

M I L W A U K E E

# Plan

*comprehensive*

DEPARTMENT OF CITY DEVELOPMENT • MAY, 2009

## Near South Side

*A Plan  
for the Area*





# City of Milwaukee

Office of the City Clerk

200 E. Wells Street  
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

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**FILE NO: 081715**

**Title:**

**Resolution approving the Near South Side Area Comprehensive Plan as an element of Milwaukee's Overall Comprehensive Plan, in the 8th, 11th, 12th, 13th and 14th Aldermanic Districts.**

**Body:**

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

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

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

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

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

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

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



**I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on May 27, 2009, published on April 17, 2009.**

*Ronald D. Leonhardt*

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Ronald D. Leonhardt

September 01, 2009

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Date Certified

# NEAR SOUTH SIDE AREA PLAN

MAY 2009





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Lincoln Neighborhood

Redevelopment Corporation

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Mitchell Bank

5th Ward Association

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## CHAPTER 1: INTRODUCTION

The Near South Side Area Plan is a community led comprehensive plan facilitated by the City of Milwaukee and its community partners. The plan enhances the existing assets of the area and provides policies and implementation strategies to guide and enhance the community's future development.

The Near South Side is a culturally diverse area and the heart of the Hispanic community in Milwaukee. This vibrant area is dominated by urban residential areas that are bisected by commercial corridors with many small family owned retail shops and ethnic restaurants, cafes and delis. The area has numerous community and religious institutions that add to its fabric. The cultural history, entertainment venues and retail opportunities are assets to residents and businesses and an attraction to the City and the region. Keeping with the area's history of reinventing its vitality and role in the regional economy, the northeast corner of the planning area is undergoing a surge of new large scale mixed use developments that are reinvigorating this former industrial area.

### COMPREHENSIVE PLANNING CONTEXT

At the time this plan was completed, the City of Milwaukee was undergoing a comprehensive planning process that included two components: a Citywide Policy Plan and a series of thirteen Area Plans. The Near South Side plan is one of the 13 Area Plans that are part of the comprehensive planning series. The plans were developed under the State of Wisconsin's Comprehensive Planning Law, Wis. Stats. 66.1001 that requires all municipalities to complete comprehensive plans. The law provides the framework for developing comprehensive plans and procedures for adopting the plan. The law also requires all actions taken by a city relating to official mapping, subdivision regulations, and zoning activities to be consistent with the community's comprehensive plan. As a result, any decisions regarding these matters must be consistent with this plan.

### PURPOSE OF NEAR SOUTH SIDE AREA PLAN

The Near South Side Area Plan was created to provide a framework for the future development of the area. The overall goals of the Near South Side Plan are to:

- Build upon the strengths of the neighborhoods within the plan area;
- Provide a predictable regulatory process;
- Optimize the long-term value of public and private investments; and
- Generate consensus among businesses, property owners, residents and associations.

The plan provides tools and solutions to enhance the community's existing fabric and economic development initiatives. Also, it appropriately directs new development and creates strategies to help the community address issues they are facing. Specifically, the plan provides land use recommendations, strategies for key districts and corridors and identifies catalytic projects and initiatives.

## THE PLANNING PROCESS

The Near South Side Area Plan is the outcome of a collaborative planning process consisting of six project phases. Exhibit 1 illustrates the planning phases.

During the start up phase, City staff and the Contract Management Team selected a project consultant, refined a project approach and created a Plan Advisory Group. The analysis phase included an extensive review of the area's existing conditions and identified opportunities and challenges. In addition, a market analysis was completed to understand the area's commercial, residential and industrial marketplace.

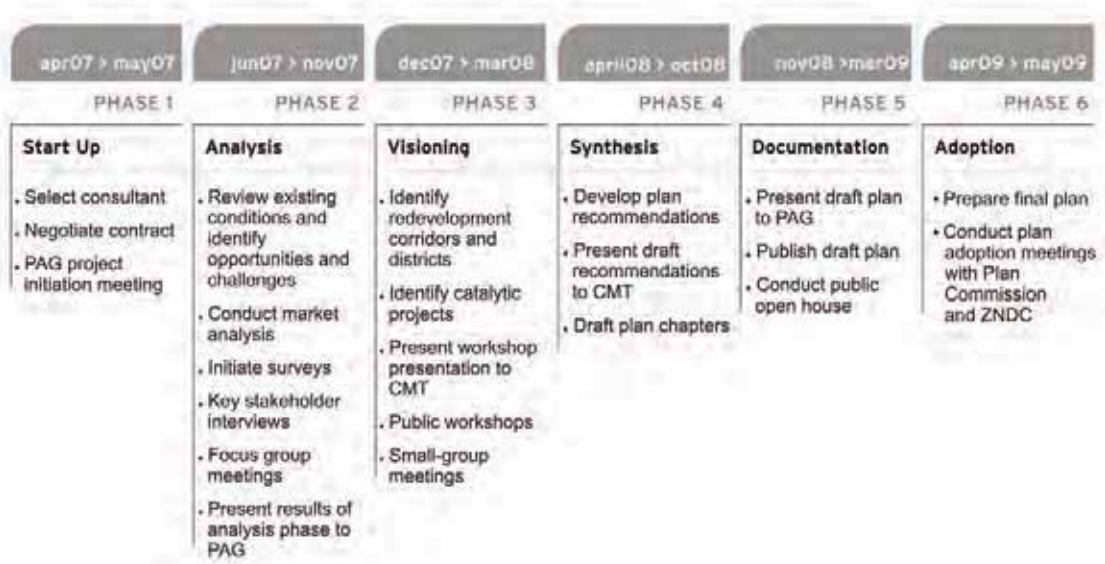


EXHIBIT 1: PROJECT SCHEDULE AND PROCESS CHART

During the visioning phase, public workshops were conducted to identify growth and preservation opportunities that served as the foundation for district recommendations and potential catalytic projects. The synthesis and documentation phases utilized the planning information gathered in the previous phases to formulate recommendations and policies that were detailed in a draft plan document which were presented at a public open house. The Final phase, adoption, included preparing the final plan and presenting it to the City's Plan Commission and Zoning and Neighborhood Development Committee. The final step was to officially adopt the Near South Side Area Plan by the City of Milwaukee Common Council.

Throughout each phase public involvement activities were conducted and the planning staff worked closely with the Contract Management Team and Plan Advisory Group.

The role of these groups is discussed below.



**NSS CONTRACT MANAGEMENT TEAM**

The Contract Management Team (CMT) was the core group responsible for carrying out the technical and fiscal management activities of the planning process. CMT members include key city staff and community organizations with broad constituencies and community organizing capabilities that will move the plan recommendations forward. Over the course of the planning period, the CMT met to review the information gathered, provide direction for public participation, offer guidance on plan development, and provide feedback about draft and final versions of the plan. In addition to providing a portion of the funding for the plan, many of these organizations also donated staff time to attend coordination meetings with city staff and the consultant.



**PLAN ADVISORY GROUP**

The Plan Advisory Group (PAG) consists of community stakeholders who served as plan advisors. The PAG met throughout the planning process to review the progress of the plan at all major milestones. Members were asked to provide feedback on the plan’s recommendations and attend public outreach meetings.





## PLANNING AREA BOUNDARIES AND CONTEXT

The Near South Side planning area is generally bounded by the Menomonee Valley to the north, the city's municipal boundary with West Milwaukee to the west, the Union Pacific Railroad (south of Cleveland Avenue) to the south and the Milwaukee and Kinnickinnic rivers to the east. Map 1 shows the planning area's boundaries.

The planning area is a cohesive area that is made up of residential and commercial uses that are surrounded by existing and former industrial properties. Immediately to the north of the project area is the redeveloping Menomonee Valley that provides employment and recreation opportunities. Key landmarks that anchor the northern study limits include Miller Park, Mitchell Park Domes, Potawatomi Casino and the Harley Davidson Museum.

To the west, the former 43rd Street industrial corridor has transformed into a large format retail district that provides goods and services to area residents. The eastern fringe of the planning area contains larger parcels that were former warehouse or industrial uses. Many of these properties are now vacant or underutilized properties, which has created an opportunity for new mixed-use developments. Neighborhoods to the south of the planning area consist of stable residential and retail corridors.



NEAR SOUTH SIDE  
AREA PLAN

### HISTORICAL CONTEXT

The earliest of settlement in the plan area was Walker's Point. That and the area directly to the north, described as the Fifth Ward, grew quickly to transform Milwaukee's economy. Walker's Point

functioned as Milwaukee's industrial incubator through the turn of the century, a place where Polish and German immigrants with new ideas and the talent to turn them into realities. The S. 1st. Steet corridor is part of a nationally recognized historic district, containing the highest concentration of Civil War-era commercial buildings in Milwaukee, representing the city's first important era of commercial expansion. The city's first major train station, Union Depot, was just west of the Burnham building on Seeboth Street

The historic district extends west to S. 2nd Street and south from the river to Oregon Street. The connection to the city already was strengthened by the reconstruction of the Sixth Street Viaduct and the redevelopment of the Menomonee Valley.

### RECENT DEVELOPMENTS AND NOTABLE INITIATIVES

The planning area is constantly evolving. New initiatives and developments occur every day that influence the area's development and quality of life. Many recent developments and notable initiatives were already underway as the Near South Side Area plan was being created. The Near South Side plan seeks to enhance and build upon the impact of these initiatives. Recent developments include:

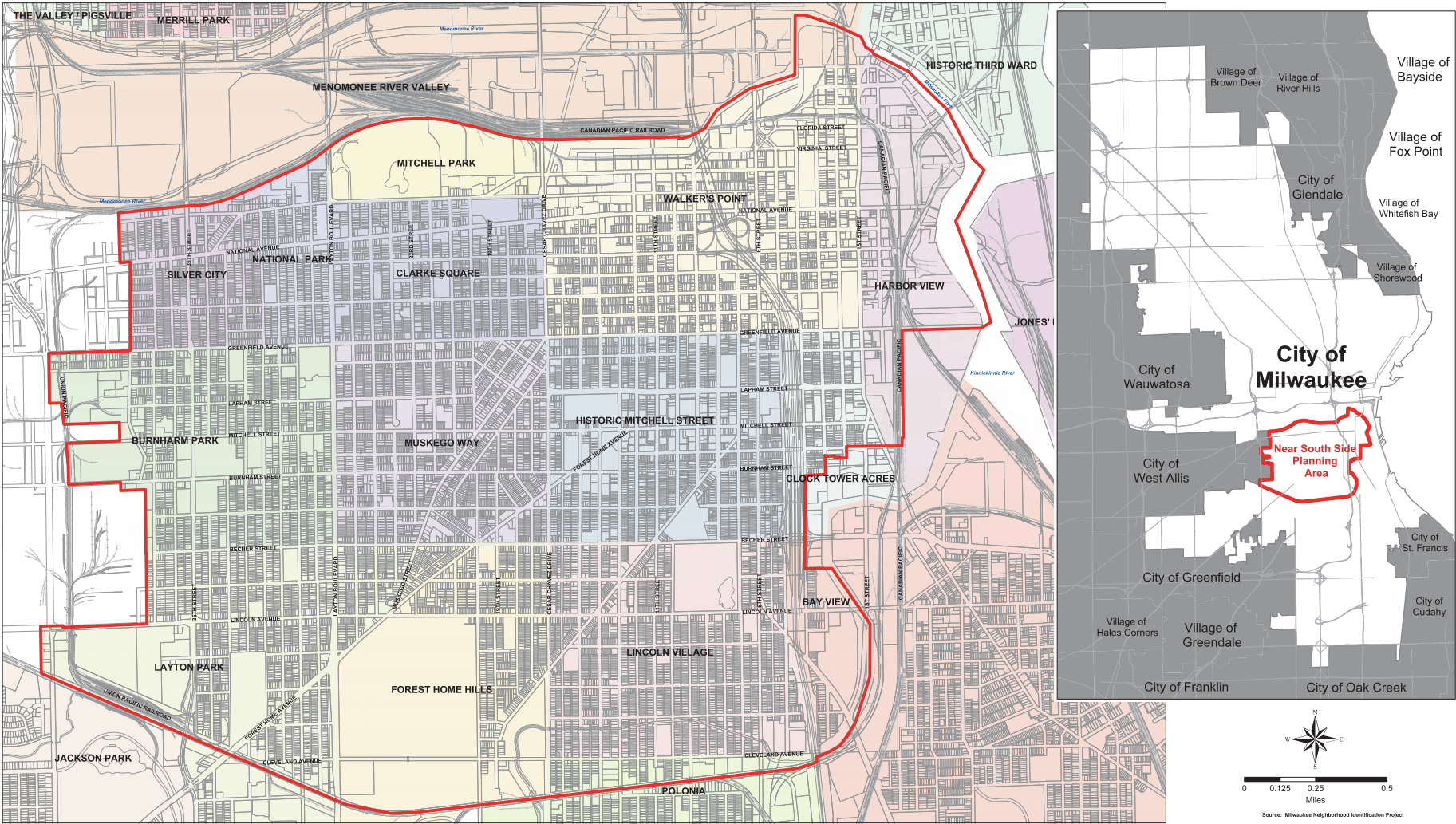
#### BURNHAM STREET HISTORIC RESTORATION PROJECT

In 2006, the Frank Lloyd Wright Wisconsin Program purchased two American System-Built Homes on Burnham Street that will be restored in cooperation with the University of Wisconsin School of Architecture and Urban Planning. The project also seeks to preserve and protect the entire American System Build Homes Historic District, create regularly scheduled public access, and provide educational opportunities for students.

#### SILVER CITY MAIN STREET DISTRICT

The Silver City District on National Avenue, from 31st to 39th streets was awarded a Main Street Milwaukee designation in 2005. Businesses in this area follow a proven framework for economic development and receive support from the City of Milwaukee and its community partners. Silver City volunteers are working to facilitate physical improvements for the area, address crime issues and create an international dining destination.

MAP 1: PLAN AREA BOUNDARIES



#### MITCHELL STREET TAX INCREMENT DISTRICT

In 2007, a \$3.1 million tax increment district (TID) was created for the area one block north and one block south along W. Mitchell Street from S. 5th Street to S. 16th Street and the commercial area south of W. Forest Home Ave between S. 13th and S. 15th Streets. The TID was created to assist with attracting and retaining retailers and businesses, improve key properties, update the streetscape and improve public safety.

#### EL REY SUPERMARKET EXPANSION

El Rey expanded its operations in the Near South Side in 2006 with the construction of a new \$5.5 million supermarket at 916 S. Cesar Chavez Drive. The new store will eventually replace the existing supermarket across the street.

#### ARLINGTON HEIGHTS HOME PROJECT

In 2002, Layton Boulevard West Neighbors in partnership with Alderman Michael Murphy and other organizations implemented a housing development program for the area of S. 38th Street and S. 39th Street between W. Pierce Street and W. National Avenue. The project improved a blighted area of the neighborhood by constructing new single family affordable housing for low and moderate-income families. Modular home construction was used.

#### FLORIDA AND THIRD INDUSTRIAL HISTORIC DISTRICT

In January 2008, the Wisconsin Historical Society approved a new historic district that includes 12 properties at the northern end of Walker's Point on W. Florida Street from S. 6th Street to S. 2nd Street and S. 3rd Street from W. Florida Street to W. Pittsburgh Street. The Teweles Building on S. 3rd Street was redeveloped over 4 years ago and contains over 100 apartment units. Other renovations underway include the Iron Horse Hotel and the Florida Street Offices. Some of the momentum for development in this area is at least partly spurred from newly constructed \$90 million Harley Davidson Museum that is located on the other side of the Menomonee River from these properties. The museum will likely provide additional synergies and momentum for the continued redevelopment of this area.

#### CESAR CHAVEZ BID

A Business Improvement District was created in 2007 to facilitate economic development along Cesar Chavez Drive. The BID is undertaking many initiatives to improve the area and promote business development.

#### CLARKE SQUARE TERRACE

This \$8 million dollar assisted living housing project is located on a one-acre vacant lot west of S. Cesar Chavez Drive on the north side of W. Pierce Street. It will create 50 new affordable multi-family housing units for senior citizens.

#### FIFTH WARD DEVELOPMENTS

Over the past several years, the 5th Ward has experience rapid growth in residential and commercial development. Over 500 new housing units have been created through new construction or adaptive reuse of existing structures. The area is also becoming a new hotspot for nightlife, restaurants and other businesses. Some examples of recent development include new housing developments such as Water Street Lofts (82 condominium units), First Place on the River (152 condominium units), Waterfront Lofts (60 condominium units), Teweles Seed Tower Apartments (115 apartment units-mixed affordable/market rate), Castings Place Apartments (60 apartment units-mixed affordable/market rate), Reed Street Lofts on 2nd (8 apartment units) and 5th Ward Lofts (99 apartment units-mixed affordable/market rate). New businesses include: Alterra Coffee, The Social, Café Luna, MOCT, Marine Bank, WHEDA, Vetter Denk Architects, First Place Dental and Prudential Real Estate.



#### FIRST STREET TAX INCREMENT DISTRICT

In 2007, a tax increment district was created to fund the construction of 535 feet of Riverwalk along First Place on the River, a 152 unit condominium project at the junction of the Menomonee and Milwaukee Rivers. The TID will also partially fund four boat slips along with a boat launch for public use. In addition, the District will provide funding for street improvements for S. 1st Street from the Milwaukee River to the railway underpass, and portions of S. 1st Place, E. Seeboth Street, and E. Pittsburgh Avenue that include paving, street-narrowing, sidewalk widening, dockwall repair/replacement, constructing a new stub end roadway to the Milwaukee River for S. 1st Place, pedestrian crosswalks and reconfiguring the right-turn bypasses at S. 1st Street and E. Pittsburgh Avenue. Furthermore, a new public plaza will be created in the triangle at S. 1st Street and E. Seeboth Street. Construction of these public improvements is scheduled to begin in 2009.

#### LINCOLN VILLAGE

Between 2001 and of 2007, the Lincoln Village neighborhood had a net increase of 29 new businesses, 190 new full-time jobs, 85 renovated buildings and over \$8 million of public and private investment.

#### CLARKE SQUARE –

#### ZILBER NEIGHBORHOOD INITIATIVE

In 2008, the Zilber Foundation announced the Clarke Square neighborhood on Milwaukee's southside would be one of the first beneficiaries of his \$50 million effort to improve low income areas. The area is bounded generally by National Avenue, Layton Boulevard, 16th Street and Forest Home Avenue. A comprehensive plan for the area will be completed.



Chapter 2 summarizes the information gathering and analysis that was completed for the Near South Side planning area. The chapter describes the existing conditions and trends within the area to provide a comprehensive look at the factors that have and will affect the development of the Near South Side such as demographics, economics, land use and transportation. The chapter also provides an overview of all the public involvement activities that were conducted throughout the process.

### DEMOGRAPHIC AND ECONOMIC OVERVIEW

Demographic and economic data was analyzed to characterize the planning area's population. The analysis showed the Near South Side has an increasing population that is relatively young with larger family households. It is also an ethnically diverse population, but predominately Hispanic.

The population also contains a large relatively under-educated workforce that is dependent on manual labor occupations. The information in this section was obtained from the U.S. Census Bureau and the Near South Side Market Study conducted by the Center from Neighborhood Technology. See the Market Analysis for additional demographic and economic data.

### POPULATION

The Near South Side's population has been increasing while the populations of many communities in the City of Milwaukee have declined. The Near South Side had a population of 82,170 in the year 2000. In 2007, the population of the Near South Side was estimated at 83,716 and by the year 2012 the population is projected to be 85,254. This is a 3.8% increase between 2000 and 2012. See Figure 1.

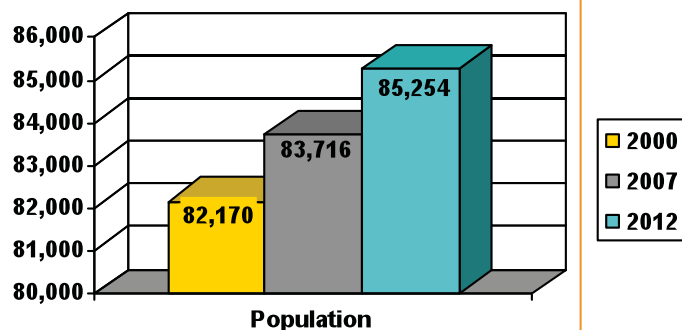


FIGURE 1: NEAR SOUTH SIDE POPULATION  
(2000 – 2012)



## AGE DISTRIBUTION

The Near South Side is a relatively young population with over a third of the population below the age of 20 and over 60% of the population below 40. Projections show the Near South Side will remain a relatively young population through 2012. See Figure 2.

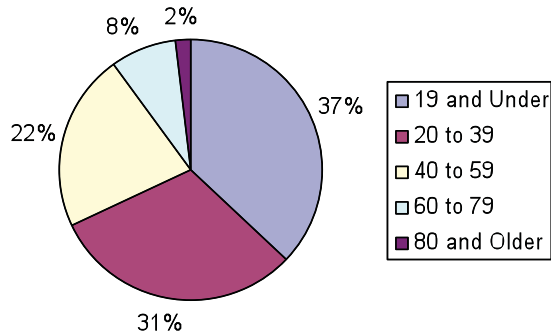


FIGURE 2: NEAR SOUTH SIDE AGE DISTRIBUTION (2007)

## HOUSEHOLDS

The Near South Side contained 25,314 households in 2000. The average household size for the Near South Side in 2000 was 3.2, which was higher than the City of Milwaukee's average household size of 2.5. This was most likely due to the large number of family household in Near South Side, which makes up 68% of the households and the larger size of Hispanic families. In 2007, the number of households increased to 26,600 and in 2012 the projected number of households is expected to be 26,998. See Figure 3.

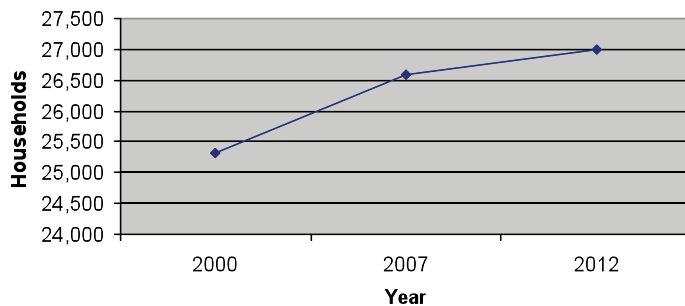


FIGURE 3: NEAR SOUTH SIDE HOUSEHOLDS (2000 – 2012)

NEAR SOUTH SIDE  
AREA PLAN

## HOUSING OCCUPANCY

The Near South Side contained 27,838 housing units in 2000. Of this total, approximately 58% were renter occupied and 33% were owner occupied. Another 9% were vacant. In comparison to the City of Milwaukee as a whole, the Near South side has a lower percentage of owner occupied units. Trends indicate the distribution of renter, owner and vacant units is expected to remain the same through 2012 for the Near South Side. See Table 1.

Tenure	Near South Side	City of Milwaukee
Vacant	9%	7%
Renter	58%	51%
Owner	33%	42%
<b>Total</b>	<b>27,838</b>	<b>249,225</b>

TABLE 1: NEAR SOUTH SIDE HOUSING OCCUPANCY - 2000

## INCOME LEVELS

The median income for the Near South Side in 2000 was \$27,489 in 2000. This is lower in comparison to the City of Milwaukee that had a median income of \$32,216 in 2000. As shown in Figure 4, over half (55%) of the households in the Near South Side had incomes at or below \$29,999. Another 32% of the households had incomes between \$30,000 and \$59,999 and the remaining 13% of the households earned \$60,000 or more. Approximately 28% of the population in the Near South Side was in poverty in 2000. This is higher in comparison to the City of Milwaukee as a whole where 21% of the population was in poverty in 2000.

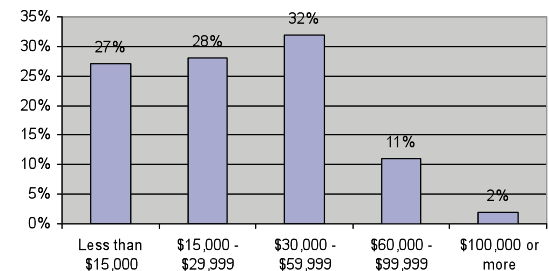


FIGURE 4: NEAR SOUTH SIDE HOUSEHOLD INCOME (2000)

# RACE AND ETHNICITY

The Near South Side is a diverse community that is expected to continue diversifying. Hispanics made up the largest percentage of the planning area in 2000, accounting for 55% of the population. In 2007, Hispanics were estimated to makeup 56% of the population. By 2012, the Hispanic population is expected to makeup an even greater percentage, accounting for 59% of the population. Whites were the second largest group in the Near South Side accounting for 31% of the population in 2000. However, the white population is declining in the planning area. In 2007, whites were estimated to account for 26% of the population and by 2012 they are projected to makeup 23% of the population. The black, Asian, and multi-race groups comprised smaller percentages of the population in the Near South Side in 2000 accounting for 14% of the population combined. These groups are steadily increasing and by 2012 they are expected to account for 19% of the population. See Table 2.

Race or Ethnicity	Census	Estimate	Projection
	2000	2007	2012
Black	6%	8%	8%
Asian	4%	5%	5%
White	31%	26%	23%
Hispanic	55%	56%	59%
Multi-Race	4%	5%	6%
Total	82,170	83,716	85,254

TABLE 2: NEAR SOUTH SIDE RACIAL AND ETHNIC MAKEUP

# WORKFORCE CHARACTERISTICS

The Near South Side contains a large, but under educated workforce. The area has relatively low levels of educational attainment, with nearly three-quarters of the population aged 25 years and older having a high school degree or less. Compared to the City of Milwaukee and Milwaukee County, the Near South Side has particularly high percentages of people without a high school degree and correspondingly low percentages with post-secondary education. See Figure 5.

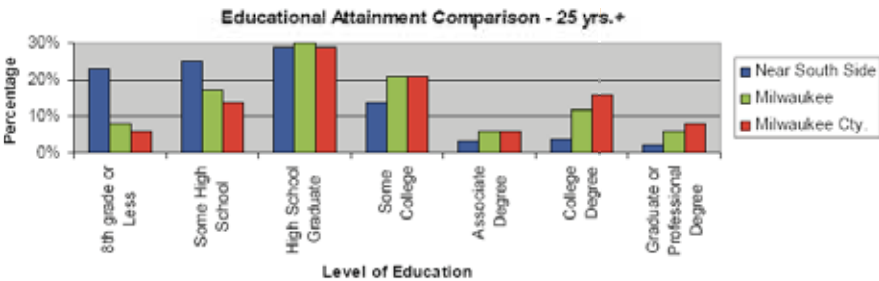


FIGURE 5: NEAR SOUTH SIDE EDUCATIONAL ATTAINMENT (2000)

The Near South Side had 28,965 workers in 2000. Workers were employed in the manufacturing, transportation, and construction industries at a higher rate in comparison to the City of Milwaukee and Milwaukee County. These three industries provided employment for 45% of the workers in the Near South Side. See Table 3.

In comparison to the City of Milwaukee and Milwaukee County smaller percentages of Near South Side workers were employed in the educational, professional, finance, public administration, and information industries, which require higher levels of education. Even though educational levels would not be a barrier to employment in retail, only 6% of the Near South Side workers were employed in this industry compared to 10% of the workforce for both the city and the county.

Industry	Near South Side	City of Milwaukee	Milwaukee County
Manufacturing	27%	19%	18%
Educational, health and social services	18%	23%	24%
Transportation, warehousing, utilities	12%	5%	6%
Entertainment, accommodations, food services	8%	9%	7%
Professional, management, administrative services	8%	9%	10%
Construction	6%	4%	4%
Retail trade	6%	10%	10%
Wholesale trade	4%	3%	6%
Other service (except public)	4%	4%	4%
Finance, insurance, real estate	3%	7%	4%
Public administration	3%	5%	4%
Information	1%	3%	3%
Agriculture, forestry, mining	0%	0%	0%
Armed forces	0%	0%	0%
Total population 16 years and over	28,965	256,773	463,924

TABLE 3: NEAR SOUTH SIDE WORKERS BY INDUSTRY (2000)

16 In 2000, the Near South Side had an unemployment rate of 13% for the population 16 years and over. This is higher in comparison to the City of Milwaukee and Milwaukee County which had unemployment rates of 9% and 7% respectively. See Figure 6.

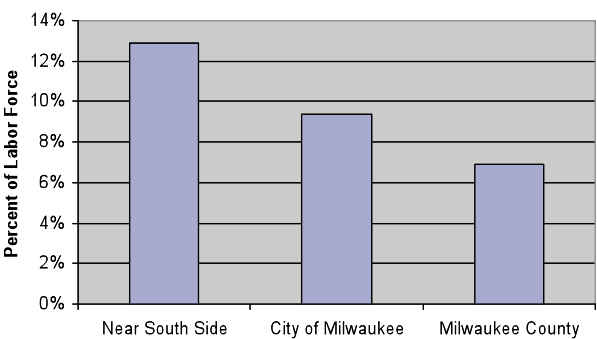


FIGURE 6: NEAR SOUTH SIDE UNEMPLOYMENT RATES (2000)

LAND USE AND DEVELOPMENT PATTERNS

A series of maps and information were created to review the Near South Side’s existing land use and development patterns. In general, the Near South Side is characterized as a fully developed older community with predominately residential land uses. The relatively dense area has very little vacant land and the industrial businesses are mostly located outside the planning area. Retail is distributed along the main roadway corridors.

EXISTING LAND USE

As shown on Map 2, the Near South Side is predominated by residential uses, which account for 48% of the land uses. See Table 4. Of the residential uses in the area, 46% are single family, 44% are duplex and 10% are multi-family units. Institutional uses are the second largest category in the Near South Side accounting for 18% of the land uses. This category includes schools, churches, municipal buildings and other institutional uses such as the Forest Home Cemetery.

Manufacturing, construction and warehousing is the third largest category in the planning area, accounting for 11% of the land uses. The majority is located along the edges of the Near South Side and is concentrated in the northeast portion of the planning area. Many of the former manufacturing and warehousing uses are converting to other uses. The commercial and mixed commercial and residential uses account for 8% and 4% of the land uses respectively. These uses are generally found along the commercial corridors that line the main arterial streets. The public parks and open space uses are generally located near the edges of the planning area and account for 8% of the land

uses. Very little vacant land is available in the Near South Side, which accounts for only 2% of the land uses.

Type	Acres	Percent
Residential	1,297	48%
Mixed Commercial and Residential	101	4%
Commercial	225	8%
Manufacturing, Construction and Warehousing	307	11%
Institutional	482	18%
Public Parks and Open Space	225	8%
Vacant	60	2%
Total Acres	2,697	100%

TABLE 4: LAND USE ACRES AND PERCENTAGES

ZONING

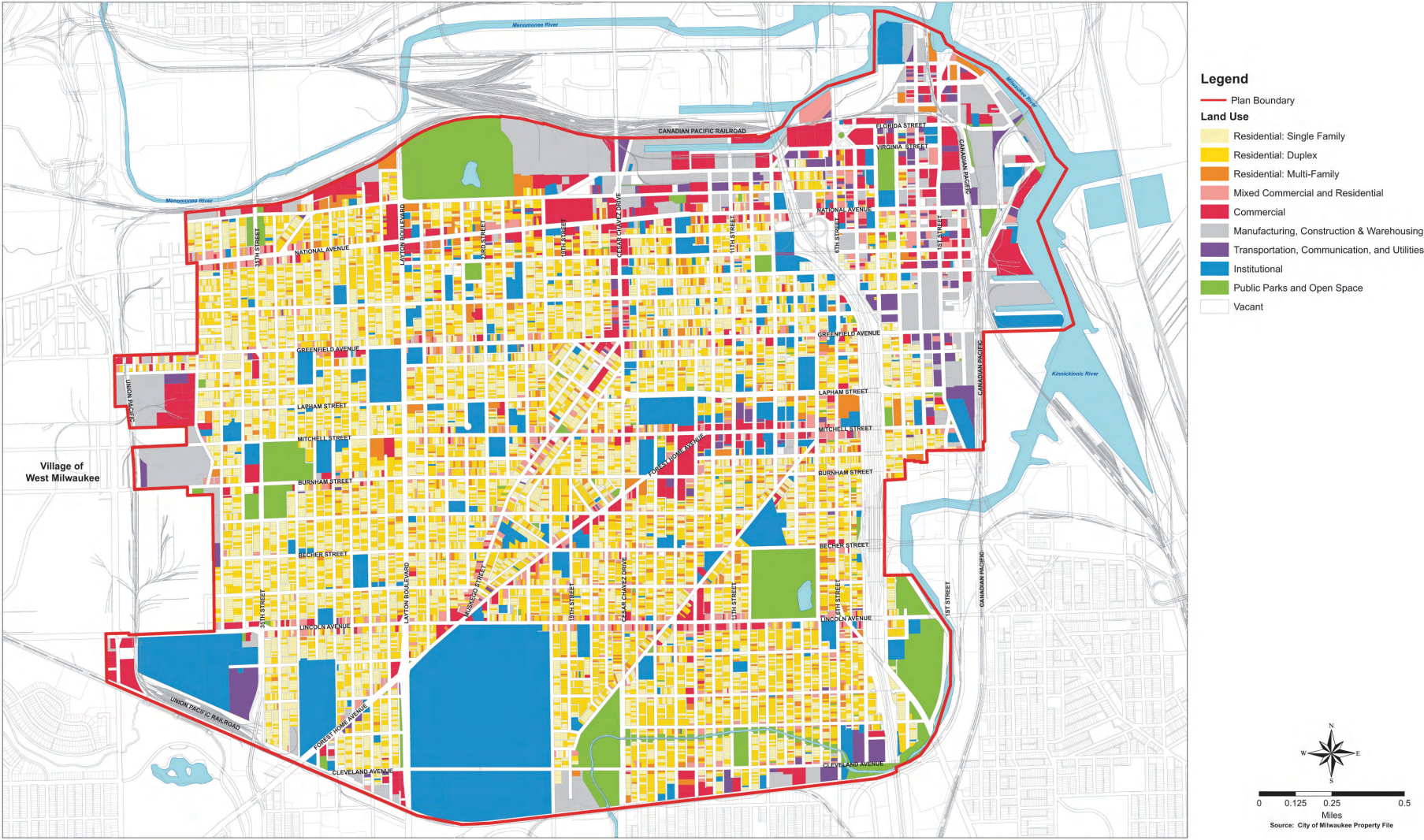
As shown on Map 3, the zoning for the Near South Side largely reflects the land use map with large residential areas bisected by commercial corridors. The majority of the residential zoning in the planning area is classified as two-family, which permits one and two-family dwellings. No single-family zoning districts are present in the planning area. Commercial zoning is concentrated along the commercial corridors of Lincoln, Forest Home, Greenfield, National, and Muskego avenues, Cesar Chavez Drive and Mitchell Street. The commercial zoning permits single-use commercial structures as well as mixed commercial and residential uses. The northern and eastern edges of the planning area contain the largest amount of industrial zoning and include a mixture of light, mixed and heavy industrial classifications. The mixed industrial classification allows the greatest flexibility by allowing a diverse mixture of uses including residential, commercial, recreation and manufacturing. This classification is permitting the reuse of many of the former industrial buildings and properties in the Fifth Ward and Walker’s Point areas to become mixed commercial and residential uses.

ROADWAY JURISDICTIONS AND STREET HIERARCHY

Map 4 shows the roadway jurisdictions and classifications for the Near South Side planning area. The local street network that makes up the area’s urban grid is largely intact with the exception of the eastern and northern edges where larger industrial parcels are located. Interstate 94/43 is located on the eastern side of the planning area and provides interchange access at Becher Street, Lapham Street and National Avenue. State Trunk Highways (STH) that bisect the area include WIS 32, 38, 59, 57 and 441. Many of the STH’s are also principal arterial streets that carry high volumes of traffic. The through traffic on these streets that is trying to move quickly often conflicts with pedestrians and slower moving traffic utilizing

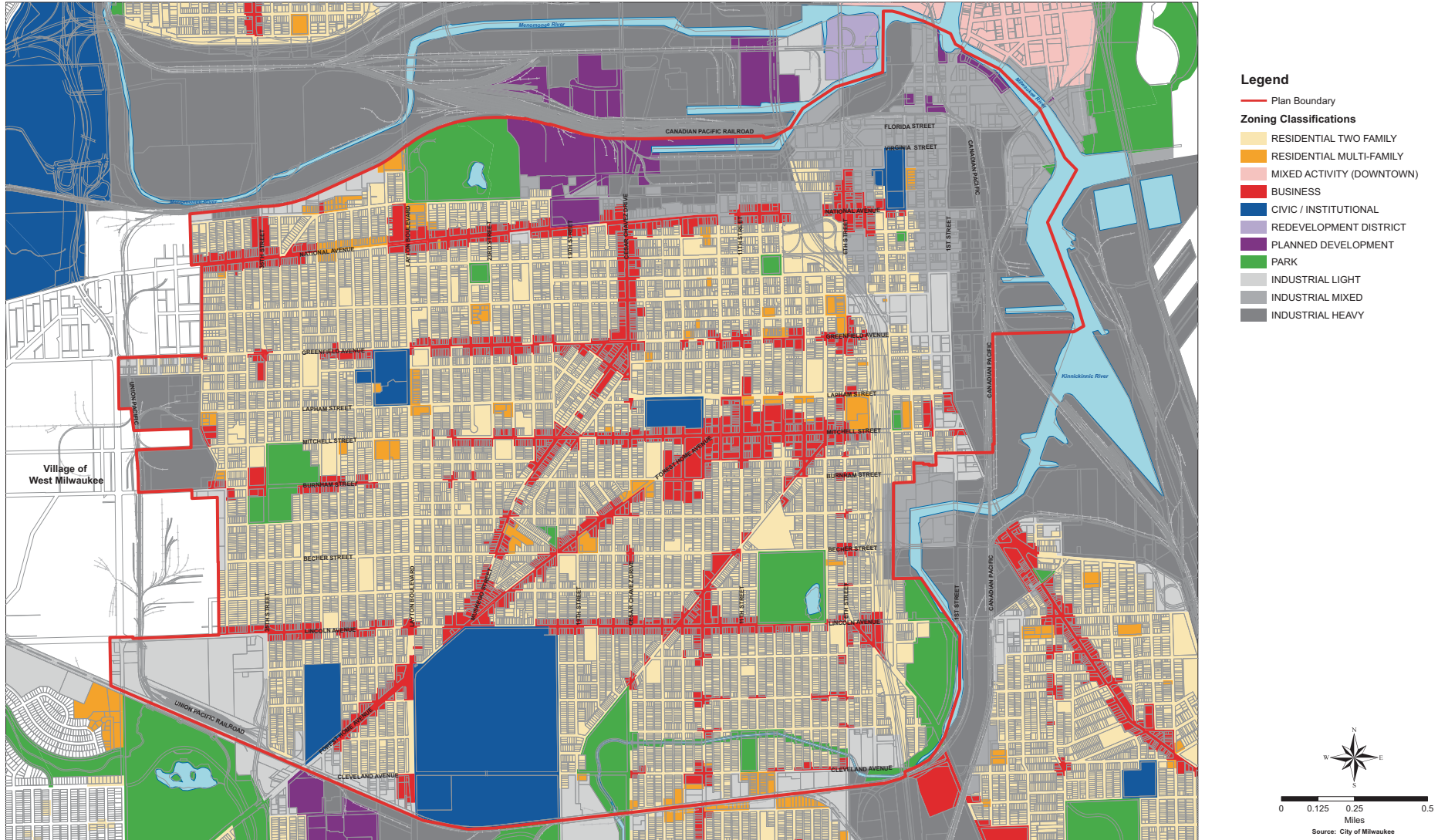


MAP 2 – EXISTING LAND USE





MAP 3 – ZONING



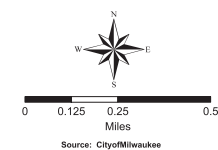


The map displays the Village of West Milwaukee and the Village of West Milwaukee. It shows the proposed 100-foot wide right-of-way for the Milwaukee-Seward Corridor. The map includes major roads like Highway 41, Highway 32, Highway 38, and Highway 59. It also shows the location of the Village of West Milwaukee and the Village of West Milwaukee. The map is color-coded to show different zones and the proposed right-of-way. Callouts indicate traffic volume data (VPD) for various locations along the corridor.

Location	VPD Data
18,800 VPD	(04/2005)
17,200 VPD	(04/2005)
15,000 VPD	(11/2005)
118,000 VPD	(2005)
18,100 VPD	(04/2005)
21,100 VPD	(04/2005)
11,000 VPD	(09/2002)
30,500 VPD	(06/2002)
12,800 VPD	(11/2005)
18,200 VPD	(03/2003)
13,600 VPD	(08/2005)
28,700 VPD	(04/2005)
19,700 VPD	(06/2002)

 PlanBoundary  
**RoadJurisdiction**  
 InterstateHighway  
 StateTrunkHighway  
**RoadClassification**  
 PrincipalArterial  
 MinorArterial  
 Collector  
 InterchangeLocations

General Mitchell Airport-5.8 Miles  
Intermodal Station-2.4 Miles  
Lake Express Ferry Station-2.7 Miles



area businesses. National Avenue and Layton Boulevard carry some of the highest traffic volumes in the planning area.

Due to the dense urban nature of the Near South Side, infrastructure takes up a large portion of the land. Roadways, alleys and railroad right of ways account for approximately 33% of the area's land mass which is approximately 6.3 square miles.

#### TRANSIT ROUTES

Map 5 shows the public transit routes serving the planning area. Currently, bus routes are present along all major roadways. However, Milwaukee County has been making transit route and service cutbacks that could impact future service to the Near South Side and other parts of the City. As discussed in the Market Analysis for the Near South Side, existing transit routes do not adequately serve outlying areas where most of the available jobs for the workforce in the Near South Side are located.

#### SERVICE AREAS, PROGRAM AREAS AND SPECIAL DISTRICTS

Map 6 shows the Aldermanic Districts serving the Near South Side. The west side of the planning area is largely within the 8th Aldermanic District with smaller portions to the south in the 11th and 13th Districts. As of 2008, Robert Donovan, Joe Dudzik, and Terry Witkowski were serving as the Alderman for the 8th, 11th and 13th districts respectively. The eastern half of the planning area is largely within the 12th Aldermanic District, which as of 2008 was served by James Witkowiak. A small portion of the 14th Aldermanic District, which was served by Tony Zielinski in 2008, is located in the southeast corner of the planning area.

Map 7 shows the Near South Side service districts. It includes the location of Milwaukee Public Schools, fire stations, libraries and police districts. It is worth noting only one library serves the entire Near South Side population.

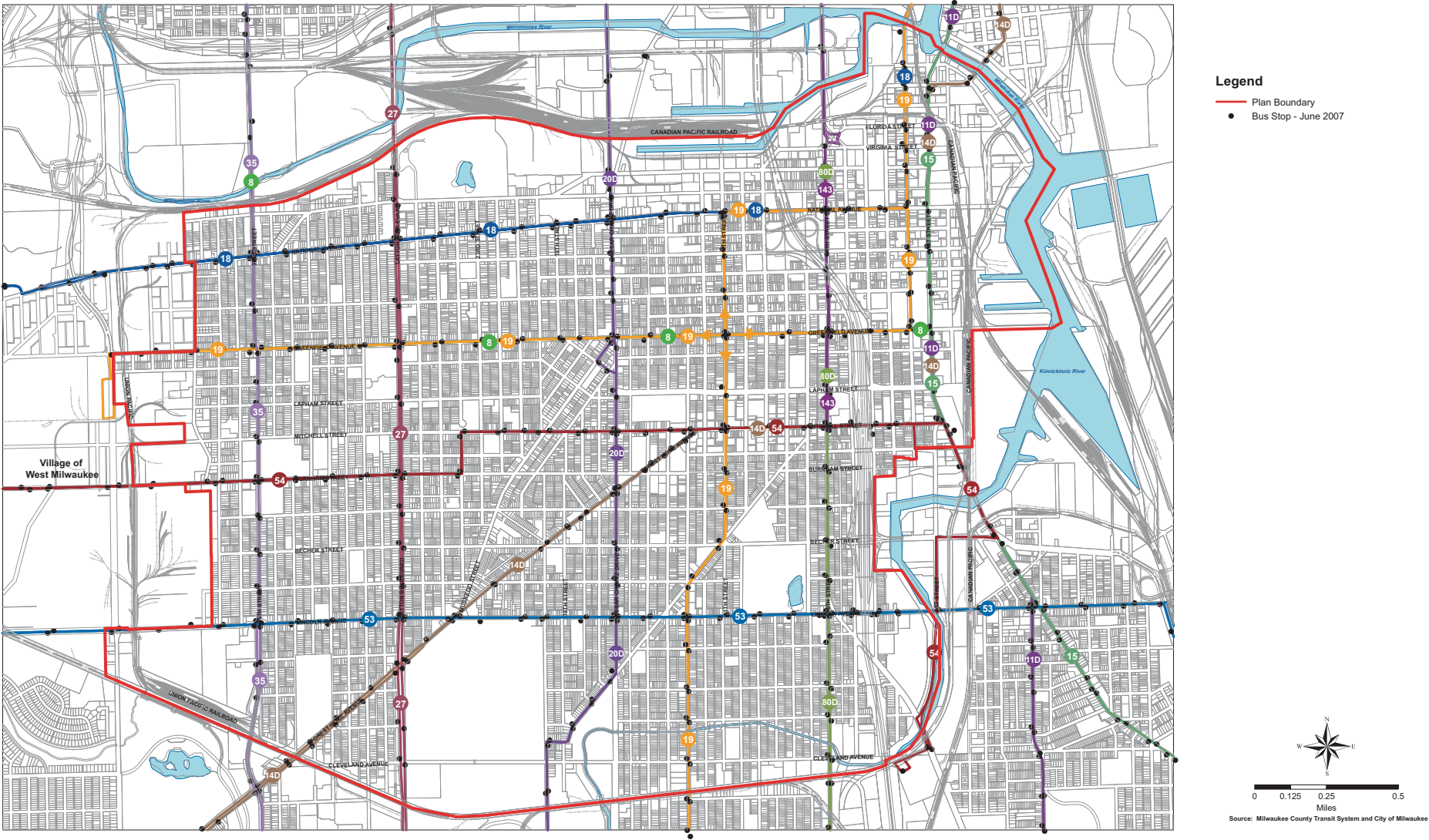
Map 8 shows the program areas. This map includes the Renewal Community boundaries and Target Investment Neighborhood (TIN) areas. A large portion of the Near South Side is contained within the Renewal Community boundary. Between 2001 and 2009 businesses in this area qualify for special federal tax incentives that encourage business development and employment. Two TINs, Clock Tower Acres and Silver City/National Park, are currently active within the Near South Side. The TIN program is a neighborhood revitalization tool that focuses resources in a relatively small area. The City of Milwaukee and its community partners utilize resources to increase home-ownership, improve property values and improve the physical appearance of an area.

Map 9 shows the five Tax Increment Districts (TID) in the Near South Side. TID 20 was created in 1993 to promote industrial development at the Florida Yards Industrial Park. TID 27, known as the Clarke Square redevelopment, was created in 1995 to remove blighted properties and develop the Pick 'N Save grocery store. TID 54 was created for the Stadium Business Park in 2004 and TID 68 was created in 2007 to partially fund the Riverwalk for the First Place on the River condominium project. The TID will also partially fund a boat launch with public access and street improvements for S. 1st Street from the Milwaukee River to the railway underpass as well as portions of S. 1st Place, E. Seeboth Street, and E. Pittsburgh Avenue. TID 71 was implemented in 2008 to promote business development along the Historic Mitchell Street corridor.

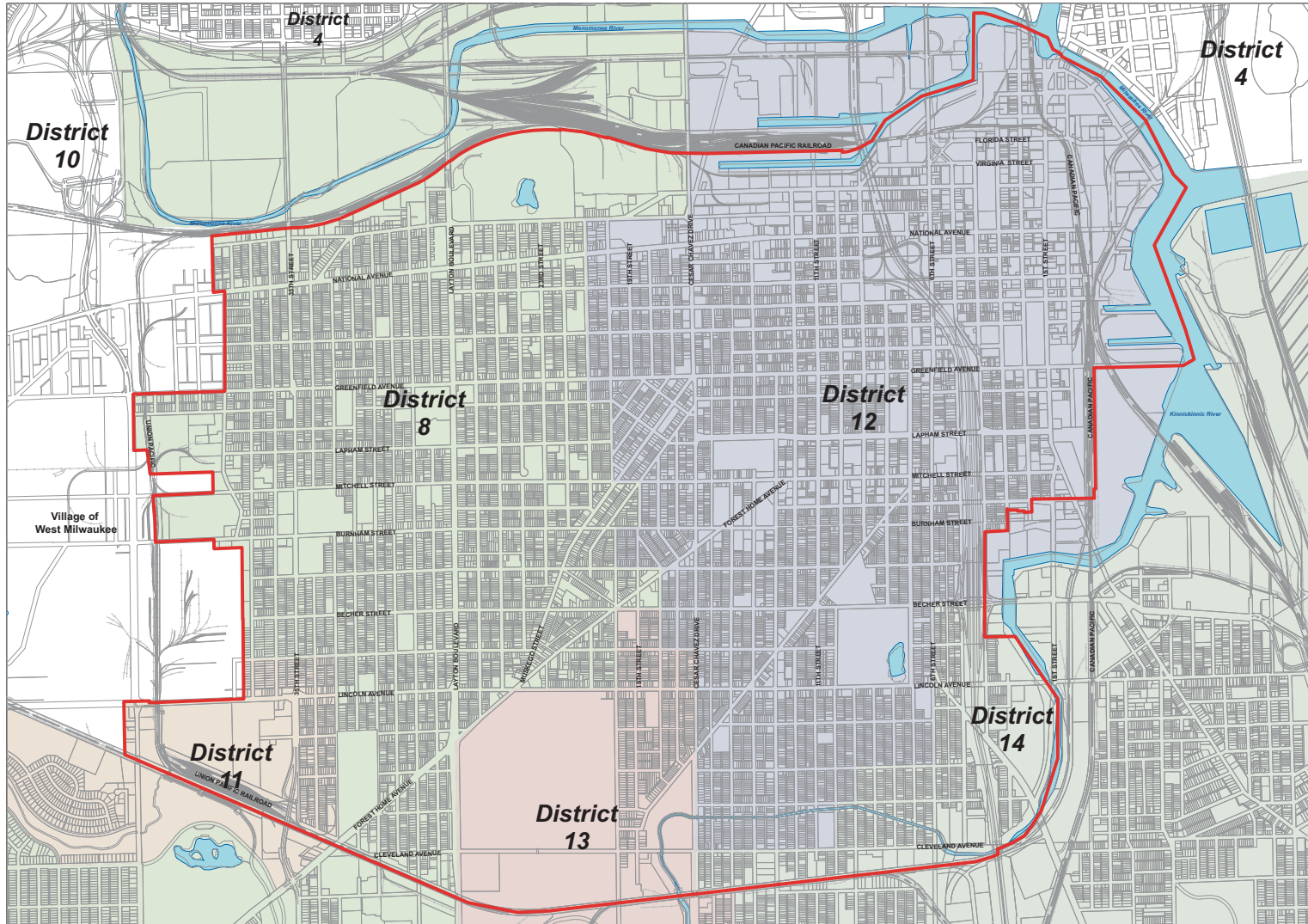
Map 9 also shows the Business Improvement Districts (BID) and Mainstreet districts in the Near South Side. Currently, two BIDs are operating in the planning area along Mitchell Street and Cesar Chavez Drive. Lincoln Village and Silver City are Milwaukee Mainstreet districts. In addition, Map 9 shows the locations of the Urban Redevelopment Areas within the Near South Side.



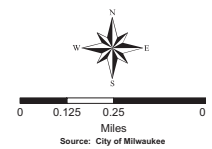
MAP 5 – TRANSIT ROUTES AND STOPS



MAP 6 – ALDERMANIC DISTRICTS



- Legend**
- Plan Boundary
  - Aldermanic Districts**
    - 8 - Robert G. Donovan
    - 11 - Joe Dudzik
    - 12 - James N. Witkowski
    - 13 - Terry L. Witkowski
    - 14 - Tony Zielinski





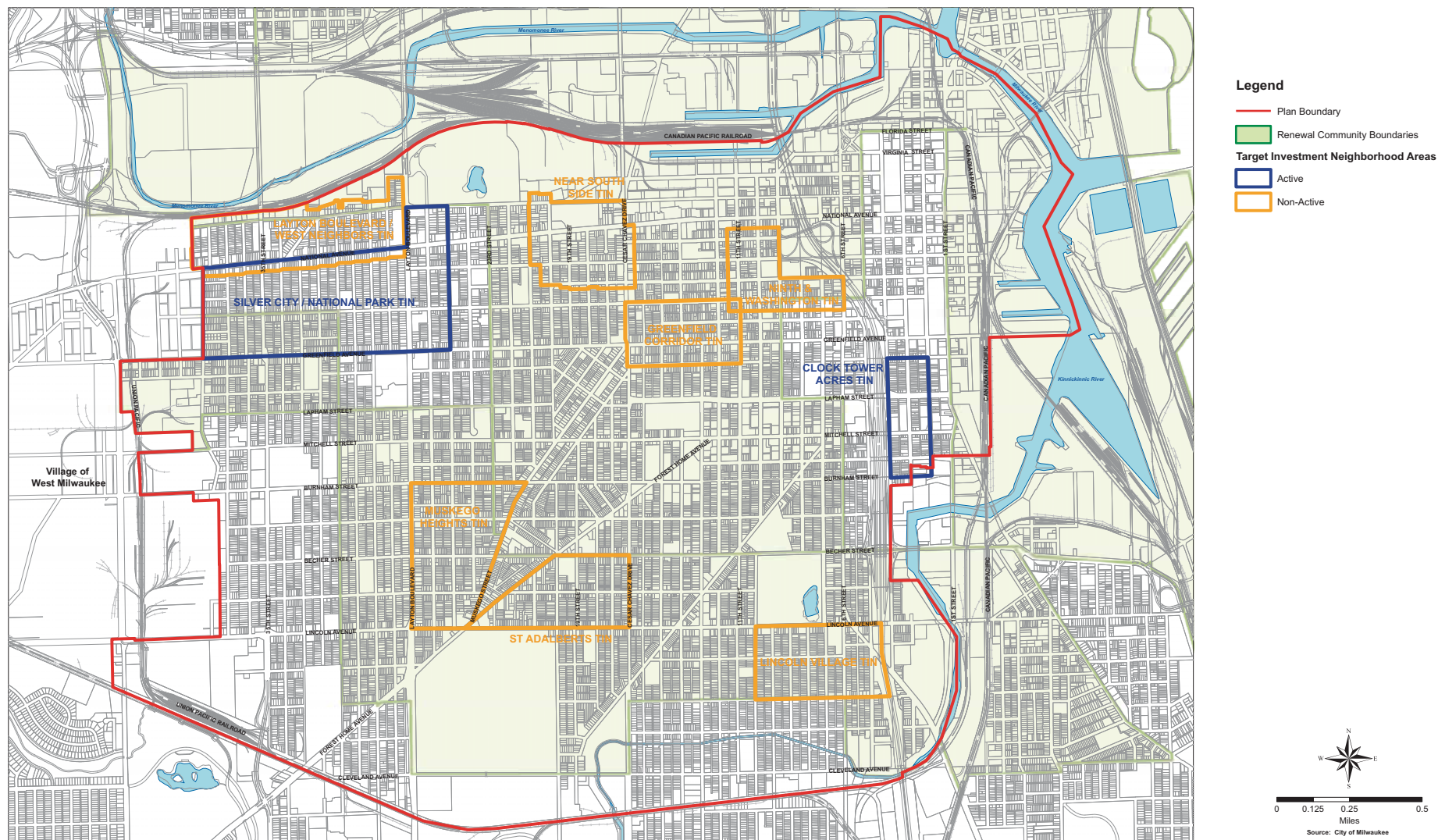
The map displays the Village of West Milwaukee, Wisconsin, with its streets and geographical features. The village is divided into three police districts, each outlined in red:

- Police District 1** (top right): Includes areas near the Koshkonong River and the Canadian Pacific Railroad.
- Police District 2** (bottom right): Includes areas near the Koshkonong River and the Canadian Pacific Railroad.
- Police District 6** (center): Includes the central part of the village, bounded by the Koshkonong River to the north and the Canadian Pacific Railroad to the south.

Key streets and landmarks shown include:

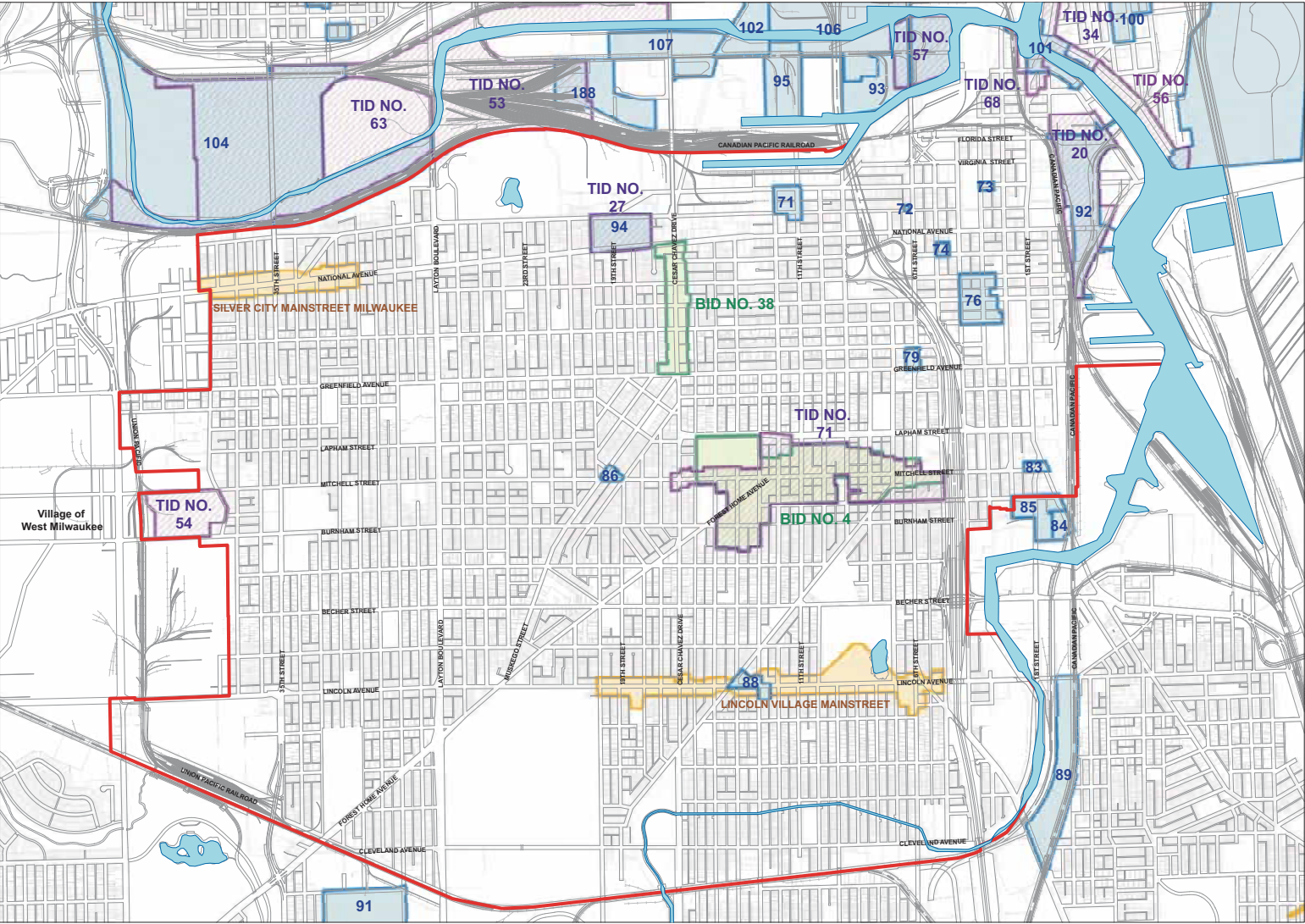
- Streets:** National Avenue, Greenfield Avenue, Lapham Street, Mitchell Street, Burnham Street, Lecher Street, Lincoln Avenue, Cleveland Avenue, 5th Street, 10th Street, 15th Street, 20th Street, 25th Street, 30th Street, 35th Street, 40th Street, 45th Street, 50th Street, 55th Street, 60th Street, 65th Street, 70th Street, 75th Street, 80th Street, 85th Street, 90th Street, 95th Street, 100th Street, 105th Street, 110th Street, 115th Street, 120th Street, 125th Street, 130th Street, 135th Street, 140th Street, 145th Street, 150th Street, 155th Street, 160th Street, 165th Street, 170th Street, 175th Street, 180th Street, 185th Street, 190th Street, 195th Street, 200th Street, 205th Street, 210th Street, 215th Street, 220th Street, 225th Street, 230th Street, 235th Street, 240th Street, 245th Street, 250th Street, 255th Street, 260th Street, 265th Street, 270th Street, 275th Street, 280th Street, 285th Street, 290th Street, 295th Street, 300th Street, 305th Street, 310th Street, 315th Street, 320th Street, 325th Street, 330th Street, 335th Street, 340th Street, 345th Street, 350th Street, 355th Street, 360th Street, 365th Street, 370th Street, 375th Street, 380th Street, 385th Street, 390th Street, 395th Street, 400th Street, 405th Street, 410th Street, 415th Street, 420th Street, 425th Street, 430th Street, 435th Street, 440th Street, 445th Street, 450th Street, 455th Street, 460th Street, 465th Street, 470th Street, 475th Street, 480th Street, 485th Street, 490th Street, 495th Street, 500th Street, 505th Street, 510th Street, 515th Street, 520th Street, 525th Street, 530th Street, 535th Street, 540th Street, 545th Street, 550th Street, 555th Street, 560th Street, 565th Street, 570th Street, 575th Street, 580th Street, 585th Street, 590th Street, 595th Street, 600th Street, 605th Street, 610th Street, 615th Street, 620th Street, 625th Street, 630th Street, 635th Street, 640th Street, 645th Street, 650th Street, 655th Street, 660th Street, 665th Street, 670th Street, 675th Street, 680th Street, 685th Street, 690th Street, 695th Street, 700th Street, 705th Street, 710th Street, 715th Street, 720th Street, 725th Street, 730th Street, 735th Street, 740th Street, 745th Street, 750th Street, 755th Street, 760th Street, 765th Street, 770th Street, 775th Street, 780th Street, 785th Street, 790th Street, 795th Street, 800th Street, 805th Street, 810th Street, 815th Street, 820th Street, 825th Street, 830th Street, 835th Street, 840th Street, 845th Street, 850th Street, 855th Street, 860th Street, 865th Street, 870th Street, 875th Street, 880th Street, 885th Street, 890th Street, 895th Street, 900th Street, 905th Street, 910th Street, 915th Street, 920th Street, 925th Street, 930th Street, 935th Street, 940th Street, 945th Street, 950th Street, 955th Street, 960th Street, 965th Street, 970th Street, 975th Street, 980th Street, 985th Street, 990th Street, 995th Street, 1000th Street.
- Landmarks:** Koshkonong River, Canadian Pacific Railroad, US Highway 18, Village of West Milwaukee.

## MAP 8 – PROGRAM AREAS





MAP 9 – REGULATORY DISTRICTS



Map 10 shows the public parks, playgrounds and trails located within the Near South Side. The planning area contains just over 200 acres of parkland. Almost half of those acres are contained in Mitchell and Kosciusko parks. Other large parks in the area include Baran/Lincoln Field, Pulaski, Burnham and Rogers parks. Public schools in the area also provide some open space for residents and children in the area.

The existing parks provide an excellent amenity for the planning area. However, park space is not well distributed throughout the area and is concentrated to the north and south sides of the plan boundary. The central portion of the area does not contain any significant open space. This could be a problem for residents and children whose only option is to walk to park space. The lack of park space also does not provide relief for a relatively dense urban area.

Existing bike routes in the area include the on-street bike route along Layton Boulevard, a portion of the Oak Leaf Trail and the Hank Aaron State Trail in the Menomonee Valley. Planned bike routes include the Southside trail that travels along the eastern side of the planning area, an extension of the Oak Leaf Trail that travels along the Kinnickinnic River parkway and the Bike Boulevard that travels along the western side of National Avenue. Several on-street bike lanes are also planned in the Near South Side.

#### HISTORIC RESOURCES

The Near South Side has several historic resources as shown on Map 11. The area has several individual properties on the National Register of Historic Places and the following 6 historic districts:

- Layton Boulevard Historic District
- Burnham Street National Historic District
- Forest Home Cemetery
- Mitchell Street Historic District
- Walker's Point Historic District
- S. 1st and S. 2nd National Historic District

As mentioned in Chapter 1, the Wisconsin Historical Society approved a new historic district that includes 12 properties at the northern end of Walker's Point on W. Florida Street from S. 6th Street to S. 2nd Street and S. 3rd Street from W. Florida Street to W. Pittsburgh Street. The district will also seek federal historic designation.



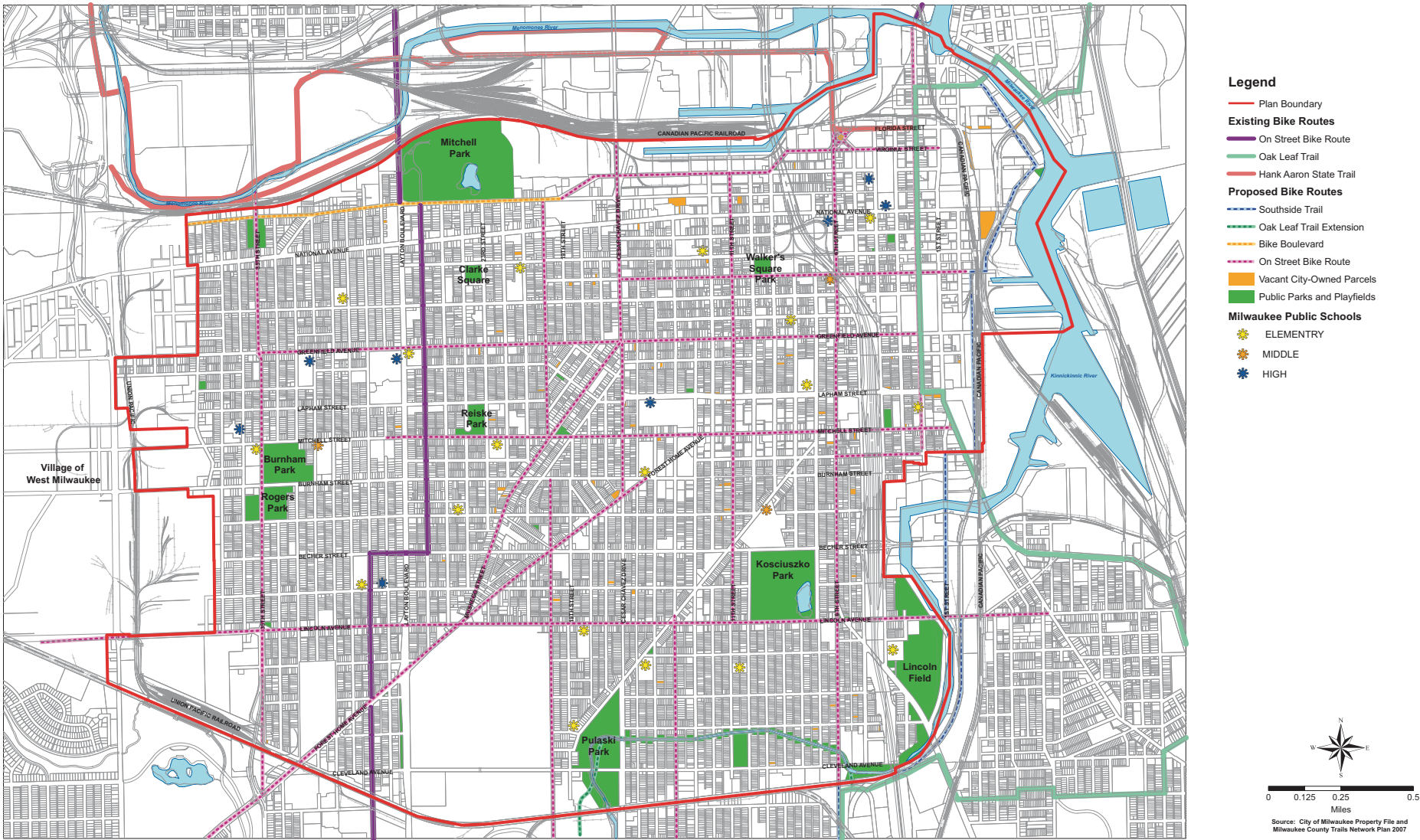
#### DEVELOPMENT OPPORTUNITIES AND REHABILITATION AREAS

Map 12 shows the parcels within the Near South Side that are subject to change. Susceptible properties include vacant, vacant city-owned, non-owner occupied and tax delinquent parcels. While tax delinquent parcels are distributed throughout the planning area, non-owner occupied properties appear to be concentrated on the eastern side of the planning area. Also, very little vacant land is available throughout the entire planning area. Vacant parcels that do exist are generally small in size. The lack of vacant land makes it difficult to create new development opportunities of any significant scale in this area without demolishing existing buildings. Given the lack of vacant land, parking lots could be another source of land to consider for development. Map 13 shows surface parking lots within the Near South Side. The lots are concentrated in the Walker's Point/Fifth Ward area and along the Historic Mitchell Street corridor.

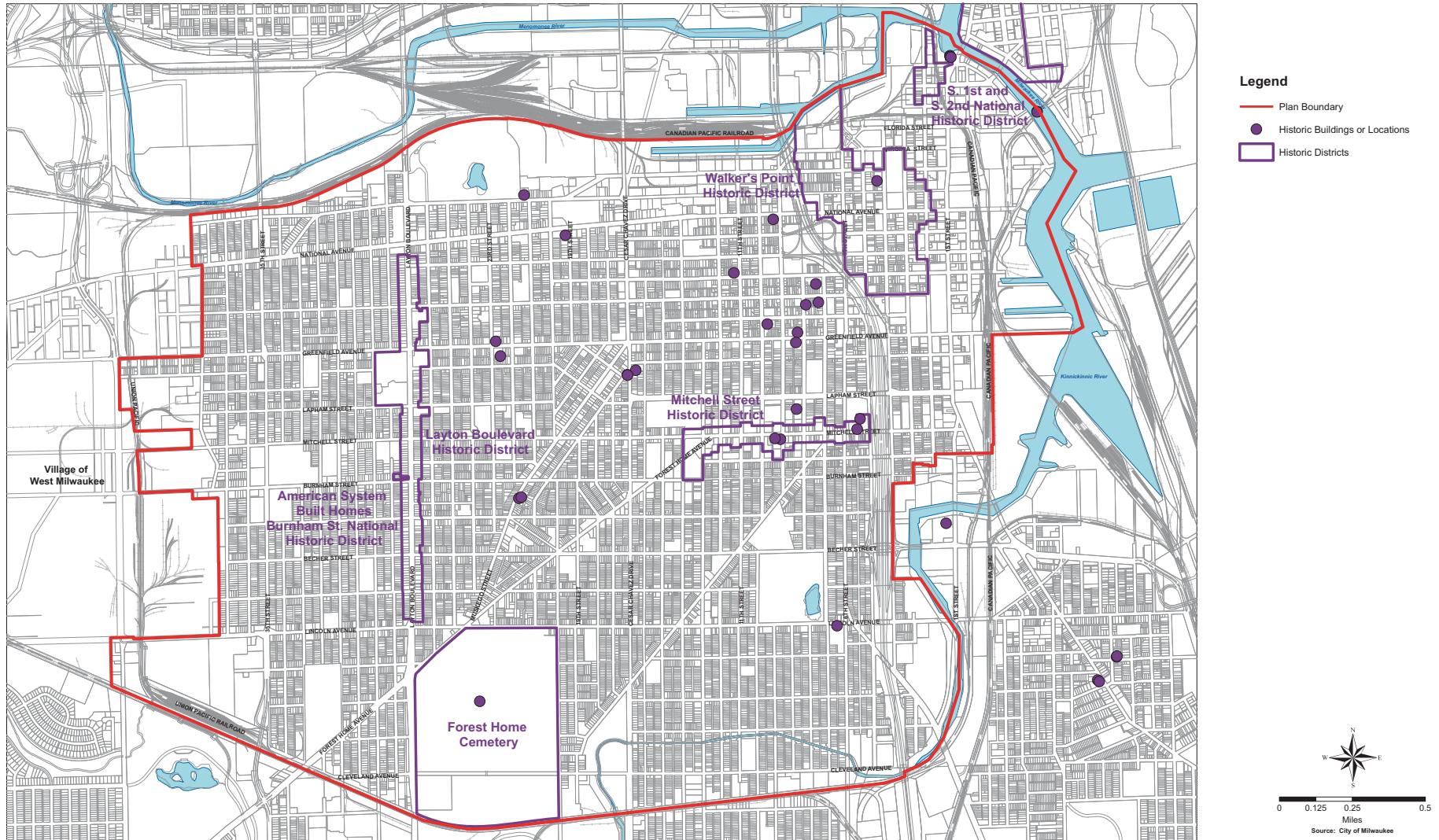
Map 14 shows the owner occupied properties within the Near South Side. In contrast to Map 12, the owner-occupied units are concentrated on the western side of the planning area. These areas may require interventions to preserve and enhance the housing stock and owner occupancy rates in these areas. The fewest owner-occupied parcels appear to be located in the central and northeastern portions of the planning area.



MAP 10 – PUBLIC PARKS, PLAYGROUNDS AND BIKE ROUTES

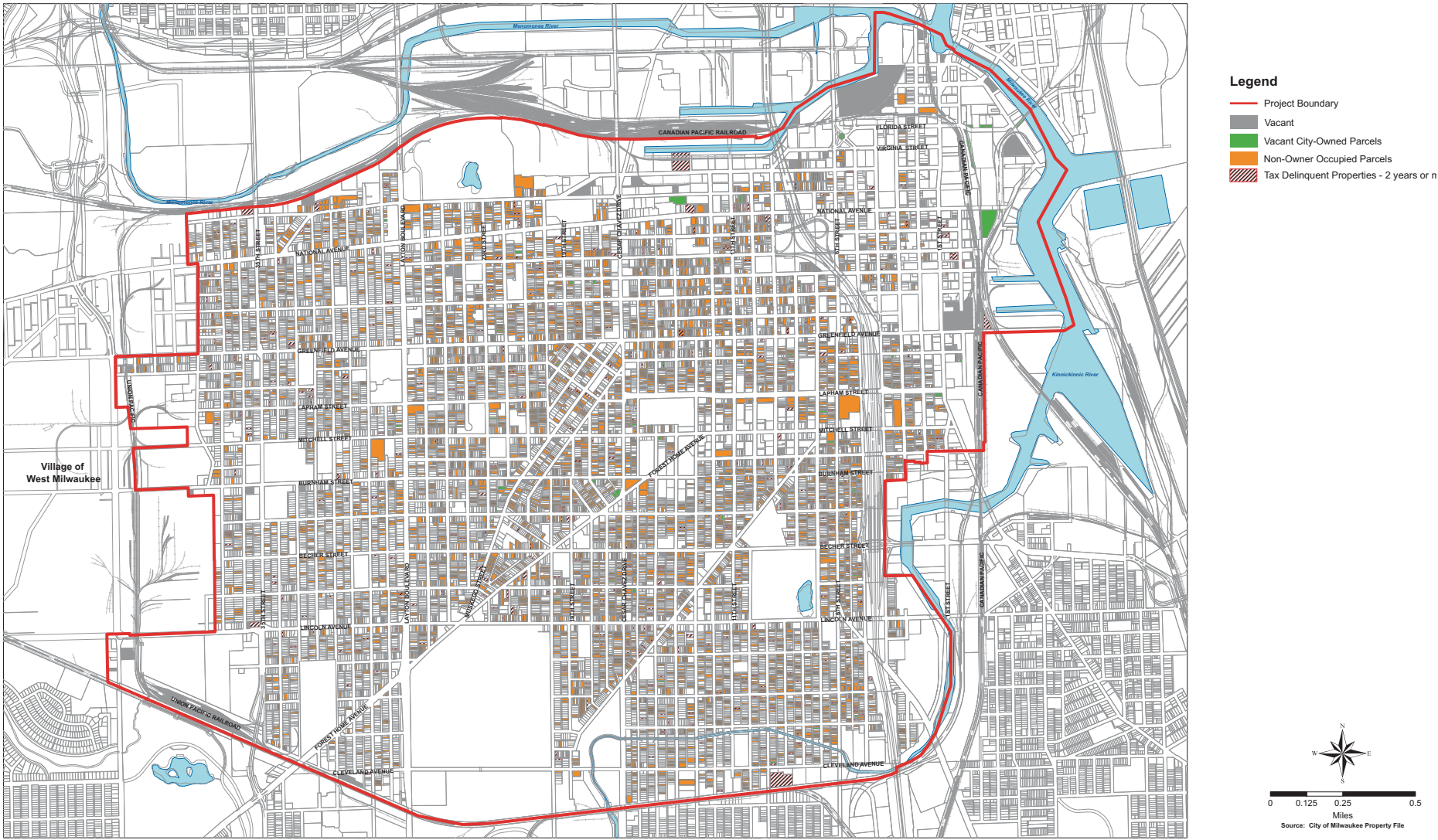


MAP 11 – HISTORIC RESOURCES



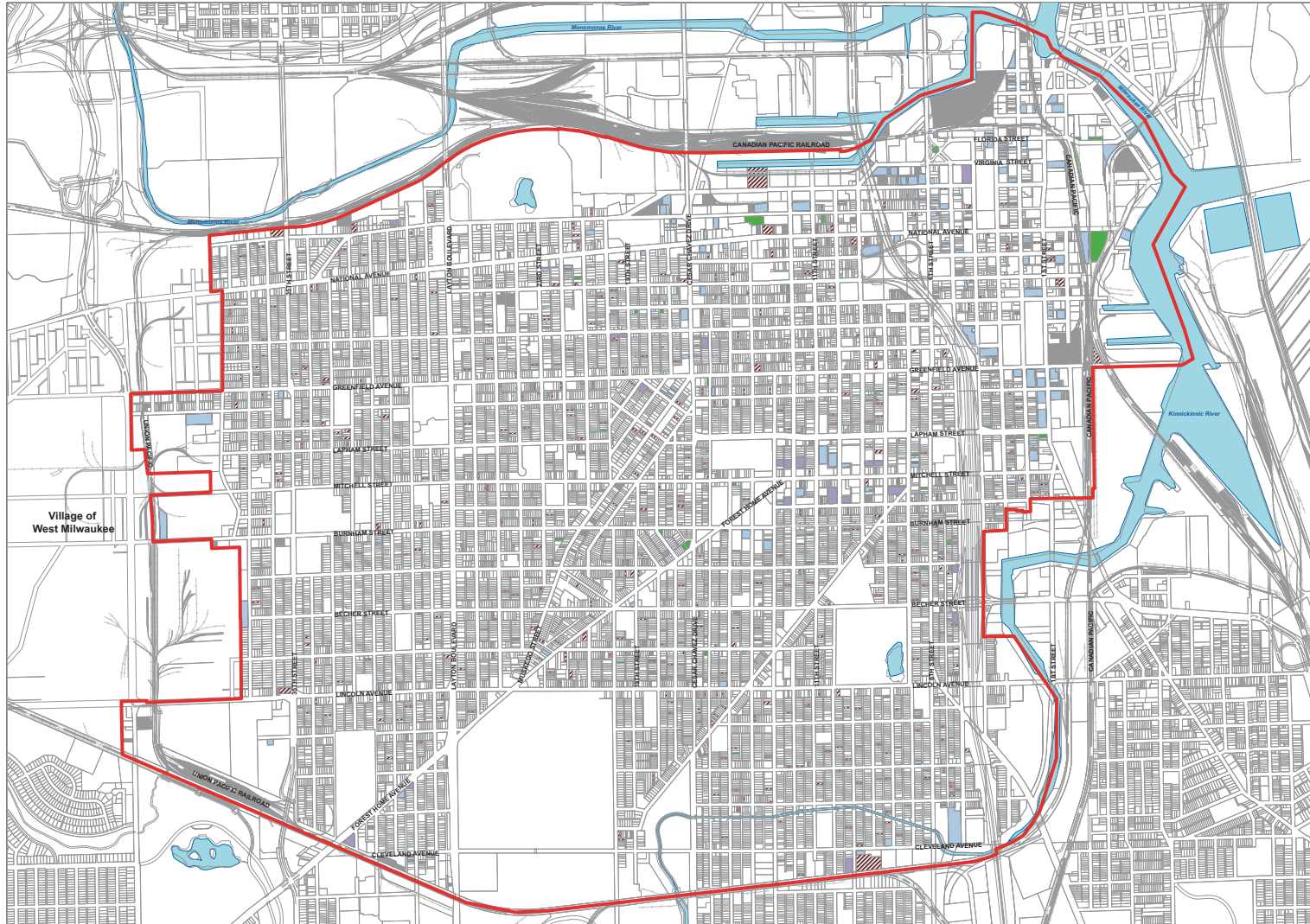


MAP 12 - SUSCEPTIBILITY TO CHANGE AND NON-OWNER OCCUPIED





MAP 13 – SUSCEPTIBILITY TO CHANGE AND PARKING LOTS



**Legend**

— Plan Boundary

**Susceptible Parcels**

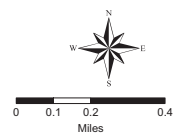
Parking Lot

Public Owned Parking Lots

Vacant

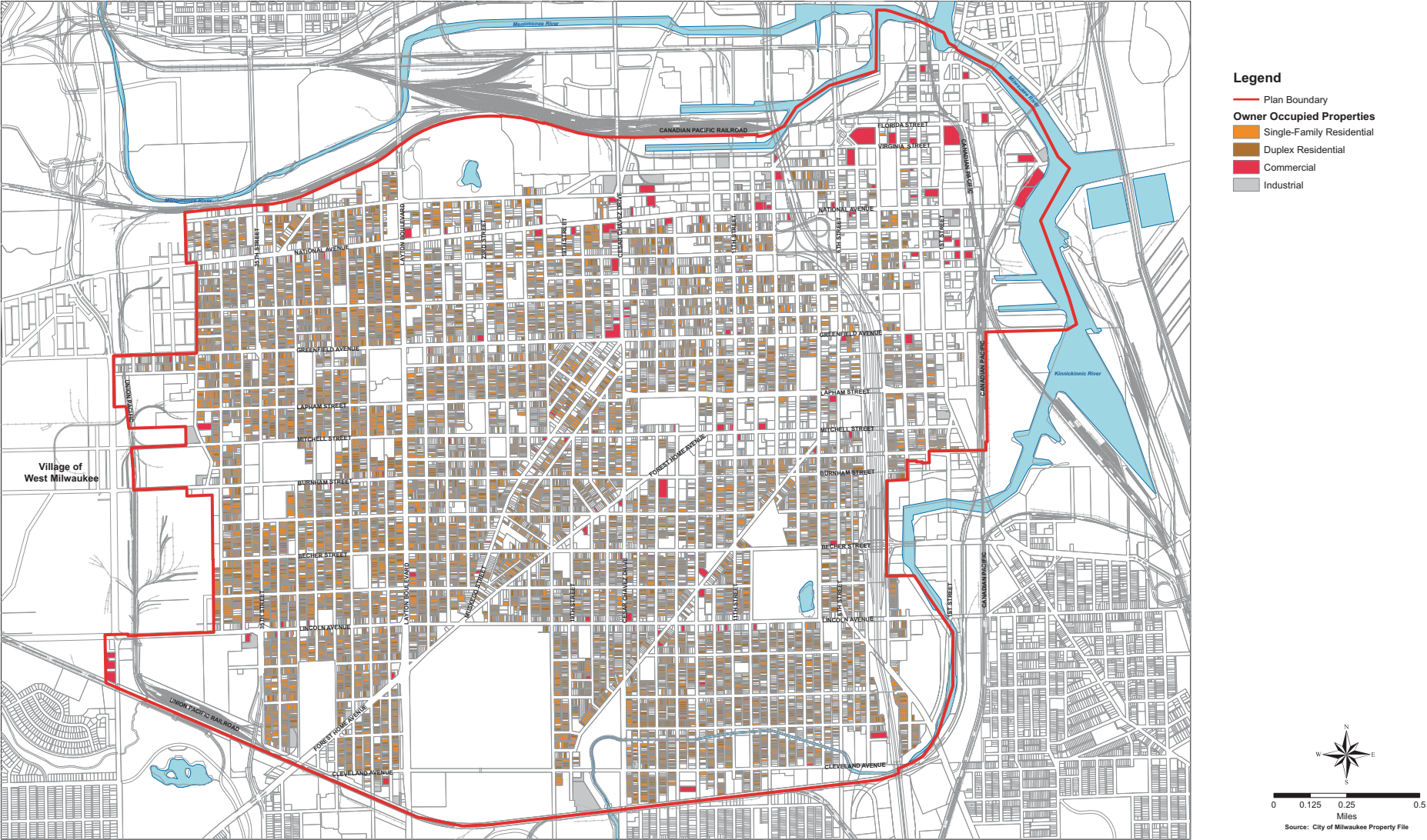
Vacant City-Owned Parcels

Tax Delinquent Properties - 2 years or more



Source: City of Milwaukee Property File

MAP 14 – REHABILITATION OPPORTUNITIES





## MARKET ANALYSIS OVERVIEW

A market analysis was conducted by the Center for Neighborhood Technology to gain a better understanding of the residential, commercial and industrial marketplace in the Near South Side. A summary of the market analysis report is provided below.

### INTRODUCTION

The Near South Side has been a successful residential community for more than 100 years. It is a place where several generations of immigrants have passed: working hard and living economically to gain prosperity, sinking roots and integrating into American life. The Near South Side has been and remains today:

- A source of labor for Milwaukee area industries,
- A community that can support a broad variety of retail and service businesses,
- An affordable community, where households can enjoy a lower cost of living than in many other parts of the region,
- One of Milwaukee's leading communities in attracting investment and business growth.

The Near South Side is challenged by shifts in the national economy including:

- Transformations in the industrial sector such as reductions in the number of laborer jobs, higher skill requirements for new jobs, and the relocation of many industrial businesses to outlying suburbs,
- The movement of general merchandise retailing from neighborhood to regional shopping centers and the clustering of neighborhood retail in distinctive districts rather than alignments along the length of arterial streets.
- The redevelopment of central city neighborhoods into homes for professional workers, often accompanied by financial pressures that displace the earlier working class residents.

These changes could undermine the viability of the Near South Side as a community that meets the needs of its residents. But with effective planning and decisive action by the City of Milwaukee and its community leaders, the Near South Side can reposition itself as an economically and ethnically integrated community that will work well for its current and future residents.

### RETAIL DEMAND AND SPENDING PATTERNS

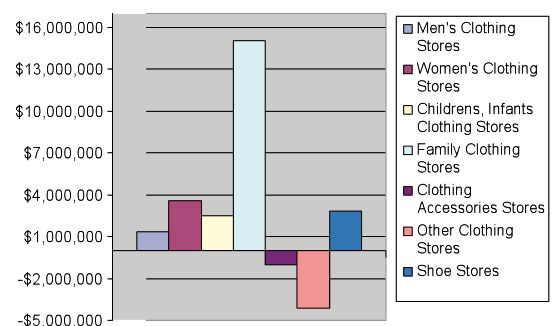
In the area that lies within a 1.9 mile radius of the Near South Side's geographic center (the smallest circular area that encompasses the entire planning area) there is a \$364 million annual retail gap. This means Near South Side residents are leaving the area to purchase goods and services that are not available in the Near South Side market area. The retail gap averages \$3,400 annually for every resident within the Near South Side market area.

The majority of the retail gap is for products that people typically buy in department stores, warehouse club stores, or specialty "big box" stores (including portions of their purchases of clothing, household furnishings, building materials, electronics and appliances). These types of stores are usually located in regional shopping centers, as opposed to individual buildings on commercial streets or neighborhood shopping centers. The Near South Side currently does not contain a regional shopping center, and the purchases of community residents often occur at shopping centers along Miller Parkway immediately west of the planning area.

Other portions of the retail gap includes types of stores found in the area's shopping districts, mingled with some types of business for which the Near South Side's local shopping districts reveal strengths and even surpluses. For example:

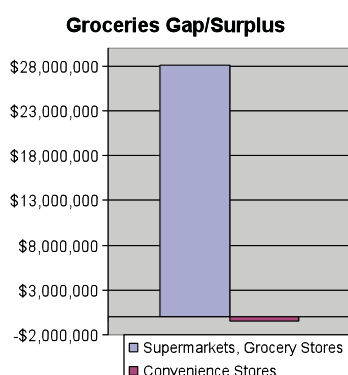
- The Near South Side has a \$38 million gap in clothing store sales, but it shows a surplus for specialty clothing and accessories (\$5.1 million) probably generated by the clothing stores associated with Latino and Asian culture in several area shopping districts. See Figure 7.

**Clothing Store Gap/Surplus**



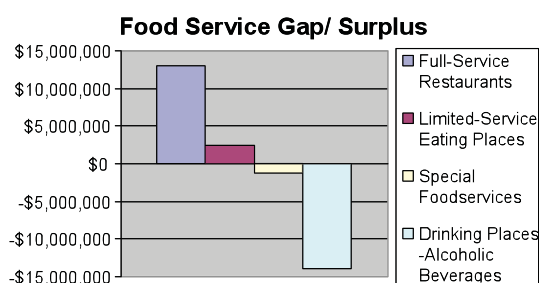
**FIGURE 7: RETAIL GAP/SURPLUS FOR CLOTHING STORES**

- The Near South Side shows a \$28 million gap in grocery store sales; however, nationally urban neighborhoods with similar income levels often experience a much larger grocery store gap. This suggests relative strength in its culturally associated grocery stores. The Near South Side also shows a small surplus for convenience store sales. See Figure 8.



**FIGURE 8: RETAIL GAP/SURPLUS FOR GROCERY STORES**

- A \$13 million gap is reported for full-service restaurants. As in the case of grocery stores, gaps for this type of restaurant are often larger in economically comparable communities, indicating strength for the culturally associated restaurants of the Near South Side. The area also records a modest surplus (\$1.2 million) for specialty food services, which include culturally associated bakeries. See Figure 9.



**FIGURE 9: RETAIL GAP/SURPLUS FOR FOOD SERVICE ESTABLISHMENTS**

- Near South Side shopping districts display interesting surpluses for music and musical instrument stores (\$3.4 million) probably associated with the community's Latino music shops and a surplus for books and news dealers (\$2.8 million), which may reflect the distribution of non-English books and newspapers.

While the neighborhood shopping centers of the Near South Side have room to grow, they are competitive in categories in which neighborhood shopping districts can compete, and they display areas of strength apparently linked with their cultural identity.

#### TRAVEL AND "HOUSING + TRANSPORTATION" COST

In light of the employment, land use, and retail patterns of the Near South Side, daily travel is a challenge for many community residents. Most Near South Side workers must commute outside of the community, frequently to distant suburbs. And the retail gap shows that residents need to make many shopping trips to other areas. Yet residents manage to meet these challenges with transportation costs lower than the regional average.

Most Near South Side workers spend longer than 20 minutes each way in their daily commutes. They are more likely than workers in the city overall to commute by carpool, bus, or other means that do not involve driving a private car. In at least two cases, stakeholder interviews confirmed private companies in outlying suburbs hire their own buses to bring Near South Side workers to and from their job sites each day – an arrangement that may be good for the environment but may indicate limited options for workers and the seriousness of business needs for Near South Side labor. The limited worker options and business needs are demonstrated by the presence of 17 temporary labor offices in the Near South Side.

Near South Side residents frequently meet their transportation needs without owning a car. According to the most recent census, 27.1% of Near South Side households do not own a car, while only 21.4% of city households and 16.3% of Milwaukee County households do not own a car. Since the average amortized cost of owning, insuring, maintaining and fueling a car is over \$7,000 per year and rising, lower rates of car ownership is an economic advantage for Near South Side households compared to most Milwaukee area residents. Many Near South Side households can realize this advantage because the combination of public transportation, informal car sharing arrangements, and shopping districts and other amenities within walking distance allow them to spend less on car transportation.

For most American households the two largest budget items are housing (32% of income for the average household in the Midwest) and transportation (17% of income in the Midwest). The cost of these combined necessary expenses is 49% for the average Midwestern household, and for lower income communities, the combined percentage cost is frequently much higher. In the Near South Side the housing plus transportation cost is approximately 54% of income or approximately \$14,844 per year for the median household (with reference to Year 2000 household income data), which may be compared to a housing plus transportation cost of 46.5% of income or approximately \$21,451 per year for the median household in the Milwaukee metropolitan area (again referring to Year 2000 income data). The difference of approximately \$6,600 per year in the housing plus transportation cost represents savings that the typical Near South Side household realizes by living in this community.

#### CRIME RATES

Between 2005 and 2007 rates of personal and property crimes in the Near South Side were nearly identical to rates in the City of Milwaukee overall. These data do not preclude the possibility that crime may be worse than the city level in some hot spots. Stakeholder interviews revealed widely different perceptions of crime in the community, some feeling that crime was a serious problem, others thinking it was no worse than in any urban area. Implications for development that can be drawn from this information are that:

- Efforts should be made to combat a perception of widespread crime that is apparently worse than the reality.
- Planning for specific sensitive areas (such as neighborhood shopping centers) should incorporate design, high-contact policing, and neighborhood/merchant engagement techniques to discourage crime and ensure public safety.

#### PROPERTY AND BUSINESS DEVELOPMENT PATTERNS

In the years leading up to 2006 (the last year for which complete data was available at the time of this analysis) the Near South Side consistently showed signs of robust investment, business, and property value growth, illustrated by the following points:

- Between 2002 and 2006, sales price per building square foot in the Near South Side increased each year and rose from \$39 per square foot to \$61 per square foot.
- Between 1999 and 2006, the annual number of construction permits issued for Near South Side properties increased in most years, rising from 236 to 424 per year, and averaging 373 per year. (Most of these permits were for building renovations and additions.)
- Between 1999 and 2006, the annual value of all construction investments increased in most years, rising from \$37.8 million to \$124.1 million and averaged \$56.3 million.
- Between 1999 and 2006, the annual number of occupancy permits issued for Near South Side locations (usually for new or expanded businesses to take occupancy after a renovation or construction project) increased in most years and rose from 268 to 410.
- The value of land per square foot in the Near South Side (for residential, commercial, mixed, and industrial use) increased at a gradually accelerating pace between 1995 and 2006. Between 2001 and 2006 the rate of growth in every land use category exceeded that for the City of Milwaukee as a whole. By 2006 the absolute square foot value of land in the Near South Side exceeded the average for the city in most land use categories.
- While rates of growth in land value were extraordinary in the Walkers Point area between 2001 and 2006, growth in all of the Near South Side Business Improvement Districts (BID), Targeted Investment Neighborhoods (TIN), and Main Street market areas were steady and generally exceeded the rate of growth for the city overall.



Certainly the national real estate recession of 2007-2008 is causing a downturn in the types of growth that the Near South Side recorded through 2006. However, given the broad and sustained nature of the property and business investment growth that the Near South Side has demonstrated in the last decade, it is likely that the recession will have less impact on the Near South Side than most areas of the nation and the Milwaukee region.

The impressive property and business development of the Near South Side has been achieved without net change in the developable acreage, since the community is fully built out. Some properties have been developed more intensively; others have changed uses. Properties in purely commercial use have declined in building space (20%) and acreage (10%) while increases in building space (20%) and in acreage (5%) have occurred for mixed commercial and residential properties. Most of the commercial buildings that closed entirely were on arterial streets away from concentrated shopping districts. Other properties that were solely in commercial use have become mixed, especially in the established neighborhood shopping districts, where such properties are concentrated. These changes reflect a national trend for neighborhood retail stores to cluster in places where they can compliment each other in customer attraction and hopefully create a sense of place in which customers will find value.

## RETAIL OPPORTUNITY CLUSTER ANALYSIS

To identify the places in the Near South Side that have the strongest opportunity to develop as neighborhood shopping districts, a “Retail Opportunity Cluster Analysis” was completed. The analysis considered characteristics such as traffic counts, aggregate buying power, business counts, sales levels, and land available for development in the areas surrounding 115 intersections in the planning area. The intersections with the most opportunity were located in the existing BID areas (Cesar Chavez and Historic Mitchell) and Main Street market areas (Lincoln Village and Silver City) as well as the intersection of 5th Street and National Avenue. See Exhibit 2.

A second Retail Cluster Opportunity Analysis was conducted to identify Near South Side sites with sufficient available land and highway access to qualify as potential regional shopping center sites. Several possible locations in the Walkers Point and Fifth Ward areas were identified using these criteria. Sites that held the most opportunity for larger scale development were concentrated along 1st Avenue, just north of National to Lapham Boulevard. In addition to the availability of vacant land and parking, the 1st Avenue corridor is easily accessible from I-94, which is necessary for such development to draw customers from outside the planning area.

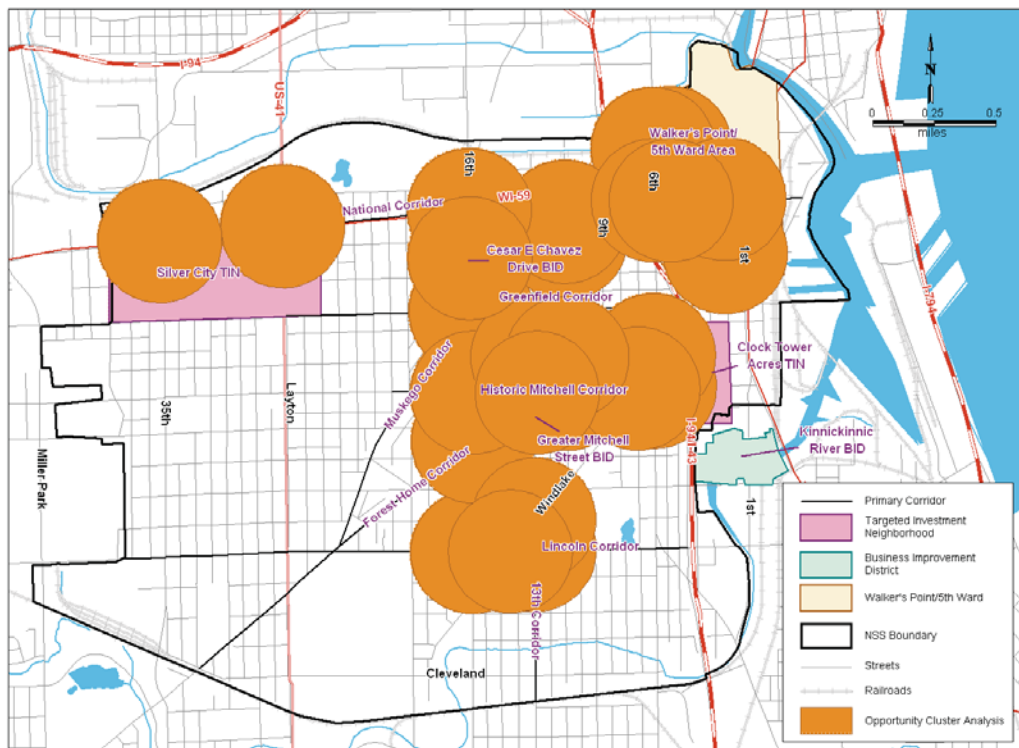


EXHIBIT 2: NEIGHBORHOOD RETAIL OPPORTUNITY CLUSTER – TOP 26 SITES

The market information points to three basic findings that are important to the economic development of the Near South Side. Addressing these findings will give the City and its community partners an opportunity to position the Near South Side for beneficial economic growth. Developers and other investors who also work to address these issues also have the potential to achieve strong, long-term rates of return.

1. *Near South Side workers would benefit from a comprehensive program that integrates worker training, transportation, and placement, including shifts from temporary to permanent employment to meet the current demands of industrial employment.*

This finding could be implemented by a not-for-profit organization such as Suburban Job Link, recently renamed Harborquest, of Chicago (SJL/H). Over more than 30 years, SJL/H has developed a holistic and integrated approach to employment training, temporary and permanent placement, transportation, and ongoing worker support. SJL/H provides or coordinates training along a broad continuum of need from basic literacy and English language instruction to associate degree programs. SJL/H places workers in temporary and permanent jobs, as an alternative to private companies that perform these functions. Unlike private contractors that typically penalize employers for hiring temporary workers on a permanent basis, SJL/H encourages and supports this transition. SJL/H also coordinates bus route and van pool transportation to worksites in cooperation with public transit agencies; SJL/H can provide such coordination effectively because the workers it places provide a base ridership for bus or van service.

Along with the programs of SJL/H, an initiative for industrial employment should consider how a number of cities have increased the utilization of employment training programs by placing a technical college satellite campus in a neighborhood shopping district of a community that particularly needs its services, such as the Near South Side.

To carry out a comprehensive worker program Near South Side community leaders should form a standing coalition that strives to enhance existing community-based programs for worker development and act as the community's advocate in integrating the application of regional worker training, placement, and transportation services to the Near South

Side. The coalition would need to determine whether it could achieve its objectives entirely through advocacy and the coordination of existing programs, or if it needed to form a new organization to implement an effective initiative for industrial workers.

2. *Develop five neighborhood commercial districts to their full potential and plan a regional shopping center to meet the market needs and opportunities of the Near South Side.*

Per the information summarized above, the Cesar Chavez and Historic Mitchell BIDs, the Lincoln Avenue and Silver City Main Street Districts, and the intersection of 5th Street and National Avenue should be the primary neighborhood shopping districts of the Near South Side. While each of these districts has unique features, we recommend that all of these districts should be developed with some common principles, which are demonstrated by the 26th Street commercial district of the Little Village community of Chicago. Little Village is a predominantly Mexican-American community of more than 90,000 residents; its 26th Street business district includes about 900 businesses and generates more than \$1 billion per year in sales. Near South Side business districts are advised to follow these practices that have made 26th Street & Little Village highly successful:

- By serving the daily shopping needs of the local population, authentically preserve and present a cultural identity that will affirm residents' sense of place and help to attract thousands of visitors. Proclaim the district's identity in its plaza, gateway, and façade architecture, and in public art, and festivals.
- If necessary secure city, regional, state, or federal funds to pay for streetscape or public area improvements that are beyond the means of local merchant contributions.
- In early stages of development aggressively identify and rehabilitate or replace substandard buildings, if necessary through public receivership or purchase. (In later development stages market forces will enforce these standards.)
- Ensure a retail mix that meets the convenience needs of the surrounding neighborhood, if necessary through aggressive recruitment and public incentives.
- Build shared parking to conserve space and encourage walking through the district.
- Ensure public transit service to and through the district.
- Make multi-story, mixed use buildings the standard for district construction, in order to contribute to necessary intensity of use.

To pursue the market and site opportunities for a regional shopping center identified in this analysis, the City is advised to study, plan for, and (if research so indicates) foster the development of a regional shopping center in the northeast portion of the NSS.

3. *Preserve and develop dense market rate and affordable housing in residential areas surrounding neighborhood retail & service districts.*

The development of such housing is a necessary element in the effort to establish viable neighborhood retail districts. It is also necessary to meet growing housing needs in the NSS and to shield current residents from displacement through gentrification. In addition to the use of low-income housing tax credits and other mechanisms to establish affordable units, new owners and renters should be counseled by Neighborhood Housing Services of Milwaukee so that they can better manage the financing and maintenance of their homes. It should also be noted that the location of all these homes, within walking distance of a healthy neighborhood retail district, will help to lower the owners' combined housing and transportation costs and so make all the homes more affordable.

To further protect residents from gentrification, community leaders and the City are encouraged to establish a Community Land Trust (CLT) in the NSS. A CLT owns property and makes it available on a very long term lease (typically 99 years) to residents who will effectively own the property subject to certain restrictions. These restrictions include a cap on the level of appreciation that may be realized when ownership is transferred, a measure that effectively reserves a property as an affordable home permanently. The NSS can look to CLT operations in more than twenty cities, including a highly successful program in Madison, Wisconsin, as guides.

## PUBLIC OUTREACH ACTIVITIES

Many public outreach activities were conducted throughout the planning process to gain valuable insights from residents, businesses, public and elected officials, faith-based community leaders and others. Common themes that emerged throughout the process include:

The following area assets were commonly mentioned:

- The availability of dining and entertainment venues.
- The presence of strong community-based organizations & programs.
- The area's cultural richness & diversity.
- The presence of historic architecture and resources.
- The availability of reasonably priced housing.

The following challenges were often identified:

- Lack of parking and traffic congestion.
- Lack of parks and green space.
- Crime and safety concerns, both real and perceived.
- Deteriorating public transportation.
- Lack of family sustaining jobs in close proximity to the Near South Side.
- Homes that are in disrepair.
- Rising housing costs and maintaining affordable housing.
- Increasing home ownership.
- Making sure new development is compatible with the area's existing character.
- Increasing the education levels of residents.
- Providing jobs and activities for youth.

The following opportunities were often discussed:

- Improve connections to the job and recreational amenities in the Menomonee Valley.
- Brand and market a "Latin Quarter."
- Create gateway markers at key intersections to distinguish the area.
- Enhance the existing commercial corridors.
- Expand public transportation options.
- Create new and diverse housing opportunities that meet the needs of Hispanic and other ethnic group families.
- Utilize tax increment financing for public amenities.
- Promote small and large scale mixed-use developments.



A summary of the public involvement activities is provided below.

#### ELECTRONIC COMMUNICATIONS

The Department of City Development (DCD) utilized electronic communications throughout the planning process to keep stakeholders informed. Information about the plan and plan documents were placed on the City's dedicated Website for the Near South Side Area Plan to provide easy viewing for the public. DCD also used eNotify to keep stakeholders informed via email.



#### BUS TOUR

The Near South Side project team conducted a bus tour of the planning area with members of the Contract Management Team and the Plan Advisory Group on June 14th, 2007. The day included a morning tour that generally covered the west side of the planning area and the afternoon tour generally covered the east side. Overall, 36 people participated in the morning and afternoon bus tours. Some of the key discussions that took place included:

- The Silver City Main Street District is undergoing revitalization particularly near the intersection of 27th Street and W. National Avenue. The area around S. 35th Street and W. National Avenue is also revitalizing, but at a slower rate. Many businesses in this area cater to the Hmong community.
- S. 35th Street contains two important neighborhood anchors, the Aldi grocery store at S. 35th Street and W. Greenfield Avenue and the El Rey grocery store at S. 35th Street and W. Burnham Avenue. These businesses create high volumes of traffic and bring in dollars to the local economy from residents within the area and from patrons outside the area. The businesses benefit from access to the regional Interstate system.

- The bus tour included a stop along Miller Parkway in West Milwaukee due to its proximity to the Near South Side neighborhood and the scale of the development. The former industrial area has been converted into a regional shopping district that is utilized by Near South Side residents. Retail stores include a Pick 'N Save grocery store, Menard's home improvement store and a multi-tenant commercial center.
- In 2004, the City of Milwaukee created TIF district 54 to create the Stadium Business Park. A development firm has since built multiple industrial buildings on the site that are doing well.
- Places like the Boys & Girls Club (and other community recreation and teen centers) are important to this area because it gives school-aged children somewhere productive to go and "stay out of trouble." It also provides needed recreational space and activities.
- The Cesar Chavez Business Improvement District has experienced recent developments that have been positive for the BID area including the new El Rey Supermarket, the Badger Mutual Insurance corporate headquarters and a new Walgreen's. Some challenges that continue to hinder the area include crime, lack of streetscape features, fast moving traffic, lack of parking and lack of pedestrian amenities.
- The Bruce Street corridor contains several historic industrial buildings. It also contains a community warehouse at S. 9th Street and Bruce Street that provides affordable building materials to the area that allows non-profits such as churches and social service agencies to make improvement to their properties.
- Historic Tax Credits are being used to rehabilitate buildings that have State and National Historic designations in the Walker's Point area. This area contains a mix of buildings with various architectural styles. National Avenue includes larger buildings that were originally department stores that served as neighborhood anchors. The side streets contain smaller two and three story buildings that once housed smaller "ma and pa" businesses.



- South Division High School contains the Mitchell State Bank, which is a unique public/private partnership that helps educate children and their parents about banking, not cashing. This is important for a neighborhood with many new immigrants who do not understand the banking system. They educate children in the schools to use banking who in turn educate their parents.
- Historic Mitchell Street has many historic anchors along the corridor including the Modjeska Theater, Schuster Department store and Goldman's. There are many thriving businesses along Mitchell Street and it is a destination for formal wear.
- The Lincoln Village is a Milwaukee Main Street and Wisconsin Main Street community. It is home to 117 different businesses. The original northern European architecture remains on most of the building facades in the neighborhood.
- The area has lost a lot of good paying jobs through the loss of manufacturing/industrial jobs over the years. The Rockwell Automation location started out as a manufacturing facility and is now home to more research and office positions. It is extremely important to the economic health and vitality of the neighborhood.
- The residential area of Historic Walker's Point is very stable and property values have been steadily increasing over the recent years. Crime is very low and there is a mix of long time owners as well as new home buyers in the area.
- The United Community Center provides educational, cultural arts, recreation, community development and health and human services programs for Hispanics and Near South Side residents of all ages. The center has grown to a full service organization serving more than 18,000 people per year.
- The establishment of a Latin Quarter is extremely important to the Near South Side. The area's restaurants and religious institutions are strong assets for the neighborhood and the area has had some substantial investments in recent years.
- The Fifth Ward area has seen many new developments in the recent years including the First Place on the River Condominiums, the Waterfront Condominiums, Water Street Lofts Condominiums, Castings Place Apartments, The Social restaurant and Alterra café.

## STAKEHOLDER INTERVIEWS

At the beginning of the planning process a series of confidential stakeholder interviews were completed to gain in depth information about the planning area. The consultant team met with 21 individuals over the course of four days (August 13, 15, and 16, and September 9, 2007) that included local business leaders, elected officials, City of Milwaukee staff, residents and real estate professionals. Some of the comments that were provided included:

- The Near South Side is a dense area that is made up of hard working families that are very connected to their faiths.
- The area's racial and ethnic diversity is an asset, but can also create some challenges.
- The area is home to many new immigrants, some are legal and some are illegal.
- More active park space is needed and the existing parks should be improved.
- Crime hurts the area's quality of life. Safety should be improved through better surveillance, more police officers, and better street lighting.
- Promote economic development along existing commercial corridors and utilize the Main Street program in more areas.
- There are limited job producing industries in the area. Temporary agencies are busing workers to job sites. Need to find additional ways to connect people to jobs in adjacent neighborhoods and other communities.
- Implement fixed-route public transportation such as light rail, commuter rail and streetcar.
- Improve pedestrian safety with wider sidewalks and traffic calming.
- Improve the aesthetics and cleanliness of the area and beautify the streets.
- The Fifth Ward is becoming a unique mixed-use district with its own sense of identity.
- Parking in residential areas is difficult.
- Large portions of the housing stock are in disrepair and need attention.
- Provide quality affordable housing for renters and owners.
- Preserve historic areas.

## FOCUS GROUP MEETINGS

A series of small group meetings were conducted to obtain more in-depth information on specific issues with targeted groups. On October 6, 2007, two meetings with residents were conducted. One meeting was with short-term residents who lived in the Near South Side for an average of 1.5 years and the other meeting was with long term residents who lived in the planning area an average of 18 years. On October 9, 2007, a similar meeting with faith-based leaders was conducted. The facilitators asked the participants the same questions and quantified their responses. Focus group participants were asked to rank issues from 1 to 10, with 1 being the worst score and 10 being the best score. Table 5 shows the results for these three meetings.

Issue	Short-Term Residents	Long-Term Residents	Faith Based Leaders	Average
Job Opportunities for Youth	5	4	3	4
Facilities/Activities for Youth	5	5	3	4
Small, Specialty Retail	5	5	5	5
Job Opportunities for Adults	6	6	3	5
High Schools	5	5	5	5
Housing Pricing	6	6	4	5
Big Box Retail	6	5	5	5
Housing Stock	6	6	5	6
CBO/Programs	7	6	6	6
Night Life/Entertainment	6	8	5	6
Elementary Schools	6	7	7	7
Dining	9	8	7	8

TABLE 5: FOCUS GROUP RANKINGS – SHORT- AND LONG-TERM RESIDENTS AND FAITH-BASED LEADERS

Job opportunities for youth and youth activities were the lowest scoring issues. Participants felt there are not enough activities and open spaces for youth and few places for youth employment are available. Dining and entertainment were some of the higher scoring items because of the abundance of these uses in the area. These groups also discussed many other topics including:

- The high volumes of traffic in the area are a safety issue.
- Safety at schools needs to improve. Gang members tend to hang out by school entrances and intimidate children.
- Some participants felt the area does not have many job opportunities. The majority of jobs available are temporary jobs that do not include benefits.

- The existing retail stores serve the area well, but need more variety is needed to provide every day goods.
- Many participants felt more green space and recreation areas are need.
- Crime and safety need to be addressed with more police presence.
- Some participants felt the Harley museum will help bring a positive image to the area.
- The housing is generally affordable, but prices may be rising too quickly.
- Some participants felt it is tough to raise a family in this area and are moving to other communities outside the city. While others felt it was a good place to raise their children and they hope their children will stay once they are adults.
- The area lacks cleanliness, has too many bars, and too much graffiti.
- When people move up the economic ladder, they often move out of the area.
- Slumlords are a problem.
- People are afraid of police due to their illegal immigration status
- The eastern side of the planning area could benefit from an organization like LBWN.
- The churches must play an important role in improving the area.

On October 10, 2007 a meeting occurred with Focus Group participants targeting Special Issues & Interests, such as: safety, employment, transit and retail. Focus group participants were asked to rank current issues from 1 to 10, with 1 being the worst score and 10 being the best score. Table 6 shows the results for the Special Issues group.

Issues	Average
Job Opportunities	6
Transit	6
Retail	6
Safety	5

TABLE 6: FOCUS GROUP RANKINGS – SPECIAL ISSUES GROUP

In general, focus group participants felt job opportunities in the Milwaukee region are readily available. However, access to jobs from the Near South Side is rather challenging. Participants felt the city has good public transportation, but it is disconnected from job opportunities outside the city. Participants also were concerned the existing public transportation infrastructure is eroding and



the cost of riding the bus is getting too expensive. In regards to retail, many participants felt the “ma and pa” shops are great, but more every day goods and services are needed especially in the central portion of the study area. Participants felt the Miller Parkway retail developments have improved shopping for the area, but more big-box and discount stores are needed. In regards to safety, many participants said they felt safe and that crime is not as bad as what people think. On the other hand, some participants talked about drug houses and gangs in certain areas and felt crime is affecting the area’s quality of life. Most participants felt more activities for children are needed including more after school programs and activities to improve crime.



#### COMMUNITY WORKSHOPS

A series of three public workshops were conducted to seek input on where new development should be located, to consider development needs by land use type and identify projects and initiatives that have catalytic effects. The workshops engaged groups of participants by interacting with and drawing on maps of the Near South Side. The first workshop was held at the Sacred Heart Center on February 21, 2008 and the second workshop was conducted at Comedy Sportz on February 26, 2008. The final workshop was conducted at the United Community Center on February 27, 2008. Advertisements for the meetings were provided in English and Spanish with over 60 individuals participating in the three workshops.

Each workshop conducted sessions for various land use types. A summary of the comments that were received for each land use category is discussed below.



#### RESIDENTIAL

During the workshops the attendees were asked where their favorite residential neighborhoods are located. The following five areas were commonly pointed out during the workshops:

- The single family residential neighborhood south of National Avenue and west of 2nd Street in Walker’s Point,
- The single family areas on the east and west sides of Kosciuszko Park,
- The homes along Layton Boulevard from approximately Forest Home Avenue to Pierce Street (including the Frank Lloyd Wright designed homes),
- The area around 32nd Street and Becher Street, and
- The new modular single family homes in the Silver City area.



There were also several residential areas people suggested for rehabilitation including:

- 5th Street from Hayes Street to Maple Street,
- The area south of Lincoln Avenue from approximately 5th Street to 16th Street,
- A area surrounding Cesar Chavez Drive,
- A strip of mixed uses along Pierce Street from 27th Street to 32nd Street and
- An area along Pierce Street from 6th Street to 10th Street.

Attendees recommended the following six areas for new residential development:

- Multi-family condominium opportunities along Pierce Street from 27th Street to 28th Street,
- Multi-family and mixed use along Muskego Avenue from Lincoln Avenue to Greenfield Avenue,
- Mixed use along Lincoln Avenue from 10th Street to 18th Street,
- Mixed use along Mitchell Street from 5th Street to 18th Street,
- Mixed use along Cesar Chavez Drive from National Avenue to Greenfield Avenue and
- Mixed use along Pierce Street from 12th to 20th streets.

Three areas in the Walker's Point and Fifth Ward areas were recommended for conversion to medium density mixed-uses:

- The area east of the Soo Line Railroad from Greenfield Avenue to National Avenue was indicated as an area that could accommodate a mixture of uses including residential, park, business campus and an educational facility.
- The area from 2nd Street to Barclay Street and from National Avenue to Washington Street was indicated as an area to be converted to retail and residential mixed use.
- The area near 6th Street and Florida Street should be a mixed use focal point with row houses.

Some general development guidelines relating to residential included, locating multi-family near commercial areas, focusing on rehabilitation of existing housing, providing middle class housing opportunities, preventing illegal building divisions, promoting home ownership, providing family-oriented housing options, requiring a four story maximum outside of the Walker's Point and Fifth Ward areas, providing mixed market rate affordable housing, and providing quality property maintenance and enforcement. Specifically for the Walker's Point and Fifth Ward areas, participants recommended focusing densities near the river area, maintaining current building heights, making sure new development is compatible in scale to existing development and preserving the existing single-family areas.



#### PUBLIC PARKS AND OPEN SPACES

In general, participants indicated a need for improving the existing parks in the Near South Side such as Mitchell Park and Kosciusko Park. In particular, they suggested improving walking trails and pedestrian lighting, adding ice skating, and other family friendly activities (i.e. horseshoes, shuffleboards and checkers). Also, participants provided locations for potential new parks including:

- A pocket park near the residential area south of Greenfield Avenue and west of 1st Street,
- A small central park near the intersection of Mitchell Street and Muskego Avenue,
- Add plantings and grass to existing concrete playgrounds at schools and
- Create a larger open space area with athletic fields at the area known as the Reed Street Yards.

Many participants felt the existing trail network in the Near South Side should be expanded. Some examples included the area along the Kinnickinnic River, the 1st Street Corridor, the area along the southern canals in the Menomonee Valley near 16th and Bruce Street, and green strips with trails along the Milwaukee and Menomonee Rivers in the Walker's Point and Fifth Ward areas.

#### INDUSTRIAL

The industrial discussion focused on areas that should be preserved for industry and areas that should be converted from industrial to other uses. In general, most participants felt industry was not appropriate within the Near South Side boundaries due to the presence of residential areas and the lack of land available. Most participants felt the industrial and warehouse areas in Walker's Point and Fifth Ward should continue converting to other uses. However, participants recognized the

need to maintain nearby industrial and job areas to support the vast workforce in the Near South Side. Participants also recognized that transportation access to jobs in other portions of the city and outside the city is critical and needs to be improved.

Participants identified three industrial areas that should be preserved:

- Rockwell Automation's corporate headquarters near 1st Street and Greenfield Avenue;
- A small industrial area west of 27th Street and south of Cleveland Avenue; and
- The area south of Greenfield Avenue, west of 38th Street and north of Burnham Street.

The following six industrial areas were identified as areas to be converted to other uses:

- The area north of Pierce Street from 27th Street to 38th Street,
- The east side of 1st Street from Greenfield Avenue to Lapham Boulevard,
- The east side of 1st Street from National Avenue to Florida Street,
- The area north of Florida and east of Barclay towards the Milwaukee River,
- The area near Florida Street between 2nd Street and 6th Street, and
- The Reed Street Yards.

There were three locations that had no clear consensus and a mix of recommendations was provided by participants. Specifically, the area on the east side of 1st Street from Greenfield Avenue to Washington Street, the area south of Florida Street and east of the Soo Line Railroad, and the area along the Kinnickinnic River north of Greenfield Avenue near the Port. Some participants felt these areas should be converted to other uses while other participants felt they should be preserved for industrial uses.

Many participants felt the Solvay Coke site and the land to the south along the Kinnickinnic River to Becher Street should be preserved and enhanced for job opportunities and mixed-uses even though it

is outside the planning area. Specifically, participants suggested targeting green industries, research and development firms, educational facilities, and mixed commercial and residential uses. Some participants felt this area could also be appropriate for a high-rise development.

Some general guidelines included preserving the historic architecture, providing and maintaining public access to waterways, preserving quality small businesses and providing transit access to jobs (i.e. fixed rail or bus).



## COMMERCIAL

In general, most participants indicated all the primary commercial districts need improvements. Physical improvement that were suggested included: improving the pedestrian realm, adding streetscaping and street trees, fixing facades, improving lighting, improving security, making parking more convenient and providing better parking directional signage. Other improvements suggested by participants included: consolidating business locations, increasing night life options, adding more retail options, providing convenience and everyday use retailers and building parking structures with two to four stories near Cesar Chavez Drive.

Participants identified several locations to focus branding and marketing initiatives to draw in more customers. The areas included: Cesar Chavez Drive, Historic West Mitchell Street, Silver City and the area around National Avenue and 5th Street. For Silver City participants recommended branding the area as an Asian and International dining and entertainment destination. For 5th and National, many attendees felt this area should become known as the Latin Quarter with a mix of uses such as restaurants, theatres, shops, gift stores, and, parking structures that draw from the entire metropolitan region. For Cesar Chavez Drive participants suggested promoting it as a local Hispanic corridor while other felt this was the logical location for the Latin Quarter.



The potential for new developments was suggested on a few sites. Specifically, participants recommended developing the parking lots at the rear of properties along the Mitchell Street corridor, placing a farmers market at the intersection of Mitchell Street and Muskego Avenue and developing the northwest corner of 27th Street and National Avenue. Many people also agreed that Muskego Avenue should be converted from a commercial corridor into a predominately multi-family residential or mixed-used area. The 1st Street corridor was suggested for neighborhood scale and destination retail. This corridor was also determined as the most appropriate location for larger format retail users if they were respectful to the urban character of the area.

#### TRANSPORTATION

Maintaining and improving transit access in the Near South Side was very important to participants. Workshop attendees identified several current key transit corridors within the Near South Side. They included 1st and 2nd streets, Cesar Chavez Drive, and National, Greenfield and Forest Home avenues. When asked about fixed-route transit such as light rail or streetcar, participants felt Layton Boulevard, National Avenue, 1st Street and Cesar Chavez/Muskego Avenue were the best routes. Many participants also stressed the need to focus transit in the center of the area and consider a multi-modal transit hub in a central area.

Participants felt the local streets need to be maintained better and identified several arterials that could benefit from traffic calming measures and overall improved organization. Specifically, participants felt Bruce, Pierce, 5th and Mitchell streets, Layton Boulevard, and Greenfield Avenue would benefit the most from traffic calming. In addition, participants identified several problem intersections throughout the Near South Side where left hand turn movements are a problem for vehicles and pedestrian crossings are unsafe. Problem intersections were most commonly identified on Lincoln and National avenues and Mitchell, Pierce and 1st streets.

Two new roadway connections were suggested. They included a connection from Canal Street with Pittsburgh and a connection from Plankinton Avenue with 2nd Street. Also, participants felt 1st Street should be maintained as a faster moving arterial, but it requires better organization with more clearly marked lanes. On the other hand, participants felt 2nd Street should have slower moving traffic and cater to the pedestrian.

Multiple locations for parking structures were suggested in the Walker's Point and Fifth Ward areas including the northeast corner of Pierce and 5th streets, the northwest corner of Walker and 6th Street, the northwest corner of Oregon and 3rd Street, the northwest corner of Pittsburgh and 3rd Street, and the east side of Barclay Avenue between Oregon and Florida.



#### PUBLIC OPEN HOUSE

A public information meeting was conducted at the Harley Davidson Museum on March 17, 2009 to present the draft plan to the general public and interested stakeholders. Over 140 people attended the meeting, representing area residents, businesses, community organizations, and elected officials. The meeting was conducted in an open house style format and ran from 3:00 to 7:00 p.m. A presentation that summarized the plan's recommendations was given at approximately 3:30 and 5:30 p.m.

Exhibit boards, copies of the draft plan and a summary of the plan's recommendations were available for public comment and review. Planning staff was available to discuss comments and questions about the plan with the public. All comments were reviewed after the meeting and adjustments to the plan were made where necessary.

#### COMMUNITY HOUSEHOLD SURVEYS

The household survey included a total of 178 respondents. Of that total 167 filled out the English version, 10 completed the Spanish version and 1 participant completed the Hmong version. All percentages are based on number of respondents who answered each particular question (not all respondents answered all questions). In instances where percentages do not total 100%, respondents could select all choices that applied.

A majority of respondents (70%) were residents of the Near South Side, while approximately 1/3 (31%) do not live in the area. Many participants were building/property owners (68%) or business owners (24%). Approximately, 19% of respondents

were neighborhood organization representatives or members. Of those who selected the type of property they own, 72% own residential, 24% own commercial, and only 4% hold industrial property.

The four neighborhoods mentioned in the survey are fairly evenly represented in the survey – 24% of respondents reside west of 20th & north of Burnham, 20% live east of 20th & north of Burnham, 22% reside west of 20th & south of Burnham, and 24% live east of 20th and south of Burnham. Only 10% live outside of these neighborhoods.

Residents of the Near South Side were asked a series of questions regarding their history, and living/shopping choices and habits.

- The largest percentage (40%) have lived in their neighborhood over 20 years. The smallest percentage (13%) have lived in the neighborhood 3 – 5 years. Overall, a larger percentage of residents (70%) have lived in the area for a relatively extended period of time – 6 years or more. Thirty percent have lived in the area for 5 years or less.
- Sixty-nine percent of resident participants own their homes in the Near South Side. Thirty-one percent rent.
- It appears that residents who live in the Near South Side are more concerned with basic economic issues as opposed to quality of life concerns. While they chose a variety of reasons for living in their neighborhoods, the two most popular were affordable housing (40%), and a reasonable cost of living (32%). The least popular reasons were proximity to job training facilities (1%) and access to social services (6%). Interestingly, only 9% chose safety and security as a main reason for living in the area
- A majority of residents (51%) have no children. The second largest percentage (39%) have one or two children, and only 11% have 3 or more.
- Many respondents (78%) use a car or truck to get to work or school. Even so, a substantial percentage (40%) do use other modes of transportation, including bus, bicycle, car or van pooling, and walking.
- When they go grocery shopping, a majority of residents (87%) most often drive themselves. Thirty-five percent walk or use the bus often or sometimes, and only 2% take a taxi. Of those who walk or use the bus, 30% use the bus, and 75% walk.
- An analysis of general merchandising trips (for clothing, household goods, etc.) reveals similar trends. Ninety percent of residents use a car or truck for these excursions. A similar percentage use the bus (5%), and 11% walk. Five percent use a bicycle to shop. While a majority of residents use cars or trucks for their shopping needs, the responses suggest that alternatives are important.

Fifty-six percent of all respondents work on the Near South Side. The highest percentage of participants (39%) work west of 20th and north of Burnham, while the lowest percentage (8%) work east of 20th and south of Burnham.

The most common primary languages used by survey respondents are English and Spanish. Eighty percent list English as their main language, while 12% consider Spanish their primary language. Two percent of respondents are primarily bilingual, and 6% utilize a variety of other languages (Hmong, Indian, Laotian, Thai, Chinese, Turkish). Twenty-one percent of respondents list English as a secondary language, 32% use Spanish, and 13% use other secondary languages (Croatian, Czech, French, German, Hmong, Italian, Laotian, Thai, Polish, Portuguese, and Serbian). Thirty-four percent do not use a second language.

Respondents generally feel that almost all commercial corridor elements are in need of some improvement, excluding the availability of sidewalks. Sixty-four percent feel there are plenty of sidewalks in the Near South Side. Eighty five percent believe the cleanliness of streets/sidewalks needs some or significant improvement, 85% think storefront appearances need help, 72% believe business signage is not adequate, 75% would like to see streetscape improvements, 53% would like more clearly defined crosswalks, 67% would like to see more accessible parking, 60% feel bike racks could be improved, and 80% think police presence/security needs attention.

The most common business patronized by survey respondents in the Near South Side include grocery stores (84%), gas stations (82%), sit-down restaurants (70%), fast-food restaurants (62%), and pharmacies (55%). The least visited businesses are daycares (5%), special event clothing stores (7%), and sporting goods stores (8%). When considering that 51% of residents have no children, it makes sense that daycares are the least patronized businesses in the area.

While there are a good variety of businesses in the area, thirty-nine percent of respondents would like to see more movie theatres, followed by bookstores (35%), sit-down restaurants (35%), large department stores (31%), and hardware/home improvement stores (28%). Sporting goods stores rated last (only 3% of residents chose this option).

Respondents would use local businesses more often if:

1. Storefront conditions were improved (59%)
2. An increased variety of stores/products was offered (54%)
3. Convenient parking options were available (46%)
4. Stores were cleaner (43%)
5. Quality of products being sold was higher (40%)

Participants feel the following would help improve the Near South Side community:

1. Increased home ownership (75%)
2. Improved quality of existing buildings (68%)
3. Increased property maintenance/increased code enforcement (67%)
4. Increase block watch efforts (57%)
5. Increased employment opportunities (50%)

Participants feel the following would negatively impact the Near South Side:

1. Increased density of population (51%)
2. Decreased transit options/service (46%)
3. Increased industrial uses (25%)
4. Decreased density of population 23%)
5. Rezoning industrial land to another use - e.g. commercial (21%)

#### 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. Seventy-five images from the neighborhood and elsewhere depicting various types of residential, industrial and commercial development, public space and parking areas were

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

A total of nine IPS sessions were held in the Near Southside from November 2007 to January 2008. Respondents ranged in age from high school students to senior citizens, and belonged to various ethnic groups (mainly Hispanic, Asian, and White). A total of 155 IPS survey forms were completed during the sessions.

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

#### RESIDENTIAL IMAGES

The highest rated residential image in the survey was Image 1 shown below. It is a new, multi-family development along the Milwaukee River in Downtown Milwaukee. The second highest-rated image was Image 2, a large single-family home. Although the images represent different housing types, they both show well-maintained properties with attractive green space, both of which are important to residents in the Near Southside.



IMAGE 1.



IMAGE 2.



Different age groups preferred slightly different residential images. Image 3 below was the highest rated residential image for the Under 18 age group. This group generally preferred smaller, single-family homes. Image 4 below was the highest rated image for the over 60 group. It also represents smaller, single-family homes. The oldest age group (over 60) rated residential images very high compared to other categories. In the senior group, five of the six highest-rated images overall were from the Residential category. With all of the age groups taken together, none of the top six images overall were from the Residential category.



IMAGE 3.



IMAGE 4.

## COMMERCIAL IMAGES

The Commercial images that rated highest were ones that showed clean and well-kept storefronts with identifiable entrances, and signage that enhanced the architecture of the building. Convenient parking was also a factor in how an image rated. Images 5 and 6 below, the highest rated Commercial images in the survey, illustrate these principles.



IMAGE 5.



IMAGE 6.

The above images represent newly constructed, larger-scale commercial with ample parking. However, older buildings in a dense urban environment can also be attractive to residents of the Near Southside. Images 7 and 8 below show two rehabbed buildings that rated well. They show storefronts that are well-kept and attractive, with signage that is well-proportioned to the building and to pedestrians.



IMAGE 7.



IMAGE 8.

Commercial images that performed the worst in the survey were ones that turned their back to the street and pedestrians, and/or were obviously not kept up by their owners. Guilty of these principles are Images 9 and 10 below – they were not only two of the lowest rated images in the Commercial category, they ranked very low out of all 75 images.



IMAGE 9.



IMAGE 10.

As a category, Commercial images generally did not rank very well. Even the highest rated Commercial image barely made the top 20 of all 75 images. And, as mentioned, the worst Commercial images were some of the lowest rated images in the entire survey. The low scores could reflect the reality of an area in decline, the physical image of a once thriving commercial area.

#### INDUSTRIAL IMAGES

The images shown below (Image 11 and 12) were the two highest rated industrial images in the survey. Both are well-maintained urban buildings with pedestrian amenities – one with a sidewalk and attractive streetscaping, the other with a riverwalk.



IMAGE 11.



IMAGE 12.

As a group, the Industrial images did not rank well. The highest rated industrial image (Image 11 above), ranked only 27th out of the 75 images. As with the Commercial category, poorly rated industrial images (e.g., Images 13 and 14 below) were amongst the lowest rated images in the entire survey. Image 14, the lowest rated industrial image in the survey, has some similarities to the highest rated industrial image – they are both older, brick structures located on a traditional street grid. The large discrepancy in ratings is likely due to cosmetic factors such as tidiness, good architectural design, quality of fenestration, and overall attractiveness. Image 13 likely also suffered in the ratings due to similar factors.



IMAGE 13.



IMAGE 14.

## SIGNAGE

Participants liked signage that was neat, orderly, without much visual clutter. The two highest rated signs (Images 15 and 16) express these concepts in different ways. The mounted hanging signs in Image 15 are simple, pedestrian-scale signs that relate well to the architectural characteristics of the store fronts. The monument sign in Image 16 is mainly for automobile traffic, but it is still easy to read without much clutter, and is visually appealing. Respondents liked that the signage was contained in one area, with a single source of light.



IMAGE 15.



IMAGE 16.

By comparison, Image 17 which shows a series of large signs, likely performed poorly in the survey because of the visual clutter that occurs from having a series of signs along a street edge. Image 18 suffered in the ratings from its lack of upkeep, even though it is a newly constructed sign.



IMAGE 17.



IMAGE 18.



As with other categories in the survey, respondents rated the images in the Streets and Sidewalks category that appeared well-maintained and included attractive greenery. The picture of the roundabout on the Near Southside (Image 19) includes the newly constructed bridge, a nicely paved street, and a well-manicured median. Similarly, Image 20 shows a sidewalk with attractive greenery on both sides of the pedestrian right-of-way, along with clean pavement and building façade. Also, Image 20 displays a nice transition area between the public and private realms, and offers residents of the units some semi-private, defensible space.



IMAGE 19.



IMAGE 20.

#### NEAR SOUTH SIDE AREA PLAN

#### PARKING

The two most highly preferred parking images (Images 21 and 22) illustrate very different approaches to dealing with parking on the Near Southside. Image 21 shows an expansive parking lot, common to strip malls, big-box retail, and other large-scale development. Image 22, by comparison, shows angled street parking more common in dense, urban environments. Parking images as a whole were not highly rated. However, conversations with area stakeholders suggest that parking is an important issue in the area, and more is needed to better serve residents and businesses.



IMAGE 21.



IMAGE 22.

#### TRANSPORTATION

The three Transportation images shown in the Image Preference Survey were all of rail transit, and they all were very highly rated. Image 23 shown below was rated the highest of the three Transportation images – it ranked 7th overall in the survey. All three Transportation images were in the top third of most well-liked images overall.



IMAGE 23.

## SUSTAINABLE TECHNIQUES

In the category of Sustainable Techniques, participants were shown images of areas that had been developed using techniques to mitigate stormwater management, reduce the heat island effect, and support energy efficiency. The parking area of pervious pavement was the second-highest rated image overall, whereas the channelized riverbed on the right was one of the lowest rated images in the survey. Clearly, there was strong support from the participants for redevelopment using sustainable practices.



IMAGE 24.



IMAGE 25.

## PARKS AND OPEN SPACES

The images in section followed a similar pattern to Sustainable Techniques, and to the images in the survey overall. Images 26 and 27 both show public spaces that are highly landscaped with vegetation that is very well-maintained. Included in both pictures are benches and other amenities for people to linger and enjoy the natural environment. These two images ranked first and third overall, suggesting that such places are highly desirable on the Near Southside.



IMAGE 26.



IMAGE 27.

## THIRD PLACES

“Third places” were introduced at the IPS sessions as places where people can informally gather, socialize, and hang out. Images 28 and 29 were the highest rated images in this category.



IMAGE 28.



IMAGE 29.



## NATIONAL DEVELOPMENT MODELS

During the analysis phase, the planning team researched several national development models to demonstrate how other communities are addressing challenges similar to the Near South Side. The following sections summarize the models that are applicable to the Near South Side.

### PUBLIC PARKS AND OPEN SPACES

Public parks from Portland Oregon and San Francisco, California were reviewed as development models because they are good examples of how green space can be woven into the fabric of an existing urban area. The examples also demonstrate how valuable these spaces are to creating a sense of community. The examples include both publicly and privately owned and maintained parks that are open to the public.



JAMESON SQUARE, PORTLAND, OR

Jameson Square is a public gathering place that creates a center of activity. It includes a water fountain, public art and WiFi services. It is less than one acre in size.



TANNER SPRINGS PARK, PORTLAND, OR

Tanner Springs Park is small open space that is less than 1-acre and is easily accessible to residents. It includes walking paths, landscaped areas and public art. This park is maintained by a group of volunteers called the Friends of Tanner Springs.



VICTORIA MANALO DRAVES PARK,  
SAN FRANCISCO, CA

The park was developed along a narrow block on the site of a former elementary school that relocated across the street. The park includes a ball field and a basketball court as well as an area for picnic tables, a community garden, and children's play equipment. Students from the adjacent school use the park for physical education and recess. The design of the park emphasizes the community's desire to add greenery with ample trees and shrubs.



MISSION CREEK PARK (WEST END),  
SAN FRANCISCO, CA

Mission Creek Park is part of a large redevelopment area that was a former rail yards. The park required a bold design because it is directly beneath the concrete piers of Interstate 280. It caters to the need for active recreational space and includes basketball, tennis and volleyball courts and a fenced dog run area. A kayak launch is also planned. Mission Creek Park is managed by a private firm.



## AFFORDABLE HOUSING

An affordable housing example was chosen because the relatively low incomes of the residents in the Near South Side will require the addition of new subsidized housing units to accommodate the increasing population in appropriate locations. The project demonstrates how quality affordable housing units can be incorporated into an neighborhood and enhance a commercial corridor.



TOUSSAINT SQUARE, MILWAUKEE, WISCONSIN

Toussaint Square, a \$4.8 million quality mixed use project, is located on the corner of 35th Street and North Avenue in Milwaukee. The project was developed by the North Avenue Community Development Corporation and provided 23 new subsidized two and three bedroom apartments and 15,000 square feet of first floor commercial space. Rents for the apartments range from \$500 to \$650 per month and target families with annual incomes between \$20,400 and \$43,560.

## HOUSING PROGRAMS

The Near South Side has an old housing stock that is in need of rehabilitation in many areas. The area also has a higher renter occupied rate and could benefit from programs that add new infill residential homes and promote home ownership. Housing types that are suitable for larger families that often live with extended family would also benefit the Near South Side that have many young, relatively large family sizes.



LINDSEY HEIGHTS, MILWAUKEE, WI

The Lindsey Heights neighborhood revitalization program began in 1997 as a cooperative effort between the City of Milwaukee and the Wisconsin Housing and Economic Development Authority (WHEDA) to encourage market rate home ownership in the north central portion of the city. Participants are sold a vacant city-owned lot for \$1 and are given a \$10,000 forgivable loan. WHEDA provides low fixed rate interest loans to program participants. Buyers must agree to occupy the homes for at least five years and the homes cannot be rented. In addition to the new single-family homes, hundreds of existing units have been rehabilitated.

## FLEXIBLE HOUSING

Universal housing is an approach to the design and build of homes that are energy efficient, well-designed, affordable, adaptable, healthy and safe. Most importantly, these homes can physically grow and adapt to meet the changing lifestyle needs of singles, families, seniors and extended families under one roof.

Universal housing is pre-planned for subdividing, so that as needs arise, moveable walls, living units and pre-wired and plumbed sections are ready to accommodate changes with flexibility and efficiency. Being able to subdivide one unit into two or the reverse offers households' important choices regarding added income, the growing or shrinking of household size, and helping the elderly age in place.

## NEIGHBORHOODS OF CHOICE – THE HEALTHY NEIGHBORHOOD INITIATIVE, MILWAUKEE, WI

Healthy Neighborhoods is an idea that is organized around a set of values: engaging neighbors, positioning a neighborhood as a good place to live,

making physical improvements that raise the overall standard of how an area looks, and encouraging prospective homeowners to buy in the neighborhood.

This community development approach emphasizes nurturing strengths rather than focusing on an area's weaknesses. In 2006, the Healthy Neighborhood Inc. partnered with the city and local foundations to establish five Healthy Neighborhoods, including Layton Boulevard West Neighbors. Charlotte John-Gomez, past director of LBWN, explained that the strategies learned helped establish a better overall neighborhood impact.



#### SHARED/LIVABLE STREETS

Shared or livable streets are designed to be slow moving streets that accommodate all users from vehicles to pedestrians. Shared streets use traffic calming measures such as varying pavement types and bump outs to slow vehicular traffic. They generally eliminate curbs so pedestrians can walk freely and are safe for children to play. Parking is generally allowed at intermittent areas to avoid an over concentration of vehicles in the street. A shared/livable street could be appropriate for some residential areas within the Near South Side where there is a large need for more public spaces for children to play and a need to mitigate the numerous vehicles on the street. The shared street concept has been used around the world in Europe, Japan and the United States.



NEAR SOUTH SIDE  
AREA PLAN

#### SAFETY PROGRAMS

The public involvement process highlighted crime and safety a real and perceived problem for some areas in the Near South Side. People often talked about alleys as a source of concern as criminals are able to be out of site. As a result, an example on alley gating and greening is provided as a way to alter the physical environment to improve resident safety.



ALLEY GATING AND GREENING PROGRAM,  
BALTIMORE, MD

A group of Baltimore residents on the Luzerne/Glover block were frustrated with the continuous crime occurring in their alley. Residents began working with the Ashoka's Community Greens citizen organization and other partners over four years to allow residents to gate and green their alleys. In 2007, the city of Baltimore passed an ordinance that transforms blighted alleys by allowing alley gating and greening. The ordinance requires the consent of residents and provides two choices. Residents can gate the alley to limit noise, littering, loitering and vehicles or they can take it a step further and turn their alleys into a green space. The program is run through the Baltimore Department of Public Works who evaluates and processes proposals. To be eligible alleys must be primarily adjacent to residential structures and no longer needed for through vehicular or pedestrian traffic. All improvements are paid for by the residents.

## MIXED-USE DISTRICTS

In response to some of the changes occurring in the Fifth Ward and the Walker's Point areas of the planning area, an example of a mixed-used district in Minneapolis were reviewed to see what types of tools and processes were used to make this area successful.



RIVERFRONT DISTRICT – MINNEAPOLIS, MN

The Riverfront District is located along the Mississippi River just north of downtown Minneapolis. The district was historically a flour milling district that became underutilized and blighted by the 1960's. Over the past three decades, a large redevelopment effort that included many public and private partners transformed this area into an active mixed use district. A redevelopment plan was created to set a vision for the area, barriers to private development were removed, infrastructure was put in place and assets such as parks were created to attract investment. Incentives such as assembling properties and financing programs were also used. At the same time the redevelopment efforts emphasized the area's history and connection to the Mississippi River.

Nearly \$299 million of public resources have leverage over \$1.56 billion of private investment. Almost 4,400 new housing units have been completed and over 1,000 more are planned. The area has also preserved 8,300 jobs and gained an additional 1,400 new jobs. Approximately 4.3 million square feet of office, commercial and industrial space has been added to the Riverfront District. The city has also promoted affordable housing units by requiring 20% affordable units for any projects that receive city assistance.

## RETAIL CORRIDORS

The Near South Side has several retail corridors that are in various states of redevelopment. Two examples of retail corridors were researched that could be applicable to the Near South Side.



LITTLE VILLAGE, CHICAGO, IL

Little Village is an example of a highly successful Hispanic retail corridor in an urban area that has worked to pool its resources to create an identity and improve the well being of its community. The area contains over 1,000 businesses and attracts visitors and residents from all over Chicago. The Little Village Chamber of Commerce takes the lead on promoting the area's economic development. The Little Village Community Development Corporation also works to improve the lives of residents in this area through a series of economic and social programs and initiatives.



W. NORTH AVENUE, CHICAGO, IL

The W. North Avenue business district is an example of how mainstream national retailers can fit into an urban environment with multi-story buildings, shared parking structures and quality architecture and site design that maintains the urban fabric. Often these types of retailers are only available in suburban areas, making it difficult for city residents to access these goods. This area provides the types of goods and services that people demand in a location that is accessible to pedestrians and transit users. National chains often act as anchor stores that draw people to the area, which allows other local or regional stores to thrive in the area as well.





The market analysis and the public outreach activities identified the need to market the Near South Side's primary commercial corridors to attract customers from the region. The marketing efforts of two examples from other states were reviewed. The key element to initiate and implement district marketing is a single entity that is in charge of activities.



#### MEXICANTOWN - DETROIT, MI

Mexicantown is the Hispanic community on the southwest side of Detroit. The Mexicantown Community Development Corporation promotes economic development within this area to eliminate blight, foster entrepreneurship and create job opportunities for residents. The area is made up of a mixture of art, entertainment, food and cultural establishments. Among other tasks, the Development Corporation, actively markets the area to the southeastern region of Michigan. The marketing includes efforts such as festivals, culinary walks, art education programs, social events, school group tours, and lectures.



#### LODO - DENVER, CO

LoDo is the lower downtown area that was historically the birthplace of Denver. Today it is a vibrant mixed use district that contains shopping, restaurants, businesses and residential units. LoDo District, Inc. is a membership organization that supports LoDO with marketing and other initiatives. These use marketing tools such as a twice monthly E-newsletter, a printed newsletter and an online events calendar and listing of businesses.

## CHAPTER 3: LAND USE POLICIES AND STRATEGIES

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This chapter describes the broad policies and strategies to direct the future development and redevelopment of the entire planning area. The chapter begins with overall land use policies and then discusses use, form and redevelopment strategies for residential, commercial, industrial, parks and open space, civic and institutional and transportation land uses.



### OVERALL VISION

The overall land use policies are broad based and apply to all land uses in the planning area. The policies are intended to reinforce the traditional patterns of development that are characteristic of older Milwaukee neighborhoods and address the uniqueness of the Near South Side. The overall land use policies enhance the historic resources of the community while celebrating the area's rich cultural make-up. At the same time, the policies encourage growth by building upon the area's existing assets and creating a framework for new developments.

### USE POLICIES

- Preserve traditional neighborhood use patterns except where changes in the plan call for a change in use.
- Non-conforming uses and/or structures may remain if the use remains economically viable, if the structure is maintained in good condition, and if it is not detrimental to surrounding properties.
- Follow current zoning unless a zoning change is specified in Chapter 4, District and Corridors.

## FORM POLICIES

- Preserve the overall neighborhood character as a compact, interconnected and walkable community.
- Small-scale infill development should not make radical departures from the existing building types, densities, and building characteristics surrounding the site.
- Larger-scale infill developments should include a pattern of blocks and streets that is compatible with the surrounding area.
- Make walking safe, attractive, and convenient by maintaining the street and block system, promoting pedestrian friendly street frontages, locating buildings so they define the street edges and pedestrian walkways, and fit the surrounding context.
- Place buildings and site elements in a way that creates a strong visual/physical relationship between the public and private realm, and supports good urban design.
- Maintain and expand the public realm for pedestrians and minimize conflicts between automobiles and pedestrians in the public realm.
- Minimize conflict between uses by creating buffers or transitions. A gradual change in use can be achieved by transitions in intensity of use, building typology or design (scale, massing, height and area). An abrupt change in use can be mitigated by placement of a landscape buffer.
- Demolition of buildings for the sole purpose of constructing surface parking lots is discouraged.
- Educate residents and businesses about the city's sign ordinance to improve sign standards and encourage enforcement. No new billboards or off-premise signs should be permitted in the area.

## REDEVELOPMENT STRATEGIES

- Permit selective demolition of blighted structures that no longer contribute to the surrounding area.
- Assemble parcels for public purposes such as neighborhood improvement, redevelopment, open space and public amenities and long term reinvestment.
- Consider historic buildings, sites and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts.
- Support the creation of National Register Historic Districts to make owners eligible for federal and state tax credits that promote the redevelopment and reuse of historic structures.
- Develop public-private partnerships to coordinate and maximize investment and initiatives.
- Cluster new development to create a positive impact on surrounding properties.
- Develop catalytic projects that spur investment, leverage resources, maximize assets, and enhance the identity of important districts and corridors.
- Create safer neighborhoods by encouraging Crime Prevention through Environmental Design (CPTED) strategies. This includes:

- Maintaining good visibility and sightlines between buildings and their surroundings;
- Making all parts of the property visible from the building;
- Creating a physical and visual sense of ownership and responsibility for public, private and semi-private space;
- Discouraging common areas that have no obvious connection to a responsible party;
- Avoiding security measures such as steel grates and roll-down shutters, fences topped with barbed or concertina wire, and threatening signs that send a message that the area is unsafe and should be avoided; and
- Maintaining a clean and orderly appearance by eliminating board-ups, broken windows, graffiti, litter, unkempt vacant lots, illegally parked or abandoned cars, etc. Adequate lighting, police enforcement and resident participation are also critical to making neighborhoods safe.



- Encourage the beautification and greening of the area by increasing the amount of landscaping and trees within the public right of way and on private properties.
- Support sustainable land use and site design principles to reduce stormwater runoff, reduce the urban heat island effect, and protect natural resources.
- Encourage nonprofit organizations that provide a service to the community.
- Encourage the enforcement of building codes and zoning for all properties.
- Add new affordable and subsidized housing options that include single-family and multi-family living arrangements.
- Allow the conversion of former warehouse and industrial buildings that are no longer viable to residential and mixed uses.
- Discourage and gradually eliminate incompatible land uses located within residential neighborhoods.
- Allow mixed uses or special uses within predominantly residential areas, provided they are not detrimental to surrounding property values and provided they contribute to the traditional pattern of development. This may include live-work units, home offices, bed and breakfast establishments and existing small commercial uses within residential neighborhoods.

## RESIDENTIAL POLICIES AND STRATEGIES

### VISION

The Near South Side residential policies and strategies are intended to preserve and enhance existing residential areas, create new market-rate and subsidized housing opportunities for existing and new residents, and provide housing for families and people of diverse incomes throughout various life stages.

### USE POLICIES

#### APPROPRIATE TYPES AND MIX

- Vary building types to include single-family, duplex units, row houses, town homes and multi-unit mid rises to accommodate various types of households and a range of income levels.
- Preserve single family and duplex homes in areas where these uses are currently concentrated.
- Encourage building types that support a sense of individual ownership and responsibility (i.e. town homes that have individual entrances and balconies)
- Provide housing that is appropriate for the size and makeup of Hispanic and other ethnic groups that tend to have larger family sizes and extended family living in the same household.



### LOCATION

- Locate residential land uses next to compatible land uses.
- Focus new single family and duplex units in areas that have existing concentrations of similar uses.
- Focus higher density units along commercial corridors or in areas with larger parcel sizes.
- Encourage multi-family residential uses along commercial corridors where specified in the plan and to support primary retail districts.
- Encourage residential or office uses above retail along commercial corridors where preferred.
- Locate housing for seniors and persons with disabilities near neighborhood goods and services and near transit routes.

## BLOCK AND PARCEL

- Streets and blocks for new residential developments should follow the established pattern for older Milwaukee neighborhoods. Residential blocks should be short and narrow with alleys in the middle.
- On primary streets, promote alley or side street access to minimize vehicular curb cut access.
- Landscaped greens, plazas or islands are encouraged as a way to provide community gathering commons and green space.
- For single family and duplex units, typical city lot dimensions (30 or 40 feet wide and 120 feet deep) should be maintained. Larger lots for larger single-family homes are allowed as long as they are proportional to the size of the home.
- All subdivided lots must have street access.
- New construction setbacks must be consistent with, but no greater than, the average existing neighborhood conditions.
- Infill development should blend with the existing scale and massing of blocks and parcels.

## BUILDING AND SITE ELEMENTS

- Residential development should blend with the existing context and include architectural elements that are compatible with the area. Front porches, sidewalks, windows facing the street and façade articulation should be included.
- Building heights should be close to what is typical for the residential area and should not increase more than 50% of the area's average building height unless otherwise specified in the plan.
- Building size should be proportional to lot size.
- Design infill development and new construction to blend with existing context.
- Courtyards, porches and planting zones should be incorporated into residential site design.
- Locate garages so they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages.
- Design and locate new buildings to maximize wind and solar patterns to reduce energy consumption.

- Off-street parking should be provided at the rear of residential structures.
- All new residential development must accommodate sufficient parking on-site, unless the developer or builder can demonstrate off-site parking is available to and will be utilized by residents.
- Assure accessibility in housing developments that facilitate age in place.



## REDEVELOPMENT STRATEGIES

- Use existing programs such as the Target Investment Neighborhood program where appropriate to reverse neighborhood decline.
- Replace severely dilapidated housing and replace with new residential units.
- Couple new construction with rehabilitation, renovation and preservation of surrounding properties.
- Use neighborhood conservation districts in select areas to preserve neighborhood character.
- Increase code enforcement efforts to improve appearances of residential buildings and to avoid illegal building divisions.
- Discourage problems associated with absentee landlords by improving code enforcement and forming landlord compacts.
- Promote programs and policies that increase owner-occupied housing.
- Encourage programs that develop affordable housing projects including subsidized, tax credit, and supportive housing types to support the workforce and income levels in the area as well as the increasing need for such housing.
- Do not over concentrated subsidized housing units in an area and where possible mix subsidized housing units with market rate housing units.

- Promote adaptive reuse of former warehouse and industrial buildings in areas that are planned for a conversion of uses.
- Couple new housing investment with parks and open space as a way of adding value and increasing the impact of housing reinvestment in the neighborhood.
- Minimize the effects of rapid property value increases on residents by implementing a program, such as a community land trust, that focuses on promoting home ownership, maintaining properties, and avoiding displacement due to gentrification.
- Develop new housing where it will have the greatest benefit on neighborhood retail and community development. This includes:

- Placing multi-story mixed-use buildings with office or housing above retail on the commercial streets of the Near South Side.
- Increasing residential density around key retail nodes by focusing on a mixture of town homes, duplexes, or 2- to 4- story apartment buildings.
- Expand housing programs and services that council first-time home buyers, provide assistance in securing fairly priced housing renovation work, and provide rehabilitation financing. Intensively apply these programs in the blocks within walking distance of neighborhood shopping districts.

## COMMERCIAL POLICIES AND STRATEGIES

### VISION

The commercial land use policies and strategies are intended to strengthen the area's existing commercial corridors and encourage new businesses that create jobs, provide goods and services for local residents and attract customers from the region.



## USE POLICIES

### APPROPRIATE TYPES AND MIX

- Encourage street level, pedestrian-oriented commercial uses along traditional commercial corridors.
- Encourage mixed-use developments with retail on the first floor and office or residential on the upper floors.
- Promote a mixture of uses in commercial corridors that bring shoppers, employees and residents to the street.
- Encourage anchor commercial developments that support smaller commercial uses by customers to the area.
- Encourage multi-family uses (i.e. town homes, condominiums, apartments) on segments of commercial corridors that will not support retail uses.
- Residential and mixed-uses along commercial corridors should contain at least two stories.
- Intensify commercial and mixed-uses near transit stops.
- Isolated residential uses in commercial corridors should be allowed to convert to new commercial or mixed use buildings.
- Provide opportunities and space for community gatherings in commercial corridors.
- Encourage outdoor seating areas next to or within the public right of way in commercial areas.
- Avoid a concentration of high traffic, automobile oriented uses such as gas stations, drive-thru establishments and convenience stores along commercial corridors.

### LOCATION

- Focus neighborhood scale commercial uses within existing and new commercial corridors.
- Larger scale commercial uses should be located along main arterials and in areas with larger parcel sizes. Larger commercial developments should utilize existing vacant land or adapt to an existing structure.
- The expansion of commercial uses into existing residential areas is discouraged.



- Automobile-oriented uses, such as gas stations and drive-thru establishments, should be placed near, but not on pedestrian oriented commercial corridors. Automobile oriented uses should also be avoided on neighborhood gateway intersections.

## FORM POLICIES AND STRATEGIES

### BLOCK AND PARCEL

- Design and maintain commercial corridors and districts with sidewalks, on-street parking, two-way traffic, and a maximum speed limit of 30 miles per hour. Keep curb cuts to a minimum and shared whenever possible.
- Maintain the traditional street grid pattern of the area and provide alleys for off-street deliveries.
- Buildings along traditional commercial corridors should generally be built in a continuous row and should be built to property lines. Where gaps between buildings exist, landscaping or fencing should be used to continue the build-to line from one property to the next.
- For larger commercial, office or mixed used centers, shared road access should be encouraged instead of linear development patterns with multiple individual driveways.

### BUILDING AND SITE ELEMENTS

- New developments in traditional Milwaukee commercial corridors should be compatible with the established pattern of two to four story mixed-use structures and be oriented to the street.
- Traditional commercial street facades should have welcoming storefront windows (typically covering 60% to 80% of the street level façade), recessed entries, canopies, pedestrian oriented signage, and articulated architectural elements.
- The use of bars in windows and scissor gates is discouraged. Businesses that utilize these safety accessories should hide them from view during business hours.
- Include site amenities like outdoor dining areas, planters, and benches that encourage pedestrians to spend more time in traditional commercial corridors.
- Blank walls with no windows or architectural articulation along street frontages is prohibited.
- The front facade of the principal building on any lot shall face the public street and have a clear entrance facing the primary street frontage.

- Building signage should be compatible with and integrated into the facade. In historic areas, signage should follow the historic pattern of signage and shall not destroy or cover up architectural detail.
- Encourage large single use tenants to locate in or construct multi-story buildings rather than single-story buildings that occupy large portions of the street frontage.
- Permanent outdoor storage of merchandise is not permitted.

## REDEVELOPMENT POLICIES AND STRATEGIES

- Focus resources to encourage clusters of neighborhood commercial uses in areas that are walkable, have stable retail businesses, a large number of households and relatively high purchasing power.
- Support branding and marketing initiatives for key commercial corridors and capitalize on the historic and ethnic identity of the area.
- Support the use of tax increment financing to attract and retain businesses and improve the physical appearance of commercial corridors.
- Promote the use of Business Improvement Districts to enhance the area's aesthetics, prevent crime and improve business development.
- Utilize the Milwaukee Main Street program along additional commercial corridors.
- Introduce mixed use developments into commercial districts as a way of adding a stable customer base for commercial goods and services.
- Encourage coordinated streetscape elements that improve and add value to the area such as public art, way-finding devices, kiosks, benches, pedestrian lighting, planters and paving patterns.
- Existing and new neighborhood commercial districts should:

- Work with market trends to encourage commercial activities to phase out along some blocks of arterial streets and to grow in increasingly dense district clusters.
- Capitalize on the fact that each viable neighborhood shopping district in the Near South Side has two major functions and commercial identities: first, as a convenience shopping center for local residents; second, as a point of destination for visitors who want to experience that neighborhood.

## INDUSTRIAL POLICIES AND STRATEGIES

### VISION

Near South Side Area Plan policies that address industrial development are intended to improve industrial employment opportunities within the area, connect labor force with industrial jobs outside the planning area and provide workforce development opportunities for Near South Side industrial workers.

### USE POLICIES AND STRATEGIES

- Support existing industrial uses within the area that provide jobs for the Near South Side workforce and the metropolitan region.
- Encourage reuse of underutilized and vacant industrial areas for industrial or other uses in accordance with Chapter 4 (Districts and Corridors).
- Older multistory industrial buildings are permitted within existing mixed-use areas. Newer, single story, manufacturing plants should be located within designated industrial parks.
- New industrial buildings should be part of a unified campus that is compact, walkable and contains supporting uses.
- Residential uses are usually discouraged within industrial districts, as manufacturing operations may have environmental impacts detrimental to the health of nearby residents; furthermore, residents often find manufacturing uses noisy, dirty or unsightly. However, in the case of clean industry where there are no environmental hazards or negative impacts, it is acceptable for residential and residential mixed-use to be located nearby.

### FORM POLICIES AND STRATEGIES

- Industrial buildings should fit the traditional pattern of walkable neighborhoods by locating close to the street (build-to lines within ten to twenty feet of the public right-of-way) with façades that are human in scale and pedestrian-friendly.
- Provide landscape buffers between industrial buildings, parking lots and adjacent land uses.
- All facades visible from the street should be attractive, utilize quality materials and be consistent with adjacent uses.

- Service loading docks should be located at the side or rear of the building and screened from public view.
- Prohibit outdoor industrial activities that are a nuisance and screen any outdoor industrial areas from surrounding areas.
- Do not locate parking or waste facilities within 10 feet of the front line of the property, and screen these areas from view. Contain all refuse in an appropriate receptacle further enclosed by a 6-foot fence of solid material.
- Provide appropriate traffic control measures at all entrances to public rights-of-way.



### REDEVELOPMENT POLICIES AND STRATEGIES

- Use available federal and state brownfield funds to remediate and market environmentally contaminated sites.
- Promote the reuse of vacant industrial buildings and lots with new industrial businesses or other uses as specified in Chapter 4, Districts and Corridors.
- Encourage business associations in industrial areas to promote aesthetic improvements, crime prevention and business development.
- Recognize and market the Near South Side's concentrated, large and quality workforce as a major community asset to attract prospective employers to the City and to obtain public financial resources.
- Enhance the efforts of Near South Side community organizations and Milwaukee area institutions to train and place Near South Side workers in well-paid industrial jobs and ensure their transportation to work, particularly through the interface of temporary and permanent employment.

- Establish a program based on the model of Suburban Job Link/Harborquest, a not-for-profit staffing program in Chicago, IL that develops permanent jobs by meeting training, immediate job placement, transportation, and career development needs; while meeting employer needs for a reliable temporary and permanent entry level workforce. (See Market Analysis document for additional information.)
- Focus the attention of institutions with a mission of workforce training and placement in the Near South Side, if possible by enhancing existing facilities and locating new facilities in the community. Explore the establishment of a satellite campus in the Near South Side where it would be convenient to the largest number of residents who need intensive career training. (See Market Analysis document for additional information.)
- Establish a coalition of community and civic organizations involved in workforce development to focus existing efforts and implement new industrial worker initiatives like the Suburban Job Link/Harborquest and educational/training facilities within the Near South Side. (See Market Analysis document for additional information.)

## PARKS AND OPEN SPACE POLICIES AND STRATEGIES

### VISION

Weave accessible interconnected open space into the existing fabric of neighborhoods to provide an amenity for residents and to enhance the economic development potential of the area. Use different types of open space that are compatible with homes, businesses, and institutions that serve the social, cultural, economic, recreational and environmental needs of the community.

### USE POLICIES AND STRATEGIES

- Encourage a network of public spaces that includes the following: pocket parks, landscaped spaces between and in front of buildings, publicly accessible community gardens, play areas and tot lots, recreational services, public spaces for social interaction, boulevard medians, streetscape enhancements such as benches, planters, street trees, public art, and pedestrian pathways that connect these places to each other.



- Locate public squares in high activity areas that are most intensely developed or are planned for intense development.
- Provide a range of recreational and educational opportunities (both active and passive) within public spaces to serve a diverse group of people.
- Integrate neighborhood tradition, culture and history into public spaces.
- Support the restoration of rivers and creeks to enhance environmental corridors and provide public access.
- Create well marked and visible access points to all trails and parkways.
- Support the extension of planned bike trails and lanes.
- Improve amenities at existing parks and expand active recreation opportunities (i.e. soccer fields) where possible.

### FORM POLICIES AND STRATEGIES

- Create distinctive, inviting and well landscaped entries to public parks to provide a seamless transition from public sidewalks to park pathways.
- Maintain and improve visibility between parks and surrounding properties.
- Create focal points and community gathering spaces for high-visibility or high-traffic areas, including signage, landscaping, art sculptures, and wayfinding elements.
- Perimeter fencing in parks should generally be avoided. Where necessary, fencing height should be minimized.
- Where possible, use open spaces to address large-scale ecological concerns of providing habitat, minimizing stormwater runoff, infiltrating groundwater, etc.



## REDEVELOPMENT POLICIES AND STRATEGIES

- Use open space to enhance surrounding property values, and to add value to districts and corridors.
- Use open space to add balance to densely developed housing or mixed-use complexes.
- Provide easily accessible and safe play spaces for children by creating shared community greens within residential blocks. Green space improves the marketability of homes adjacent to the green space.
- Reclaim alleyways from trash and criminal activity by vacating the alley and gating each outlet. Blocks with “alleygates” are safer and more secure because neighbors are far more likely to interact with one another. Residents can take advantage of this new green space to beautify, recreate and socialize in this space.
- Open space sites, materials and programming should be designed to reflect community values, history and cultural linkages.
- For an industrial campus or large-scale complex, include parks or plazas that serve area residents, visitors, and workers.
- Parks managed by private homeowner associations are encouraged to add value to residential subareas.
- Seek long-term community partnerships (e.g. park professionals, community organizers, merchants associations, public officials) and collaborative processes to carry out strategies for acquiring, funding and managing open space.
- When alleys are reconstructed, porous pavement should be considered to improve the absorption of stormwater into the ground and reflective materials should be encouraged to reduce the urban heat island effect.
- Support efforts to improve school playgrounds by adding greenery and public accessibility.
- Protect view sheds and improve public access to rivers.

## CIVIC AND INSTITUTIONAL POLICIES AND STRATEGIES

### VISION

Civic and institutional uses in the Near South Side provide a foundation for the community to gather, worship, learn and interact. Many institutions also provide programs that enrich the lives and economic well being of residents and help new immigrants integrate into the greater community



### USE POLICIES AND STRATEGIES

- Locate civic/institutional uses at prominent locations, gateways or key intersections where they are easily accessible on foot, by car, bicycle, bus or other means of mass transit.
- Locate high intensity civic/institutional uses within or near commercial corridors and away from predominantly single family neighborhoods.
- Encourage connections between schools, libraries and parks to allow children to walk between places.
- Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.
- Promote additional health care facilities, urgent care facilities, and clinics that are accessible to residents.
- Encourage higher-education facilities within the area to serve the local and outlying population.
- Encourage civic and institutional uses to incorporate park and open space that are open to the public.

## FORM POLICIES AND STRATEGIES

- Employ good civic/institutional design that creates buildings with inviting public entrances and views to corridors that connect civic uses to neighborhoods and commercial corridors.
- Develop special landscape treatments and related pedestrian-realm enhancements that distinguish civic/institutional uses.
- Encourage civic/institutional uses to integrate public art into the design.

## REDEVELOPMENT POLICIES AND STRATEGIES

- Locate tax-exempt uses in buildings previously occupied by tax-exempt uses whenever feasible.
- Encourage nonprofit organizations to locate on the upper floors of commercial districts to preserve first floor retail space where feasible.
- Higher education facilities libraries, etc. can help raise education levels for future generations.

## TRANSPORTATION POLICIES AND STRATEGIES

## VISION

The Near South Side transportation policies and strategies promote a safe, multi-modal system that is well integrated into the region. The diverse transportation network facilitates economic growth and provides access to goods, services and employment.



## USE POLICIES AND STRATEGIES

- Maintain the traditional street system based on the one-mile grid, clearly differentiated into major and minor arterials supported by collector and access streets.
- Where feasible restore any areas that have a disrupted street grid.

- On major and minor arterials, create an effective multi-modal public right of way for pedestrians, bicycles, automobiles, and transit.
- Incorporate design features into all arterials that calm traffic and improve safety, particularly for pedestrians and bicycles.
- Where feasible, provide wider sidewalks along commercial districts that have high volumes of pedestrian traffic.
- To gain the most transit ridership, place routes through compact, walkable and densely developed neighborhoods and along major commercial corridors.
- Encourage the development of a fixed-route transit system with guideways or rails embedded in the streets to encourage transit oriented development, improve transit ridership, and reduce transit travel times.
- Encourage transit-oriented development along transit routes and encourage all development projects to incorporate site design measures that enhance access to the transit system (for example, walkable connections and wayfinding signage).
- Provide efficient transit serves that connect people to jobs by connecting residents with major employment centers.
- Encourage Intelligent Transportation System (ITS) Technology in bus stations along heavily traveled transit routes, including technology that identifies the arrival time of buses.
- Encourage mixed-use parking structures over single use parking structures and surface parking lots.
- Encourage shared parking facilities to minimize the number of surface lots or parking structures needed to serve an area.
- Locate off-street parking between or behind commercial buildings.

## FORM POLICIES AND STRATEGIES

- Design public right-of-ways for mass transit, buses, trucks, automobiles, bicycles and pedestrians, and adjust the design to fit the needs, character, and intensity of adjacent land uses.
- Provide good pedestrian connections between local neighborhood workplaces, shopping areas, recreational/open space, civic/institutional sites, and other lands.

- Require continuous sidewalks and adequate sidewalk connections on all major corridors.
- Improve the aesthetics of arterials by implementing streetscape enhancements such as trees, plantings, lighting and street furniture.
- Maintain and promote two-way traffic on streets.
- Parking structures should have street-level retail uses, storefront windows, level decks, veneer (e.g., brick or finished concrete, architectural-finished metal panels, glass or glass block, cut stone, decorative masonry block), compatible with the surrounding buildings.
- Integrate landscaping into parking lots and structures to soften, screen and buffer from surrounding uses. Landscape islands should be used in the interior of lots and a tree-shrub groundcover, fencing or a combination of the two should be used along the perimeter of lots.
- Transit routes should be well defined and aesthetically integrated into neighborhoods with special paving features, signage, bus shelters, benches, historic markers, and public art at key nodes.

#### REDEVELOPMENT POLICIES AND STRATEGIES

- Include Near South Side community organizations and community leaders in the planning and development of new transit systems to promote improved transit within the Near South Side.
- Prohibit increasing the traffic capacity within right-of ways if expansion would negatively impact the majority of adjacent land uses.
- Maintain access to the regional freeway system and enhance the existing entrance and exit ramps to be more sensitive to local conditions and provide safer and more attractive connections to the local street system.
- Maintain local streets on a regular basis to create a clean orderly appearance.
- Establish fixed guideway transit to serve the most densely populated portions of the area.
- Develop centralized temporary worker/day laborer pick up locations.
- Add pedestrian safety amenities to high traffic volume intersections.





## CHAPTER 4: DISTRICT RECOMMENDATIONS

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This chapter organizes the planning area into five districts to provide more detailed place based recommendations. Map 15 shows the district boundaries. Each district is further broken down into a series of corridors and subareas. Recommendations for these areas are discussed below and shown in a conceptual manner on Exhibits 3 - 7.

The recommendations for the districts are based on the outcomes of the plan's analysis phase, public involvement and the Near South Side Market Analysis. The following key points laid the foundation for the district recommendations.

- To remain competitive, the existing Near South Side commercial corridors must cluster themselves into distinct areas focusing efforts on Silver City, National Avenue/5th Street, Lincoln Avenue, Historic Mitchell Street, and Cesar Chavez Drive.
- Demand for new commercial districts exists along 2nd and 1st streets.
- Residential densities should be increased around the commercial clusters to support businesses and create new housing for a growing population.
- Opportunities to add new subsidized housing units should be identified to maintain the affordability of the area and provide housing that is compatible with the area's income levels.
- Existing single family and duplex residential areas should be preserved and improved through housing rehabilitation programs.
- Opportunities to improve existing green space and to weave new green spaces into the area should be a high priority to add local amenities and improve resident's quality of life.
- The dense urban environment of the Near South Side should be softened and beautified by streetscaping the area's main arterials and adding trees and other plantings wherever possible.
- Workers within the Near South Side are an asset to the city and efforts to enhance worker skills and improve transportation options should be a priority.

### LINCOLN VILLAGE DISTRICT

The Lincoln Village district is bounded by Layton Boulevard, Becher Street, the eastern plan boundary near Interstate 94/43 and the southern plan boundary near Cleveland Avenue.

#### EXISTING CONDITIONS

The Lincoln Village district comprises residential areas that are located north and south of Lincoln Avenue. Lincoln Avenue is a busy commercial district that serves local residents and contains some fine examples of traditional Central and Eastern European-influenced architecture. The district has access to large parks including Kosciusko, Baran and Pulaski parks and includes historic amenities such as the Basilica and the Historic Forest Home Cemetery. While some areas in this district have maintained strong residential neighborhoods particularly adjacent to local parks, several residential pockets require rehabilitation.

#### DISTRICT VISION

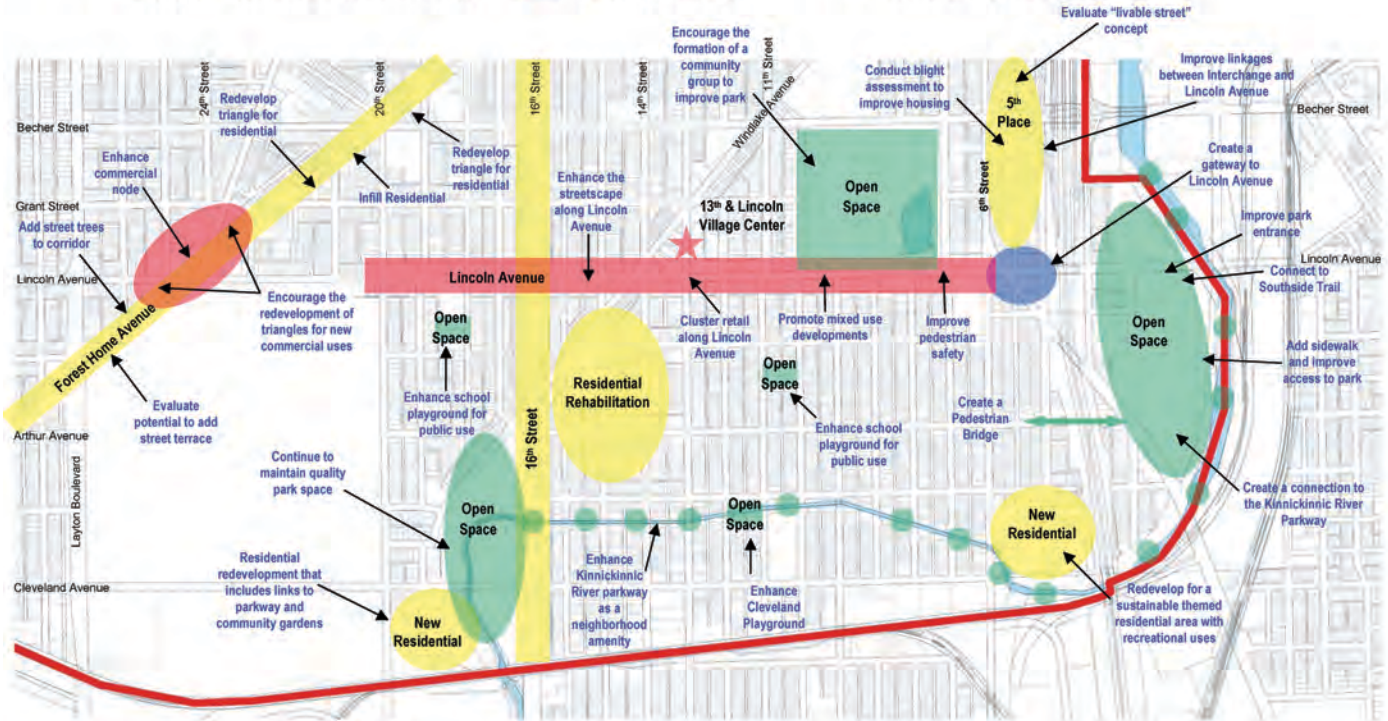
The Lincoln Village district will be a cohesive neighborhood that provides many amenities for residents and families. Lincoln Avenue will continue to be the heart of this area providing local goods and services and community gathering opportunities. The existing parks and the transformation of the Kinnickinnic River parkway will be major natural and recreational assets for the community and provide important and cohesive green space linkages. See Exhibit 3 for a visual depiction of the district's recommendations.



# Exhibit 3: Lincoln Village District

Boundary: Layton, Becher, east plan boundary and south plan boundary

- |  |  |  |
|--|--|--|
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> Residential (single-family/duplex)       | <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> Parks and open space | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Pedestrian connection |
| <span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> Urban Neighborhood (res./com.)           | <span style="display:inline-block; width:15px; height:15px; background-color:gray; border:1px solid black;"></span> Industrial/Business        | <span style="display:inline-block; width:15px; height:15px; background-color:darkblue; border:1px solid black;"></span> Roadway connection     |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Commercial (primary retail corridor) | <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Gateway                    | <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Catalytic Project    |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> Mixed use (commercial/residential)  | <span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> Parking Facility         | <span style="display:inline-block; width:15px; height:15px; background-color:gray; border:1px solid black;"></span> Redevelopment area         |





## CORRIDOR RECOMMENDATIONS

### LINCOLN AVENUE

The Lincoln Avenue corridor extends from approximately 20th Street on the west to 5th Street on the east. This corridor has been identified in the Near South Side Market Analysis as one of the area's primary commercial districts that should be enhanced. The Lincoln Village Business Association and the Lincoln Neighborhood Redevelopment Corporation have been working to revitalize this corridor and their efforts should be supported to reinforce Lincoln Avenue as a retail/commercial mixed use corridor that provides goods and services for local residents. Specific recommendations for this corridor include:

#### *Use Policies*

- Cluster businesses along Lincoln Avenue with the greatest concentration of businesses near Lincoln Avenue and 13th Street. See Catalytic Project #9.
- Encourage small scale mixed use developments with retail on the first floor and residential and office uses on the upper floors.
- Allow the conversion of sole use residential properties along Lincoln Avenue and encourage new mixed use buildings in their place.



#### *Form Policies*

- Evaluate the opportunity to improve connectivity to Lincoln Avenue from the Becher Street interchange with Interstate 94/43 and create a gateway on the east side of Lincoln Avenue near 5th Street.
- Enhance streetscape amenities for the entire corridor and provide traffic calming and pedestrian amenities at intersections along Lincoln Ave. Additional pedestrian amenities and traffic calming measures should be provided at 6th Street and Lincoln Avenue to provide safe crossing near the Basilica and Kosciusko Park.

### *Redevelopment Strategies and Actions*

- Develop an improvement plan that is specific to Lincoln Avenue that includes specific actions and projects to redevelop underutilized or vacant buildings or lots, improve facades, upgrades the retail mix to fit the corridor's identity, provides security and aesthetic enhancements, and identifies technical assistance funds for small businesses.
- Develop a marketing plan that promotes the identity of Lincoln Avenue as a neighborhood-serving commercial corridor that provides a mixture of restaurants and specialty stores that cater to a range of ethnicities.

### FOREST HOME AVENUE



The Forest Home Avenue corridor extends from the southern plan boundary to Mitchell Street. This includes portions of Forest Home Avenue in the Layton Boulevard District and the Mitchell Street District. Forest Home should be maintained as a residential corridor with commercial nodes at major intersections. Low traffic professional services such as dentist offices are also encouraged. Specific recommendations for the corridor include:

#### *Use Policies*

- Maintain residential uses with commercial nodes at major intersections.
- Neighborhood green space should be encouraged on triangular parcels as either a separate use or incorporated with new private developments.
- The commercial node at the intersection of Forest Home, Lincoln and Muskego avenues should be enhanced for commercial businesses and a more cohesive development pattern should be encouraged.

- Encourage the redevelopment of the triangle that is bounded by Forest Home Avenue, Grant Street and 21st Street for residential development that includes a mixture of subsidized and market rate units. Townhouse units that are appropriately scaled to the neighborhood are encouraged. A zoning change would be required to allow new residential development.
- Infill residential should be encouraged on the south side of Forest Home between 21st and 20th to fill vacant lots.
- Encourage the redevelopment of the triangle bounded by Becher Street, Forest Home Avenue and 19th Street for residential and green space uses.
- Discourage the concentration of used automobile sales lots throughout the corridor.

#### *Form Policies*

- The appearance of Forest Home Avenue should be enhanced by adding street trees and streetscaping and the addition of a street terrace should be explored. Where street terraces are not available or possible, consider planting street trees on private properties.

#### SUB AREA RECOMMENDATIONS



#### 5TH PLACE

Public involvement identified several concerns about the condition of housing along 5th Place from Burnham Street to Lincoln Avenue. To improve the condition of housing, a blight assessment should be conducted to identify particularly troublesome properties. The blight assessment could also serve as the basis for identifying homes that could be rehabilitated and homes that could be selectively demolished and replaced with green space or new housing. An open and transparent process with local residents and property owners is recommended.

In addition, a portion of 5th Place should be evaluated for a potential “livable street” concept (see Model Development examples in Chapter 2). The roadway could be converted into a multifunctional area that serves slow moving vehicles, pedestrians and other activities by using traffic calming measures, eliminating curbs and providing intermittent parking.

#### NEW RESIDENTIAL

Some residential redevelopment opportunities have been identified along the Kinnickinnic River corridor. The two recommended sites currently contain underutilized or vacant industrial uses. The sites will require a redevelopment plan to prepare the land for residential development. These sites could be used as replacement housing for residents that may be relocated due to flood mitigation efforts along the Kinnickinnic River. The areas include:



- The block bounded by Interstate 94/43, the Kinnickinnic River Parkway, 6th Street and Harrison Avenue should be evaluated for a housing development that could include market rate and subsidized or supportive housing units with one & two family units, row houses and small multi-family buildings. The buildings and the site should be developed with green/sustainable principles to build upon the Kinnickinnic River revitalization efforts and evaluate the potential to incorporate a neighborhood park and other recreational activities.



- The industrial area south of Cleveland Avenue, between 20th Street and the Kinnickinnic River could be converted to residential if the site is no longer needed for industrial purposes. Medium density residential with townhouses and row houses that incorporate a sustainable housing focus with community gardens and links to the Kinnickinnic River Parkway should be considered. Opportunities for subsidized and market rate housing should be evaluated.

#### KINNICKINNIC RIVER AREA

Planning is underway by the 16th Street Health Clinic and MMSD to naturalize and improve the Kinnickinnic River through the planning area and beyond. The plans include improved public access to the river, flood mitigation and ecological restoration. The project has the potential to create lasting amenities for residents that could improve the area's quality of life. Recreation trails along the parkway that link to other parks and recreation trails in the area are encouraged. Land uses adjacent to the river may need to change to reflect acquisition and removal of houses along the river.

#### OPEN SPACE

Improvements to the Kinnickinnic River Parkway would improve the green space network for this District. Other opportunities also exist:

- Encourage the greening of the playgrounds at Lincoln Avenue Elementary School and Hayes Bilingual Elementary School in coordination with MPS.
- Enhance Cleveland Play Ground by reducing the amount of pavement and adding grass and other plantings to green the area.

- Improve Kosciusko Park by identifying an organized community group that would work with Milwaukee County to make improvements to the park and plan activities.
- Continue to improve and maintain Pulaski Park as a neighborhood amenity.
- Improve Baran Park and improve its connectivity to area residents and other recreational amenities by:

- Improving access to Baran Park by providing sidewalks along one side of 1st Street and improving the entrance to the park along 1st Street. Also, improve the entrance markings to Baran Park along Lincoln Avenue.
- Evaluating the reconstruction of 1st Street as a parkway.
- Linking Baran Park to the Kinnickinnic River trails at the southern end of the park and connecting to the planned south side bike trails off 1st Street.
- Creating additional bike and pedestrian trails that weave through Baran Park and connecting them to the Kinnickinnic River trails.
- Improving the accessibility to Baran Park from residential neighborhoods to the west of the freeway by adding a pedestrian bridge over the freeway at W. Arthur Avenue.



#### RESIDENTIAL REHABILITATION

The housing stock to the south of Lincoln Avenue and west of 13th Street would benefit from rehabilitation efforts. A Target Investment Neighborhood and other housing programs should be considered to assist with the rehabilitation of existing housing.



## LAYTON BOULEVARD DISTRICT

The Layton Boulevard district is bounded by the city's western border, the northern plan boundary near Pierce Street, Layton Boulevard on the east and the southern plan boundary near Cleveland Avenue.

### EXISTING CONDITIONS

The Layton Boulevard District has a fairly stable residential population with a relatively large concentration of homeowners. The area contains one large park complex that is central to the district. The Stadium Business Park provides local jobs in close proximity as well as the redeveloping Menomonee Valley. The Silver City area is an emerging local and destination retail corridor that provides goods and services for local residents. The area is also in close proximity to large regional retailers along the 43rd Street corridor in West Milwaukee.

### DISTRICT VISION

The district will continue to be a stable residential area for the Near South Side that provides opportunities for families to live in single family homes. At the same time, the resurgence of Silver City businesses will not only provide local goods and services, it will attract visitors to the area. The recreational and economic opportunities within the easily accessible Menomonee Valley will improve resident's quality of life and help sustain a healthy neighborhood. In addition, local amenities such as the rehabilitation of the Historic System Built Homes and maintenance of the Historic Layton Boulevard provide the area with a unique appeal. See Exhibit 4 for a visual depiction of the district's recommendations.

### CORRIDOR RECOMMENDATIONS

Layton Boulevard and National, Lincoln and Forest Home avenues were identified as important corridors within this district area that require special recommendations.

#### LAYTON BOULEVARD (NATIONAL TO CLEVELAND AVENUES)

Layton Boulevard from approximately National Avenue to Cleveland Avenue should maintain its current mix of residential and institutional uses. Specific recommendations for this corridor include:



- Enhance and preserve the feel of a grand historic boulevard.
- Maintain the character and scale of existing single and two family residences.
- Improve the pedestrian realm by creating safer crossings and traffic calming measures at major intersections. Areas of particular concern for pedestrians include the intersections of Layton Boulevard with Lincoln and Forest Home avenues where the roadway widens.



This section provides recommendations for National Avenue between the city's western boundary and Layton Boulevard. The highlight of this corridor is the area known as Silver City that is located west of 31st Street. This area already contains a mixture of restaurants and entertainment uses that feature a range of Asian and other ethnic group products and foods. The Near South Side Market Analysis identified Silver City as a primary commercial district that should be enhanced. Specific recommendations for this corridor include:

#### *Use Policies*

- Cluster businesses to the west of 31st Street and encourage mixed use developments that provide retail on the first floor and residential or office space on the upper floors.
- Build upon the area's existing businesses with International and Asian goods and encourage the development of an Asian market within Silver City that could be located on the south side of National Avenue near 34th Street.
- Maintain National Avenue between 28th Street and 31st Street as residential and discourage commercial uses in this area.
- The underutilized parking area and green space south of Pierce Street, north of National Avenue and west of 35th Street should be redeveloped with housing in a manner that improves the adjacent public park to the east of the viaduct.

#### *Form Policies*

- Support the streetscaping project that is planned for 2009 that includes pedestrian amenities and multimodal transportation options along National Avenue with connections to the surrounding neighborhood. Incorporate bump outs to calm traffic and improve pedestrian safety.

- Improve the public realm between the Silver City Main Street and the 37th Street tunnel (Valley Passage) to encourage a synergy between the Menomonee Valley and Silver City. See Catalytic Project #2.
- Developments surrounding the 37th Street/Valley Passage tunnel should utilize building facades and windows that are open to the public realm and provide 'eyes on the street.'



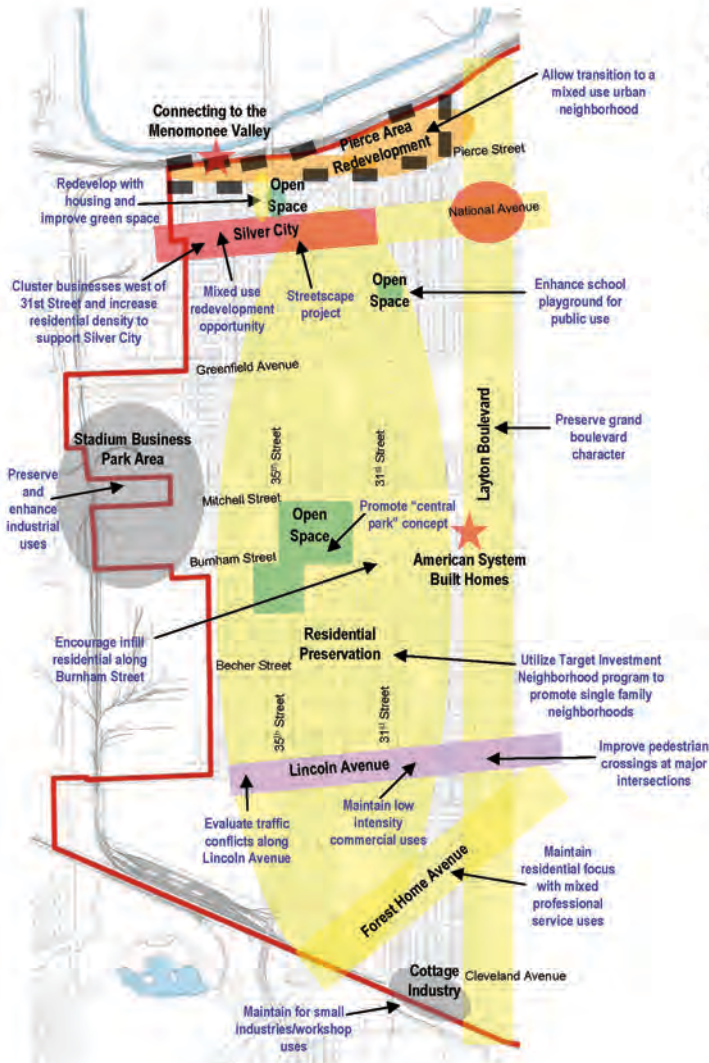
#### *Redevelopment Strategies and Actions*

- Support the efforts of the Silver City Milwaukee Main Street.
- Develop an improvement plan that is specific to Silver City that includes specific actions and projects to redevelop underutilized or vacant buildings or lots, improve facades, upgrades the retail mix to fit the corridor's identity, provides security and aesthetic enhancements, and identifies technical assistance funds for small businesses.
- Develop a marketing plan that promotes the identity of Silver City as a diverse mix of locally owned businesses that provide International goods and services with an Asian emphasis to local residents and visitors.
- Create a synergy between Silver City, the Menomonee Valley and Miller Park by adding public amenities and encouraging private development to improve the connection to these areas. See Catalytic Project #2.
- Encourage the creation of a Business Improvement District (BID) for Silver City.
- Evaluate the use of tax increment financing to fund improvements for Silver City and the surrounding area.
- Continue to coordinate efforts with West Milwaukee.

## Exhibit 4: Layton Boulevard District

Boundary: west plan boundary, north plan boundary, Layton, south plan boundary

- Residential (single-family/duplex)
- Urban neighborhood (residential/commercial)
- Commercial (primary retail corridor)
- Mixed use (commercial/residential)
- Parks and open space
- Industrial/business
- Gateway
- Parking facility
- Pedestrian connection
- Roadway connection
- Catalytic project
- Redevelopment area



NEAR SOUTH SIDE  
AREA PLAN



#### LINCOLN AVENUE (WEST OF LAYTON BLVD.)

The portion of Lincoln Avenue to the west of Layton Boulevard contains many commercial and mixed commercial and residential buildings. The Near South Side Market Analysis did not identify this portion of Lincoln Avenue as a primary retail corridor. Therefore, this area will remain as a mixed use corridor with small, low intensity commercial uses that serve the local population. In addition, a traffic analysis should be conducted along this corridor to evaluate pedestrian and vehicular safety and traffic conflicts. Of particular concern is the area between 35th and 43rd streets where several conflicts arise from traffic entering and exiting the City of Milwaukee Recycling facility and traffic delays at the railroad tracks near 43rd Street.

#### FOREST HOME AVENUE

See the Forest Home Avenue corridor recommendations in the Lincoln Village Area District.

#### SUB AREA RECOMMENDATIONS

Several sub areas have been identified for this district. Recommendations for those areas are provided below.

#### PIERCE AREA REDEVELOPMENT

The sub area located approximately south of the Menomonee Valley, west of 28th Street, east of 38th Street and north of Pierce Street currently contains many underutilized parcels and buildings. The area contains many challenges including brownfields, underutilized and vacant buildings, crime, code enforcement, and absentee landlords. To revitalize the area and turn it into an area asset, an aggressive approach will be required that will take many years. Specific recommendations for this sub area include:

##### *Use Policies*

- Incorporate a mixture of uses in a cohesive fashion that includes residential, commercial, open space and business uses.
- Change the zoning of properties to allow for the transition from heavy industry to mixed uses.
- Replace any lost housing and incorporate a mixture of new market rate and subsidized housing units.



##### *Form Policies*

- Integrate and reconnect the area with surrounding neighborhoods by reconnecting the street grid.

##### *Redevelopment Strategies and Actions*

- Prepare a master plan for the area that identifies more specific locations for various land uses, neighborhood amenities and redevelopment strategies.
- Evaluate the use of tax increment financing to carry out the necessary master planning, parcel consolidation, infrastructure and environmental remediation needs.
- Improve code enforcement and encourage landlord training.

#### OPEN SPACE

This district contains limited open spaces that should be preserved and enhanced for the benefit of residents. Open space recommendations for this district include:

- See Catalytic Project #2, which calls for creating connections between the Near South Side and open space in the Menomonee Valley.



- Enhance Burnham Playfield, Rogers Park and the other adjacent city owned playfield as a cohesive centrally located open space cluster within the district. Maintain current active recreational

amenities and incorporate passive recreational amenities such as pedestrian and bike trails. Also, incorporate native plantings and trees to improve the environment and evaluate the potential to reduce the amount of paved parking lot. Encourage the formation of a citizen's group that promotes the improvement of the parks and promotes activities at the parks.

- Enhance the existing green space (Arlington Park) east of the 35th Street Viaduct to the south of Pierce Street and north of National Avenue.
- Working with MPS, evaluate the potential to improve the playground of Doerfler Elementary School located near 30th and Scott streets as a neighborhood public space with greenery.

#### RESIDENTIAL PRESERVATION



As discussed in Chapter 2, the western side of the planning area has the highest concentration of owner occupied housing within the planning area and is comprised of a fairly stable residential base with mostly single-family and duplex homes. These characteristics should be enhanced and preserved. Specific recommendations for this area include:

- Support the efforts of the Layton Boulevard West Neighbors, Inc. to revitalize housing.
- Promote the preservation of single family homes in the district by discouraging the conversion of single family homes to two or more units.
- Utilize Target Investment Neighborhood and other housing programs that improve single family or duplex homes.
- Encourage residential infill along Burnham Street to reduce the number of vacant parcels.
- Evaluate the potential to convert the one-way streets to two ways streets from approximately 34th through 30th streets between Cleveland Avenue and Burnham Street.

- Support existing efforts to revitalize the historic American System Built Homes (Frank Lloyd Wright Design) near Layton Boulevard and Burnham Street. See Catalytic Project #1.

#### STADIUM BUSINESS PARK AREA

The Stadium Business Park and the industrial area to the north are stable manufacturing areas that should be preserved and enhanced for industrial uses from approximately Greenfield to Burnham and 38th to the City boundary. Additional job creation in this area is highly encouraged to support local jobs for residents.

#### COTTAGE INDUSTRY

Cottage industries are recommended for the area generally bounded by Cleveland Avenue, rail road tracks, and 27th and 31st streets. Cottage industries include businesses that require small building footprints, affordable space for start up industries and small businesses such as plumbers, home builders and contractors.

#### MITCHELL STREET DISTRICT

The Mitchell Street district area is bounded by Layton Boulevard, Greenfield Avenue, Interstate 94/43 and Becher Street.

#### EXISTING CONDITIONS

The Mitchell Street district includes a residential area that is bisected by several arterials and angled streets, creating a distinct land use and transportation pattern with many triangular parcels. Commercial uses are spread out along many of the commercial corridors making it difficult for any one corridor to form a successful concentration of businesses. Historic Mitchell Street was once a regional destination for retail goods and services. The Business Improvement District has been working to revitalize this important corridor.

#### DISTRICT VISION

This district is envisioned to have strong neighborhoods that are anchored by a successful Historic Mitchell Street commercial district that provides a broad range of goods and services for the entire Near South Side area and the regional market. See Exhibit 5 for a visual depiction of the district's recommendations.

## CORRIDOR RECOMMENDATIONS

### MUSKEGO AVENUE

The Muskego Avenue corridor extends from Greenfield Avenue to the north and Forest Home Avenue and Lincoln Avenue to the south. A portion of the corridor is located within the Lincoln Avenue district. The Near South Side Market Analysis did not identify Muskego Avenue as a primary retail corridor. As a result, Muskego Avenue from approximately Lincoln to Greenfield avenues may transition into a predominately residential street while maintaining mixed use retail nodes at the intersections of Lincoln, Greenfield and Mitchell with Muskego Avenue. Specific recommendations for this corridor include:



#### *Use Policies*

- Encourage the development of new small scale multi-family residential homes such as townhouses, row houses and duplexes.
- Improve and enhance the open-air farmers market at the northeast corner of the Muskego Avenue and Mitchell Street and continue to maintain the market to promote healthy living initiatives. Additional amenities should be added to improve the market's functionality and aesthetics and a more permanent and fixed presence should be created.
- Encourage a small scale mixed-use residential node along Muskego Avenue between Burnham and Mitchell streets.
- Encourage a retail/mixed-use node that is linked to the Cesar Chavez Drive retail corridor for the parcels bounded by Muskego Avenue, Bow Street, Union Street and Greenfield Avenue.

#### *Form Policies*

- Maintain the street wall along Muskego Avenue by aligning the front facades of buildings consistent with adjacent ones.
- Encourage a more residential feel along Muskego Avenue by incorporating streetscaping elements that make it more pedestrian friendly.

### HISTORIC MITCHELL STREET

The Near South Side Market Analysis identified Mitchell Street from approximately Cesar Chavez Drive to Interstate 94/43 as a primary retail corridor that should be enhanced. Mitchell Street has the potential to become a community wide shopping district that provides goods and services for the Near South Side and the regional. The corridor has the benefit of larger footprint buildings and parcels with ample parking that could support larger anchor stores.

Retail businesses thrive by being adjacent to each other in a convenient, compact, pedestrian-oriented setting that allows shoppers to move easily from store to store. This principle can be seen on traditional retail corridors like Mitchell Street and in newer “town center” concept developments and suburban shopping malls. The future viability of Mitchell Street depends on maintaining this high quality main street or downtown retail look and function. The following bullets recommend how to fulfill this retail vision.



#### *Use Policies*

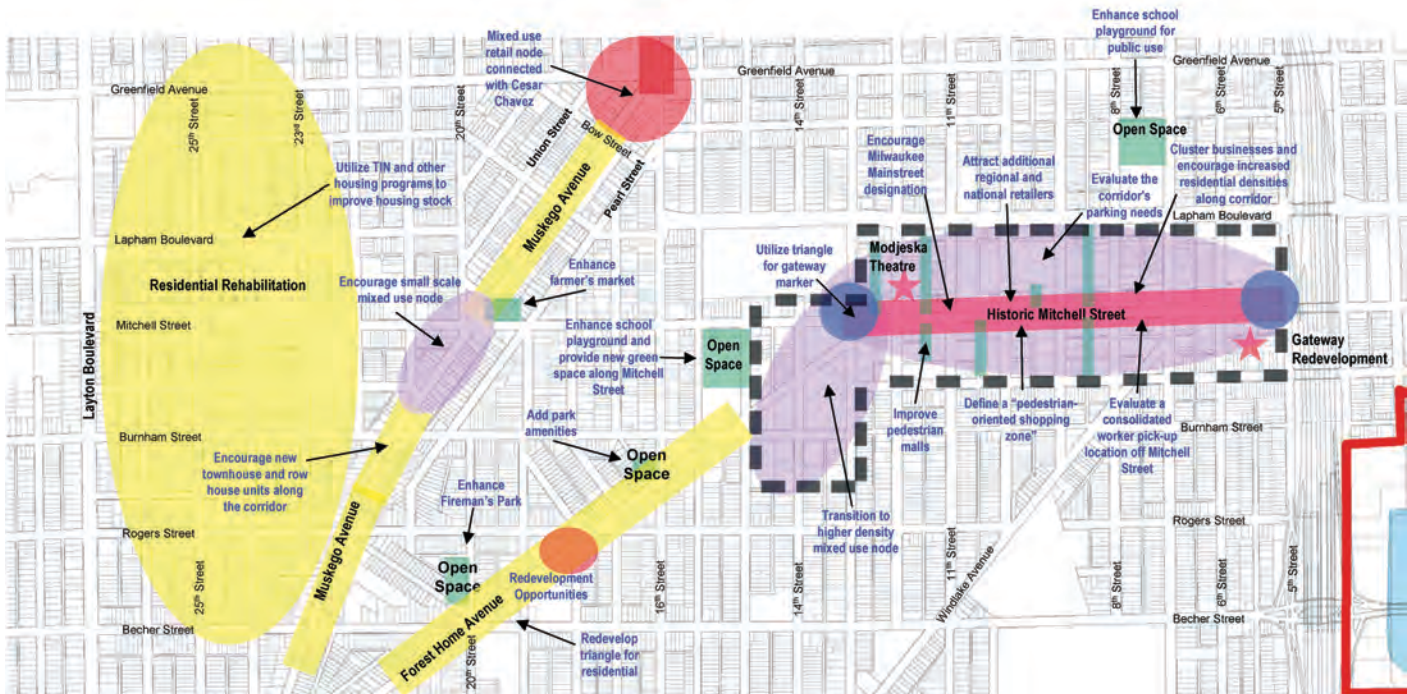
- Define a “pedestrian-oriented shopping zone” comprising the street level of buildings on properties with frontage on either side of Mitchell St. between 5th St. and the 13th St., including either side of the Forest Home Avenue triangle as shown on Exhibit 5.



# Exhibit 5: Mitchell Street District

Boundary: Layton, Greenfield, I-94/43 and Becher

- |  |  |  |
|--|--|--|
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> Residential (single-family/duplex)       | <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> Parks and open space | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Pedestrian connection |
| <span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> Urban neighborhood (res./com.)           | <span style="display:inline-block; width:15px; height:15px; background-color:gray; border:1px solid black;"></span> Industrial/Business        | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Roadway connection    |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Commercial (primary retail corridor) | <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Gateway                    | <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Catalytic Project    |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> Mixed use (commercial/residential)  | <span style="display:inline-block; width:15px; height:15px; background-color:purple; border:1px solid black;"></span> Parking Facility         | <span style="display:inline-block; width:15px; height:15px; background-color:gray; border:1px solid black;"></span> Redevelopment area         |



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- Within this defined zone, maintain and promote an economically vibrant mix of retail stores and services at the street level, while discouraging uses that do not directly contribute to a high quality shopping experience.
- Protect the heart of the pedestrian retail corridor by discouraging uses that don't contribute to a dedicated shopping zone.
- Locate non-retail uses on parcels outside or above this pedestrian-oriented shopping zone. Social services, governmental agencies, and professional services should be located on floors above the street level or on surrounding streets. Organizations that provide transportation services should locate where they can provide appropriate facilities for waiting and boarding passengers and vehicular movement, not in the pedestrian-oriented shopping zone. Discourage new auto-oriented uses, drive through businesses, and gas stations in the pedestrian-oriented shopping zone.
- Encourage businesses within the district to locate along Mitchell Street instead of along other non primary commercial corridors.
- To diversify the availability of goods and services in close proximity to Near South Side residents, attract national retailers that would complement and fit the urban format of the Mitchell Street corridor.
- Increase residential densities within and adjacent to the corridor to provide a stable customer base for Mitchell Street businesses.
- As properties are redeveloped, encourage a higher density mixed use retail and residential node along Mitchell Street and Forest Home Avenue between approximately 14th and 12th streets.
- A cohesive redevelopment plan should be evaluated on the east end of Mitchell Street for the block bounded by Mitchell, 6th, Maple and 5th streets. See Catalytic Project #6.
- Consider the conversion of a signature building or develop a new building along Mitchell Street to become an "International Village" that attracts 'world market'-style businesses, building upon attracting businesses related to ethnic festivals with retail on first floor and office/residential on upper floors. See Catalytic Project #6.

### Form Policies

- In order for the shopping zone to succeed, all businesses in the zone should be held to the same high standards of storefront design and signage. This recommendation applies to all businesses including low-overhead businesses such as liquor stores, check cashing/pay day loan establishments, and mobile communication stores as well.



- Improve the pedestrian walkways that connect parking lots to Mitchell Street as an amenity for the corridor by creating wayfinding signs, mid-block crosswalks at the pedestrian malls, utilizing different pavements types, adding planters and benches and improving the safety with additional lighting. Also, encourage restaurants and cafes to utilize the pedestrian malls by creating windows that open to the malls and utilizing the space for outdoor seating.



- All new developments along Mitchell Street should maintain the corridor's street frontage. Large blank walls with no windows facing the street should be avoided. The facade's of larger-scale buildings should be broken up with architectural detail and include ample windows.

- Create gateway markers on the east and west ends of the Mitchell Street corridor. The east end marker should be located at approximately the intersection of 5th and Mitchell streets. See Catalytic Project #6. The west end marker should be located at the intersection of Forest Home Avenue, 13th Street and Mitchell Street. A triangle formed by the intersection of these three streets could be used to create a unique gateway marker.

### *Redevelopment Strategies and Actions*

- Support the efforts of the Mitchell Street Business Improvement District to continue the revitalization of this corridor.
- Encourage Milwaukee Mainstreet designation.
- Develop an improvement plan that is specific to Mitchell Street that includes specific actions and projects to redevelop underutilized or vacant buildings or lots, improve facades, upgrades the retail mix to fit the corridor's identity, provides security and aesthetic enhancements, identifies technical assistance funds for small businesses and recruits businesses catering to a regional market.
- Develop a marketing plan that promotes an identity for Historic Mitchell Street that caters to community wide goods and services and adapts to its position in the market place and to the demographics of the Near South Side. The marketing plan may include a website, newsletters, and scheduled events.
- Encourage the creation of a theater district centered on the Modjeska Theater near 12th and Mitchell Street. See Catalytic Project #10.
- Mitchell Street currently has large public parking lots conveniently located behind its large commercial buildings. Develop a parking management plan, including responsibilities, that identifies appropriate parking locations for existing and planned development; specifies a wayfinding signage program to direct customers to parking; improves the appearance of the parking lots through landscaping and maintenance; and, provides surveillance. If any parking lots are not needed for current and future needs, they should be evaluated for redevelopment sites.

- Evaluate the potential to consolidate worker pick up locations at one designated off-street site near Mitchell Street. This site should be appropriately sized to accommodate workers waiting for transportation and being dropped off during multiple shifts and should avoid conflicts with retailing businesses along Mitchell Street. Improvements to the site, including a shelter, should also be considered.

### FOREST HOME AVENUE

Refer to the Lincoln Village Area District for Forest Home Avenue corridor recommendations.

### SUB AREA RECOMMENDATIONS

#### RESIDENTIAL REHABILITATION

Public involvement identified the residential area in Exhibit 5 as an area in need of rehabilitation due to concerns with over crowding, building code violations and poor housing conditions. Residential parking has also been identified as particularly troublesome in this area. A Target Investment Neighborhood should be considered to assist with the rehabilitation of existing housing.

#### OPEN SPACE

This District has very limited open space opportunities for residents. Therefore, it is important to improve and maintain existing spaces. Some opportunities to improve park space include:

- Convert the concrete playground to a grass playground at the Allen-Field Elementary school and make accessible to public.
- Convert the concrete playground at the Forest Home Elementary School and the parcels just north of the school to a public space that is integrated with Mitchell Street.
- Add park amenities such as play equipment, benches, trees and a trail to the park at Forest Home and 16th Street if the neighborhood supports such activities.
- Enhance Fireman's Park along Forest Home Avenue between 20th and 21st Street by removing concrete pavement for parking and adding park amenities.



## CESAR CHAVEZ DRIVE DISTRICT

The Cesar Chavez Drive district area is bounded by Layton Boulevard, the northern plan boundary/ Canadian Pacific Rail Road, Interstate 94/43 and Greenfield Avenue.

### EXISTING CONDITIONS

The Cesar Chavez district includes an extensive residential area that is anchored by the Cesar Chavez commercial corridor. The commercial corridor has a unique character that serves as the hub for local Hispanic goods and services. The district is also home to the United Community Center and the Hispanic Chamber of Commerce. The northern portion of the district was once a thriving industrial area connected with the Menomonee Valley. However, today, it underutilized and requires redevelopment.

### DISTRICT VISION

This district is envisioned as an area that provides affordable decent housing options for various income levels. Local goods and services are provided along the Cesar Chavez commercial corridor that is a thriving and active hub of commerce. Over the long term underutilized lands will be put back into productive use and provide new housing and business opportunities. See Exhibit 6 for a visual depiction of the district's recommendations.

### CORRIDOR RECOMMENDATIONS

#### NATIONAL AVENUE

The National Avenue corridor within this district runs from Interstate 94/43 to Layton Boulevard. The land uses along the corridor should become more organized alternating between multi-family and townhouse residential uses and commercial nodes at major intersections. Residential uses should provide both market rate and subsidized housing opportunities. Recommendations for this corridor include:

- The existing commercial node at the western end of the district at the intersection of Layton Boulevard and National Avenue should be maintained and enhanced. As parcels are redeveloped, new commercial uses should be placed along the street frontage with parking placed to the side or the rear.

- Between approximately 25th and 20th streets, the focus of National Avenue should be residential with some minor retail and professional service uses.
- Another commercial node between approximately 20th and 15th streets should become a commercial and mixed-use node that enhances the efforts and character along Cesar Chavez Drive.
- National Avenue between 15th and 12th streets should have a multi-family residential focus and allow existing uses to convert to residential. The north side of National Avenue provides an opportunity to assemble parcels to create a unique redevelopment area. (See Bruce/Pierce/National sub area for more information.)



- National Avenue from approximately 12th Street to Interstate 94/43 development should have a small scale main street-like atmosphere with mixed use buildings. Pedestrian and transportation enhancements should be encouraged to improve the connectivity of National Avenue activities on the east and west sides of I-94.
- A concentration of automobile dependent uses such as drive-thrus and gas stations should be discouraged along National Avenue.

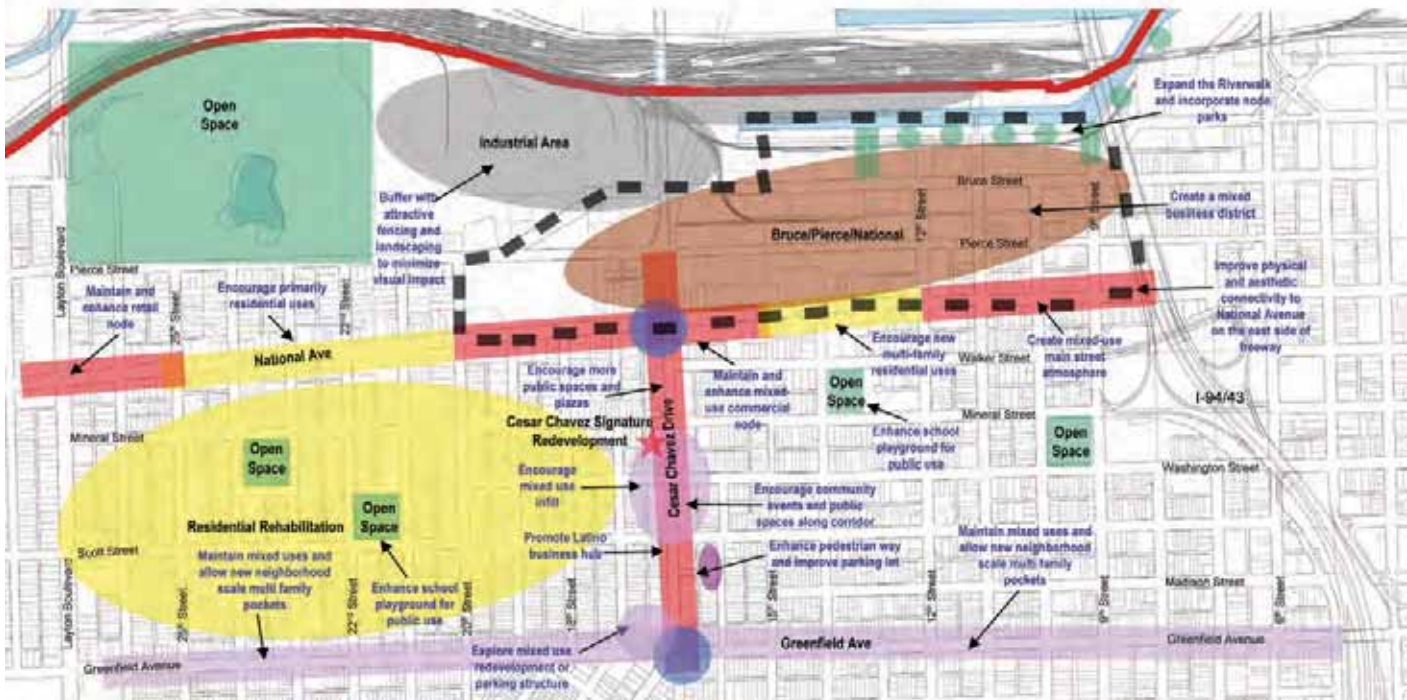
#### CESAR CHAVEZ DRIVE

Cesar Chavez Drive between National and Greenfield avenues is a unique commercial area and a hub for Latino businesses and goods. This corridor was identified in the Near South Side Market Analysis as a primary retail corridor that should be enhanced. A Business Improvement District has been created to promote the corridor and their efforts to revitalize the corridor should be supported. Specific recommendations for the corridor include:

# Exhibit 6: Cesar Chavez Drive District

Boundary: Greenfield, Layton, Rail Road tracks and I-94/43

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| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> Residential (single-family/duplex)       | <span style="display:inline-block; width:15px; height:15px; background-color:lightgreen; border:1px solid black;"></span> Parks and open space | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Pedestrian connection |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Commercial (primary retail corridor) | <span style="display:inline-block; width:15px; height:15px; background-color:lightgrey; border:1px solid black;"></span> Industrial/Business   | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Roadway connection    |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightpink; border:1px solid black;"></span> Mixed use (commercial/residential)    | <span style="display:inline-block; width:15px; height:15px; background-color:lightblue; border:1px solid black;"></span> Gateway               | <span style="display:inline-block; width:15px; height:15px; background-color:lightcoral; border:1px solid black;"></span> Catalytic Project    |
| <span style="display:inline-block; width:15px; height:15px; background-color:lightbrown; border:1px solid black;"></span> Mixed business                       | <span style="display:inline-block; width:15px; height:15px; background-color:lightpurple; border:1px solid black;"></span> Parking Facility    | <span style="display:inline-block; width:15px; height:15px; background-color:lightgrey; border:1px solid black;"></span> Redevelopment area    |



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### *Use Policies*

- Encourage Latino businesses within the district to locate along this corridor.
- Increase residential densities within and adjacent to the corridor to provide a stable customer base for Cesar Chavez Drive businesses.
- Encourage a signature redevelopment for the southwest corner of Cesar Chavez Drive and Mineral Street that creates a model mixed use development for the Cesar Chavez Drive corridor. See Catalytic Project #7.



- Encourage a mixed-use node along Cesar Chavez Drive between Mineral and Scott streets with first floor retail that is consistent with other businesses along Cesar Chavez Drive.
- For the surface parking lot on the north side of Chase Bank at the intersection of Cesar Chavez Drive and Greenfield Avenue, explore redevelopment opportunities that include a neighborhood scale (1 to 4 floors) commercial mixed-use development. Also, evaluate the need to include a mixed use public parking structure.
- Encourage community events on Cesar Chavez Drive whenever possible.

### *Form Policies*

- Provide traffic calming and improved pedestrian amenities (including expanding the width of sidewalks) at intersections along Cesar Chavez Drive.
- Create Gateways on Cesar Chavez Drive at Greenfield and National avenues.
- Create wayfinding signage, enhance the pedestrian access way and green-up the public parking lot between Cesar Chavez Drive and 15th Street, south of Scott Street.
- Encourage more public spaces and monument plazas along the corridor.

### *Redevelopment Strategies and Actions*



- Develop an improvement plan that is specific to Cesar Chavez Drive that includes specific actions and projects to redevelop underutilized or vacant buildings or lots, improve facades, upgrades the retail mix to fit the corridor's identity, provides security and aesthetic enhancements, and identifies technical assistance funds for small businesses.
- Development a marketing plan to promote the identity of Cesar Chavez Drive as a destination for specialty Latino goods.
- Encourage Milwaukee Mainstreet designation.
- Develop a parking plan for Cesar Chavez Drive that sites appropriate parking locations for existing and planned development, identifies parking strategies to increase on-street and off-street parking and considers the need for a parking structure. All parking facilities should not distract from the character of the corridor or preclude pedestrian activity.



To support the efforts of the planning area's primary commercial areas (National Avenue and 5th Street, Silver City, Historic Mitchell Street, Lincoln Avenue and Cesar Chavez Drive) Greenfield Avenue should remain a secondary commercial corridor. Therefore, this area will remain as a mixed use corridor with small commercial uses that serve the local population. Pockets of neighborhood scale multi-family residential uses should also be encouraged.

## SUB AREA RECOMMENDATIONS

### INDUSTRIAL AREA

The industrial area includes the Miller Compressing property that is not likely to change over the life of this plan. This use should be buffered from surrounding uses and the perimeter should be enhanced with fencing or landscaping to shield views into the site.



### BRUCE/PIERCE/NATIONAL

The sub area, generally bounded by National Avenue, 20th Street, the Burnham Canal, and Interstate 94/43 is subject to change. Therefore, it is recommended for a redevelopment district that would transform the area into mixed business area with residential, commercial, open space and employment uses such as light manufacturing, wholesaling, and some motor vehicle related businesses. The area has many potential assets such as its proximity to downtown and the Fifth Ward/Walker's Point, attractive former warehouse buildings, vacant land, and potential access to water. Some specific recommendations include:

- Identify parcels that should be assembled and to identify more specific land use recommendations.
- Explore unique opportunities to convert former vacant or underutilized warehouses to residential and commercial or business uses.

- Create public access to the Burnham Canal by providing an extension of the Riverwalk and node park system. See Catalytic Project #4.
- Analyze the use of TIF to provide public infrastructure that may be required to prepare the area for redevelopment.

### RESIDENTIAL REHABILITATION (CLARKE SQUARE)

Public involvement identified the residential area in Exhibit 6 as an area in need of housing rehabilitation. This area is part of the Clarke Square neighborhood, which is one of the first of two Milwaukee neighborhoods that will participate in a \$50 million effort to improve low-income neighborhoods under the Zilber Neighborhood Initiative. The program will focus its efforts on improving the area from 16th Street. to Layton Boulevard, and Pierce Street to Greenfield Avenue.

Generally, the purpose of the initiative is to prepare "Quality of Life" plans that build off of the assets inherent in each of the neighborhoods. The plans will identify projects that local community organizations will be instrumental in implementing. Collaborative community development projects built around economic development, human services and development are some of the major issues the effort will focus on.

The initiative's partnership will be made up of the Local Initiatives Support Corporation (LISC), a citywide nonprofit organization that offers strong technical and development expertise that's also capable of attracting outside resources, and the United Neighborhood Centers of Milwaukee (UNCOM).

### OPEN SPACE

Open space recommendations for this district include:

- Enhance the district's existing parks: Mitchell Park, Clarke Square and Walker Square with passive and active recreation opportunities.
- Encourage an organized community group to work with Milwaukee County to enhance Mitchell Park and encourage neighborhood groups to enhance Clarke Square and Walker Square parks.
- Work with MPS to improve the playgrounds at Kagel Elementary School and H.W. Longfellow School by adding grass and other amenities that could be used by the public.

- As the area develops, extend the Riverwalk along Burnham Canal and develop a system of park spaces where roadways terminate at the canals. See Catalytic Project #4.

## WALKER'S POINT AND FIFTH WARD DISTRICT

The Walker's Point and Fifth Ward district area is located in the northeast corner of the planning area. It is bounded by Interstate 94/43 on the west, the Menomonee and Milwaukee Rivers on the north and east and the southern plan boundary near Maple Street.

### EXISTING CONDITIONS

This district includes the Walker's Point and Fifth Ward neighborhoods. The area was an industrial and warehousing area that is currently transitioning into a mixed use commercial and residential area. The area also contains a popular Hispanic themed entertainment area around 5th Street and National Avenue that draws people from all over the metropolitan area. Rockwell Automation is a large employer in this area that has many roots to the area's innovative industrial past. Pockets of single family neighborhoods remain on the western side of the district and include two distinct areas – the Clock Tower Acres and the Historic Walker's Point neighborhoods.

### DISTRICT VISION

The district is envisioned as a dynamic, active, mixed use district that integrates its historic past with modern innovation. The district will provide an array of housing options, diverse businesses and a concentration of cultural and entertainment destinations that draw people from the region. While some areas of the district are likely to develop and redevelop in a rapid pace, other areas will require a longer term vision to create a fully cohesive area. See Exhibit 7 for a visual depiction of the district's recommendations.

### CORRIDOR RECOMMENDATIONS

#### 1ST STREET

The 1st Street corridor extends from approximately Florida Street on the north to approximately Washington Street on the south. The market analysis identified this corridor as an area that could accommodate the demand for larger-scaled commercial development. It has a higher number of larger sized vacant parcels in comparison to other

parts of the planning area and has easy access to Interstate 94/43. Specific recommendations for this corridor include:

#### *Use Policies*

- Promote 1st Street as a new retail corridor that contains a mixture of small, mid and large size retailers.
- Encourage a mixture of uses including retail, residential, office, and entertainment uses along the corridor of various sizes.



#### *Form Policies*

- All new developments should complement the physical form of the urban environment and have minimal building setbacks.
- Buildings with vast walls, no windows or architectural detail should be discouraged.
- All medium to larger scale developments should utilize ample landscaping to beautify the property and minimize visual impacts to such a development.
- Buildings with multiple stories are preferred over single story buildings.
- Sustainable site design and building principles are highly encouraged for medium to larger scaled developments to minimize their environmental impact.
- The proposed streetscape enhancement project between the Milwaukee River and Pittsburgh Avenue should move forward and be extended to the south past Rockwell automation.

#### *Redevelopment Strategies and Actions*

- The overall organization of 1st Street should be improved to enhance safety and better define the vehicular and pedestrian realms.

**Boundary: I-94/43, canal/river, east plan boundary**





- Maintain the roadway as a primary arterial that efficiently moves traffic, but at the same time provides more pedestrian accommodations, such as bumps outs, timed cross walk signals and special paving at intersections to improve the walking environment.
- Due to the fact that 1st Street is a major arterial that connects downtown to Bayview and other southeastern neighborhoods it should be considered for enhanced transit options, such as: express buses, bus rapid transit, streetcar or light rail.
- The potential for a traffic signal should be evaluated between Pittsburgh Avenue and National Avenue (potentially at Florida Street or Virginia Street).

#### 2ND STREET (HISTORIC REED STREET DISTRICT)

The 2nd Street corridor extends from approximately the Milwaukee River on the north to Orchard Street on the south. The northern portion of the corridor from the river to approximately Florida Street is characterized by high density mixed uses. South of Florida Street the corridor transitions to a main street like community with small scale mixed use buildings. The southern end of the corridor is anchored by Rockwell Automation that provides a regular supply of patrons for local businesses.

Workshops identified 2nd Street as the key street unifying Walker's Point, the Fifth Ward, and the Reed Street Yards catalytic project into a cohesive neighborhood. With its central location, many attractive loft buildings, and traditional storefronts, 2nd Street makes the ideal main street for this rapidly developing district. Recent real estate transactions further indicate that developers have identified this area as about to transition rapidly.

The vision for 2nd Street is a main street setting for shops, boutique businesses, restaurants, creative class businesses such as architecture studios, graphics firms, artist live/work studios, and art galleries. Such innovative businesses as Canvasbacks women's clothing manufacturer, warehouse and outlet, Caroline's jazz club, Shaker's, Ginger, the 5th Ward Lofts, Reed Street Lofts and a handful of other large residential loft conversions, Wood Mode custom cabinetry, Spectracom website design and hosting have set the tone for future development.



South 2nd Street faces some significant challenges which could delay or hamper development. First, the current configuration of 2nd Street feels like a highway instead of a main street, discouraging people from spending time there. In addition, 1st and 6th streets, nearby principal arterials, should serve the function of moving faster and higher volumes of traffic. Second, several substandard railroad bridges with narrow and low underpasses serve to cut off the area visually. Third, the street has yet to connect its identity with the surrounding area. Recommendations to improve this corridor include:

#### *Use Policies*

- Encourage a small scale, main street like, pedestrian friendly mixed use corridor with boutique retailers on the first floor and residential and professional office uses on the upper floors. Entertainment uses such as restaurants, theaters, and bars are also encouraged.
- Infill developments are encouraged and should maintain the current block and lot pattern along South 2nd Street. Building facades should be articulated and infill development should be compatible with the height and building configuration of the existing structures.

#### *Form Policies*

- Streets and sidewalks in the South 2nd Street corridor should give preference to the pedestrian to encourage foot traffic. Sidewalks should be widened where feasible and the number of lanes along the street should be kept to a minimum to increase the capacity of on-street parking and to slow traffic.
- Create a plan for streetscaping the entire corridor to enhance its pedestrian scale and to create a cohesive sense of place.

- The southern portion of the street is being redesigned to reflect the presence of one Milwaukee's premier headquarters, Rockwell Automation.

#### *Redevelopment Strategies and Actions*

- Market 2nd Street as the main street of the Historic Reed Street District and the front door of the Reed Street Yards, Catalytic Project #8.
- Overcome the visual and transportation barriers created by railroads to the south and especially to the east. Improve railroad bridges over Seeboth Street, Pittsburgh Avenue, Oregon Street, and 2nd Street to knit the area together into a cohesive 5th Ward district. These efforts should be coordinated with planned future projects to improve the railroads. If at all possible, two-way traffic should be restored north of the Menomonee River increasing access from Downtown.

#### NATIONAL AVENUE

The Near South Side Market Analysis identified the National Avenue corridor to the east of the Interstate as a primary retail corridor that should be enhanced. National Avenue is envisioned as a prominent highly active retail corridor that is integrated into the emerging cultural/entertainment sub area that extends along 5th Street. Specific recommendations for this corridor include:



#### *Use Policies*

- National Avenue should remain and be enhanced as a mixed use retail corridor that supports retail, entertainment and cultural uses on the first floor and office and residential uses on the upper floors.
- Encourage mixed use infill developments that are compatible with the corridor's existing scale and rehabilitation of existing buildings.

#### *Form Policies*

- Create a more aesthetically pleasing corridor with streetscape elements that provide landscaping and pedestrian amenities to encourage foot traffic. Wayfinding signage to other area destinations is also encouraged.

#### *Redevelopment Strategies and Actions*

- Encourage the use of the Department of City Development's Façade grant Program to rehab storefronts.
- Over the long term, efforts should be made to visually reconnect National Avenue on both sides of the freeway with streetscaping amenities and cooperation between businesses.

#### SUB AREA RECOMMENDATIONS

Recommendations for sub areas within this district are discussed below.

#### MIXED USE URBAN NEIGHBORHOOD

This sub area includes the northwestern portion of the district. Specific recommendations for this area include:



#### *Use Policies*

- Continue the adaptive reuse of former industrial/warehousing buildings into mixed-use structures that support commercial and residential uses.
- Develop a community green space on the open space that is located to the south of the 6th Street roundabout.
- Encourage the redevelopment of the property known as the Reed Street Yards and identify opportunities to integrate public green space and access to the river. See Catalytic Project #8.
- Encourage the consolidation of surface parking into a parking structure near 6th and Bruce streets for the Tannery mixed use business center.

- Encourage surface parking lots along the 6th Street corridor to be developed as alternative parking becomes available.

#### *Form Policies*

- High quality mid-rise infill development that is unique yet compatible with the historic character and scale of the area is encouraged.
- Encourage a community gateway feature south of the 6th Street roundabout.

#### *Redevelopment Strategies and Actions*

- To maximize the development parcels in the area, evaluate the potential to reconnect the street grid by extending Seeboth Street, Pittsburgh Avenue and Oregon Street to the west from 1st Street and connecting them with a new north-south road that extends from Seeboth to Oregon Streets. See Catalytic Project #8.
- Explore opportunities to allow a northerly extension of 5th Street under the railroad tracks in conjunction with a study being conducted by the Canadian Pacific Railroad to improve the railroad line running on the north side of Florida Street.
- Explore possibilities to improve this sub area's pedestrian access to the Menomonee Valley via a linkage across the Menomonee River/Canal.

#### RESIDENTIAL CONVERSION AND REHABILITATION

This sub area is generally bounded by Interstate 94, Virginia, 6th and Pierce streets and contains a mixture of incompatible uses. Recommendations for this area include:

- Encourage the redevelopment of this area into a residential area with a mixture of residential uses including row houses and townhouses. This will help support the rehabilitation of the existing single-family/duplex residential block to the south by creating a larger residential area.

#### RESIDENTIAL PRESERVATION

The residential sub area includes the single family and duplex properties that are part of the Walker's Point National Historic District. The residential area is generally bounded by 5th, Walker, 3rd, and Scott streets. Specific recommendations for this area include:

- Preserve the residential character of the area and discourage non residential uses.
- Evaluate the need for a neighborhood conservation overlay that would protect the scale and character of the area.
- Encourage new residential uses on non residential or vacant parcels that are compatible and respect the scale of the existing neighborhood.

#### RESIDENTIAL REHABILITATION

This sub area is generally bounded by I-94, Greenfield Avenue, 2nd Street and the southern plan boundary. The area's active Target Investment Neighborhood Program provides low interest and forgivable loans to homeowners and investor owners to improve their properties. Continued rehabilitation efforts to improve this area are encouraged.

#### HIGH DENSITY RESIDENTIAL/MIXED USE

An area of high density residential and mixed use development is recommended for the northeast portion of this district that is generally bounded by the Milwaukee River to the north and east, the railroad tracks to the west, and Florida Street to the south. Recommendations for this area include:

- Encourage high density multi-story buildings that take advantage of views to the water and the urban environment.



- Require all developments to maintain public access to rivers.
- Parking should be accommodated in underground structures.
- In exchange for higher densities, developments should provide public amenities such as public squares and open spaces as part of the development.



- The historic character of buildings and the neighborhood should be preserved wherever possible; especially the area bounded by Water, Barclay, Florida and Pittsburgh streets.

#### INDUSTRIAL AREA

An existing industrial area that contains fairly new industrial buildings is located to the east of the rail road tracks between Florida Street and National Avenue. The businesses in this area should be preserved to provide employment opportunities for residents.

#### INDUSTRIAL TRANSITION

This area, generally bounded by the rail road tracks on the west, the Kinnickinnic River on the east, National Avenue on the north and Greenfield Avenue on the south, currently contains heavy industrial uses with outdoor storage. If Miller Compressing moves its operations from this site, redevelopment alternatives should be explored. Recommendations for this area include:

- Any redevelopment plan will require environmental remediation.
- Create public linkages and access to the water. See Catalytic Project #4.
- Identify ways to improve the connectivity of this area with the western side of the railroad tracks.
- Preserve and enhance the Great Lakes Water Institute.

#### BARCLAY AREA

The Barclay area generally extends along Barclay Street and its extended alignment between Florida Street on the north and Maple Street on the south. The area currently contains many underutilized parcels that were once industrial and warehouse uses that relied on access to the railroad. Many of the sites are currently vacant or are being used for outside storage.

The current platting and building types suggest a two-pronged approach. The sub-area north of approximately Washington or Scott Streets could transition from heavy manufacturing uses into a new mixed use business area with a range of commercial, retail, and light manufacturing uses. This transition has already begun along 1st Street. South of approximately Washington or Scott Street, the plan recommends preserving large

parcels and possibly combining underutilized and obsolete parcels to create a business park for offices, research and development and light manufacturing. Recommendations for this area include:

- North of approximately Washington or Scott Streets, allow the transition of the area into a mixed use business area with a range of commercial, retail, and light manufacturing uses.
- Discourage residential in the entire Barclay area.
- South of approximately Washington or Scott Street, preserve large parcels and possibly combine underutilized and obsolete parcels to create a business park for offices, research and development and light manufacturing.
- Reconnect Barclay Street between Greenfield Avenue and Madison Street if needed to provide circulation for the new business park.
- Encourage transit oriented development principles in the vicinity of Barclay Street and Greenfield Avenue to support the proposed Kenosha, Racine, and Milwaukee Commuter Rail station at Greenfield Avenue.
- A cohesive redevelopment plan that outlines more detailed land use recommendations and infrastructure needs is recommended to encourage a desirable development pattern.
- The use of tax increment financing may also be warranted in the future to prepare the land for development.



#### ROCKWELL AUTOMATION

The Rockwell Automation sub area includes the company's buildings and its surrounding parking lots, which are generally located between 3rd and 1st streets and Washington Street and Greenfield Avenue. Rockwell Automation's international headquarters and its predecessor company have a long history in this neighborhood. The buildings

contain over 1 million square feet of space and a large employee base. Much has changed at this facility over the years. The site was once used primarily for manufacturing purposes, but today it is used mostly for office and administrative purposes. Recommendations for this area include:

- Maintain Rockwell Automation as an important employer for the city.
- Encourage Rockwell Automation to identify complementary users that could occupy building space that may no longer be needed for Rockwell Automation operations. Potential uses for the space could be a business incubator, research center, a light assembly facility or a continuing education center in partnership with a local educational institution.
- Encourage Rockwell Automation to redevelop surface parking areas as complementary uses are identified.
- Encourage mixed use developments around Rockwell Automation to provide amenities for Rockwell employees.



#### OPEN SPACE

Since this district does and will continue to contain a concentration of higher densities, the incorporation of green space and other urban public spaces is very important. Several opportunities to increase public open space within this district are discussed below. See Catalytic Project #4.

- Take official action on the location of green space before development occurs, especially along the river.
- Public access should be provided along the rivers by continuing the Riverwalk along all river frontages.
- Park-like greenspace nodes should be developed by vacating a segment of roadways that terminate at the water.

- Create a green corridor with a pedestrian/bike trail by replacing the rail line adjacent to Water Street and the Florida Yards Tax Increment District.
- New developments should be encouraged to identify opportunities to incorporate green space and other public spaces into their developments. The spaces do not have to be large, but should be quality spaces that provide an amenity to the development and the surrounding area.

#### PARKING

Providing adequate parking is very important to this district given the potential densities and commercial activity that is planned for this area. District wide parking recommendations include:

- Conduct a detailed parking study to determine the amount of parking that is needed, exact locations for parking structures, strategies to increase on-street parking and strategies to reduce surface parking lots.
- All new residential developments should include sufficient structured parking to meet the residential parking needs.
- At least six public parking structures may be needed in the vicinity of the following locations to serve current and future development within this district: 1) Seeboth and 2nd streets, 2) Oregon and 2nd streets, 3) Oregon and Barclay streets, 4) 4th and Bruce streets, and 5) 6th and Walker. In the future, a parking structure may be required in the vicinity of 6) 1st and Greenfield to accommodate planned development and minimize surface parking needs.



- Above grade parking structures should be constructed to include liner buildings on most sides of the structure that include residential or commercial uses. Parking structures should also evaluate the potential park-like green roofs to provide public access to rooftop green space and provide a model for green design.

- Strategies to increase on-street parking capacity such as angled parking should be considered where appropriate.
- The area currently has several surface parking lots. Opportunities to share existing surface parking lots between day time businesses and night time residents should be explored.

#### DISTRICT WIDE RECOMMENDATIONS

- Evaluate the potential to create tax increment districts to finance public amenities such as parking structures, streetscaping, green space, roadway reconstruction and utilities to spur private development.
- Encourage the Fifth Ward Business Association to form a Business Improvement District.
- Develop design guidelines and a more detailed neighborhood plan for Walker's Point and the Fifth Ward that includes specific actions and projects.
- The preservation, adaptive re-use, and in-fill with context compatible buildings are preferred approaches (in that order) to underutilized buildings.
- Discourage over concentration of commercial uses such as gas stations, daycares, check cashing/pay day loan establishments and liquor stores.



## CHAPTER 5: CATALYTIC PROJECTS

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The catalytic project recommendations for the Near South Side are intended to promote the implementation of the plan goals and objectives. The catalytic projects will help increase the value of surrounding properties, show neighborhood progress and stability, represent visible investment in the planning area and spur additional investment. Some of the projects are currently underway and should continue, other projects should begin immediately and other projects may require a long-term vision because they are contingent on private property owners and the consolidation of properties. See Map 16 for general catalytic project locations.

### CATALYTIC PROJECT #1 - AMERICAN SYSTEM-BUILT HOMES

#### LOCATION

The homes are located along Burnham Street between Layton Boulevard and 28th Street.

#### EXISTING CONDITIONS

The block contains six homes, known as the “American System-Built” homes, which were designed by Frank Lloyd Wright in 1915 as a model for quality affordable housing. The materials for the homes were pre-cut in a factory and then assembled on-site. The process cut down on wasted materials and avoided the cost of skilled on-site labor.

Frank Lloyd Wright® Wisconsin Heritage Tourism Program, a non-profit organization, is working to restore this block of historic houses after receiving a Save America’s Treasures grant in 2006. Three homes were purchased and will be restored. One of the single family homes will be a museum, open to the public that will provide educational opportunities for children, architectural students, professionals, academics, the general public, and neighborhood residents. The other homes will be restored and maintained as residential units, providing quality housing for the neighborhood.



#### VISION

The restoration of these homes can be seen as catalytic on multiple levels. First, it would provide educational opportunities for area students to learn about architecture, historic restoration, quality affordable housing, Frank Lloyd Wright, energy efficiency, and construction. Second,

the increased tourism could strengthen local commercial districts. Commercial areas and other attractions in the area could be strengthened to provide opportunities for other venues to benefit from visitors coming to the neighborhood. Third, the renovated homes will add value to the existing neighborhood and encourage additional home renovations.



#### RECOMMENDATIONS

Recommendations for this catalytic project include:

- Develop interpretive signage and public art.
- Develop wayfinding signage to direct people to the Frank Lloyd Wright homes.
- Encourage the restoration and preservation of all Frank Lloyd Wright homes on this block.
- Increase awareness of these homes and promote them as historic, educational and economic resources.
- Create a local historic tour brochure that highlights the American System Built homes.
- Encourage quality infill affordable housing throughout the Near South Side that is modeled after the ideal represented in the American System-Built Homes designed by Frank Lloyd Wright.

#### RESPONSIBLE PARTIES

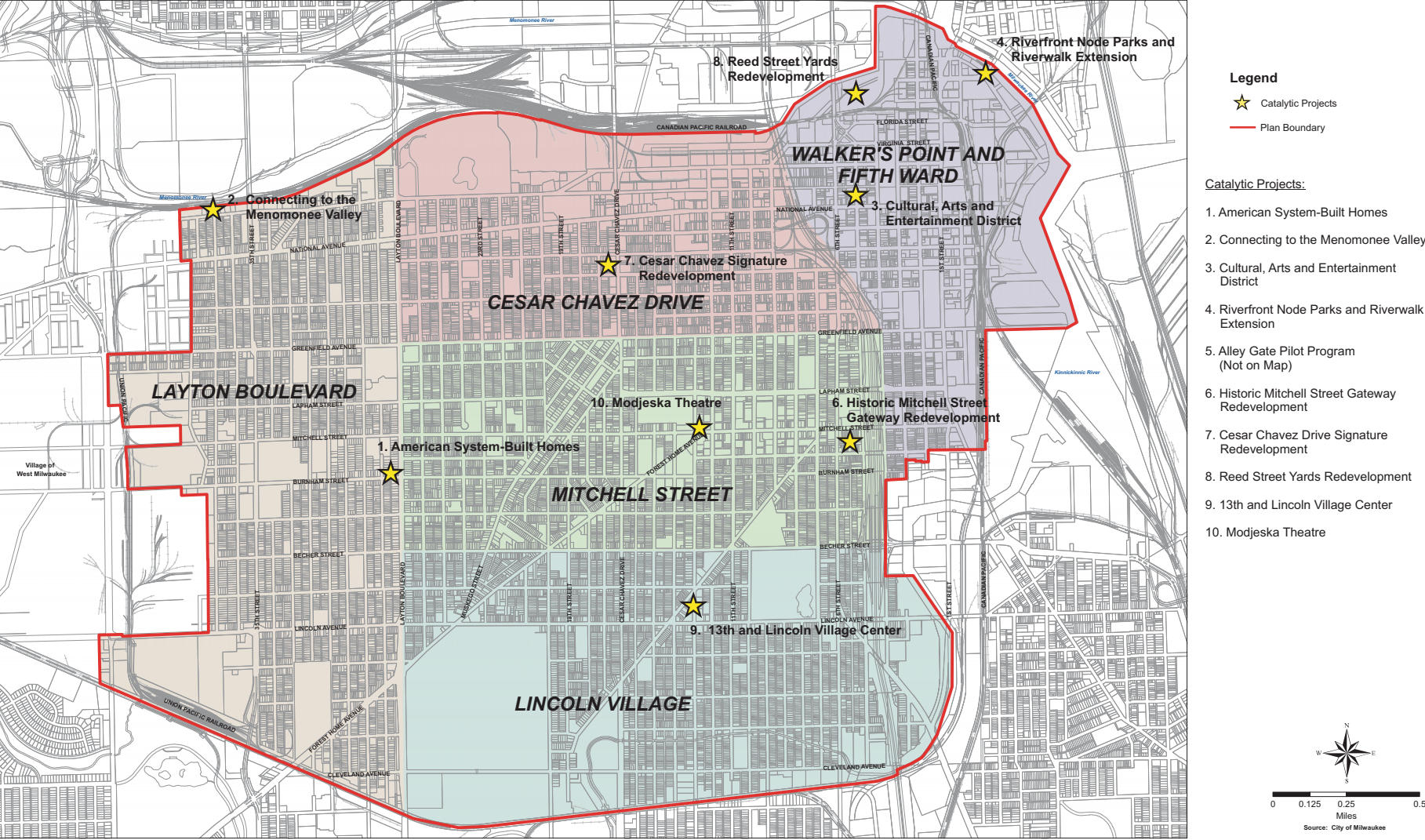
Responsible parties for this catalytic project include:

- Frank Lloyd Wright® Wisconsin Heritage Tourism Program
- Private property owners
- Local businesses
- University of Wisconsin-Milwaukee School of Architecture and Urban Planning
- Visit Milwaukee
- City of Milwaukee Historic Preservation Commission
- Layton Boulevard West Neighbors

#### TIMING

Work on this catalytic project could begin immediately. Three of the homes are currently being renovated and the museum is open to the public during construction.

MAP 16: CATALYTIC PROJECTS





## CATALYTIC PROJECT #2 - CONNECTING TO THE MENOMONEE VALLEY

### LOCATION

These project locations are adjacent to the Near South Side Plan boundary and extend through the Menomonee Valley, Silver City and Clark Square neighborhoods and west, via the Hank Aaron State Trail.

### EXISTING CONDITIONS

The catalytic project includes residential, industrial and underutilized rail yard uses. There is little access between the Near South Side neighborhoods on the south Valley bluff into the Menomonee Valley itself. There is a tunnel that was used by workers from the neighborhood to access their jobs in the Valley near 37th Street, but this has been sealed off after jobs left, maintenance and regular use declined, and criminal activity began.

### VISION

Connecting to the Menomonee Valley is seen as a catalytic project for the Near South Side because the Valley will provide convenient access to jobs and recreational amenities that are limited in the dense residential neighborhoods of the Near South Side. The catalytic project entails a series of four interconnected projects that will physically reconnect the Menomonee Valley to the Near South Side and the surrounding neighborhoods, providing pedestrian access to jobs and recreation.

### RECOMMENDATIONS

Recommendations for this catalytic project include the implementation of the following projects.

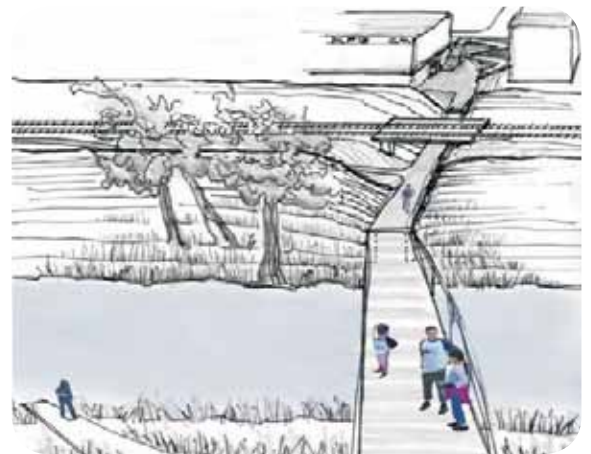
### HANK AARON STATE TRAIL SYSTEM

The Hank Aaron State Trail is a 7-mile paved trail between Miller Park and Lakeshore State Park for bicyclists, walkers, runners, and skaters. In 2010, construction of the west extension of the Trail will take place, running from the Menomonee Valley through the VA Grounds, State Fair Park, past the Milwaukee County Zoo, meeting the Oak Leaf Trail in Underwood Creek Parkway. In 2012, an east extension through the 24-acre Hank Aaron State Trail Natural Area will be constructed, which will connect to the Mitchell Park Domes via a bike/pedestrian bridge. More than 400,000 people live within a 15-minute bike ride of the Trail and use it regularly to reach job, recreation, and entertainment destinations.



### VALLEY PASSAGE

The Valley Passage, to open in 2010, is a bike and pedestrian connection between the Menomonee Valley and the Silver City neighborhood. At 37th and Pierce Streets, the Passage forms a winding pathway down, through an underpass beneath the railroad track, and meeting with the east/west extension of the Hank Aaron State Trail, then crosses the Menomonee River as a bike/pedestrian bridge that aligns with the existing Hank Aaron bridge that runs along the north bank of the river.



*Image courtesy of Menomonee Valley Partners*

In addition to the reconstruction and re-opening of the tunnel, the following additional recommendations for the Silver City area are included to create bookends on both National Avenue and Pierce Street that develop a synergy between Silver City, the Menomonee Valley and Miller Park:

- Improve the public realm between the Silver City Main Street and the 37th Street tunnel to encourage foot traffic. Amenities could include public open space, public art, benches, way-finding signage and landscaping.
- Encourage mixed uses along Pierce Street and adjacent to the tunnel that serve and increase foot traffic. Developments surrounding the tunnel should utilize building facades and windows that are open to the public realm and provide ‘eyes on the street.’
- Promote Silver City’s proximity to Miller Park with the new 37th Street tunnel and build relationships with the Milwaukee Brewers and Brewers Enterprises.
- Encourage new mixed use developments between 38th and 36th streets on National Avenue that include first floor retail space and affordable housing units on the upper floors.

#### MITCHELL PARK DOMES BRIDGE

The Mitchell Park Domes Bike/Pedestrian Bridge, to be constructed in 2012, will connect the Menomonee Valley to the Layton Boulevard and Clark Square neighborhoods. It will also be a connection between the County’s Mitchell Park and the Hank Aaron State Trail, a recreational amenity and ecological corridor.

#### HANK AARON STATE TRAIL NATURAL AREA

The Hank Aaron State Trail Natural Area is being developed on 24 acres of land (historically known as Airline Yards) that runs beneath the 27th and 35th Street Viaducts between the Menomonee River and the railroad tracks along the Valley’s bluffs. This project will be a complete ecological restoration, creating a large public natural area that recreates mounds in characteristic historic glacial forms, prairie, oak savannah, and wetland ecosystems, provides river access for fishing and canoeing, and serves as the basis of an urban environmental education program serving neighborhood schools through the Urban Ecology Center branch.



*Image courtesy of Menomonee Valley Partners*

#### URBAN ECOLOGY CENTER

The Urban Ecology Center is a nationally recognized environmental education center and community center with two Milwaukee locations. The Center has been asked to open a branch in the Menomonee Valley in 2011. The Center will serve schools on the south side of Milwaukee and will use the Hank Aaron State Trail Natural Area as their outdoor science classroom. When fully established, the branch will have 22 south side schools participating in their science curriculum and will serve 10,000 youth annually.

## RESPONSIBLE PARTIES

Responsible parties for these catalytic projects include:

- City of Milwaukee Department of Public Works
- City of Milwaukee Department of City Development
- Milwaukee County Parks Department
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources
- Menomonee Valley Partners
- Urban Ecology Center
- Private developers and property owners

## TIMING

The design and engineering work for the Valley Passage is underway. The corresponding projects are expected to be finished in 2012. However, ongoing efforts will be required for the Silver City neighborhood to create a synergy between the area and the Valley.

## CATALYTIC PROJECT #3 - CULTURAL, ARTS AND ENTERTAINMENT DISTRICT

## LOCATION

The proposed project is generally bounded by the 6th Street corridor to the west, Virginia Street to the north, South 4th Street to the east, and Washington Street to the south.



## EXISTING CONDITIONS

The area has architecturally significant structures including some that are historic and is located within the Historic Walker's Point neighborhood. The area already contains a concentration of ethnic restaurants, entertainment establishments and other businesses that draw people from the greater metropolitan area. Some of those establishments include: ethnic restaurants such as; La Perla, La Fuente, Botana's and Conejito's Place; the Council for Spanish Speaking, a Milwaukee Ballet school branch, and Bern Office Systems. Redevelopment is occurring to the north and east of this area. Additional development and redevelopment opportunities within this area exist on vacant and underutilized parcels.





*Illustration by BMR Design Group*

## VISION

Create a cultural, arts and entertainment district that would promote Hispanic and other ethnic group businesses and cultural facilities within a concentrated area. The district would include a mixture of uses including arts, entertainment venues, retailers, restaurants, museums, cultural attractions, office space, public squares and limited residential uses. The creation of a dedicated nonprofit organization or business improvement district would be required to promote the development of the area.

## RECOMMENDATIONS

Recommendations for this area include:

- Encourage the creation of a dedicated nonprofit organization to promote the development of this area and consider the creation of a Business Improvement District. The organization should confirm the area's identity, undertake marketing initiatives, promote business development, and develop a detailed redevelopment strategy.
- Fifth Street should be the main focal point of the district with a grouping of intense uses that activate the street front and enhance the pedestrian realm.
- Sidewalks along 5th Street should be extra wide where feasible to accommodate pedestrian traffic and store fronts should activate the street.
- Encourage a mixture of uses that bring people to the area all days of the week and during the day and night.
- The scale of new infill development should be compatible with the existing development. Building and storefront rehabilitation for 5th Street is also highly encouraged.
- Encourage signature redevelopment projects at the intersections of 5th and 6th streets with National Avenue through rehabilitation of the existing buildings with façade grants and other tools.
- Encourage a signature redevelopment project to the east of the 6th Street roundabout if the Coakley property becomes available for redevelopment.

## RESPONSIBLE PARTIES

For the cultural/entertainment district to succeed a new nonprofit organization should form to oversee the revitalization of the area and to promote a desired mixture of uses within the district. A local organization such as the Hispanic Chamber of

Commerce in conjunction with local businesses and property owners could spearhead the formation of this group. Other responsible parties could include:

- City of Milwaukee Historic Preservation Commission
- City of Milwaukee Department of City Development
- United Community Center (UCC), Latino Performing Arts, Hispanic Chamber, Council for Spanish Speaking
- Local Initiatives Support Corporation (LISC)
- Private property owners, business owners and developers

#### TIMING

The momentum for a cultural, arts and entertainment district in this area already exists and efforts are underway to look at the formation of a potential business improvement district. As a result, efforts to formalize this area as a cultural, arts and entertainment district could begin immediately. This effort will require the coordination and involvement among multiple responsible parties to implement this project.

#### CATALYTIC PROJECT #4 - RIVERFRONT NODE PARKS AND RIVERWALK EXTENSION



NEAR SOUTH SIDE  
AREA PLAN

#### LOCATION

This catalytic project extends along the Menomonee, Milwaukee and Kinnickinnic rivers and canals.

#### EXISTING CONDITIONS

The northeast side of the planning area abuts the Menomonee, Milwaukee and Kinnickinnic rivers and canals. The Riverwalk has been extended into the Fifth Ward where new developments have occurred. However, a large portion of the waterways in this area do not contain Riverwalk. Also, there is no current mechanism in place to preserve any areas along the river for public access or open space and there are limited parks and open spaces within the neighborhood.

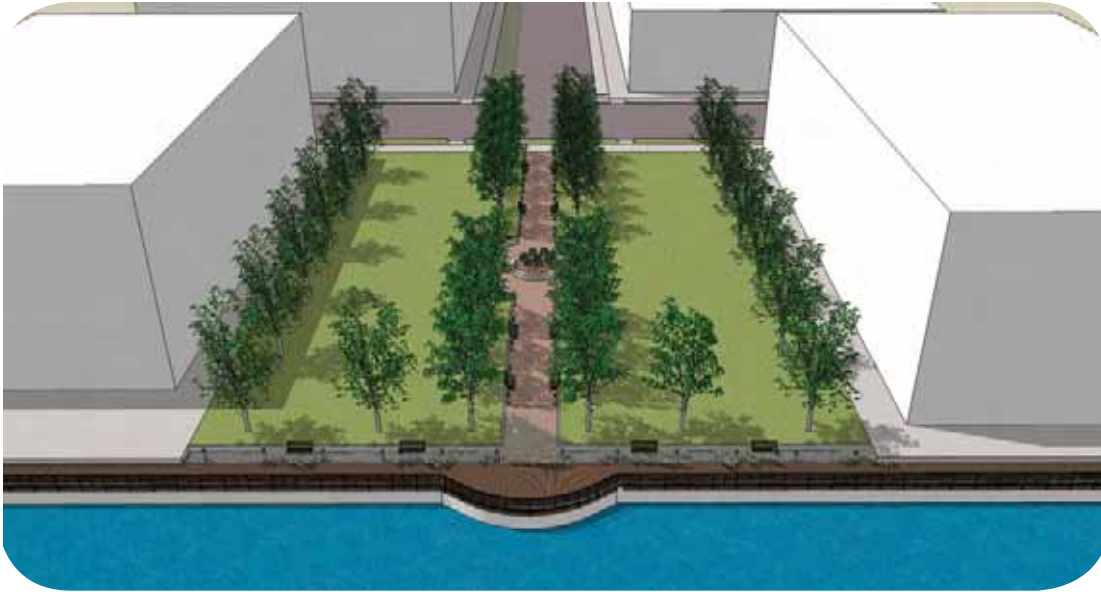
#### VISION

This catalytic project is envisioned as a system of fingerlike park space nodes along the rivers and canals that are connected by Riverwalk. The nodes would generally be located where existing and future roadways terminate at the rivers and canals and at other designated places along the waterways. The nodes would provide new green space opportunities and provide public access to the water. They would also maintain and create view sheds to the waterways.

#### RECOMMENDATIONS

Recommendations for this catalytic project include:

- Develop a mechanism to preserve the space for river node parks prior to development occurring. When necessary, designated roadway stubs should be utilized for public open space purposes and maintained in a conservation easement.
- River node parks should be primarily landscaped areas that contain vegetation, grass and other natural plantings; hardscape should be limited. Other public amenities that activate the public realm such as benches, fountains, activity areas, outdoor recreational areas play equipment, public art and educational activities related to the natural environment are encouraged.



*Illustrations by BMR Design Group*

- Riverfront node parks should be located in the following general areas: Water and Bruce streets; Water and Florida streets; Water and Oregon streets; 1st and Seebboth streets; 3rd and Seebboth streets. (See graphic for more specific locations.) Additional locations for river node parks are also encouraged. An extension of the system is also encouraged to the west along the Burnham Canal and to the south to Greenfield Avenue along the Kinnickinnic River as those areas redevelop.
- Focus preservation efforts for river node parks in areas that are likely to see development in the short term.



- Encourage development around the river node parks, but do not allow vehicular access into the park to serve the buildings. Pedestrian access to the buildings is encouraged as well as businesses that promote pedestrian activity along the river node parks.
- Each river node park should have a special character that reflects the surrounding natural and built environments.
- Space for river nodes parks and Riverwalk should be preserved and implemented regardless of the adjacent land uses.
- A funding mechanism for the river node parks and Riverwalk extension should be identified.
- Create design guidelines for the Riverfront Node Parks and Riverwalk extension and incorporate them into the existing Riverwalk Overlay District.

#### RESPONSIBLE PARTIES

The responsible parties for this catalytic project include:

- Property owners, businesses and developers adjacent to waterways
- City of Milwaukee Department of City Development
- City of Milwaukee Department of Public Works
- The 5th Ward Development Association
- Department of Natural Resources

#### TIMING

The city's current system for implementing Riverwalk should be continued along all rivers and canals in this area as development occurs. Preserving space for the river node parks should begin immediately to prevent spaces from being developed or roadways from being improved. Construction of the river node parks would likely occur at the time adjacent parcels are redeveloped.

#### CATALYTIC PROJECT #5 - ALLEY GATE PILOT PROGRAM

#### LOCATION

This catalytic project applies to the entire Near South Side planning area.

#### EXISTING CONDITIONS

Criminal activity in many alleys in the Near South Side is an increasing problem. As problems persist, residents avoid the area, creating a haven for nuisance behavior and criminal activity. The alleys become dumping grounds for garbage and pose a threat to public health and safety.



*Images courtesy of Community Greens/Ashoka*



*Images courtesy of Community Greens/Ashoka*

## VISION

The vision for this catalytic project is to create a pilot program in the Near South Side that allows the gating and greening of alleys. The primary purpose of this program is to empower residents to reclaim their neighborhood space and achieve the goals they have for safety and beautification, while creating shared social space. Residents would determine how the program is implemented on their block. The treatment of the alley should reflect its configuration and use, the need for emergency vehicle and sanitation access, and the degree to which residents wish to beautify or green the alley.

## RECOMMENDATIONS

Recommendations to implement this project include:

- Begin a community outreach program to educate and build public support for the program.
- Based on resident support, identify three locations to pilot the project.
- Require residents to be responsible for the cost of gates and other alley amenities. However, grants and other funding mechanism should be explored to reduce the cost to residents.
- Create an ordinance that enables alley gating and greening and sets the parameters for the program.
- Incorporate a resident-based and local public involvement strategy to provide ongoing resources and support.
- Track police statistics and self-reporting of criminal activity to determine the quantitative results of the program and determine where improvements can be made.

## RESPONSIBLE PARTIES

Responsible parties and resources to provide support and assistance for this project include:

- City of Milwaukee
- City of Milwaukee Department of Public Works
- City of Milwaukee Police Department
- City of Milwaukee Office of Sustainability
- Local community organizations
- [www.communitygreens.org](http://www.communitygreens.org)
- Residential property owners

## TIMING

Work on this catalytic project could begin immediately.



*Illustration by BMR Design Group*

## CATALYTIC PROJECT #6 - HISTORIC MITCHELL STREET GATEWAY

### LOCATION

The project area is located at the eastern end of the Historic Mitchell Street commercial corridor and is highly visible from I-94 / I-43, which runs next to and parallel to 5th Street. The block is bounded by 6th Street to the west, Historic Mitchell Street to the north, 5th Street to the east and Maple Street to the south.

### EXISTING CONDITIONS

The project area was identified through the public involvement process and planning analysis as an area that could improve the residential and business environment on and around Historic Mitchell Street.

Currently, several commercial properties front the south side of Historic Mitchell Street with residential uses predominately filling the remainder of the block. The block has a disjointed street and alley pattern with a lack of through streets in the central and southern portion of the block. Several small cottage homes are also located within interior alley areas and have limited street access. New investment has occurred in close proximity to this site including new mid-sized mixed use development to the west along Historic Mitchell Street. However, Mitchell St. does not currently have much commercial presence facing I-94 / I-43.

### VISION

Create a master plan that builds upon the historic corridor's current revitalization efforts and acts as an eastern gateway for Historic Mitchell Street. The master plan should call for the staged preservation and rehabilitation of some of the existing buildings as well as new in-fill or replacement buildings, depending on specific conditions and locations.

This high visibility Historic Mitchell Street gateway should attract visitors to the shopping district from a regional trade area. A gateway building on 5th Street, possibly housing a new fresh produce market, would help identify Mitchell St. as a unique shopping district. In addition, the platting and internal circulation pattern should be redesigned to create a more cohesive development pattern and provide quality housing for local residents at price levels appropriate for current residents in the neighborhood.





## RECOMMENDATIONS

Create a master plan for the block that:

- Includes a mixed use gateway development along 5th Street that could include a market place.
- Improves the platting and internal circulation pattern.
- Provides a variety of residential uses including duplexes, town homes or row houses that include a mixture of market rate and subsidized housing options.
- Maintains a continuous and consistent street frontage along Historic Mitchell Street that supports pedestrian activity.

Where possible, respect existing historic structures and reflect traditional patterns of development in the Historic Street Historic District.

## RESPONSIBLE PARTIES

Responsible parties for this catalytic project include:

- Private property owners, businesses, and developers
- Mitchell Street Business Improvement District
- City of Milwaukee Department of City Development
- City of Milwaukee Department of Public Works

## TIMING

The majority of the commercial parcels facing the south side of Mitchell Street have a single owner, which provides opportunity to advance potential development along the street. However, the remaining portion of the block consists of multiple property owners and will require long term strategies for redevelopment.

## CATALYTIC PROJECT #7 - CESAR CHAVEZ DRIVE SIGNATURE REDEVELOPMENT

### LOCATION

The project is located at the southwest corner of the intersection of Cesar Chavez Drive and Mineral Street.



### EXISTING CONDITIONS

Several underutilized buildings, a grocery store and a surface parking lot are currently located along Cesar Chavez Drive. This site is toward the north end of the Cesar Chavez business district which has been experiencing new development and redevelopment. Specifically, a new El Rey grocery store was developed across the street which acts as major draw and anchor to this area.



*Illustration by BMR Design Group*

#### VISION

This signature redevelopment project would create a powerful indication of revival for the Cesar Chavez corridor. The project would enhance Cesar Chavez Drive with architecture and uses that relate to the existing corridor and would compliment the new El Rey grocery store. It would also act as a model for other mixed use developments and would provide new affordable housing opportunities and first floor commercial space. In addition, the perimeter of the site would be designed to accommodate local vendors selling local products.

#### RECOMMENDATIONS

Recommendations for this catalytic project include:

- Develop a new mixed use signature redevelopment that includes first floor retail and residential on the upper floors. Residential units should be a mixture of market rate and subsidized units.
- The design, architecture and uses should relate to the Cesar Chavez Drive corridor and serve as a model mixed-use redevelopment project.
- A mixture of market rate and subsidized housing units are encouraged.

- The development should be compatible with the urban format and have buildings at the street edge with limited setbacks from the property lines. Surface parking (if any) should be limited to the west side of the site and drive thru uses should be discouraged. Underground parking is preferred.

#### RESPONSIBLE PARTIES

Responsible parties for this catalytic project include:

- Private property owners, businesses, and developers
- Cesar Chavez Business Improvement District
- City of Milwaukee Department of City Development

#### TIMING

Currently most of the parcels within the catalytic project boundaries are owned by a single owner, which could expedite the opportunity for the development of this catalytic project in the short term.

## CATALYTIC PROJECT #8 - REED STREET YARDS REDEVELOPMENT

### LOCATION

The project is generally bounded by the 6th Street Viaduct on the west, the Menomonee Canal to the north, 3rd Street to the east and the railroad tracks to the south.



### EXISTING CONDITIONS

The project is located on the single largest developable parcel on the Near South Side, an 18-acre site that contains mostly vacant land, ideally located to become the next wave of downtown-oriented development that has been occurring in the Fifth Ward. The site has excellent proximity to downtown Milwaukee and is at the junction

of the Historic Walker's Point neighborhood and the Fifth Ward. In addition, the site is adjacent to and surrounded by many new and existing developments such as the Harley-Davidson Museum, Iron Horse Hotel and The Tannery office complex. The site also fronts a portion of the Menomonee Canal that provides unique waterfront opportunities. Despite the site's assets, it has several challenges including potential contaminated soils, poor soil conditions, lack of roadway access and limited visibility from arterial roadways.

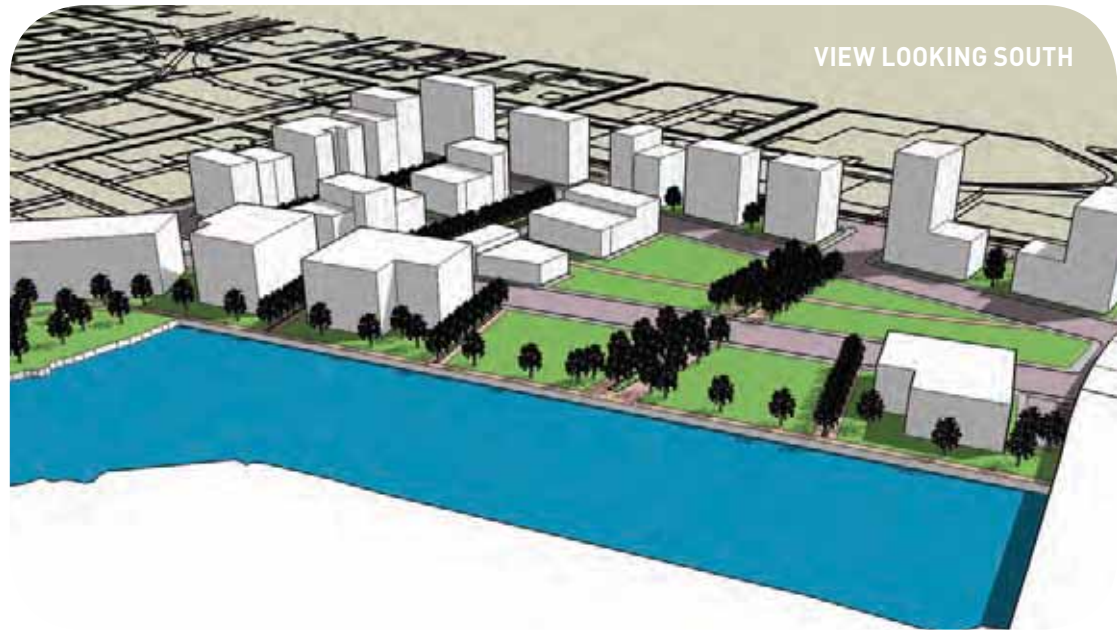
### VISION

Redevelopment of the Reed St. Yards should catalyze the revitalization of the entire Reed Street District and give it a whole new image that combines old and new Milwaukee. Rather than an isolated project, this redevelopment is meant to tie into and contribute to existing and potential developments on the streets around it: 6th Street, Florida Street, and especially 2nd Street (Historic Reed Street), which should serve as the district's main street. The redevelopment of this site should incorporate a mixture of high quality development potentially focused on research with taller building configurations that are designed to maximize value and open space and create access to the water. The concept could be similar to the Lakeshore East project in Chicago, IL, but at a smaller scale.



*Illustration by BMR Design Group*





*Illustration by BMR Design Group*

## RECOMMENDATIONS

Recommendations for this catalytic project include:

- Create a master planned development that creates opportunities for tall buildings, uniquely incorporates a large park area, and preserves public access to the water.
- The uses could include a high density research/business park with supporting residential and retail uses.
- Organize the site so its layout and buildings are visually and physically linked to the Menomonee Canal and are sensitive to the character of the surrounding area.
- The buildings should be tall and narrow structures as to not block the views of existing buildings of downtown and the waterways. Building footprints and floor plates could be larger at the base and lower levels of the buildings.
- Evaluate the opportunity to incorporate a pedestrian bridge that connects the site with the eastern end of the Menomonee Valley.
- A critical component of the plan is to overcome the visual and transportation barriers created by railroads to the south and especially to the east of the site. Increase and improve the following roadway and pedestrian connections to surrounding areas and improve railroad bridges over Seeboth Street, Pittsburgh Avenue, Oregon Street, and 2nd, 3rd and 4th Streets to create new block forms and knit the area together

into a cohesive district. These efforts should be coordinated with planned future projects to improve the railroads.

- The site should connect to the new Riverfront Node Parks and Riverwalk extensions.
- Evaluate the potential to create pedestrian linkages from the site to the 6th Street Bridge and to the cultural, arts and entertainment district to the south.

## RESPONSIBLE PARTIES

Responsible parties for this catalytic project include:

- Private property owners and developers
- The Fifth Ward Development Association
- City of Milwaukee Department of City Development
- City of Milwaukee Department of Public Works
- Department of Natural Resources
- Canadian Pacific Railroad
- U.S. Department of Transportation

## TIMING

Currently all of the parcels within the proposed project boundary are owned by a single owner, which could expedite the opportunity for the development of this catalytic project.



### CATALYTIC PROJECT #9 - 13TH AND LINCOLN VILLAGE CENTER

#### LOCATION

The project focuses on 13th Street between its intersection with Windlake Avenue and Grant Street on the north, extending south one block to its intersection with Lincoln Avenue on the south. In addition, the project area extends for one city block in every direction from these intersections.

#### EXISTING CONDITIONS

13th Street and Lincoln Avenue is located near the heart of the Lincoln Avenue business district. Currently, there are a few underutilized buildings near the intersection of 13th Street, Windlake Avenue and Grant Street. Also, along a stretch of 13th Street there are a few suburban style retail centers with surface parking in front of the buildings and large building setbacks that break up the neighborhoods urban format. The area is also home to some long standing business anchors such as Harris Bank, Tres Hermanos restaurant and Mi Super Mecado grocery store.

#### VISION

Create an attractive village center or neighborhood center anchored by a multi-million dollar rehab of the historic former Johnston Hospital on the north, Harris Bank on the south, and Tres Hermanos on the west.

The village center will create a cohesively landscaped setting for businesses that provide the day-to-day needs of residents who live nearby and people who drive and park once. Neighbors and visitors will be able to walk to a grocery store, restaurants, a laundromat, banking, a convenience store, etc. in an attractive urban setting with a system of small, but cohesive green spaces.

The village center, if done well, could serve as a model for other neighborhood level commercial streets on the Near South Side that are seeking the right mix of businesses to be viable and an attractive setting that provides some relief from the hardscape environments common in the area.



*Image courtesy of Mercy Housing and Korb Tredo Architects*

## RECOMMENDATIONS

- A private, non-profit entity should rehab the former Johnston hospital, a local traditional architectural landmark, preferably for residents who would benefit from permanent supportive housing.
- New market rate apartment developments are difficult to accomplish on much of the Near South Side because of relatively low incomes and attendant low rents. Furthermore, a segment of the population has special needs that make obtaining decent housing even more challenging. The proposed development could involve investment of upwards of \$10 million with a round-the-clock staff serving up to 100 residents. A restored building at a high visibility location in Lincoln Village could serve as an example of the potential of the area's buildings' high quality construction and architecture, while filling an important social and economic need. Residents would patronize the village center businesses.
- Work with private property owners to provide a landscaped edge along both sides of 13th St. Use larger plantings and taller ornamental fences to help create a sense of defined space.
- Convert used car lots, salvage yards, and car storage lots to uses that are compatible with residential and commercial uses.



- Vacate the vacant south point of the intersection of Wind Lake and 13th St. for green space.
- Try to institute a shared parking program so that customers can park once and visit multiple businesses. Sign all the parking lots in the program. Consider providing a shared or city-owned parking lot.

## TIMING

Three businesses along Lincoln Ave. have already taken steps toward this vision. Additional steps should continue to improve the aesthetics of the area, provide improvements to parking, undergo code enforcement efforts and create green space.

## RESPONSIBLE PARTIES

Responsible parties for this catalytic project include:

- Mercy Housing (Developer of the former Johnston Hospital)
- Harris Bank
- Property owners in the catalytic project area
- City of Milwaukee
- Redevelopment Authority of the City of Milwaukee



## CATALYTIC PROJECT #10 - MODJESKA THEATRE DISTRICT

### LOCATION

The Modjeska Theatre is located on the northeast corner of 12th and Mitchell St. The Theatre District extends one block to the east of the theater



*Image courtesy of the Mitchell Street Business Improvement District and the Modjeska Theatre*

### EXISTING CONDITIONS

The Modjeska Theatre is a venue that is recognized and valued within the Mitchell Street neighborhood and throughout Milwaukee for its history and architecture. The theater, built in 1920, was once one of eight theaters situated on Historic Mitchell Street, but now is the only one remaining.



*Image courtesy of the Mitchell Street Business Improvement District and the Modjeska Theatre*

A market analysis review of the Modjeska Theatre's competitive situation found:

- The Modjeska is positioned to focus on its local community.
- Facility improvements will be necessary for the Modjeska to effectively compete for rental activity.
- Improved programming such as food service and physical adaptability will be advantageous features.
- A number of programming components would be unique to Milwaukee's South Side, including second-run, independent and ethnically-specific films.

### VISION

A renovated Modjeska Theatre certainly has potential to support the revitalization and development of Mitchell Street and the surrounding areas by serving as an important economic driver. National research on the economic impact of the arts, supports this conclusion. In addition, the Modjeska Theatre has potential to serve as an effective community development tool. Research has shown that

community arts programs have expanded and improved community development. The arts enable individuals and groups to express themselves, and in the process, become more involved in contributing to the development of their neighborhoods. Programs across the country that have had particular success in this regard have first focused on local youth—and youth are already a focus at the Modjeska. In addition, other important population segments include:

- Young children.
- Young families.
- Latino residents.
- Young singles and couples, specifically the large concentration of 18 to 24 year olds.

#### RECOMMENDATIONS

Overall, this demand shows potential for the Modjeska Theatre renovation, its audiences and the surrounding community to benefit from the following types of programs:

- Education, outreach and participatory programs.
- Local arts organizations.
- Incubator programs for local artists.
- Meeting and special event rentals.
- Live arts and entertainment presenting.
- Film presentation.
- Youth and community development programs.

The make-up of the population suggests an opportunity for the Modjeska to provide hands-on offerings, particularly those focused on Latino culture, to serve neighborhood youth, families and other residents.

Local facility and program inventories suggest that the Modjeska should focus on serving the local community and South Side with affordable and accessible programs.

#### RESPONSIBLE PARTIES

- Mitchell Street Development Opportunities Corporation
- Modjeska Theatre Company
- City of Milwaukee

#### TIMING

The analysis, funding and recruitment for the Modjeska Theatre, the Theatre District and supporting services were begun by MSDOC in 2008.

Project updates for the Plan Area will be posted on the DCD website.

Planning decisions will be made over time as projects are developed, refined, and considered by boards and commissions.

Citizen input on plan implementation and public decision making that affects the neighborhood should be part of approvals for planning, zoning and special districts (for example, National Historic Register Districts, Local Landmark Districts, neighborhood Conservation Districts, Tax Increment Finance Districts and Business Improvement Districts).

The majority of these approvals are based on:

- Design standards set to protect architectural character,
- Physical design features,
- History and community values,
- Staff recommendations,
- Input of citizens and elected officials.

There are also a number of development-related decisions, such as street changes and zoning changes, which cumulatively have a strong impact on neighborhood character.

Neighborhood residents should make their voices heard on all matters that affect their property, livelihood, neighborhood and quality of life.



Successfully implementing the strategies, programs and catalytic projects described in this document will require strong leadership working with new and established partnerships. These partnerships will be assigned the task of advancing the overall agenda and shepherding it through challenges that inevitably arise with implementation. Depending upon the nature of the strategy, program, or initiative, the partnerships and tools for implementation will vary.

True change in the neighborhoods will result from a concerted effort by all parties, each doing what they can within their legal and fiscal authority. Given the costs and the extended time frame required to implement many of the plan's objectives, the need for strong, ongoing partnerships will be especially critical.

No single entity has the responsibility, the authority, or the financial capability to implement all of the plan's objectives. Although the recommended programs, projects and initiatives will need an initiating party responsible for leading the effort, most objectives will rely on an interdependent partnership to build the necessary public and political support for the intended change.

For example:

- The City can enforce building code violations, but its effectiveness is enhanced when community organizations and neighborhoods report violations;
- The County is better able to improve transit routes with input from neighborhood citizens and merchants.
- Working with private developers and the City, neighborhood groups can influence new housing and commercial investments that support and improve existing property values.

One of the principal ways that neighborhood residents can be directly involved in plan implementation and related decisions is to visit the DCD website at [www.mkedcd.org](http://www.mkedcd.org) and subscribe to the City's E-Notify system, which allows residents to provide input as projects for special districts, zoning changes, plan amendments, etc. are considered and approved.

The E-Notify system allows recipients – neighborhood residents and stakeholders:

- To choose topics that will come before Common Council committees, the City Plan Commission, the Board of Zoning Appeals, the Redevelopment Authority, the Historic Preservation Commission, etc.
- To receive information prior to hearings so they can attend and knowledgeably testify as to the impact the decision will have on them or on the neighborhood in general.

Project updates for the Plan Area will be posted on the DCD website.

Planning decisions will be made over time as projects are developed, refined, and considered by boards and commissions.

Citizen input on plan implementation and public decision making that affects the neighborhood should be part of approvals for planning, zoning and special districts (for example, National Historic Register Districts, Local Landmark Districts, neighborhood Conservation Districts, Tax Increment Finance Districts and Business Improvement Districts).

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