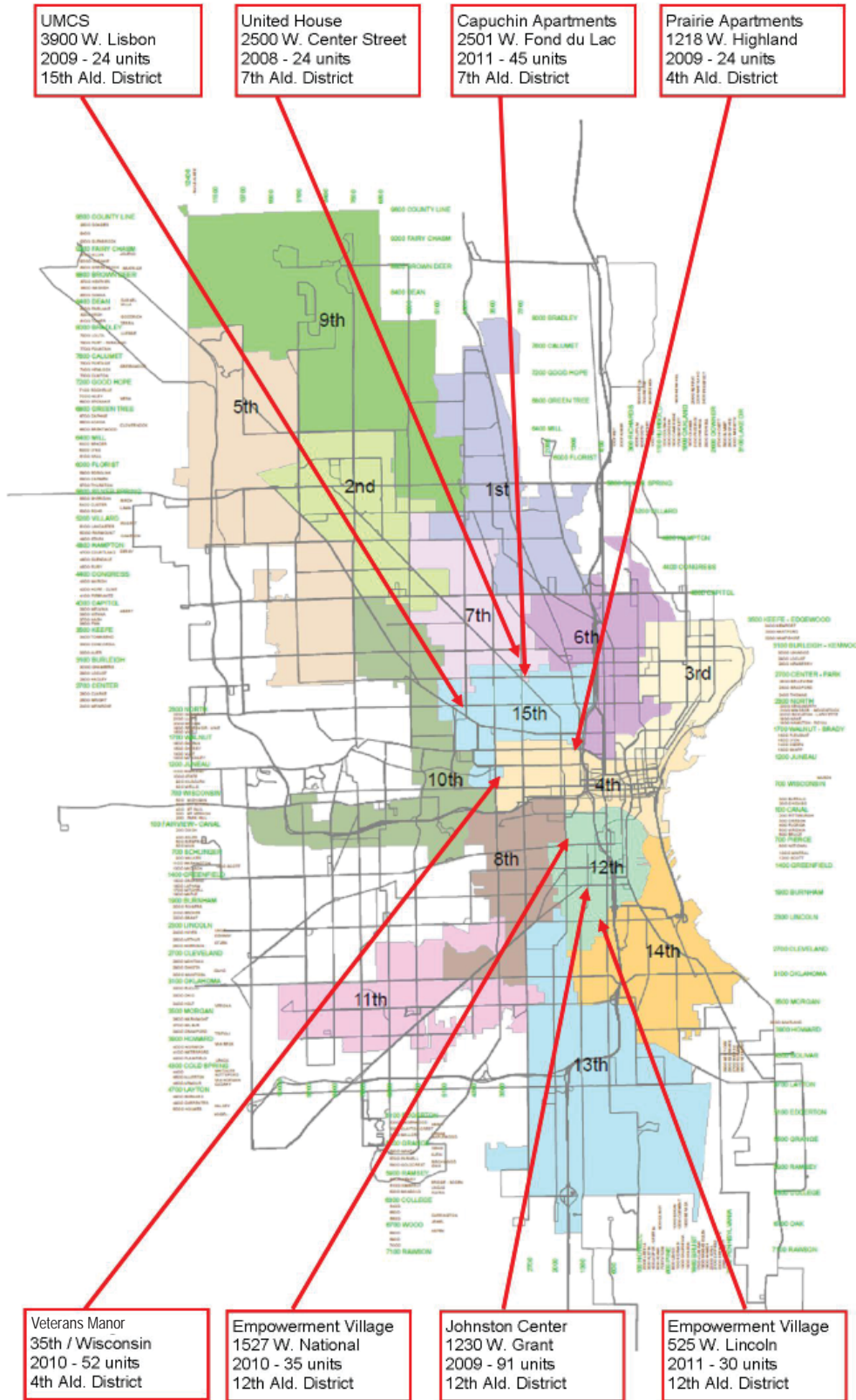


Art contributes to a feeling of community.

**295-907. Planned Development District (PD/DPD).**

1. PURPOSES. The planned development district is intended to:
  - a. Allow flexibility in land development.
  - b. Promote creativity, variety and environmental sensitivity.
  - c. Encourage development compatible with its surroundings and consistent with the city's comprehensive plan.

## Appendix 2. Case studies of new Permanent Supportive Housing developments





Organizations seek multiple avenues to secure development sites that can accommodate Permanent Supportive Housing.

- Private land sales are cost prohibitive, especially outside inner-city neighborhoods.
- County-owned land is ill-suited to housing development.
- City-owned land, combined with small private parcels along main arterials, has accommodated the initial development of Permanent Supportive Housing, though these sites are fewer and fewer.
- Facilities that served as health facilities or senior housing have been adapted for new Permanent Supportive Housing developments.



Community Advocate generously contributed staff time to the preparation of this Planning Study.

The following brief narratives document different approaches used by Permanent Supportive Housing developers to secure development sites. These projects have been recently completed, are under construction or are proposed. All projects, whether new construction and/or renovation, have high construction costs that must be covered with a variety of funding sources. In this context it is crucial to keep land acquisition costs as low as possible. Initial projects developed in Milwaukee have been able to take advantage of vacant city land or mothballed buildings. As these City-owned resources become scarce, alternative development sites will need to be secured. This will be necessary as Permanent Supportive Housing is developed in all aldermanic districts across the City.

#### **United House** – 2500 W. Center Street, 7th Ald. Dist.

Developers: Cardinal Capital Management & United Christian Church

Open, September 2008 - 24 units

United Christian Church (“UCC”) had been working for years to develop a facility to provide affordable housing to individuals with mental illness. The United House project was initiated by UCC in conjunction with the local alderman in 2006 as a Permanent Supportive Housing project to house very low income individuals with mental illness. UCC secured a parcel at 2500-04 West Center Street from the City as a building site. This site is one block from UCC’s main facility which has been located in the neighborhood since 1994. Cardinal Capital was brought on in 2007 as a co-developer and eventual property manager. A separate adjacent private parcel became available in 2007 and was purchased by Cardinal Capital for \$35,000 (plus demo costs for building on this lot) and added to the building site. This allowed the proposed facility to be reconfigured from an 11,000 SF site to expand to fit a 16,500 SF site.

Zoning for the site had to be amended with a General Planned Development to allow 24 one-bedroom units of housing. The 23,300 SF three story building with 17 underground parking spaces also houses offices, meeting rooms, a community kitchen and a chapel.

Total project costs were \$4,100,000 and were financed with Low Income Housing Tax Credits provided by WHEDA, City of Milwaukee Housing Trust Fund grant, CDBG Large Impact Development grant, Milwaukee County Housing Trust Fund grant, and various foundation grants.

**Prairie Apartments** – 1218 W. Highland, 4th Aldermanic District  
Developers: Heartland Housing, Inc. and Guest House of Milwaukee, Inc.  
Open April 2009 - 24 units

Heartland Housing, working with Guest House of Milwaukee, had been searching for a suitable site for their first Permanent Supportive Housing development in Milwaukee. The building at 1218 West Highland, formerly the Genesis Detox Center, was suggested by the local alderman as a good candidate for adaptive reuse. The original plan was to renovate the existing 56 dormitory-unit building into a new 30-unit Permanent Supportive Housing development. Ultimately it was determined that renovating the existing structure was not feasible for renovation. The existing apartment building was demolished down to the foundation and a new wood frame apartment building was built on the salvaged foundation. New construction allowed for a more cost-effective and energy efficient building with a better design and layout.



Prairie apartments offers views of Downtown.

The project provides 24 new one-bedroom and studio apartments with private baths and kitchens. Other amenities include a fitness center, technology center, laundry facilities, and tenant storage. The 13,827 SF building is on a 9,750 SF parcel with 11 surface parking spots.

Total project cost was \$4,800,000 and was financed with Low-Income Housing Tax Credits issued by WHEDA, Housing and Urban Development Supportive Housing Program fund, City of Milwaukee HOME funds, City of Milwaukee Housing Trust Fund, Milwaukee County Housing Trust Fund, and a grant from the WHEDA Foundation. The Milwaukee Local Initiative Support Corporation (LISC) provided support through a pre-development and an acquisition loan.

**Johnston Center Residences** – 1230 W. Grant Street, 12th Aldermanic District  
Developer: Mercy Housing Lakefront, Inc.  
Proposed 91 units to open in 2010

Mercy Housing Lakefront, a well established provider of Permanent Supportive Housing in Chicago, investigated the Milwaukee market because of its corporate connections to Columbia-St. Mary's hospital. Working closely with the Department of City Development, Mercy surveyed all available land and buildings owned by the City. A former City hospital, built in 1929, was no longer in use as a clinic and the building had been vacant for a few years. DCD approached Mercy Housing to redevelop this site into housing. The property was sold for \$1.00. An adjacent parcel was acquired from Mexican Fiesta, Inc. and

demolished to make way for a new addition. Mercy paid \$750,000 to purchase the property and relocate the occupant.

The project will consist of 91 one-bedroom units in the former health clinic and adjacent addition. In addition there will be community rooms, a kitchen, offices, meeting rooms and 24 hour security at a front desk. The building is composed of the 10,397 SF former clinic and a 6,868 SF addition on a 31,375 SF site. 9,060 SF of land is devoted to open space with 3,476 for landscaping, drives and eight parking spaces.

Total project costs are estimated at \$13,000,000 and were funded by Low Income Housing Tax Credits issued by WHEDA, City of Milwaukee Housing Trust Fund, County of Milwaukee Housing Trust Fund, U.S. Department of Housing and Urban Development (HOME funds). Supporters from foundations and corporations include Beyer Construction, Greater Milwaukee Foundation, Harris Bank, Helen Bader Foundation, Inland Power Group, Korb Tredo Architects, M&I Community Development Corporation, Rockwell Automation, U.S. Bank and Wells Fargo.

**Capuchin Apartments** —2501 W. Fond du Lac Avenue, 7th Aldermanic District  
Developers: St. Ben's Community Meal & Heartland Housing, Inc.  
Proposed - 45 units to open in 2010



An example of a secure court yard.

St. Ben's Community Meal Program along with Heartland Housing, Inc. requested a meeting with the Department of City Development in August of 2008 to explore possibilities for Permanent Supportive Housing development along with any available City-owned vacant property or buildings for adaptive reuse. While no appropriate buildings were available, the City shared a list of sites that could possibly meet the requirements for new construction. The developers investigated the various sites offered by the City and rejected them for reasons various reasons including neighborhood opposition, unofficial neighborhood gardens on site and inability to acquire adjacent privately owned parcels.

At the suggestion of the local alderman, the developers pursued a corner site on the 2500 block of West Fond du Lac Avenue. The site is comprised of a city-owned 50 foot wide lot at the corner, a privately owned 30 foot wide lot in the middle and bookended by a second 30 foot wide City-owned lot. The developers negotiated an option-to-purchase with a sales price of \$11,000 for the privately owned parcel and an option-to-purchase with a sales price of \$24,000 for the two City-owned lots.

The site measures 110 feet wide by 150 feet deep for a total of 16,500 square feet with 5,926 SF devoted to landscaped open space, drives and ten surface parking spaces. Building footprint will be 8,585 SF.

Current zoning would allow only 20 units of housing, therefore Heartland applied for a General Planned Development that would allow a greater number of units along with

reduced parking. The final configuration of the building will be three stories with 40 studio and one-bedroom units on the second and third floor. The first floor will house community rooms, reception, offices, meeting rooms and a business center.

The total project costs are estimated to be \$6,730,000 and will be financed with a mix of Federal Low Income Housing Tax Credits, a City of Milwaukee Housing Trust Fund grant, CDBG Large Impact Development grant, Milwaukee County Housing Trust Fund grant, Federal Neighborhood Stabilization Program funds, Samaritan capital funding provided by HUD, and various foundation grants.

**Empowerment Village-National** –1527 W. National,  
12th Aldermanic District

Developer: Cardinal Capital Management and Our Space Inc.  
Proposed - 35 units to open in 2010

After successfully developing United House, Cardinal Capital began to search for new development sites. After working to secure a site on Rosedale Avenue and having that deal blocked by community opposition, Cardinal found an opportunity to redevelop the former Oakton Manor property on National Avenue. Oakton Manor, originally built as a convent, had served for years as licensed Community-Based Residential Facility. The local business zoning of the property allowed Cardinal to renovate the former convent building and construct a new addition at the back. The former convent will be renovated into offices, meeting rooms and program space for Our Space, Inc., a social service agency that serves individuals with mental illness, while the new addition will house 35 new, one-bedroom units of Permanent Supportive Housing.



A roof top courtyard provide outdoor space to socialize.

The former Oakton Manor site measures 102' x 240', for 20,808 SF and will be combined with an adjacent 3,600 SF City owned parcel. The negotiated price for the Oakton Manor site is \$600,000. The City will sell the adjacent site for \$3,600.

Total project costs are estimated at \$8,062,000 and will be financed with a mix of Federal Low Income Housing Tax Credits, a City of Milwaukee Housing Trust Fund grant, Milwaukee County Housing Trust Fund grant, HOME funds, Federal Home Loan Bank Chicago and various foundation grants.

**Empowerment Village-Lincoln** – 525 W. Lincoln, 14th Aldermanic District

Developers: Our Space Inc. and Cardinal Capital Management  
Proposed - 30 units to open in 2010

This project is proposed for the current site of Our Space, a service provider for adults with mental illness. Our Space is the current service provider for Cardinal's United House. Our Space's current site houses offices and meeting rooms in a two story building with an attached garage. The building will be demolished to create 30 one-bedroom units in a four-story structure with underground parking. The new structure will provide offices for case workers and meeting space to serve tenants and the community at large. The first floor will



house support spaces for the building with a fitness center, kitchen, and laundry.

The site is 9,305 SF and will house a four story building with 30 one-bedroom units on the 2nd, 3rd and 4th floors. Building will also house 12 underground parking spots.

Total project costs are estimated at \$6,400,000 and will be financed with a mix of Federal Low Income Housing Tax Credits, a City of Milwaukee Housing Trust Fund grant, Milwaukee County Housing Trust Fund grant, HOME funds, Federal Home Loan Bank Chicago and various foundation grants.

**Veterans Manor – 3430 W. Wisconsin Ave., 4th Aldermanic District**

Developer: Center for Veterans Issues, Inc. and Cardinal Capital Management

Proposed: 54 units to open in 2011

The Center for Veterans Issues, Inc., a veterans service organization which operates Vets Place Central, a transitional housing facility at 3312 W. Wells St., has teamed up with Cardinal Capital Management to construct a Permanent Supportive Housing building designed for homeless veterans. The site is a long-vacant parcel on the northeast corner of 35th and Wisconsin, zoned local business. Ground was broken for the new building June 30, 2010.



Opening Soon - Veterans Manor rendering.

The four-story building will contain 52 one-bedroom apartment units. The first floor will house common space, offices for service providers, and a commercial kitchen, to be used as a job training facility for residents. A coffee shop that employs graduates of the training program also will be located on the first floor. The project includes underground and surface parking.

The building site is approximately 27,000 SF, and the building is approximately 62,000 SF. Total project costs are estimated at \$7.4 million and will be financed with a mix of Federal Low Income Housing Tax Credits, grants from the City and County Housing Trust Fund, and CDBG funds provided by the Federal Stimulus Program. The Housing Authority of the City of Milwaukee has provided project-based rent assistance certificates. The Social Development Commission and Milwaukee Center for Independence are working with CVI to develop the commercial kitchen and associated job training program.

## End Notes

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1. "Special Needs Housing Action Team's Final Report," City/County Special Needs Housing Action Team, as submitted to Milwaukee Mayor Tom Barrett and Milwaukee County Executive Scott Walker in June, 2007.
2. "10-year Plan to End Homelessness," Milwaukee Continuum of Care, 2010
3. Milwaukee Continuum of Care
4. Year 2000 City of Milwaukee population of 596,974 divided by Year 2000 Milwaukee County population of 940,164 is 63.5%. Sixty-three and five-tenths percent of 1260 recommend housing units is 800 recommended housing units within the city boundary.
5. <http://www.ssa.gov/ssi/>
6. "Supportive System: It takes more than housing to help the homeless." Corry Buckwalter Berkooz. Planning. June 2009.
7. Berkooz
8. Berkooz
9. Special Needs Housing Action Team
10. Special Needs Housing Action Team
11. <http://cctv25.milwaukee.gov/code/volume2/ch275.pdf>