

CHAPTER II: EXISTING CONDITIONS, INFORMATION GATHERING AND ANALYSIS

Gathering information regarding the existing conditions in the Southeast Side planning area provides a comprehensive look at factors that will affect investment and policies for the area. This chapter provides a series of detailed maps of the area, information regarding population characteristics, and provides examples of model development projects. This information was used throughout the study when engaging citizens, community leaders and other stakeholders during the planning process.

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2.1 Land Use

The Southeast Side contains a variety of land uses and development characteristics. The planning area’s land uses are summarized below.

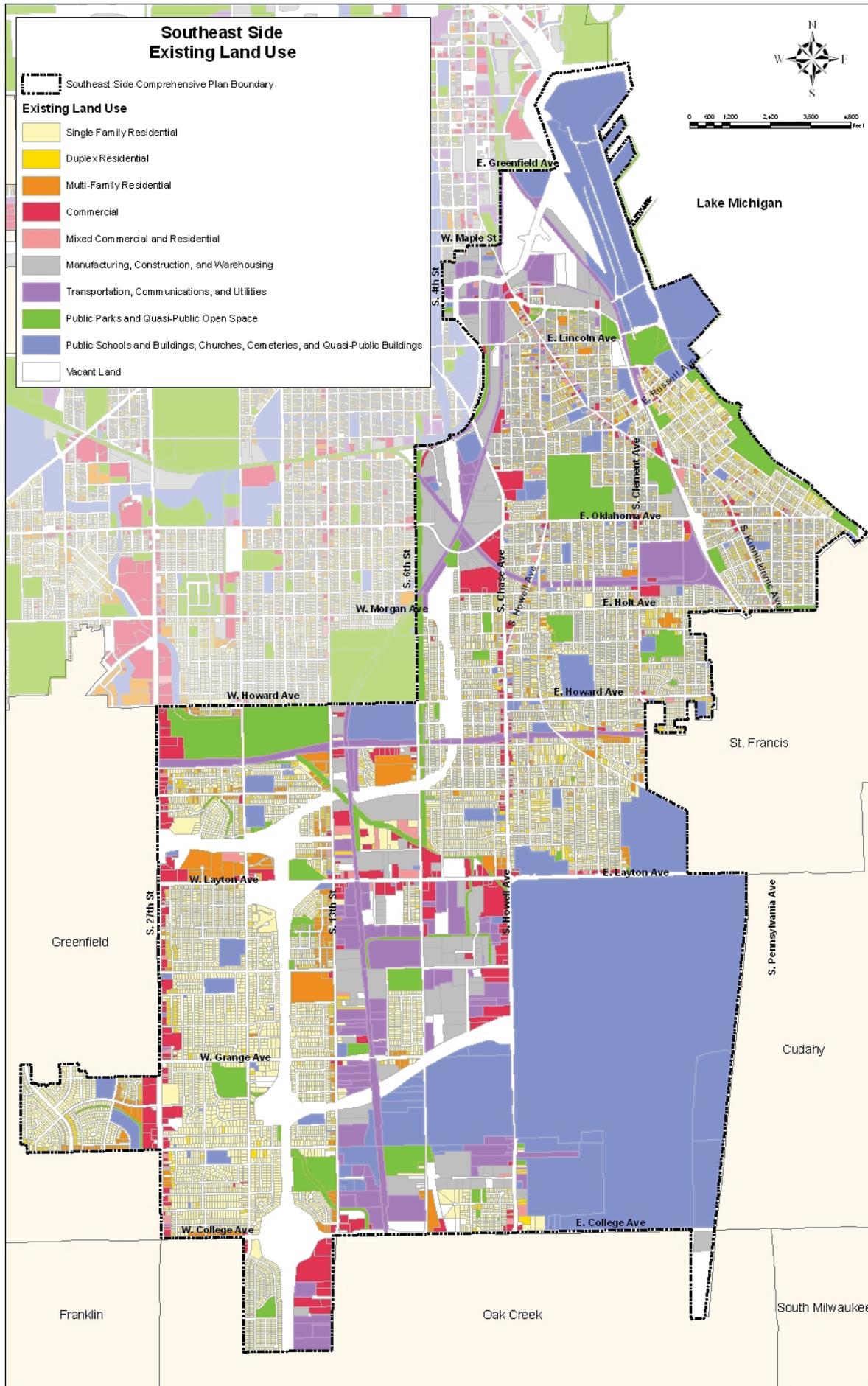
Residential land comprises approximately 30 percent of the study area by acreage, and about 35 percent of the study area is public or quasi-public open space such as parks, trails and lakefront land. Major parks include South Shore Park, Humboldt Park, Wilson Park, Tippecanoe Park, Holler Park and Copernicus Park. Twenty-one percent of the land area is devoted to transportation, communication, and utilities while 6 percent is used for manufacturing, construction, and warehousing. Much of this land is concentrated near the airport and along the Kinnickinnic River. Five percent of the land is devoted to commercial land uses, mostly along Kinnickinnic, Layton, Howell, Oklahoma and Holt Avenues. 235 acres of the study area is comprised of vacant parcels.

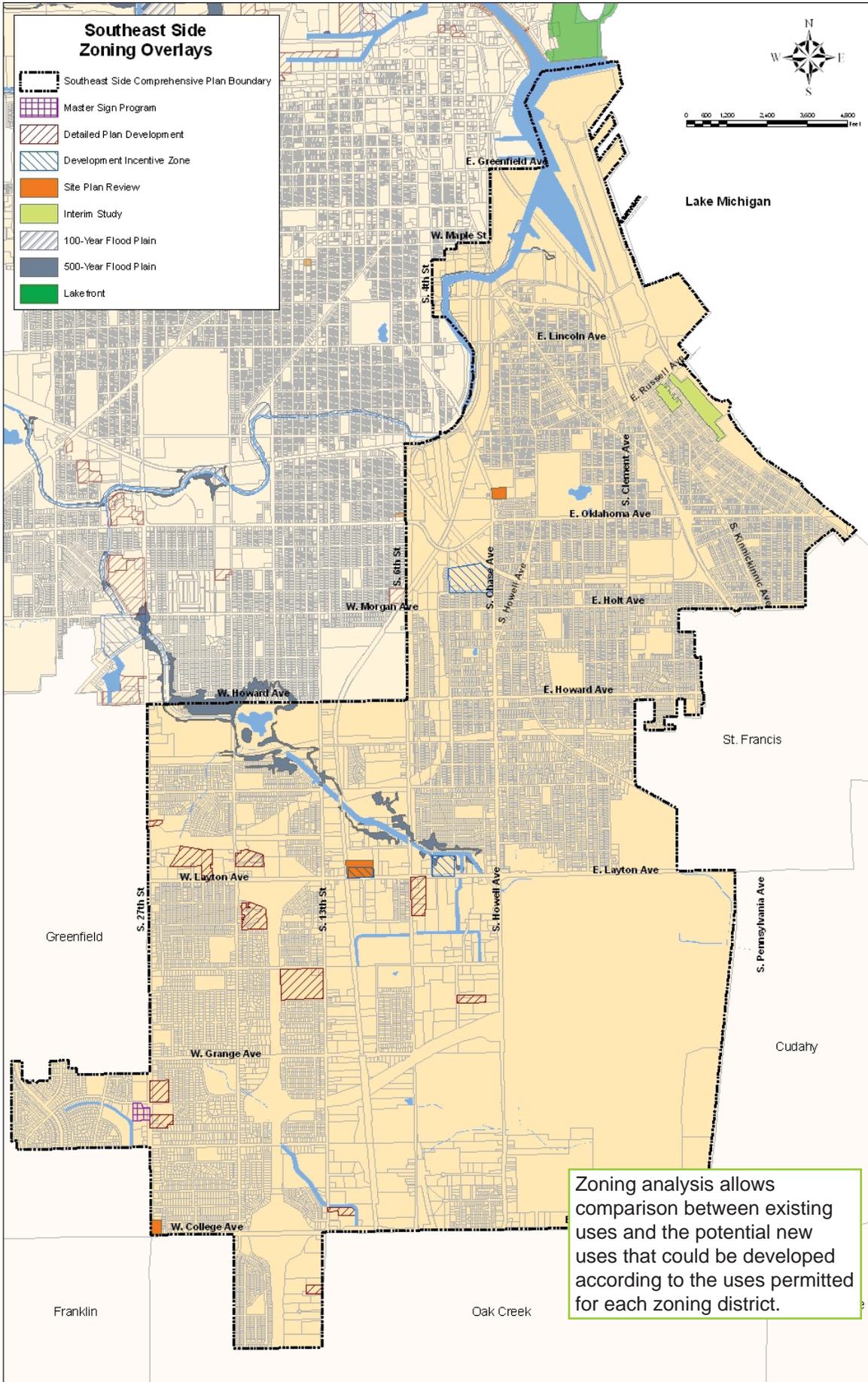
Existing Conditions and Maps

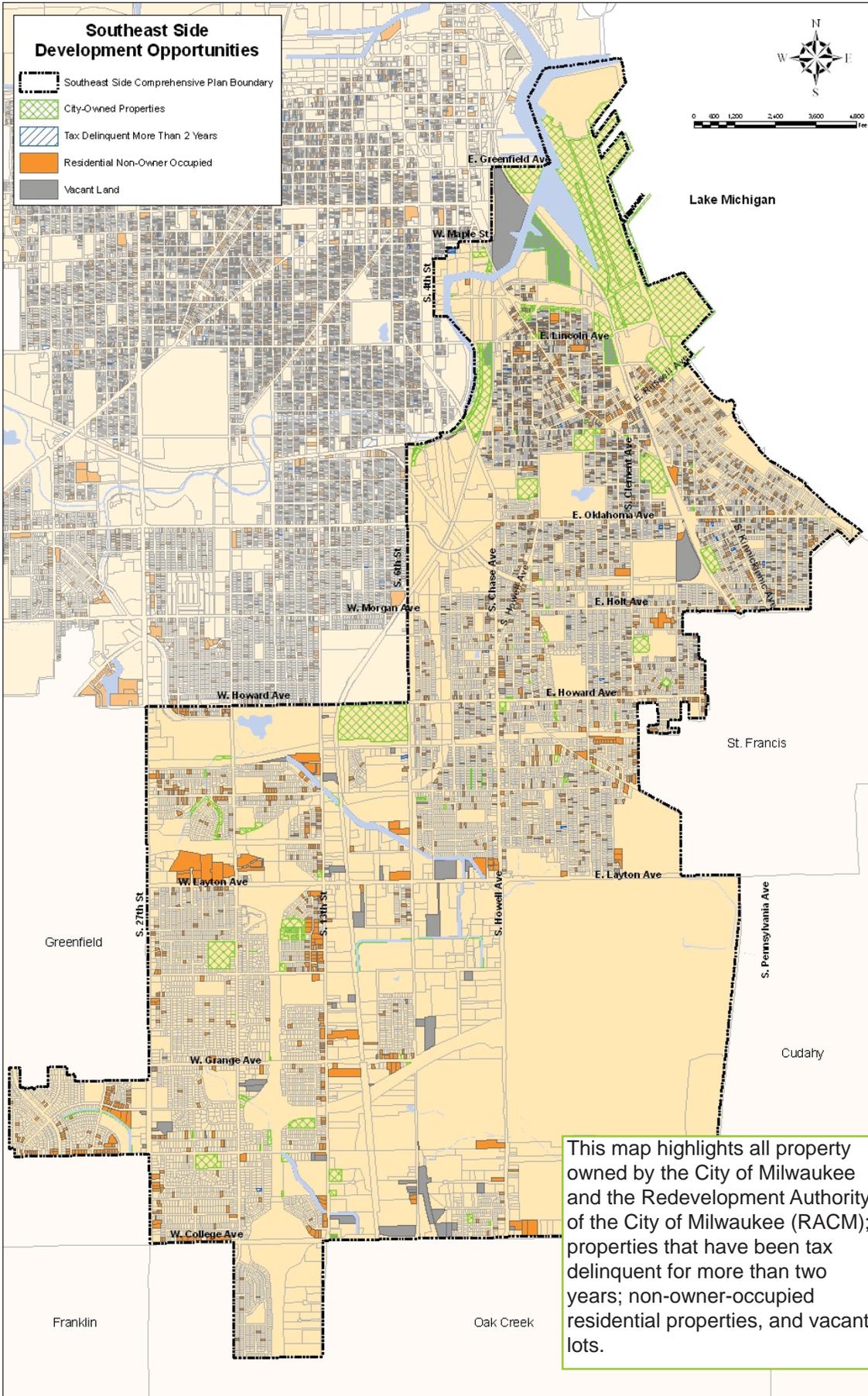
The following maps provide additional information about neighborhood conditions, land use, existing services and programs, and

potential opportunity areas. Single-family residential uses are classified as any residential structure utilized by one family. Duplex residential is classified as any structure with dwelling units for two families. Multi-family residential includes structures with three or more residential dwellings. Commercial land uses are those whose primary purpose is to provide office space or space for the retail sale of goods and/or services. Mixed uses are classified as those uses with both residential and commercial uses in the same structure. Transportation and utility uses includes streets and highways, the airport and a portion of the harbor. Parking includes any land dedicated for parking motor vehicles. Open space and park uses include all City, County and/or State owned properties used for both passive and active recreation, as well as community gardens and natural features, or areas left undeveloped. Institutional uses include all educational, religious, municipal, county, state, or federal buildings and facilities.

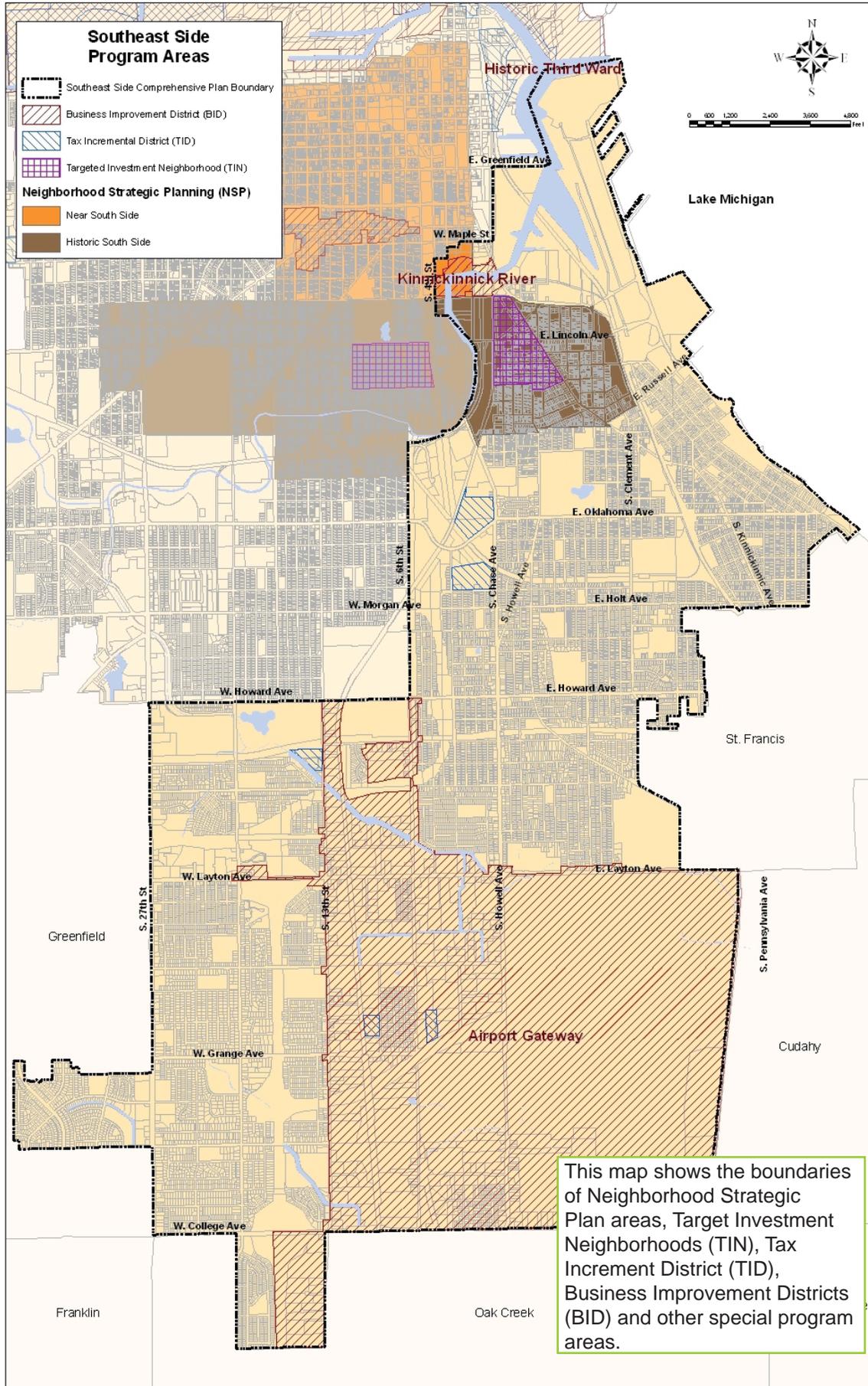
Type of Use	Acres	of Total
Residential (Single Family, Duplex, and Multi-Family summed together)	2932	30
Commercial	495	5
Mixed-Use and Residential	73	1
Manufacturing, Construction, and Warehouse	577	6
Transportation, Communication, and Utilities	2077	21
Public Parks, Open Space, and Buildings	3349	35
Vacant Land	235	2

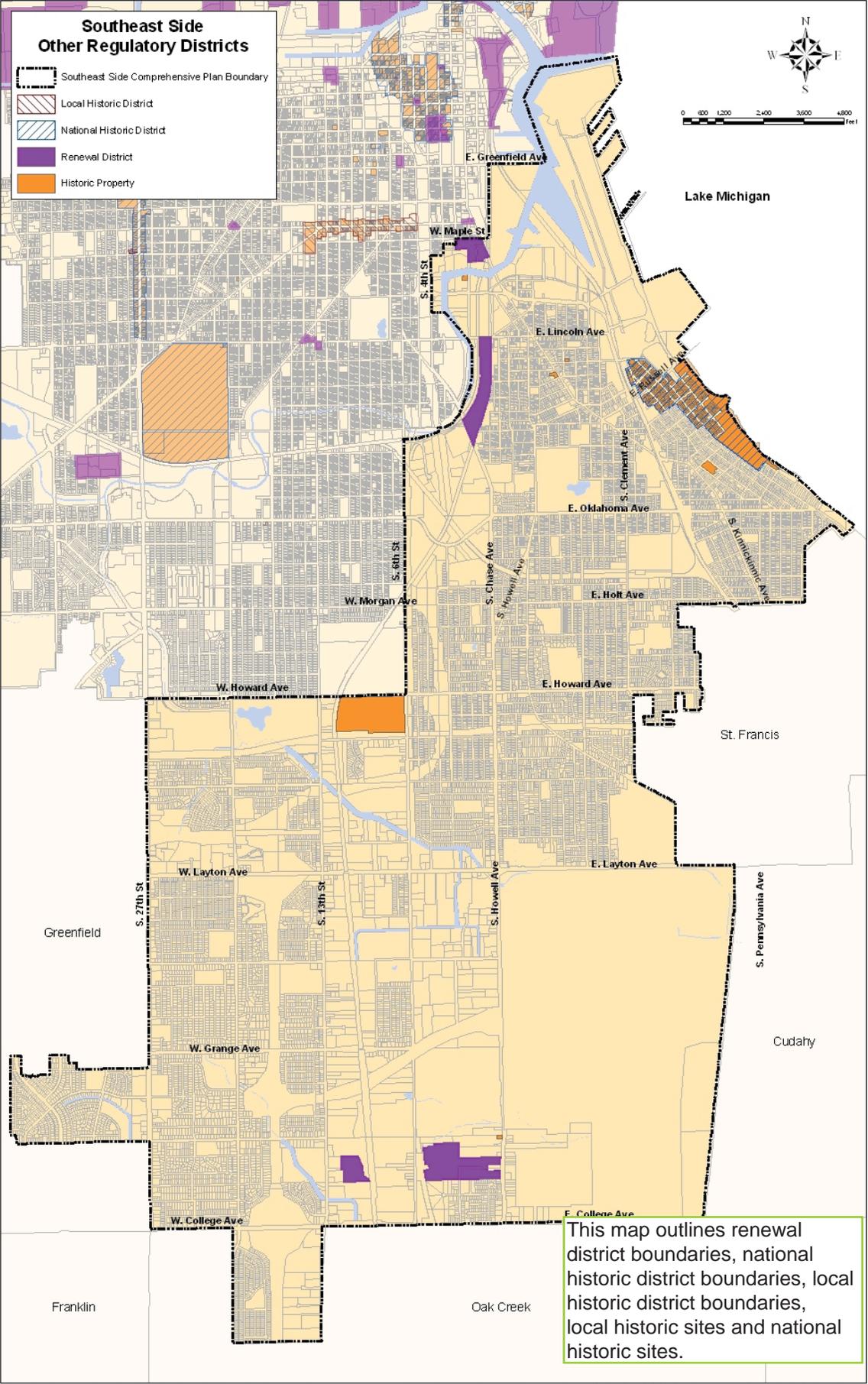






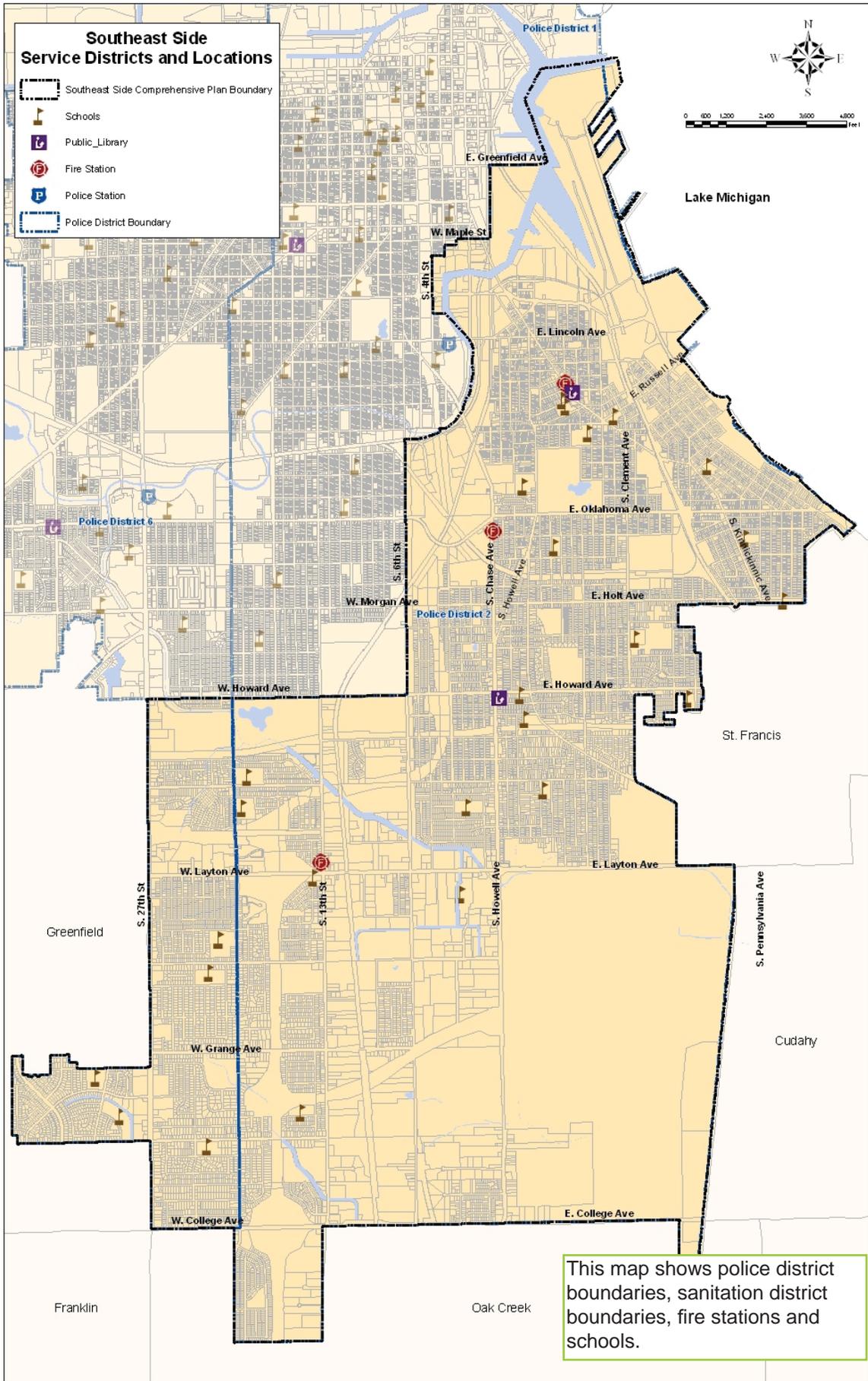
City of Milwaukee, Wisconsin - Department of Urban Development - Comprehensive 2017 ZFP Final

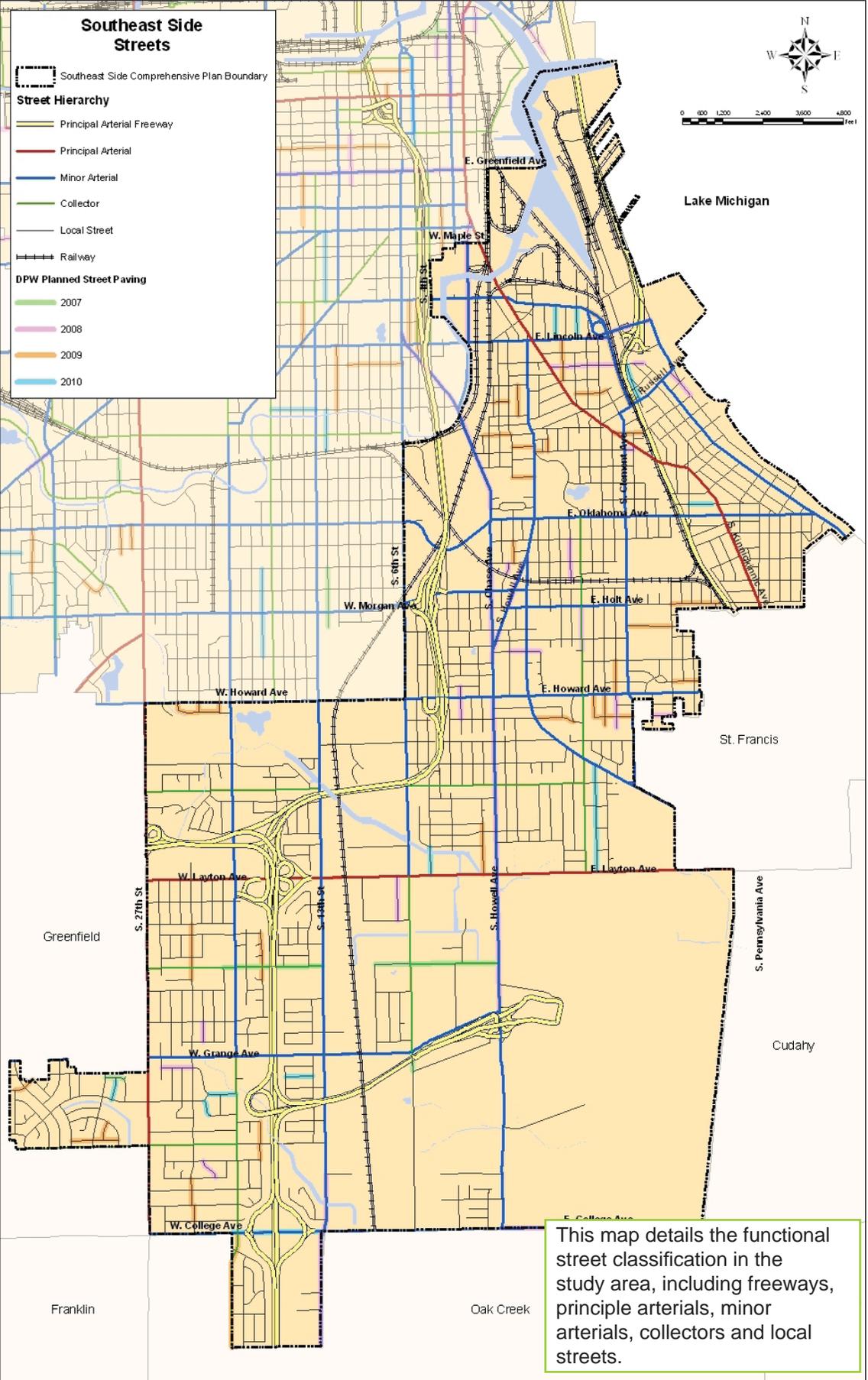




This map outlines renewal district boundaries, national historic district boundaries, local historic district boundaries, local historic sites and national historic sites.

Source: City of Milwaukee, Department of Planning and Economic Development, 2017. Digitized by GIS User.





This map details the functional street classification in the study area, including freeways, principle arterials, minor arterials, collectors and local streets.

Scale: 1" = 1,000'. Based on GIS Data from 2007. 10/26/09. 10/26/09. 10/26/09. 10/26/09. 10/26/09.

2.2 Demographic Analysis

Population

The population of the Southeast Side has been stable, and its proportion of the City of Milwaukee's population has remained the same. In 2000, the Southeast Side's population was 53,835, accounting for roughly 9% of the city's population. From 2000 to 2005, the population of the Southeast Side was estimated to have decreased less than one percent to 52,094. Another minimal decline is expected from 2005 to 2010, leaving the area with roughly 50,371 persons in 2010. The population of the city as a whole is also expected to remain stable, such that the Southeast Side population will still comprise roughly 9% of the city's population in 2010, estimated to be 571,294.

Households

As with population, the number of households in the Southeast Side (SES), and the City of Milwaukee as a whole, is expected to remain stable. In 2000, the Southeast side had 23,365 households, compared to an estimated 23,005 in 2005. This represents a decrease of 0.3%. A similar decline, specifically 0.4%, is expected to occur from 2005 to 2010, leaving the total number of Southeast Side households at 22,556 in the year 2010.

Household size is trending downward. In the 23 census tracts comprising the Southeast Side, the average household size went from 2.48 in 1990 to 2.33 in 2000. Decreasing household sizes mirror citywide and national trends.

Households with children comprise 24.9% of the households on the Southeast Side. Married households with children comprise 17.4% of all households, while unmarried households with children make up the other 7.5%. Compared with the City of Milwaukee, a smaller percentage of households in the Southeast Side have children (24.9% in the SES versus 30.5%

citywide). However, the Southeast Side has a greater percentage of married households with children (17.4% in the SES versus 14.3% citywide) and a lower percentage of unmarried households with children (7.5% in the SES versus 16.2% citywide).

The median household income for the Southeast Side is \$42,589. This is higher than both the City of Milwaukee and Milwaukee County. The percentage of persons below poverty in the Southeast Side is considerably lower than the City of Milwaukee and Milwaukee County. The Southeast side has 7.8% of its population below poverty while the City of Milwaukee has 21.4% and Milwaukee County has 15.3% of its populations below poverty.

Household Income						
	Southeast Side		City of Milwaukee		Milwaukee County	
	Number	Percent	Number	Percent	Number	Percent
Average Household Income	\$48,117		\$40,875		\$51,952	
Median Household Income	\$42,589		\$32,216		\$38,100	
Persons Below Poverty	4,709	7.81%	123,666	21.35%	140,100	15.30%

Race

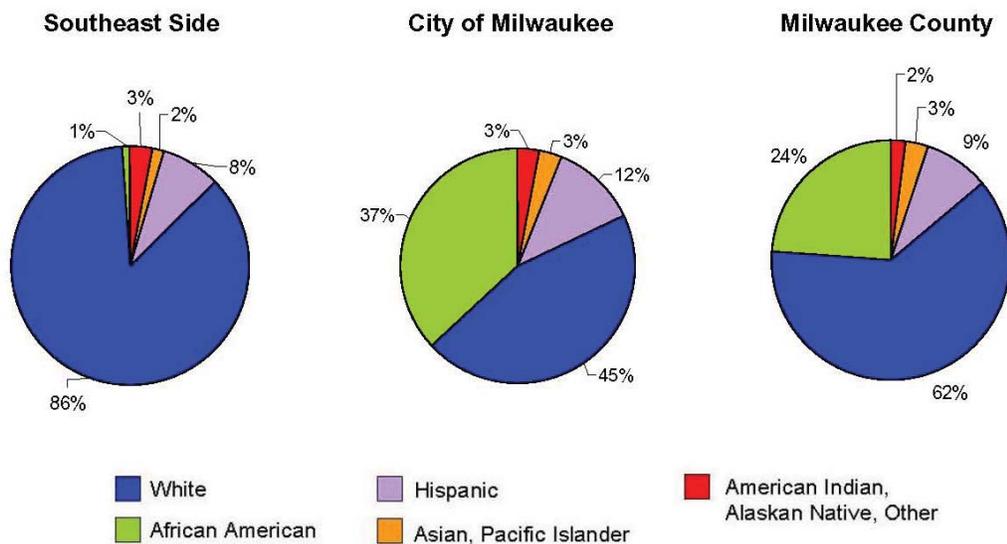
Of all the residents in the Southeast Side, 86% are White, 1% are African-American, 8% are Hispanic, 2% are Asian or Pacific Islander, and 3% are American-Indian, Alaskan Native, or other. The racial make-up of the Southeast Side differs from the City and County as can be seen in the pie charts below. The neighboring municipalities of St. Francis, Cudahy, Oak Creek and Greenfield are more racially homogeneous than the Southeast Side – on average, 91% of their population is white. The largest minority group in the surrounding communities is Hispanic at roughly 4% of the population.

and Milwaukee County’s population are 48% male and 52% female.

The median age for the Southeast Side is 38.2 years, which is higher than the City of Milwaukee (30.6) and the County (33.7). Those aged 25 to 44 years are the largest age group in the Southeast Side comprising 32% of the population. Those aged 45 to 64 years old comprise 23% of the Southeast Side population followed by those aged 65 years and older (16%). The Southeast Side has a higher percentage of residents 25 years and older than both the City of Milwaukee and Milwaukee County, and a fewer percentage of residents 24 years and younger.

Age & Gender

The population of the Southeast Side by gender is very similar to both the City of Milwaukee and Milwaukee County. The Southeast Side population is 49% male and 51% female. The City of Milwaukee



Educational Attainment

In terms of highest level of education attained, the Southeast Side has a higher percentage of residents than both the City of Milwaukee and Milwaukee County in each of the following categories: high school graduate, some college, and associate degree. Taken together, these three categories represent 64% of the people on the Southeast Side, compared to 57% for the City, and 56% for the County.

The Southeast Side has a higher percentage of high school graduates (84%) than both the City (75%) and the County (80%). However, fewer residents of the Southeast Side (20%) and the City (18%) hold college or graduate/professional degrees when compared to the County as a whole (24%).

At the other end of the spectrum, the Southeast Side has a small percentage of residents who are poorly educated. Four percent of the population reports having an 8th grade education or less as their highest level of educational attainment, another 12% reports having some high school (but no diploma) as their highest level of attainment. Both of these figures are below City and County averages.

Employment

On the Southeast Side, the industry group “Transportation, Warehousing and Utilities” represents the highest percentage of jobs at 26.0%. In

comparison, 5.1% of the jobs in the City and the 5.9% in the County are in this industry group. The manufacturing industry also provides a high percentage of Southeast Side jobs at 20.6%. This percentage is slightly higher than the city and the county (18.5% and 17.6%, respectively). The education, health and social services industries comprise only 10.2% of jobs in the Southeast Side compared to 23.3% in the City and 23.7% in the County.

The Southeast Side has a relatively high labor force participation rate (68.7%) and a relatively low unemployment rate (2.7%) . By comparison, the City has a labor force participation rate of 63.9% and an unemployment rate of 6.0%, while the County has a participation rate of 65.4% and an unemployment rate of 4.5%.

2.3 Market Analysis

From report prepared by S.B. Friedman & Co., April 2007

Residential Market Facts and Findings

During the next five years, the Southeast Side is forecast to experience a net increase of 629 new households aged 55 to 64 years. During the same time frame, this part of the City is projected to experience a net decline of 438 households aged 35 to 44. This parallels the nationwide trend of the aging baby boomer generation and the rise of empty nester households as a prominent market segment. In addition, the Southeast Side is likely to see a slight increase in the number of younger households under the age of 25. The combined demographic projections of an increase in younger households and older empty nester households are indicative of the demand for future multi-family residential development.

Residential is the predominant land use in the Southeast Side. The character of residential neighborhoods in this part of the city changes from the northern end of the Southeast Side to the areas further south and southwest. The Bay View and Fernwood neighborhoods at the northern end of the Southeast Side are the oldest residential neighborhoods, laid out on a traditional street grid with relatively small walkable blocks and service alleys.



The neighborhoods South of Morgan, were developed as Bay View was getting built out and residential growth extended southwards.

This subarea continues the City's traditional street grid, but many of the blocks in this area are much longer.



The neighborhoods west of 13th Street comprise the newest residential areas in the Southeast Side. While the majority of the residential development in this subarea follows the City's street grid, this is the only area in the Southeast Side that has a few suburban style subdivisions with curvilinear streets and cul-de-sacs. Average home prices in the Southeast Side are approximately \$160,000.



The Southeast Side is nearly completely built out and no significant undeveloped parcels of land are available for large scale residential subdivisions. Therefore, over the past few years, the trend in residential development in the Southeast Side has been towards infill development and rehabilitation rather than any major new subdivision development. Only 49 new construction residential units were permitted in the Southeast Side during the six years from 2000 to 2005 while 278 permits were issued for rehabilitation of existing residential units. This indicates that in recent times the market for residential in the Southeast Side is primarily a resale

market of existing residential units.

Two new condominium projects are currently active in the Southeast Side. UrbanView Condos is a 21 unit mixed-use development with units selling for \$169,000 to \$298,000 and Allis Street Flats is a nine unit gut rehabbed condominium building ranging in price from \$179,000 to \$219,000. The projects are comparable to developments in the Third Ward and Walker's Point neighborhoods, however, sales velocity for both of these buildings has been relatively slow. Although no new apartment buildings have been built in the Southeast Side in recent years, one new 50 unit loft apartment building with 3,500 square feet of street-level retail space has recently been proposed for Bay View. Also, Wilson Commons,



a senior housing development consisting of two mid-rise buildings and ranch homes, was recently completed in the Southeast Side. The independent living units at Wilson Commons are 100% occupied and have a waiting list and the assisted living units have an occupancy rate of approximately 93%.

Three zones were identified that may have opportunity for future infill development:

- The area along Kinnickinnic Avenue, where the recent multi-family projects in the Southeast Side have been developed, is an up-and-coming area and is well suited for the development of mixed commercial and residential uses. Kinnickinnic Avenue contains underutilized parcels that could potentially allow for additional mixed use development.
- Some of the obsolete/underutilized land in the industrial area along the Kinnickinnic River may be suitable for redevelopment with a mix of uses, including residential, retail, light industrial, and office uses. This would create a live-work community that could leverage the proximity to the river and transportation access.
- The area around the proposed Kenosha Racine Milwaukee (KRM) Commuter Line Station would be an ideal location for transit oriented development that incorporates a mix of various job generating uses as well as some residential uses.
- **New Family Homes:** No new family subdivision is likely to be built in the Southeast Side due to lack of available land. Rehabilitation and infill redevelopment are likely to continue.
- **Condominiums:** New condominium development on Kinnickinnic Avenue is an indication that the development community has started to view this part of the Southeast Side as an opportunity, however, the slow sales velocity at the two new projects is indicative that high-end condominium development may be a little premature in this area. As areas further north, such as the Third Ward and Walker's Point, get built out and become more expensive, the natural progression of development is likely to make Kinnickinnic Avenue a natural choice for new infill condominium development over the next 5 to 10 years.
- **Apartments:** Fluctuation in mortgage interest rates, the slowdown in the condominium market, and demographic projections that indicate a rise in the younger population (25 and under) indicate that apartments are likely to become a more attractive development option in the Southeast Side in the future.

Future market potential in the Southeast Side will be contingent on the availability of new land. Future market potential by residential product type is as follows:

- **Senior Housing:** The aging of the baby boomer generation, as is reflected in the projected demographic shifts for the Southeast Side and the success of the Wilson Commons, are indications that high quality senior projects with a mix of affordable and market rate units can be supported in the Southeast Side.

Retail Market Facts and Findings

Currently, there are approximately 2.5 million square feet of retail space within the Southeast Side and the immediate vicinity. The majority of retail is located within the following four nodes/corridors:

Kinnickinnic Avenue corridor.

Kinnickinnic Avenue is an up-and-coming mixed-use corridor



that has an historic “Main Street” feel. The corridor has mostly niche retail, with a high percentage of independent businesses occupying relatively small traditional storefronts. There is potential for some infill and larger scale redevelopment

of parcels. The vacancy rate in this corridor is approximately 11%. In-line retail rents (including expenses) in this corridor generally range from approximately \$14 per square foot for older, smaller retail spaces, to about \$18 per square foot for new retail space.



Holt Plaza node.

Holt Plaza is a 200,000 square foot community shopping center that was recently built on the site of a former industrial facility northwest of Holt Avenue and Chase Avenue.

Holt Plaza includes a Pick N Save grocery store and a Home Depot, as well as Starbucks, Applebee’s, and TCF Bank outlots. Sentry and Target are located further north along Chase Avenue and plans are underway for an Aldi grocery store to potentially open in this area as well. Gross retail rents at Holt Plaza are approximately \$29 per square foot. In the future, if some of the industrial sites north of Holt Plaza are redeveloped with a mix of uses, this node is likely to experience greater retail development.

27th Street corridor.

The most significant retail corridor in the immediate vicinity of the Southeast Side is located along 27th Street.



Overall, this corridor consists of approximately 1.9 million square feet of retail. However, most of the retail is located just outside the Southeast Side in the City of Milwaukee as well as the adjacent suburbs Greenfield, Franklin, and Oak Creek. Only 5% or approximately 100,000 square feet of retail space in this corridor is located within the Southeast Side. This corridor includes many free-standing “big box” stores as well as some older, obsolete shopping centers that have high vacancy rates ranging from 10% to 50%. Redevelopment of some of these older facilities is underway and as a result, retail rents in this area vary significantly, depending on the location, age, and size of space. In-line rents for older space are approximately \$13 per square foot while newer in-line space with major anchors has rents that are approximately \$27 per square foot (including expenses). This corridor also has several automobile dealerships including Chevrolet, Ford, Toyota, and Honda.

Layton and Howell Avenue corridor. The Layton and Howell Avenue corridor is a relatively new and emerging retail/commercial corridor.



Howell Avenue has historically been a commercial street with auto-oriented uses. Layton Avenue, from 27th Street on the west to the City limits on the east, used to be a primarily industrial/commercial street but has recently begun to experience scattered retail redevelopment.



Most of the activity so far has happened on a piece-meal basis, with strip malls and outlot restaurants being developed all along the corridor. There are also plans for a new 76,000 square foot retail center (Marketplace 300 West) to be built on the northern side of Layton. There is potential for this corridor to become a much more significant commercial corridor with hotels, restaurants, and convenience retail geared towards serving airport traffic and nearby employees.

There are four key competitive retail nodes/centers near the Southeast Side that are regional retail

destinations and draw customers from a larger area:

- 1) Southridge Mall in Greendale;
- 2) Mayfair Mall in Wauwatosa;
- 3) the Shops of Grand Avenue in downtown Milwaukee; and
- 4) Bayshore Mall in Glendale.

These retail centers draw customers out of the Southeast Side and are likely to provide the greatest competition to the retail in the Southeast Side due to their proximity, ease of access, and tenant mix.

The perception is the Southeast Side is improving and the area is becoming a more desirable place to live and shop. Retail stores, which used to be concentrated along 27th Street, are now expanding further into residential neighborhoods. Retail rents for new space in the Southeast Side are relatively high, indicating a healthy retail market. Generally, the Southeast Side has relatively low vacancy rates and high rents. Additionally, the Southeast Side is accessible by both public transit and automobile, making it a desirable location for retailers.

One of the key challenges facing Southeast Side retail is that development is scattered and linear rather than being planned out and built in a concentrated and clustered fashion. For this reason, much of the retail along 27th Street and the emerging Layton and Howell Avenue corridor lacks the synergy and drawing power of a concentrated retail cluster/node. Redevelopment along Layton Avenue does not appear to

be occurring in a planned cohesive fashion and the resulting effect is an assortment of uses in buildings of varying conditions, which may be a deterrent to potential retailers who are considering locating in the area. Another key factor is that there is limited vacant land suitable for retail development. Most new retail development involved redevelopment of older, obsolete commercial or industrial development.

A presence-absence analysis of the existing inventory of retail establishments in the Southeast Side indicates the following market niches or gaps in the existing supply by node/corridor:

- **Kinnickinnic Avenue Corridor.** Although the current mix of uses is fairly diverse, additional uses that may be appropriate include:
 - Cleaners/tailors
 - Photocopy/fast print store
 - Additional clothing/apparel stores (men's, women's, and children's)
 - Cell phone store
 - Florist/flower shop
 - Sporting goods store/bike shop
- **27th Street and Holt Plaza Area.** Examples of retailers that are currently "missing" from 27th Street and the Holt Plaza area include:
 - Bookstore, such as Barnes and Noble or Borders
 - Upscale grocery store,

such as Trader Joe's

- Higher end casual dining restaurants, such as the Cheesecake Factory
- Clothing/apparel stores (men's, women's, and children's)
- Card and party store, such as Factory Card Outlet
- Electronics big box store, ie. Best Buy or Circuit City

- **Layton and Howell Avenue Corridor.** In order for Layton and Howell Avenue to become a thriving commercial corridor, the following uses could be added where appropriate:
 - Hotels and motels, with a focus on hotels that are typically found near airports
 - Restaurants, including both fast food, fast casual, and higher end dining establishments
 - Convenience retail

Office Market Facts and Findings

- The economic recession since 2001 has resulted in a weak office market in the Milwaukee Metropolitan Area. Although the office market began to show some recovery by the second quarter of 2005, vacancy rates for Class A and B space remain approximately 50% higher than the historical baseline of 10%.
- Growth in regional office employment is generally considered the primary driver of office space development and absorption. Regional office employment appears to be recovering since the economic recession between 2001 and 2003, but continues to grow at a slower pace of 1.1% relative to historic levels. Projections indicate that regional office employment will continue to grow, and that the pace of growth will increase to an average annual compounded growth rate of approximately 1.4% during the next 15 years.

- The Southeast Side has no large office park or commercial corridor that has a cluster of multi-storied office buildings, although smaller professional office buildings are present on a lesser scale. “Flex space” is the predominant office product in the Southeast Side and traditional office space is virtually nonexistent. Flex space is designed to accommodate office, industrial, and manufacturing uses in the same facility,



Buildings with flex space are generally single-story buildings with high ceilings, rear loading docks, and surface parking. Flex buildings tend to attract smaller companies rather than large corporate headquarters. Flex space competes for both office and industrial/manufacturing users since they can readily modify the space to meet their needs. For this reason, industrial market trends are also critical in shaping the regional demand for flex space. Most flex space in the Southeast Side is located near General Mitchell International Airport. There is also some flex office space mixed in with industrial along the Kinnickinnic River.

- Rents for flex space in the Southeast Side range from \$5.50 to \$10 per square foot, depending on the age and condition of the building as well as the percentage of the space that contains office uses. Buildings where only 10% to 15% of the space is used for office and the remainder is used for industrial purposes tend to rent out for lower rents, ranging between \$4 and \$6 per square foot. Flex space that is used purely for office use rents for \$8 to \$10 per square foot. Newer space rents at a premium and interviews with brokers indicate that new flex multi-tenant buildings are in demand with several coming online in the coming months.
- Future office market development opportunities in the Southeast Side of Milwaukee are as follows:

Multi-tenant Flex Buildings

around the Airport. Flex space will continue to dominate as the main type of office potential within the Southeast Side, as this kind of development is ideal for airport area business attraction. Because flex space is leased to office and industrial/warehouse users, the demand for this product is contingent on the projected growth in office and industrial users. The industrial market analysis section has demonstrated that the industrial market in the Southeast Side is strong and future employment trends in office-related sectors also indicate a recovery. Therefore, if suitable land is made

available there is likely to be increased development of this product in the future.

Mixed used redevelopment of underutilized/vacant property along Kinnickinnic River. While it is unlikely that there is sufficient land or demand for a major corporate office park in this area, the City has the opportunity to assemble land in this area to create a mixed use environment with office, industrial, retail, and residential uses.

Transit Oriented Development around the proposed Kenosha Racine Milwaukee (KRM) Commuter Line Station. SEWRPC, the regional planning commission, is pursuing funding for a transit line that would connect Milwaukee and Chicago, and one of the stations on this line is proposed in the Bay View neighborhood. If federal funding is obtained, this would be an ideal location for transit oriented development that incorporates a mix of office, light industrial, and residential uses.

Industrial Market Facts and Findings

Between 1995 and 2000, approximately 33.4 million square feet of industrial space and over 2,550 acres of industrial land were absorbed in the Milwaukee Metropolitan Area. During this time, the City had a regional industrial capture rate (the rate at which properties are able to be sold or

leased) that ranged from 7% to 15% while most of the remaining growth (85% to 93%) in new industrial development occurred in suburban locations. This trend is primarily due to the relative shortage of clean land suitable for industrial uses in the City.

The future annual absorption of industrial land in the City is projected to range from 32 to 63 acres based on projections of the regional absorption rate (the rate at which properties are able to be leased or sold) of industrial land and the City's historical capture rates (7% to 15%) of regional industrial growth.

The average annual absorption of land in the City over the past three decades has been 41 acres. Annual absorption rates appear to have declined in recent times relative to the 1970s and 1980s. While the economic recession following 9/11 is a major contributing factor to the decline in absorption between 2000 and 2005, the slowdown in absorption since the 1990s is explained at least in part by the limited supply of suitable industrial land in the City. As more suitable industrial land is added to the City's stock of industrial land and the economy emerges from the recent downturn, the absorption rates in the City may shift towards the higher end of the projection.

Industrial uses occupy approximately 636 net acres of land in the Southeast Side and are primarily concentrated in two distinct zones:

- The area west of General Mitchell International Airport occupies nearly 340 acres of industrial land, making this area the largest concentration of industrial uses in the Southeast Side. The airport is the primary driver of industrial activity in this area and development in this area is driven by truck transportation and warehousing businesses wanting to be closer to the airport and the proximity to I-94 and I-43.



Nearly 280 acres or approximately 82% of the total industrial land area in the area west of the airport is occupied by truck transportation, distribution, and warehousing businesses. The average lot size for each business is approximately 4.4 acres and the average floor area ratio is 0.25. Additionally, nearly 70% of the industrial facilities in this area are over 25 years old and many of these older facilities are likely to be obsolete or underutilized. The older industrial facilities that are obsolete or underutilized have the potential to be redevelopment opportunities for future industrial development.

- The Riverfront Industrial Area is home to a mix of industrial and office uses.



Transportation and warehousing businesses, which are the predominant type of industrial uses in this area, occupy approximately 148 acres of land in this area but some heavy manufacturing facilities also exist here. The average parcel size in this area is approximately 5 acres and the average floor area ratio is 0.39, indicating larger and denser development in the riverfront area as compared to the airport area. Being closer to downtown Milwaukee, this area developed earlier than the area west of the airport. Therefore the facilities in this area are generally older than those near the airport area. Over 50% of the existing facilities in this area are over 50 years old and nearly 40% are between 25 to 50 years old.

Analysis of historical absorption data shows that on average approximately 10% of the total building area and 7% of the land area developed for industrial use within the City of Milwaukee during the past 15 years has taken place on the Southeast Side. Of the 550 acres absorbed

in the City of Milwaukee between 1990 and 2004, the Southeast Side absorbed nearly 37 acres. Between 2001 and 2004, the Southeast Side's capture rate decreased substantially to 1% of total industrial development in the City. This drop in activity was due primarily to a downturn in airport-related industrial activity following 9/11.

Since 2004, industrial activity on the Southeast Side has improved, particularly near General Mitchell International Airport. Additional industrial development in the form of speculative multi-tenant buildings is planned for this area and some of the existing vacant industrial space is being leased to new tenants.

The most significant competition for industrial development in the Southeast Side comes from nearby municipalities such as Cudahy, Oak Creek, and Franklin, which also take advantage of the proximity to the airport. These suburbs have generally taken a proactive stance on attracting industrial development and due to the availability of greenfield land in these communities, they have been able to facilitate the development of large modern business parks that have been successful in capturing a significant portion of the regional industrial demand.

The Southeast Side boasts several key advantages in terms of attracting and retaining industrial users. Most importantly, the location of General Mitchell International Airport makes this area a natural site for warehousing and distribution users who need to be located near the airport. The proximity to the interstate network is also a key advantage for industry located in this area.

The Southeast Side also has a good bus network that connects it to the rest of the City and County, making it easy for employees of industrial businesses to get to work. The proposed KRM line would also serve to enhance access to labor within the region. Industrial sites along the riverfront, as well as certain airport area sites, have access to rail.

Additionally, the Southeast Side has a reputation for having a good workforce, as well as amenities including restaurants and retail.

While the competitive position of the Southeast Side is strong in terms of attracting industrial development, future development on the Southeast Side is likely to be limited by the lack of available sites.

Over the next five years, past absorption trends of 2 to 3.5 acres per year are likely to continue. Beyond five years, absorption is likely to slow unless new land suitable for industrial development is added to the inventory. The City could enhance absorption rates of industrial uses in the Southeast Side by taking a more proactive approach in assembling and clearing sites for redevelopment.

Therefore, depending on the land area that can be added on to the Southeast Side inventory of suitable industrial land, future absorption in this part of the City can be considerably enhanced.

2.4 Public Involvement

The Southeast Side Area Plan process was designed to combine data analysis with the results of intensive public participation. The planning team employed a variety of tools to enable area stakeholders to articulate their perceptions, aspirations and goals for their community. Those tools included a community survey, image preference survey, key stakeholder interviews, community visioning workshops, focus groups, and an open house meeting.

The resulting data was used to formulate to focus, shape and refine the recommendations included in this plan.



Community Survey

A community survey was employed by the plan to “take a snapshot” of the Southeast Side area and its three main districts. Although it is not a scientific survey with a random sample, it is effective in capturing and quantifying information about the individuals who have chosen to get involved in the plan in some capacity. The survey was made available through public meetings, community groups and businesses involved in the plan, and the City’s web page.

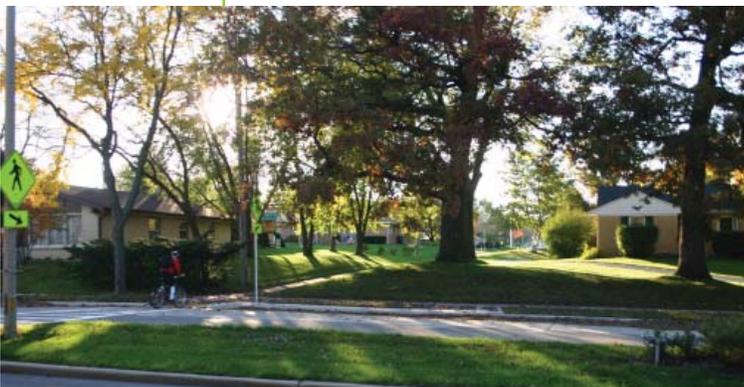
The survey was taken by 535 persons of whom 94% were residents. The sample size was 1.0% of the population. Of all respondents, 10% were business owners, but of those 83% were also residents. Bay View district had the highest participation with 73% of the participants. Twenty percent were from the SoMo (Tippecanoe, Saveland Park, and Bay View South) district, and 7% were from the Airport district.

This is important because the survey results will tend to be largely indicative of the Bay View district unless the other districts are broken out. Therefore, where relevant, results have been or separated by district.

Based on the survey responses, findings include:

- 85% of the participants were owners of their residence, as opposed to renters. Bay View residents were more likely to have lived in the area 5 years or less (43%) than the other districts at (34%). The Airport district residents were more likely to have lived in the area more than 10 years (56%) than the other districts (42%).
- Survey participants appear much more concerned with quality of life issues than more basic economic issues. The first and second most popular reason that people gave for living in the area was “community atmosphere” at 68% “neighborhood appearance” at 59%. Therefore, it will be important for the plan to seek to preserve and improve the community’s atmosphere and appearance.
- Other popular responses in the order of preference were: “proximity to downtown (59%) and “safety, security or both” (49%). “Affordable housing” and “proximity to work” followed with 38% and 37% respectively.
- The least popular reasons for living on the Southeast Side were “job training” with no responses, low taxes at 2% and access to social services at 3%.
- Of the respondents in Bay View, 38% have children, compared to 33% for SoMo, and 24% for the Airport area. These numbers are substantially lower than the 2000 census which reports that 60% of Southeast Side households have children. The under reporting of parents is considerable as the results of the survey are analyzed.

Although proximity to workplace, job training, and good schools were not often cited as reasons for living on the Southeast Side, 56% of participants traveled 5 miles or less to these destinations. This distance of travel lends itself to walking, biking and public transit. 77% of respondents traveled to work and school by car, and 44% used other modes. The reason the numbers don’t add up to 100% is because some people in the Southeast area use more than one mode of travel.



- 88% of respondents often drive to the grocery store. 44% of Bay View respondents often or sometimes walked to go grocery shopping, compared to about half that rate in the rest of the area. Very few reported taking a bus to shop for groceries throughout the Southeast Side.
- Other shopping trips show similar trends. 91% often drive to general merchandise stores. In Bay View 31% of respondents often or sometimes walk to stores, compared to about half that rate in the rest of the area. One difference compared to grocery shopping is that 8% of Bay View participants often or sometimes take a bus to shop and 3% of all participants sometimes or rarely took a taxi. These bus and taxi percentages are small, but suggest that people do value having an alternative to driving on occasion.
- We can see from these figures, that survey participants on the Southeast Side often use their cars for work and personal trips, but the community does use other modes, especially walking. Bay View uses multi-modal transport to the greatest extent.



- Regarding the perceived quality of commercial corridors, the predominant item needing improvement was the appearance of storefronts. Only 21% rated them adequate. The next two areas needing attention were streetscapes and business signage with 35% and 37% respectively giving them adequate ratings. Bike racks and cleanliness of streets, sidewalks, or both were rated adequate only 39% and 44% of the time, respectively. Only crosswalks (63%) and sidewalks (88%) were rated adequate by more than half of the participants. The Airport district tended to be considerably more satisfied with commercial areas compared to other districts, but still had many people indicating a need for improvement.

- Grocery stores (95%) and gas stations (93%) were the most often cited as patronized in the area. Sit down restaurants (98%) and pharmacists (86%) were next. Hardware (80%) and fast food (72%) followed. Bakery (71%) and convenience store (70%) were next. Financial (64%) and bookstore (60%) were the last business types over 50%. Daycares and furniture stores were the lowest at 4%.
- The number one business that respondents would like to see more of is a movie theatre (59%), followed by sit down restaurants (48%), clothing stores (40%), grocery stores (28%) and electronic stores, dry cleaners, bakeries, and book stores, all at 25%. Religious institutions rated last, either because the area is already so well served, or because only 26% of the respondents said that they attend religious institutions.
- Respondents would use local businesses more if there were: #1 an increase in the variety of stores and products (71%); #2 improved storefronts (48%); #3 convenient parking (43%), and #4 increased quality of products (43%). "Bigger stores" ranked last at 11% -- not an endorsement for large format retailers.
- Plans serve as a tool to improve neighborhoods and communities. Here are several means how

respondents thought this could be accomplished: #1) increased shopping opportunities (60%); and, #2) increased owner occupancy (52%). The following were indicated as improvement strategies by substantial numbers of participants, but less than 50%: #3) increased property maintenance and code enforcement (47%); #4) increased recreational programs and public open space (43%); #5) increased employment opportunities (43%).

- The following would negatively affect the area: #1) job losses (67%); and, #2) decreased transit services (53%). Again, the following were popular responses, but less than 50%: #3) increased industry (49%); and #4) increased density (44%).

Image Preference Survey

The Image Preference Survey (IPS) is a planning technique that helps interpret how respondents would like their neighborhood to look and feel in the future.

It is worth noting that "community atmosphere" and "neighborhood appearance" were the most often cited reasons people gave for living in this neighborhood. (See the Community Survey section.)

Seventy-three images, from the neighborhood and elsewhere, depicting various types of residential, industrial and commercial development, public space and parking areas were projected on a screen at public meetings.

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

The IPS sessions were held in the Southeast Side between the summer of 2006 and spring of 2007. The survey was administered to the Contract Management Team, the Plan Advisory Group, residents and other stakeholders during the meetings of various organizations in the neighborhood, and at the request of the aldermen.

A total of 91 IPS survey forms were completed during the sessions. The surveys from all sessions were tabulated to determine the mean and median score for each image. Image ratings will be used in developing recommendations for the Southeast Side Area Plan.

Residential Images



Highest ranked residential image +3.7

The most loved residential image (shown previous page, on right) was of a single family, architect-designed, brick storybook cottage, located within the plan area. This image also shows a traditional Milwaukee parcel size and layout with a small, mostly ornamental front yard and close neighboring houses, both features that help define a classic street wall and a strong sense of neighborhood. Careful attention to landscaping added to the appeal.



Lowest ranked residential image -3.8

Survey participants reacted largely indifferently, but slightly positive, to several photos of average looking Southeast Side residences such as duplexes, cape cod homes, and ranch style homes. Keep in mind that the three districts have different housing styles. Bay View has many duplexes and one and a half storey frame houses. SoMo has many cape cod homes with some duplexes. The Airport area is predominately ranch style homes. Ranch style homes did register as liked in the Airport area.

The image opposite, upper right was well liked at +2.6, perhaps a surprising result considering that townhouses (shared walls but individual entrances) are a rare housing type on the Southeast Side. Despite being a different type of house, the image still conveys the sense of neighborliness that Southeast Side residents seem to value. The image below right was also liked at +1.5, but despite being on the water rated a little less highly, perhaps because it had less traditional neighborhood architecture and less green space.

Another trend was a preference for those buildings that looked similar to others around it, or contextual. An image of the 25-story Bay View Terrace, the tallest building on the south side of Milwaukee, was rated in the neutral range, but slightly negative at -0.8. Participants raised concern about compatibility with the neighborhood, although some said it might be a good building in the right location.

Those images that did not rank as well as others, did so not because of the housing type; but because of poor maintenance, lower quality building materials and a lack of landscaping. An example of this was the lowest ranked image

shown at the beginning of this section. In discussion, many people said they understood the need for affordable housing such as mobile homes, but that the setting should still be attractive.



Industrial Images



Best industrial score +2.7



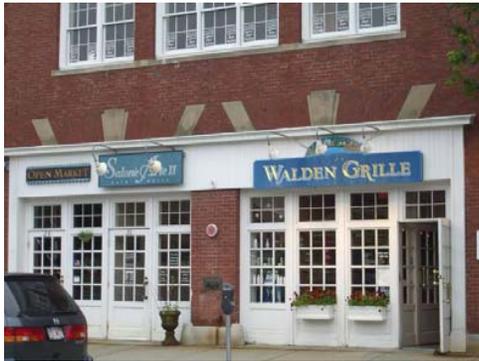
Worst industrial score -1.7

As shown above, heavily landscaped campus-like industrial sites were strongly favored over those that were not.

In addition, this image -- reflecting the growing trend in cities where industry and manufacturing have declined, either due to obsolescence or relocation -- was liked. As the advantages of these industrial buildings are recognized, they are turning into new uses. The advantages of being in urban areas, and close to transportation, employees and natural amenities facilitate these buildings returning to the urban landscape in an attractive, livable way.



Commercial Character



A favorite image +2.3

The most desirable commercial images include structures which are urban in nature, such as the commercial building that received the highest score. This building has pedestrian scale signage and large window openings. Buildings close to the street, with two or more stories were preferred. These images represent vibrant, well-maintained pedestrian-oriented commercial uses which are similar to some of the more traditional commercial corridors within the Southeast Side area.



Lowest ranked -2.2

The lowest ranked image featured a franchise building with a large surface parking lot in front. This image was really disliked in Bay View and SoMo, but rated a neutral in the Airport district. Comments from participants noted that the Airport district has more attractive stand-alone businesses than this one, including franchises, that featured lawns and gardens in front of the buildings and parking along the sides and back.

Signage

Well crafted custom signs that enhanced the architecture of the building rated the highest. Buildings or commercial districts that looked cluttered with signs rated somewhat negatively.



Favorite image +2.6



Least favorite -1.3

Streets and Sidewalks

The left image below and several others showing classic urban design features were really liked throughout the plan area. The images depicted a well-defined pedestrian realm, an outstanding public/private transition area, and well planned and cared for landscaping along the street and on private property.



A well-liked image +2.8

In the least favorite image on the right, the pedestrian realm is overwhelmed by competing signage to the point where one just wants to keep driving. Improving the attractiveness of this classic roadside shopping strip is one of the challenges of this plan. Worth mentioning is this beloved example of street and park furniture and landscaping.



Least favorite -2.3



Parking

Preferred parking images showed parking that is incorporated into development rather than dominating it. This goal was accomplished either by putting parking on the street, putting it in an attractive structure, preferably behind storefronts, or simply landscaping it.



Third Places

“Third places” were introduced at the IPS sessions as places where the people can informally gather, socialize, and hang out. This image of a plaza in front of a café in downtown Bay view earned the second highest rating in the entire survey.



Open Space, Parks and Public Art

People loved the image of bicyclists enjoying a newly built section of bike trail. A need for trails and access to parks and waterfronts was an oft-stated theme.

The strong dislike of the following image indicates the desire to restore the natural features in the community, such as this tributary of the Kinnickinnic River.



Sustainable Techniques

Audiences loved both sustainable development images. The parking lot with permeable pavement on the right was the single highest rated image in the survey at 3.8. The roof top garden scored nearly as well at 3.7. Sustainable techniques such as storm water management and energy efficiency are highly supported among area residents who took the survey.



Transportation

All the multi-modal transportation images received positive scores. The favorite, a transit stop below, received the score of +2.75. Amtrak and commuter rail images were also really liked. The image below of a commuter bicyclist was liked by survey takers.



Stakeholder Interviews

The study team conducted confidential interviews with people identified as key stakeholders on the Southeast Side. These stakeholders – identified by the members of the Contract Management Team and City staff – included representatives of all subareas on the Southeast Side of Milwaukee, and groups including business owners, residents, developers, elected officials, school district representatives, religious and community organizations and neighborhood associations.

Stakeholders discussed their perceptions of important issues to be addressed on the Southeast Side, the vision for the future of the community, and also identified areas that are particularly susceptible change or would present opportunities for the continuing development of their neighborhoods.

An overriding theme that became apparent during the course of the confidential interviews is that stakeholders hold diverse opinions regarding overall potential for and tenor of development on the Southeast Side. These opinions – which are very strongly held, fall into three main categories:

1. Some tend to see threats in the ways the Southeast Side is changing. They tend to be opposed to high-profile developments and increased density, particularly along the lakefront. They strongly desire

that older neighborhoods maintain their present character and maintain or improve access to parkland along waterways.



They oppose infill that is “out of scale” or that will generate increased automobile traffic. They do, however, see the desirability of improving the commercial districts on the Southeast Side by finding ways to beautify it, spur economic development, improve transportation options and by adding “interesting, local stores.”

2. Some see great opportunities to guide the redevelopment of the study area. This group wants to take an active part in redeveloping the Southeast Side, seeing the potential to increase density, provide more housing for higher income households, which will in turn support local retail development.



These people think not about maintaining, but rather improving the area by finding a way to beautify it, spur economic development, and improve transportation options.

3. Others feel left behind by the changes in their neighborhood. These may be long-time residents of the Southeast Side who are aging

and want to remain in their neighborhoods but are pressured by rising property values and the influx of a younger population and others from “outside the area.”

These categories are somewhat fluid based on the context and location of development being considered, and all three groups seem to be driven by pride in their neighborhoods. They are all committed to both the past and future of the Southeast Side, and are involved in the area because they love it. The outlook of each group can be very parochial, concerned primarily about maintaining or changing only the area immediately around their home or business. Tensions between these groups are most strongly located in the northern part of the planning area. As Bay View absorbs an influx of higher-income residents, empty nesters and young, childless professionals lured by the neighborhood’s proximity to the lake and downtown and charming, small scale neighborhoods, there is increasing potential for these groups to come into conflict. The plan will need to be sensitive to all three perceptions.

The main themes emerging from the stakeholder interviews include:

- Accessible greenspace, particularly along waterways, is highly desirable. Any development along the Kinnickinnic River should preserve public access to the water and create new view corridors to river and public parkland as part of the development plans.
- “People need enough space to see and enjoy the river.”
- “We can add greenspace if we allow increased density.”
- “The city may not have the money, vision or inclination to resist privatization of water access. Some areas should be left green. Perhaps a well-designed Planned Unit Development could focus on walkable development that combines living, working and recreation space.”
- Preserve and enhance transportation options, particularly bicycles, pedestrians, and transit. In particular, many stakeholders mentioned creating a good, safe and attractive bicycle connection to downtown Milwaukee. Airport employees (up to 6,000 people) are particularly dependent on transit service.
 - “Further cuts in transit would be devastating to the neighborhood, and really handicap many residents.”
 - “We draw a lot of employees from the area, and a number arrive by bus. We have to provide our own bus between our facilities, because the county bus doesn’t run far enough.”
 - “We could establish a shuttle or other circulation system in the Kinnickinnic Ave. commercial district. A slow-moving trolley loop so that people could hop on and off. A clean technology (hybrid) trolley would be great.”
- “The lakefront bike path is one of the primary assets of the area.”
- “We need a bike path all the way to downtown.”
- Infill and upgrade of commercial space on Kinnickinnic Ave (KK), Layton Ave., and Howell Ave. Work to create shopping nodes that attract people from elsewhere in City (KK), serve travelers and employees (Layton/Howell), and serve neighbors (Howell north of Layton).
 - “The former grocery store on Layton Ave. near 8th St., across from the former Sizzler Steakhouse, is an opportunity site for some neighborhood-oriented retail development.”
 - “Kinnickinnic Ave. needs a retail anchor at each node.” This would then be an incentive to fill the spaces between the anchors.
 - “We have to preserve the best historic commercial structures and reuse them. We need some grants to “un-muddle” some of these buildings. We have to get rid of bad landlords.”
 - “Howell Ave. [in SoMo] needs some new investment. Not necessarily new buildings, just keeping up the storefronts. Nothing fancy. Local residents could support better quality stores.”

- Preserve housing options; encourage diversity in housing stock and economic means of occupants. This means more high end housing where it is feasible, as well as senior developments in good locations (i.e. on transit lines and close to services), and replacement of single family units. A mix is desirable, and radical changes to housing patterns – except on the large available parcels on the edges of the planning area – should be avoided or planned to fit neighborhood context as much as possible.

The planning team should be sensitive to the ways changing demographics of area affects long-time residents; encourage owner-occupied homes and aging-in-place. Some stakeholders perceive an economic separation occurring as speculators have bought housing stock and converted owner-occupied homes to rental units, particularly in Bay View west of Kinnickinnic Ave. As the area east of Kinnickinnic becomes more affluent, the western area is perceived as becoming increasingly the domain of the working poor.

- “Single family neighborhoods should remain single family neighborhoods. If you’re creating neighborhoods, condo dwellers ‘have a psychological distance’ from the neighborhood. People in this area believe that increasing density will hurt us.”
- “Build as much new housing as possible near KRM station, and as expensive as the market will bear. This is the only way to

bring money to our businesses. Taller development takes advantage of great views of the downtown skyline.”

- “Senior housing could go in on Chase Ave. It needs to be close to shopping, pharmacies and other services.”
- Treat southern end of planning area as a primary gateway into Milwaukee. Use streetscaping, signage control and other urban design elements to enhance main thoroughfares, entry and exit points, and connect parks and other public spaces.
 - “Through the airport and the Amtrak station, this area is often the first and last thing visitors to the city see.”
 - “Create a green loop: Lake to KK River to Baran Park to Chase to Humboldt Park.”
- Opportunity sites identified in the stakeholder interviews include:
 - Solvay Coke and Grand Trunk sites. These sites have water access and may be attractive to developers. However, the Port of Milwaukee (which controls the Grand Trunk property) may have determined that they would prefer to preserve this land for industrial or commercial uses and for port expansion; there is discussion of moving the port’s container yard to the Grand Trunk site.



- Former industrial lands and struggling big box development along Kinnickinnic River and Chase Ave.
- Army Reserve site in Bay View, particularly if the KRM South Side station is implemented. However, the Port sees future conflicts in this area if truck traffic increases.
- Ace Hardware site on Howell Ave. may be under utilized and a good location for a grocery store.
- Howell Ave. immediately south of Lincoln Ave.
- Infill mixed use development along Kinnickinnic Ave., getting rid of least desirable properties and rehabilitating those with historic or aesthetic significance.
- The vacant or under utilized industrial areas on 6th St. near Edgerton Ave., along 13th St. and the commercial strip malls on Layton between 8th and 13th Sts.
- Create a “garden district” in the 13th Aldermanic District, involving schools, neighbors, businesses, utilities, airport.
- Assemble under utilized land near airport for a business park.
- The 440th Air Guard Site could make a good location for the US Post Office. They need 55 acres. Airport administrators would prefer that the land is redeveloped with aviation uses.
- Use I-94 project as a spur to improve streetscape on S. 27th St. commercial strip. Perhaps based on S. 76th St. medians or context sensitive design solutions in Scottsdale, AZ.

Community Visioning Workshops

Dozens of stakeholders from Milwaukee's Bay View, SoMo (Tippecanoe and the Town of Lake) and Airport neighborhoods participated in three community visioning workshops held in November 2007. At the workshops, participants brainstormed a vision of the future of the Southeast Side, and outlined priority issues and opportunities for their neighborhoods. Discussion and brainstorming centered on five general topics: transportation, open space, industrial development, commercial development, and residential development. Themes derived from an analysis of the workshop comments to a large degree echoed and refined the findings from the stakeholder interviews and various surveys conducted for the Southeast Side Area Plan.



A primary outcome of the Community Visioning Workshops was the identification three subareas perceived as particularly subject to change on the Southeast Side and that are of particular concern to stakeholders, along with two major

travel corridors that stakeholders feel merit particular attention in the Southeast Side Area Plan. Following discussion by the Contract Management Team, these areas were selected to be the subject of “Catalytic Project” recommendations following stakeholder focus groups to refine a vision for these crucial areas. See Chapter 6 for details on the catalytic project areas. These subareas and corridors include:

- **Catalytic Project 1:** Redevelopment of Area Around Layton & Howell Aves.
- **Catalytic Project 2:** Harbor Gateway Area
- **Catalytic Project 3:** New Vision for Kinnickinnic River Basin
- **Catalytic Project 4:** 440th Redevelopment Project
- **Corridor 1:** Layton Avenue from I-94 to Howell Avenue
- **Corridor 2:** Kinnickinnic Avenue from Bay Street to Oklahoma Avenue

Common themes by topic follow:

Transportation

- Improve connections between northern end of Bay View and the lakefront. This might be accomplished by lowering the Lincoln Ave. viaduct to create an at-grade crossing of the railroad tracks, and by enhancing bicycle and pedestrian connections along Lincoln Ave., Bay St. and through the “Rolling Mills” greenspace. Add a bike lane on the Hoan Bridge to connect Bay View to downtown Milwaukee.

- Improve streetscaping and plantings are desired on a number of main routes, including Layton Ave., Howell Ave., and in the Kinnickinnic Ave. commercial district. Improve pedestrian crossings on Kinnickinnic Ave. to boost the businesses there.
- Better bicycle connections are desired from east to west across the planning area; there is strong support to construct an off-street bicycle trail on the utility right-of-way south of Howard Ave.
- Stakeholders expressed support for express transit through the planning area.

Parks & Open Space

- Preservation and enhancement of the Kinnickinnic River and lakefront parklands is of paramount importance to stakeholders. They also desire better access – both visual and physical – to the Kinnickinnic River. Any development along the river should be accompanied by open space enhancements and better access.
- Stakeholders desire to see the contained disposal area at the south end of the harbor be converted to a greenspace and wildlife viewing area once it is closed. It is already known as a prime birding spot, and with sensitive landscaping and design could be turned into parkland.
- There is support for “greening” the waterways and creeks that traverse the planning area. Remove concrete channels to improve wetlands, add trail

systems and turn the drainage system into neighborhood assets. The Kinnickinnic River should be greened to improve the water quality, reduce stormwater runoff and pollutants and restore aesthetics.



Industrial Uses

- Designate Airport industrial area as an industrial park, with standard image. Connect street grid in this area to improve truck traffic flow. Try to transition transportation uses to south end of area.
- In the Kinnickinnic River corridor area, keep northern end industrial (perhaps with “green” businesses such as the freshwater technology cluster envisioned in the M7 regional economic development plan); allow transition to mixed use south of Lincoln Ave. and finally transition to residential uses.

Commercial Uses

- Redevelop underutilized parcels near the southwest corner of the intersection of Layton and Howell Aves. into Town Center with walkable connections to nearby hotels and businesses.
- Create retail nodes along the linear Kinnickinnic Ave. retail district at locations such as Lincoln Ave., Russell St., etc. Use streetscaping and urban design elements to enhance

these nodes and create clusters of retail supply. For example, slow traffic and increase parking opportunities by instituting angle parking in the blocks around the nodes. Institute design guidelines to enable quality renovation of existing retail buildings.

- Improve the relationship of buildings to the street on S. 27th St. retail area. Improve landscaping on the large parking lots.

Residential Uses

- Focus new residential construction near proposed commuter rail station at Lincoln Ave. and Bay St. These developments must “fit” the context of the neighborhood in height, massing and materials. Three to four story building heights may be an appropriate maximum for the area. Use zoning and design guideline to ensure that development enhance public space and the street edge.
- Develop senior housing near Wilson Park in the vicinity of S. 27th St. and Howard Ave.



This area is accessible to transit, recreation, the Wilson Park Senior Center, a major medical facility and retail shopping. One of the vacant car dealership lots could be redeveloped into senior housing.

- Consider making permanent the interim Bay View conservation district overlay, and extending its boundaries southward to Oklahoma Ave.

Focus Groups

Three focus groups were conducted to garner an in-depth look at three of the catalytic project areas.

- **Catalytic Project 1:** Redevelopment of Area Around Layton & Howell Aves.
- **Catalytic Project 2:** Harbor Gateway Area
- **Catalytic Project 3:** New Vision for Kinnickinnic River Basin

See Chapter 5 for analysis of the catalytic project areas and detailed notes from the three focus group meetings may be found in Appendices C, D, and E.

Public Open House

Over seventy people – including neighbors, business owners, elected officials, property owners, and committee members – attended a public open house in September 2008 to view project exhibits, review the final draft plan, and view a study slide show of the plan. The meeting materials included maps of the study area and renderings of the catalytic project areas. Full drafts of the plan chapters were available for review and participants were encouraged to discuss specific elements with staff, fill out comment forms and to provide margin notes on the draft report. Comments and input have been incorporated into the plan as appropriate.

Overall, participants were supportive of the plan recommendations and visions. All were informed of the planning process and the next phases of plan development.



2.5 National Projects Review

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In an effort to advance redevelopment the planning team selected the following six nationally recognized, successful model projects and program strategies as references. These were selected for their relevance to particular conditions, opportunities and goals identified for specific locations in this Southeast Side planning area. Two of the models concern environmentally responsive river redevelopment and two address commercial revitalization. One model project discusses the impact a commuter rail station has had on a neighboring small city. These six write ups serve as a starting point to further local discussion, organization and actions.

Environmentally Responsive River Redevelopment

The following are reviews of river-edge land design guidelines and standards being implemented in Chicago, IL and Portland, OR. These National Models serve as two examples that vary the width of buffers in order to achieve contextually balanced natural resource protection and economic development.

Model Project #1

Chicago River Corridor Design Guidelines and Standards, Chicago, IL

This is an example of a set of relatively narrow buffer standards providing multiple benefits along the Chicago River.

Context of the Project

The Chicago River is 156 miles long, extending for 28 of those miles within the Chicago City limits. It includes man-made canals and slips as well as three primary branches: Main Branch, North Branch, and South Branch (including the south fork known as Bubbly Creek). Flow on the Main and South Branches was reversed in 1900 and, since then, it has flowed away from Lake Michigan, toward the Mississippi River.

Impetus for the Project

After 1900, there was a period of 20 to 30 years when the river was used primarily for transmitting sewage away from the drinking water source (until sewage treatment plants were built). In 1971 the Metropolitan Water Reclamation District of Greater Chicago began constructing a tunnel and reservoir system to capture sewer overflows and protect water quality. As water quality in the Chicago River improved, so too did its prospects for revitalization.

Over the last two decades, focus has been on revitalizing the formerly neglected river and developing parkland, bicycle trails and walking paths.



Past planning that guides river protection includes:

- Urban Design Guidelines (for the downtown section of the river) (1990)
- Chicago River Corridor Development Plan (2002)
- River Corridor Design Guidelines and Standards (rev. 2005)

Outcome of Project Actions

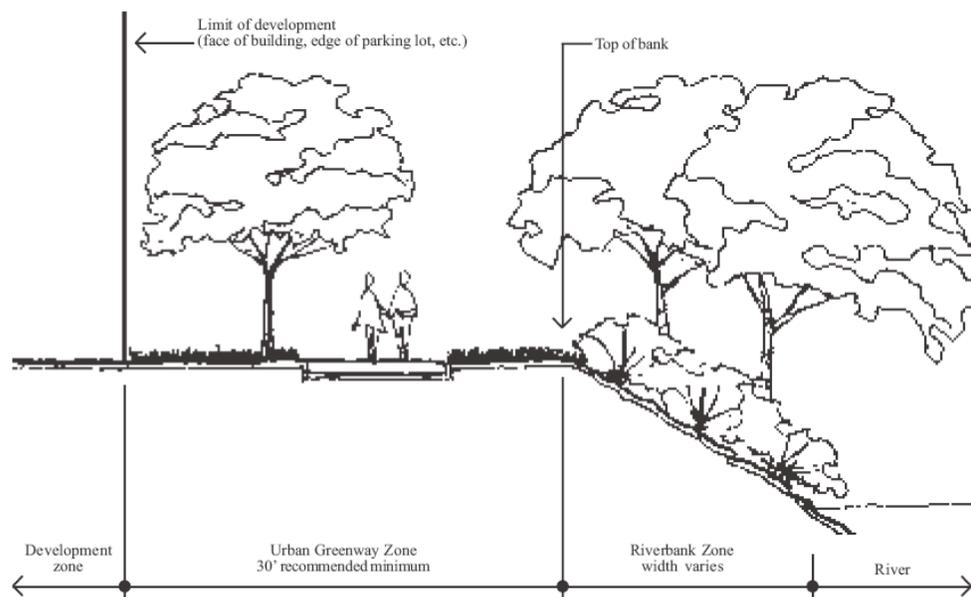
The Corridor Development Plan has five goals that helped define the issue of appropriate buffer width. Goals include:

- Create a connected greenway along the river, with continuous multi-use paths.

- Increase public access to the river through the creation of overlooks and public parks.
- Restore and protect landscaping and natural habitats along the river, particularly fish habitat.
- Develop the river as a recreational amenity, attracting tourists and enhancing Chicago's image as a desirable place to live, work, and visit.
- Encourage economic development compatible with the river as an environmental and recreational

amenity.

As a result, the Chicago Zoning Ordinance requires that all new development within 100 feet of Chicago waterways (except single-family homes, two and three flats) be processed as planned developments, subject to review and approval at three levels. In addition, new development must provide 30-foot setbacks from the river and comply with the goals.



Source: Chicago River Corridor Design Guidelines and Standards, April 2005.

The 2005 Design Guidelines and Standards regulate three zones in land adjacent to the Chicago River, and include land immediately adjacent to the riverbank zone, a 30-foot urban greenway zone, and a development zone beyond the greenway that allows for economic development.

Design guidelines have proven highly successful in terms of riverfront redevelopment. Significantly improved water quality in the Chicago River has spurred significant levels of new commercial and residential development. Restaurants now front the river, water taxis circumvent congestion and new residential development relies on the river as an aesthetic amenity. Stacked townhouses, single-family homes, and high-rise apartments line the river, inviting young homeowners and empty-nesters back to Chicago. Riverfront homes tend to be relatively high-priced and may include boat launches, a riverwalk, picnic areas, and parks.

Potential for Milwaukee

Residents and businesses have expressed interest in protecting and restoring the Kinnickinnic River within (and upstream of) the Southeast Side Area Plan as part of an overall effort to redevelop the KK River Basin into a unique neighborhood and business district. The Chicago River standards provide a model that balances economic development and natural resource protection. In doing so, it provides an example of a relatively narrow buffer appropriate to the urban context of the Chicago River. It is one of two models highlighted for future treatment of the Kinnickinnic River, allowing economic development to flourish outside any intended detriment to the river.

Model Project #2

Willamette River Greenway Program

This is an example of a set of relatively wide, but variable-width buffer standards providing multiple benefits along the Willamette River.

Context of the Project

The Willamette River is nearly 300 miles long, extending from Eugene, OR to Portland, OR, where it joins the Columbia River. In Portland, the Willamette River is 17 miles long. As with the Chicago River, the Willamette River experienced a period of neglect through the 1900s.

Impetus for the Project

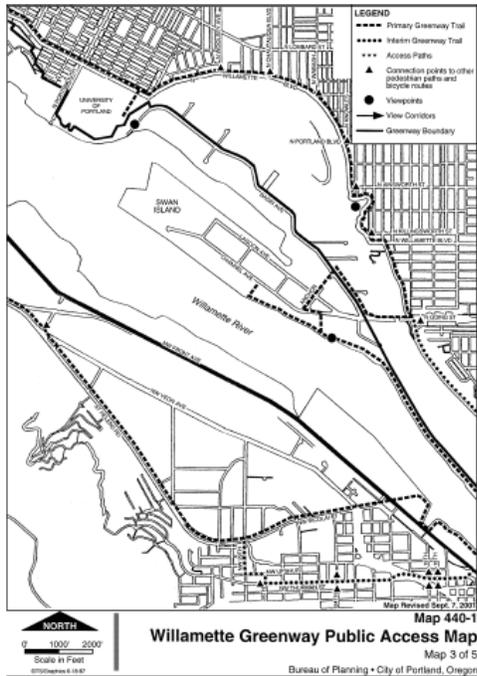
WWII-era funding on wastewater treatment and the environmental movement of the 1960s and 70s helped make this river a national success story. Also key to its success was the Oregon State Legislature's establishment in 1967 of the Willamette River Greenway Program – a cooperative effort between state and local government to continue to improve the river. In 1970 the Greenway was a State Parks and Recreation program and by 1972 it had become a Natural Corridor program as well.

Recognizing the multiple and competing roles of the Willamette River as a critical ecosystem and habitat, transportation way and port, scenic resource, and “playground,” the City of Portland undertook various greenway studies

and updates to ensure on-going protection, including:

- Willamette Greenway Plan (1987)
- Willamette Greenway Plan Urban Design Guidelines for the downtown section of the river (1990)
- Scenic Resources Protection Plan (1991)
- Central City Summit affirming that the Willamette River is a priority (1998)
- Portland's Willamette River Atlas (2001)
- Willamette Riverbank Design Notebook (2002)





Outcome of Project Actions

In Portland, implementation of their Comprehensive Plan (of which the Willamette Greenway Plan is a part) is accomplished through numerous techniques that include overlay zoning. Greenway overlay zones are designated on a set of five maps in Portland and include:

- **River Natural:** Protects, conserves and enhances land of scenic quality or of significant important as wildlife habitat.
- **River General:** Allows for uses consistent with underlying zoning (public use and enjoyment of the waterfront, and enhancement of the river's natural and scenic qualities).
- **River Recreational:** Encourages river-dependent and river-related

recreational uses that provide a variety of types of public access to and along the river, and that enhance the river's natural and scenic qualities.

- **River Industrial:** Encourages and promotes development of river-dependent and river-related industries that strengthen economic viability of Portland as a marine shipping and industrial harbor, while preserving and enhancing the riparian habitat and providing public access where practical.
- **River Water Quality:** Protects functional values of water quality resources by limiting or mitigating the impact of development, and typically extends 50 to 200 feet away from the river.

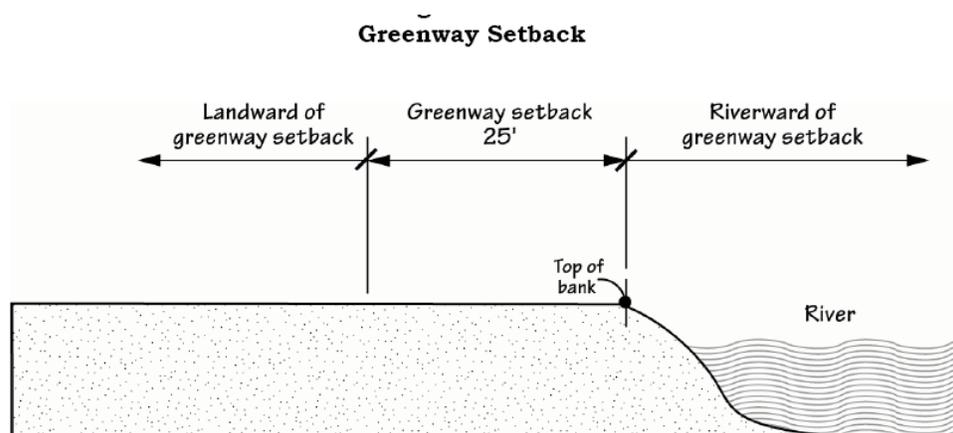
Building setbacks within these zones are typically 25' from the top of the Willamette River bank, with the exception of the Water Quality Overlay Zone (where they are 50', but with caveats). Within the setback, river-dependent or river-related development must be approved through the Greenway Committee, unless exempted. Other development requires a review and "Greenway Goal Exception."

Source: Portland, OR Title 33, Planning and Zoning, Chapter 33.440: Greenway Overlay Zones.

Portland's portion of the Willamette River is being revitalized in a number of ways. Part of Portland's riverfront is designated as an urban renewal area to generate private investment and improve the tax base on vacant and under utilized land by developing river-oriented, high-density housing units (including some affordable housing units), commercial opportunities, and open space. The Eastbank Esplanade now provides connectivity for bicyclists and pedestrians to the river, east side neighborhoods, and the west bank. While salmon and steelhead in the river decline, riverfront development actually provides an opportunity to enhance the environment along the river through implementing recommendations in the Portland Development Commission's design guidebook (2002).

Potential for Milwaukee

Residents and businesses have expressed interest in protecting and restoring the Kinnickinnic River within (and upstream of) the Southeast Side Area Plan as part of an overall effort to redevelop the KK River Basin into a unique neighborhood and business district. The Willamette River standards provide a model that balances economic development and natural resource protection. In doing so, it provides an example of a relatively wide (but variable width) buffer appropriate to the urban and suburban context of the Willamette River in Portland. Further, it takes further steps to protect areas where water quality overlay zoning may be used. It is one of two models highlighted for future treatment of the Kinnickinnic River, allowing economic development to flourish along with the river.



Model Project #3

Ten Principles for Reinventing America's Suburban Strips

Authors: Michael D. Beyard and Michael Pawlukiewicz
For: The Urban Land Institute, (ULI)

Context and Impetus of the Project

Across the country commercial strip development is both ubiquitous yet subject to deterioration. This publication documents the results of ULI sponsored a series of charrettes conducted with leading design professionals, economic development and real estate experts and public planners. The intent of these forums was to examine the forces impacting suburban strips and recommend strategies to enhance the sustainability and evolution of these commercial corridors. Three prototypical suburban strips, (emerging, mature and deteriorating) in the Washington DC area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide. The following principles for reinventing these strip developments are elaborated in the report:

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

Potential for Milwaukee

The 27th St. Corridor, Layton Ave. and Howell Ave. south of Layton Ave. are all strip commercial streets. The Airport Gateway Business Association (AGBA) is well established and has begun to explore how Layton Avenue and Howell Avenue can be enhanced. The Layton Town Center Catalytic Project (see Chapter 5), has been conceptualized consistent with the Plan's market study recommendations and these ULI principles. These ULI principles can help to guide AGBA's redevelopment efforts and those on 27th St. as an advocacy organization continues to develop.



Model Project #4

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Ten Principles for Rebuilding Neighborhood Retail

Authors: Michael D. Beyard, Michael Pawlukiewicz and Alex Bond
For: The Urban Land Institute, (ULI)

Context of the Project

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

Impetus of the Project

Thanks to a renewed interest in urban lifestyles there are now opportunities, perhaps new roles, for neighborhood commercial spaces. Expectations should, however, be tempered by the realization that rebuilding these urban retail street locations is a long, difficult and complex effort. The marketplace is crowded with new competition. Retail trends now include e-commerce, theme retail centers, as well as outlet malls and discount megastores. It is difficult to attract capital and community attitudes about change can hinder reinvestment commitments. Despite the challenges the ULI recognizes the dormant value and potential

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

Three prototypical urban commercial streets, (elongated, discontinuous and devastated), in the Washington DC and Baltimore area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide. The report elaborates the following principles for rebuilding neighborhood retail:

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

Potential for Milwaukee

Within the planning area, Kinnickinnic (KK) Ave. and Howell Ave. north of Layton Ave. are neighborhood commercial streets. While successful reuse of a number of retail properties has recently occurred along KK Ave. new investment on Howell has been minimal. KK's busiest nodes are the result of recent new restaurant openings. Retailing remains a challenge as several once promising tenants have recently shut down and moved on.

KK Avenue has a long discontinuous string of storefronts. This condition has deterred the formation of an effective and cohesive business association to date, though the perception of crime has on occasion drawn these businesses together. This ULI publication and the principles therein can help to guide redevelopment efforts if and when the businesses organize to collectively advance the interests of strengthening and reinvesting in these neighborhood retail streets.



Model Project #5

Commuter Rail Station Development in Kenosha, WI

The following is a review of the commuter rail station development in Kenosha, WI and its relation to “Catalytic Project 2: Transit Oriented Development at Proposed KRM Commuter Rail Station” of the Southeast Side Area Plan.

Context of the Project

The Kenosha commuter rail station, located in downtown Kenosha at 5414 13th Ave, is currently operated by Metra, a Chicago-area commuter rail service. From this station, a passenger can get to downtown Chicago in about 90 minutes. With the Kenosha-Racine-Milwaukee extension, travel from the station to Milwaukee would take just over an hour.

Impetus for the Project

Transit oriented development, in general, is being used in many places to reduce traffic and sprawling land use patterns as well as to improve the vitality of struggling urban neighborhoods. Commuter rail, in particular, has been shown to promote redevelopment and more sustainable land use patterns. Some communities are even planning to use their rail stations as focal points for revitalizing their downtowns.

Outcome of Project Actions

HarborPark, redeveloped on a blighted site left by an American Motors assembly plant, highlights the possibilities of development around a commuter rail station.

HarborPark has mixed-use retail and about 350 residential units from which residents and visitors can walk, drive, or take a streetcar to the commuter rail station.

Proximity to commuter rail service has been a key selling point according to New England Builders, HarborPark’s developer. The site also takes advantage of the views and recreation of Lake Michigan, which surrounds much of the development, and includes pedestrian-friendly features such as sidewalks, multi-use paths and a central walkway.

Along with HarborPark, the development near Kenosha’s rail station includes a 150-unit rental housing development directly to the east called Station Side Village. This redevelopment replaced a blighted, struggling neighborhood. There are also stable, affordable residential neighborhoods to the west of the station.

Potential for Milwaukee

In terms of employment, there are 147,500 existing jobs within ½ mile walking distance of a train station in Wisconsin. In addition, the number of households located near transit

stations is expected to increase from about 6 million to 16 million by 2030.

The situation of Kenosha's transit oriented development, which takes advantage of the proximity to the commuter rail station and Lake Michigan, could be a good model for the Milwaukee South Side KRM station. It creates an example of how Catalytic Project 2 can connect people with businesses along Kinnickinnic Ave and create a "transit village" that enables residents to easily access the commuter rail station.



