MILWAUKEE comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT • JUNE, 2015

Walker's Point Strategic Action Plan

A Plan for the Area

Acknowledgments

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Greater Milwaukee Committee
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City of Milwaukee

Office of the City Clerk

200 E. Wells Street
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

FILE NO: 141266

Title:
Resolution approving the Walker's Point Strategic Action Plan and amending the Near South Side Area Comprehensive Plan to include the Strategic Action Plan as part of Milwaukee's Overall Comprehensive Plan, in the 12th Aldermanic District.

Body:
Whereas, A detailed strategic action plan has been prepared, which is titled the Walker's Point Strategic Action Plan, a copy of which is attached to this Common Council File; and

Whereas, Recent developments in the Walker's Point district have necessitated a more refined analysis and updated strategy to further the goals of the Near South Side Area Comprehensive Plan and related projects in the district; and

Whereas, The Strategic Action Plan was created to supplement the City's existing Comprehensive Plan that contains the Walker's Point district in order to identify priority sites susceptible to change in the district, determine infrastructure needs and establish implementation strategies to best achieve economic success in the district; and

Whereas, The creation of the Strategic Action Plan involved extensive public outreach, input and cooperation with the public and district stakeholders similar to the public process followed in the development of the City's thirteen Area Comprehensive Plans; and

Whereas, On September 21, 2004, the Common Council adopted File No. 040565, setting forth an Evaluation, Update and Amendment Procedure for amending Area Comprehensive Plans; and

Whereas, That procedure, including a properly noticed public hearing, has been followed; now, therefore, be it

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

Further Resolved, That the amended Area Comprehensive Plan, as approved, shall include, as an appendix, a text reference to consult the Strategic Action Plan as a supplement to provide further guidance and serve as the basis for decision-making by the Common Council in its consideration of matters related to and located within the Walker's Point district; 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 Strategic Action Plan; and, be it

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

I, James R. Owczarski, 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 June 23, 2015, published on May 13, 2015.

James R. Owczarski

July 06, 2015

Date Certified

Executive Summary

This strategic action plan for Walker's Point, home to some of Milwaukee's most creative businesses and organizations, was undertaken primarily to accomplish the following:

(1) Create a template (value statements, guidelines, and actions) that will allow for new development, but also keep the Walker's Point neighborhood livable and affordable, and preserve its best features as perceived by the people who live, work, invest, and arguably have made it the desirable place that it is.

(2) Working with the Department of Public Works, develop a series of improvements to streets and other public rights-of-way to improve the walkability and bikeability of the Walker's Point neighborhood.

(3) Discuss possible solutions to ongoing challenges for the neighborhood: affordable housing, lack of neighborhood-serving businesses, the need for a business organization to shepherd growth, and others.

(4) Discuss ways to reinforce (not lose with an influx of new development) the character that people find desirable and continue to provide real support for a neighborhood that is in the words of many of its longtime residents--diverse, LGBT-friendly, affordable, sustainable, self-reliant, inventive and authentic.

(5) Pursue catalytic projects capable of sparking new investment. Reinvent S. 5th and S. 6th Streets and National Avenue as a Creative Corridor--a kind of arts, culture and entertainment district with broad appeal to residents and visitors to the area. Consider the merits of a local historic district on S. 2nd St. Promote an "Innovation Initiative" (the integration of mixed use, creative collaboration and high tech). As new riverfront projects come online, extend the riverwalk with public access and green space. Use the creative place making techniques suggested by UWM students to enliven commercial corridors.

(6) Consider suggested remedies for a parking shortage from a Parking Study conducted by GRAEF Engineers, Architects and Planners, along with some comparisons between Milwaukee and other cities. For example, the Study mentions a shortage of shared or public parking, not a shortage of parking lots.

(7) Establish goals for development that the city can use as a guideline for approving (or not approving) new development in Walker's Point--specifically special or limited uses and Detailed Plan Developments. For example, as the city reviews post-industrial sites and "functionally obsolete" warehousing and manufacturing buildings for potential as mixed-use renovations or new construction, what are the redevelopment goals that determine where and how these post-industrial sites should be converted.

(8) Find ways to green the neighborhood--create both active and passive recreation sites, green space and parks, and uncover overlooked or underdeveloped opportunities for gardens, greenways and lanes.

(9) In keeping with the values of Walker's Point residents, encourage energy-efficient transit-oriented development, and find ways to support sustainable development that includes rehab of existing homes.

Principal leadership in accomplishing these goals will likely continue to come from the local Alderman, the Walker's Point Association and the many civic-minded businesses and groups such as Arts@Large, the Mandel Group, Greater Milwaukee Committee and citizens who contribute their energy and time.

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Chapter 1: Introduction

1.1 Walker's Point - Need for an Action Plan.

The Walker's Point neighborhood is one of the most dynamic, "hottest" real estate markets, and rapidly changing neighborhoods in the City of Milwaukee. Location is a big part of that, although its "urban village" character is at the heart of its appeal. Walker's Point is wrapped by three rivers--the Milwaukee, Menomonee and Kinnickinnic--positioned between Downtown and the Third Ward on the north, Bay View to the south, The Menomonee Valley to the northwest, the I-94 freeway corridor to the west, and the Harbor District to the southeast.

Walker's Point is one of five neighborhoods in the City's 2009 Near South Side Comprehensive Plan Area. In the six years since the Near South Side Plan was adopted by Milwaukee's Common Council, there has been substantial progress in implementing many of the key recommendations and catalytic projects that the Area Plan laid out for Walker's Point. At the same time, a growing population, exciting new developments, and overall shifts in the market have converged to create a series of issues that Walker's Point residents and business owners have asked the City to analyze and work in partnership with neighborhood stakeholders to address. The goal of this Walker's Point Action Plan is to make recommendations that ensure actions regarding land use, public infrastructure, and neighborhood development are carried out in a manner that positions Walker's Point for continued growth while at the same time maintains the diversity and character that have made the area a neighborhood of choice for its current residents and businesses.

1.1.1 Recent trends demonstrate fundamental changes.

There are a number of trends that have helped give rise to the need for the Walker's Point Action Plan:

- **Population Growth**. The population of Walker's Point is growing rapidly and this change is one of the primary reasons to prepare this Action Plan. However, it is worth pointing out that from a demographic standpoint, Walker's Point is re-densifying. Some would say it is re-intensifying.

The population of the neighborhood, along with the rest of Milwaukee, shifted downward with post-war outward migration to the suburbs, and is now shifting back upward again with the return of Millennials and empty nesters to the city. This neighborhood has all of the elements of why these groups are returning to urban living and is still for the moment, relatively affordable. It is a walkable, bikeable, diverse mix of workplaces, housing, entertainment and recreation.

Census tract 1864 includes two neighborhoods: the Third Ward, which is the neighborhood north of Walker's Point across the Milwaukee River, and the part of Walker's Point north of Florida Street. Between 2000 and 2010, this census tract was the fastest growing census tract in Milwaukee, both in absolute numbers and by percentage. During that ten-year period, the population grew from 490 to 2,341. The addition of 1,840 people more than quadrupled the population of the area.

Of the 2,341 residents of the census tract, it is estimated that 843 live in Walker's Point north of Florida St. This figure was estimated by prorating the population between the neighborhoods by their respective share of residential units.

As there were in 2000, no major housing developments in Walker's Point north of Florida Street, virtually all of these residents are likely new to Walker's Point. Additional demographic information for the neighborhood can be found in Chapter 2.

- **Changes in Land Use**. Responding to recent changes in land use and managing future changes is another critical reason to create the Walker's Point Action Plan. The growth in the population of Walker's Point has led to additional demand for residential development. As a result, there have been multiple conversions and changes in land use as previous warehousing, storage, unused buildings, and vacant lots have been converted to loft apartments and condominiums (many of these developments are discussed in Chapter 2).

- **New Demand from Creative Sector and Other Businesses.** Walker's Point has always had a significant number of small creative businesses and artist's studios, and small manufacturing companies that located in Walker's Point after they were priced out of redeveloping neighborhoods like the Third Ward. As residential developers discovered the value in rehabilitating the older stock of warehouse buildings, businesses seeking lower rents than available downtown and the qualities of a high density, "walk-to-work," urban lifestyle also discovered Walker's Point. Many of these businesses are in Milwaukee's expanding creative sector, where geographical clustering may be especially beneficial to their growth.

- **Growth as an Entertainment Destination.** At the same time, Walker's Point's reputation as a destination for restaurants and entertainment has grown rapidly. The district is home to some of Milwaukee's trendiest restaurants and bars, along with some traditional favorites, with new establishments opening on a seemingly weekly basis, including craft breweries/distillers and other artisanal food producers.

- **Parking Pressure.** All of these trends have contributed to increased demand for parking in Walker's Point, making addressing difficulties in parking one of the most important goals of the Action Plan. Former land uses in the neighborhood were not as parking intensive, while new apartments and condos need designated parking for their residents; cafes, restaurants, and bars need parking lots for their customers; and growing businesses need parking for their employees. Despite private parking options connected to recent developments, demand for parking has created intense competition for street parking in some locations, much of it currently without length-of-time restrictions or paid meters.

- **Gentrification as a Double-edged Sword**. With the above named development pressures comes an influx of new residents, businesses and tax base, along with a fear by existing residents and businesses of being priced out the market, both residential as well as commercial, and of losing the socioeconomic and racial diversity that currently exists. Maintaining diversity and affordability are the number one concerns of Walker's Point neighbors based on two surveys that were conducted during the study period. See Appendix 6.3 Summary of survey comments

1.2 Overview, history, boundaries, role in city development.

1.2.1 Overview and "Sense of Place".

More information about the demographic makeup of Walker's Point and a discussion of recent development and planning efforts in the area will be provided in Chapter 2; however, no introduction would be complete without a brief description of the features that give Walker's Point a sense of place.

Walker's Point--long bypassed by much of the development that has made downtown so office-and-parking dominated and the Third Ward upscale, hip and "trendy"--still survives as a dense diverse urban village reflective of a time when industry of all types operated cheek to jowl with warehouses, craftsman studios, worker housing, boating and recreation, churches, schools, taverns, theaters, and shopping.

Major routes coming into Walker's Point reveal its dramatic change in character. From downtown, the major bridges of Sixth Street, Plankinton Avenue, Water Street and Pittsburgh Avenue give a real sense of entry into this historic place. Riverfront development on the north end is a blend of old manufacturing buildings, docks and piers, street stub ends, some with public access points and overlooks, as well as restaurants, cafes and bars at the riverwalk level. From the west, the commercial corridors of

National Avenue, Greenfield Avenue, and Historic Mitchell Street are a journey back in time to an earlier era of neighborhood shopping as both social destination and household economic activity. Interstate I-94 / I-43 on the western edge shows it from above--the most notable icon being the Reynaldo Hernandez 'Peace' mural on the former Esperanza Unida building. The transition of South Water Street to South First Street to Kinnickinnic Avenue offers a cross-section of worker housing, antique shops, restaurants, railroad bridges connecting the harbor district to a panoply of utilitarian buildings as you head south out of Walker's Point to the thriving neighborhood of Bay View.

A unique street pattern found in Walker's Point is created by north-south principal arterials paired with parallel streets one block away. The principal arterial moves traffic while the parallel street provides a main street setting for storefront businesses. South 5th Street complements South 6th Street with an interesting mix of businesses and non-profits as does West National Avenue, which connects them. South 2nd Street plays a similar role for South 1st Street, offering cars, bicycles, and pedestrians a chance to slow down and explore the neighborhood. This is an uncommon pattern and provides unique opportunities for entrepreneurial activity as well as the entertainment venues on South 2nd and South 5th streets.

One of the more striking examples of new development in Walker's Point is The Point on the River, a 12-story condominium

building built atop a four-story cold storage building on the very "point" of Walker's Point at 106 W. Seeboth, which refers to being able to see both the Menomonee and Milwaukee rivers. The project was almost complete in 2008, when progress was stalled by the Great Recession. Today, The Point on the River's 147 condos are fully occupied and provide dramatic views of Downtown and the Milwaukee River. This and other multi-family buildings extending east along the Milwaukee River define the northern edge between Walker's Point and Downtown and serve as a gateway to the neighborhood.

Walker's Point is a noted entertainment district with many popular locally-owned and farm sourced restaurants, cafes, clubs and bars. These include, in no particular order: Braise, Screamin' Tuna, The Noble, Meraki, Zak's, Ginger, Crazy Water, La Merenda, Engine Company No. 3, Blue Jacket, AP, and c.1880. Traditional neighborhood bars such as Steny's, Caroline's and O'Lydia's are the mainstays. There is also a cluster of alternative lifestyle, "metal" and "underground" establishments. Weekends in Walker's Point bring crowds of both locals and tourists eager to tour the Milwaukee Brewing Company, the Great Lakes Distillery, Brenner Brewing and the Pitch Project, or to just spend a leisurely few hours visiting its coffee houses and antique shops.

Those looking for cultural opportunities can choose from a show at Next Act Theater, ComedySportz, Walker's Point Center for the Arts, or other local art galleries and performance spaces. A number of longstanding establishments provide entertainment and social opportunities catering to

Milwaukee's LGBT community. South 6th and South 5th streets offer a vibrant and artistic setting for an evening out and are home to restaurants such as Conejitos, La Fuente, La Perla, Botanas and others at the heart of what is often referred to as Milwaukee's "Culinary Latin Quarter."

Visitors looking for something flavorful to take home can pick up locally produced cheese from Clock Shadow Creamery, Wisconsin's first urban cheese factory, or ice cream from Purple Door Ice Cream. For those who are exhausted after a long day touring the neighborhood, the Iron Horse Hotel offers high-end accommodations with unique Milwaukee character.

Walker's Point is also home to a hub of innovative educational institutions, health organizations, and social service agencies. Arts@Large combines experiential learning, the arts, a cafe, workspace and community development into one of the top programs of its kind in the country. Walker's Point Center for the Arts offers an after-school arts program for children and a gallery for local artists. Milwaukee's listener-supported radio station 88.9 Radio Milwaukee has called Walker's Point home since 2013.

Centro Hispano offered the first bilingual social services in the city and continues to provide a wide variety of programs from Head Start to elderly housing. Patients in need of holistic care receive treatment at Core El Centro in the new Clock Shadow building. Core El Centro serves nearly 3,000 clients annually, of whom 90% are low-income and 79% are Latino.

MC2, Milwaukee Community Cyber High School, is a charter school which blends face-to-face instruction, online instruction, independent learning, and collaborative grouping. Its parent organization, Seeds of Health, converted a former manufacturing building into computer labs and classroom space. Other schools in the district include Bradley Tech High School, Vieau Elementary School, and La Causa Charter School.

Towards the southern end of the neighborhood, the industrial character transitions and blends with more traditional Milwaukee residential neighborhoods including the Clock Tower Acres neighborhood, which gets its name from its location in the shadow of the Rockwell Automation (formerly Allen-Bradley) clock tower. Rockwell remains a major employer in the area, joined recently along Greenfield Avenue by the University of Wisconsin Milwaukee's new School of Freshwater Sciences.

The UWM School of Freshwater Sciences, the 20+ companies who have found a home in the Global Water Center since its 2013 opening, and the emerging water industry business park at Reed Street Yards mark Walker's Point as the center of the region's water technology hub.

Rivers and railroads still help define the image of the community. Today, Walker's Point is one of the City of Milwaukee's most dynamic areas. It has striking new condo and apartment buildings, trendy bistros, entrepreneurial businesses occupying former industrial buildings, and walkable commercial centers. Despite the new energy, residents still value the unique mix of quiet residential historic districts, both traditional and transitioning industrial areas, and the exciting range of small businesses, shops, taverns, churches, art and theater venues, stc., nestled in between.

1.2.2 History of Walker's Point in summary.

(The following text is excerpted and adapted-from the "Discover Milwaukee" Neighborhood Poster for Walker's Point, written by John Gurda and published by the Milwaukee Department of City Development in 1988.)

Walker's Point, along with Kilbourntown and Juneautown, is one of the three original communities that predate the founding of the city and were formally combined in 1846 to create the City of Milwaukee. In 1834, George H. Walker claimed land to the south of the Milwaukee River and built a log house on the peninsula that is located near the current intersection of Barclay and Seeboth streets. Walker's Point is the only one of Milwaukee's neighborhoods that the Menomonee, Milwaukee, and Kinnickinnic rivers all flow through, making it a natural hub for transportation, warehousing, wholesaling, and manufacturing uses. Walker's Point has always been a diverse neighborhood, with the early population being a mix of German, Irish, Scandinavian and "Yankee" families. An important legacy of these groups is the large number of distinctive churches in the neighborhood. Initially, homes in Walker's Point were built on the high ground south of Oregon Street and west of 2nd Street, with factories built as the wetlands along the rivers were filled in. Walker's Point offered abundant land, water, and access to the harbor and rail lines. As Milwaukee became the "workshop of the world," Walker's Point was at its industrial heart, home to some of Milwaukee's largest manufacturing firms such as

Allis-Chalmers, Nordberg, Allen-Bradley, Harnischfeger, and A.O. Smith, producing everything "from church bells to straw hats, from sawmills to cookies."

The Polish community grew in Walker's Point around the turn of the century, helping spur the development of what was then the neighborhood's "downtown" around the area of Fifth and National. Walker's Point continued to be the point of entry for new groups in Milwaukee, from Serbs, Greeks, Poles, and Austrians in the early part of the century to Mexican and other Latino immigrants towards the middle of the century. Eventually, Walker's Point became the center of the largest Latino community in the State of Wisconsin.

The construction of Interstate 94 in the 1960's bisected the neighborhood, creating a physical separation from the area to the west. In the 1970's, interest in the historic structures of Walker's Point grew, culminating in its becoming the first section of Milwaukee to be listed in the National Register of Historic Places. Walker's Point has been called Milwaukee's "last relatively intact nineteenth-century neighborhood." No other neighborhood in the City has the variety and number of traditional Milwaukee housing types present in Walker's Point, where bungalows, Polish flats, brick mansions and small frame cottages can be found on adjoining blocks.

More on the four National Register historic districts in Walker's Point can be found in Chapter 5, Section 5.5

1.2.3 Boundaries for planning purposes.

This Action Plan will use the same boundaries for Walker's Point that the Near South Side Area Plan used to define the Walker's Point neighborhood. Starting at the westernmost point of the neighborhood, where I-43/94 crosses over the Burnham Canal, the district boundary extends northeast along Burnham Canal to the South Menomonee Canal, northeast and then north to the Menomonee River, east to the Milwaukee River, southeast to the Kinnickinnic River, south to East Greenfield Avenue, and then west and south in a stair step pattern to the point at which East Burnham Street intersects with I-43/94, then heading north and then northwest along the I-43/94 freeway corridor and back to the starting point. The stair step pattern was used to avoid dividing the businesses comprising the Kinnickinnic River Business Improvement District #35, which lies outside of Walker's Point's boundary for purposes of this Plan.

1.3 Planning Context and Issues.

The purpose of this Action Plan is to identity strategic priority actions - be they policies, programs, or projects - that should be undertaken by the City, Walker's Point residents, businesses, developers and other partners to further the Area Plan's recommendations for the continuing redevelopment, preservation and growth of the neighborhood. These could include such things as zoning changes, modified parking regulations, and civic improvements. The Near South Side Area Plan will be amended to incorporate the recommendations made by this Action Plan in light of new trends and changing needs that impact Walker's Point.

Above (confirm) is a street map of Walker's Point with the study area boundary.

By formally amending the Near South Side Area Plan to incorporate this Action Plan, the Action Plan will become a part of the City of Milwaukee's Comprehensive Plan, which was developed to comply with the State of Wisconsin's Comprehensive Planning Law, Wis. Stats. 66.1001. The law provides the framework for developing comprehensive plans and procedures for adopting them. Importantly, the law requires that all actions taken by a city relating to official mapping, subdivision regulations, and zoning activities be consistent with the Comprehensive Plan.

In light of the trends described earlier, a number of goals were identified at the onset of the planning process for particular focus in the Action Plan:

1.3.1 Investigate parking problems, real and/or perceived.

This Action Plan, in tandem with a parking study conducted by GRAEF (in cooperation with the WPA and City of Milwaukee), should describe the extent of the parking problem (real or perceived) in Walker's Point and recommend solutions. The Near South Side Area Plan identified six possible locations for parking structures. The GRAEF study will look at the need, feasibility, and possible location of a new parking structure for public parking, and the management of existing surface parking lots and street parking. (See recommended actions in Chapter 4, Section 4.2.3. The GRAEF Walker's Point Parking Study can be found in Appendix 6.1)

1.3.2 Expand upon the idea of a cultural, arts and entertainment district.

Expanding the cultural, arts and entertainment district centered on 5th St. and National Ave. was identified as a catalytic project in the Near South Side Area Plan. This Action Plan should further develop that concept as a "Creative Corridor" and make recommendations for its implementation. (See Chapter 5, Section 5.1 for more discussion of a Creative Corridor.)

1.3.3 Investigate the merits of a locally designated historic district along S. 2nd Street.

This Action Plan should examine the merits of creating a locally designated historic district on South 2nd Street, to get ahead of current development trends, encourage adaptive reuse of historic buildings and to avoid any potential loss of building stock. (Chapter 5, Section 5.5 discusses the merits of a locally designated historic district on South 2nd Street.)

1.3.4 Find ways to improve pedestrian and bicycle connections.

Find possible ways to add to or improve existing pedestrian and bicycle connections in conjunction with current planning being conducted by Department of Public Works. Items should be reviewed or discussed in this Action Plan. (Items for improvement are discussed in Chapter 5, Section 5.3)

1.3.5 Recruit more neighborhood-serving businesses to Walker's Point.

Seek a balance of "destination" and neighborhood-serving businesses in Walker's Point. Introduce more neighborhood-serving businesses that draw customers from Walkers Point, Third Ward, Downtown, Bay View and markets to the north, south and southwest.

At the time of the original public input for this Plan, many residents of Walker's Point expressed a desire to see a full-service grocery store locate within the neighborhood. The City has since then identified an appropriate location and is currently working to implement that project as described in this Action Plan. (For more about neighborhood-serving businesses, go to Chapter 5, Section 5.1)

1.3.6 Complete the planned build-out for the Reed Street Yards.

Reed Street Yards, a major new business park and eco-district for water-based industries that was also a catalytic project identified in the Near South Side Plan, is being developed in Walker's Point. Further planning to maximize the positive impacts this development will have on the surrounding neighborhood will be folded into this Action Plan. (Reed Street Yards is described in more depth in Chapter 5, Section 5.4)

1.3.7 Review zoning for alignment with land use planning.

As part of this Action Plan, review zoning for land uses for underutilized parcels in Walker's Point (e.g. between South 1st St. and the Kinnickinnic River) to identify changing needs and any potential discrepancies. (Recommendations related to zoning can be found in Chapter 4, Section 4.1.3)

Additional goals and actions that were identified by residents, business owners, and other participants in the planning process were also included in the Action Plan based on community input as the study was carried out. The Action Plan also contains recommendations designed to assist the neighborhood achieve these community and economic development goals.

1.4 Planning partners and other stakeholders.

This Action Plan was spurred by the Walker's Point Association (WPA) requesting the assistance of the City of Milwaukee in guiding the continued development of Walker's Point. This planning partnership between the City of Milwaukee and WPA was initiated in 2013 and has been critical throughout the planning process.

WPA has assisted the City in connecting to the Walker's Point community and engaging the many business, nonprofit and neighborhood stakeholders during the creation of this Action Plan.

Chapter 2: Information Gathering and Analysis

2.1 Area profile/maps.

2.1.1 Population.

Walker's Point is a diverse neighborhood with a growing population. Based on 2010 Census data, Walker's Point has an estimated population of 4,292 residents (the population of Census Tract 1874, which spans Walker's Point and the Third Ward is prorated based on the total percentage of housing units in Walker's Point for the purpose of this estimate). The population of the northernmost portion of Walker's Point, north of Florida Street, quadrupled between 2000 and 2010.

Walker's Point has a diverse population with no racial or ethnic majority, with 48% of Walker's Point residents identifying as Hispanic, 38% white, 10% black, and 4% as other races. However, these racial and ethnic groups are not uniformly dispersed throughout the neighborhood. As the chart and map below demonstrate, the northern portion of the neighborhood is predominantly white, while the southern portion of the neighborhood has a majority Hispanic population.

The table below shows U.S. Census tracts and data for Walker's Point Census tracts and block groups.

Note: Census Tract Block Group boundaries do not align exactly with boundaries of the Walker's Point neighborhood. For the chart (right), "split tracts" that span the Walker's Point boundaries have been prorated based on the share of housing units within the Block Group in Walker's Point.

Census Tract	Census Block Group	Total Population	Hispanic or Latino	White Non Hispanic	Black Non Hispanic	American Indian Non Hispanic	Asian Non Hispanic	Other Non Hispanic	Multiracial Non Hispanic	Minority Population
1874	1	843	3%	87%	5%	0%	3%	0%	1%	13%
1865	1	879	45%	43%	6%	1%	1%	0%	2%	57%
1865	2	788	72%	16%	8%	1%	1%	0%	2%	84%
165	3	687	60%	17%	11%	1%	1%	0%	3%	83%
166	2	1,095	54%	27%	16%	1%	0%	0%	2%	73%
Total		4,292	48%	38%	10%	1%	1%	0%	2%	62%

The following statistical profile shows a district with great socioeconomic diversity in the categories of age; race and ethnicity; school enrollment; educational attainment; household types and sizes; employment status; income; types of owner-occupied property; land use; and property values. Overall statistics for the City of Milwaukee are included for comparison.

SEX AND AGE[1]	VALUE	PERCENT	CITY COMP
Total population	8,823	100.0%	100.0%
Male	4,588	52.0%	47.9%
Female	4,235	48.0%	52.1%
Under 18 years of age	2,009	22.8%	26.9%
18 to 20 years of age	511	5.5%	5.8%
21 to 61 years of age	5,881	66.7%	55.8%
62 to 65 years of age	200	2.3%	2.3%
65 years or older	422	4.8%	9.2%
Median age	30.7	-	

RACE AND ETHNICITY[1]	VALUE	PERCENT	CITY COMP
White	3,714	42.1%	37.0%
Black or African American	908	10.3%	38.9%
Hispanic or Latino (of any race)	3,985	45.2%	17.3%
American Indian and Alaska Native	53	0.6%	0.0%
Asian alone	44	0.5%	3.6%
Native Hawaiian/Pacific Islander	0	0.0%	0.0%
Some other race	51	0.0%	0.1%
Two or more races	88	1.0%	2.4%

SCHOOL ENROLLMENT[1]	VALUE	PERCENT	CITY COMP
Population 3 years and over enrolled	2,091	100.0%	100.0%
Nursery school, preschool	61	2.9%	2.8%
Kindergarten	195	9.3%	8.8%
Elementary school (grades 1-8)	876	41.9%	37.0%
High school (grades 9-12)	398	19.0%	19.4%
College or graduate school	561	26.8%	31.9%

EDUCATIONAL ATTAINMENT[1]	VALUE	PERCENT	CITY COMP
Population 25 years and over	5,887	66.7%	-
Less than 9th grade	641	10.9%	7.0%
9th to 12th grade, no diploma	787	13.4%	11.8%
High school graduate (or	1,203	20.4%	30.7%
Some college, no degree	1,016	17.3%	21.8%
Associate's degree	285	4.8%	6.5%
Bachelor's degree	1,204	20.5%	14.5%
Graduate or professional degree	751	12.8%	7.6%

HOUSEHOLDS BY TYPE[1]	VALUE	PERCENT	CITY COMP
Total households	3,885	100.0%	-
Family households (families)	1,531	39.4%	56.0%
With own children under 18 years	865	22.3%	29.8%
Married-couple family	760	19.6%	28.0%
With own children under 18 years	346	8.9%	12.0%
Female, no husband present	205	5.2%	22.0%
With own children under 18 years	292	7.5%	14.5%
Nonfamily households	2,354	60.6%	44.0%
Householder living alone	1,853	47.7%	35.0%
65 years and over	160	4.1%	8.5%
Average household size	2.4	-	2.5
Average family size	3.2	-	3.4

EMPLOYMENT STATUS[1]	VALUE	PERCENT	CITY COMP
Population 16 years and over	6,989	100.0%	100.0%
In labor force	5,031	72.0%	65.6%
Civilian labor force	5,031	100.0%	100.0%
Employed	4,522	89.9%	90.9%
Unemployed	509	10.1%	9.1%
Armed Forces	0	0.0%	0.0%
Not in labor force	1,958	28.0%	34.4%
Median household income	$ 38,010	-	$ 35,067
Per capita income	$ 30,657	-	$ 19,229

OWNER OCCUPIED PROPERTY[2]	VALUE	PERCENT	CITY COMP
All residential	858	57.9%	66.5%
Single-family	427	65.5%	77.4%
Duplex	66	38.6%	45.4%

LAND USE[3]	ACRES	PERCENT	CITY COMP
All property	389.3	99.1%	99.7%
Single-family	30.7	7.9%	72.1%
Duplex	16.1	4.1%	3.2%
Multi-family	11.0	2.8%	2.0%
Mixed use	23.2	6.0%	0.5%
Wholesale & retail trade	37.5	9.6%	1.5%
Services, finance & insurance	14.6	3.8%	2.2%
Mixed commercial	27.0	6.9%	1.0%
Manufacturing, warehousing	74.8	19.2%	2.4%
Trans., Communication, Utilities	88.7	22.8%	4.4%
Public & quasi-public buildings	13.4	3.4%	3.2%
Public parks & open space	10.7	2.7%	4.6%
Vacant land	41.6	10.7%	2.5%

UNDERUTILIZED PROPERTY	VALUE	PERCENT	CITY COMP
City owned foreclosures (Res.)[4]	3	0.3%	0.8%
City owned foreclosures (Com.)[4]	1	0.8%	1.6%
City owned vacant lots[4]	5	0.8%	1.6%
Mortgage foreclosures[2]	4	0.5%	0.0%
Tax Delinquent residential (2+ years)[2]	61	7.1%	4.3%

1. 2009-2013 American Community Survey 5-year estimates, tracts 165, 166, 1061, 1074
2. Milwaukee Water Property File, March 2015
3. City of Milwaukee Real Estate Division, March 2015

2.1.2 Recent Investments.

During the last decade, Walker's Point has seen new investment at a pace that may be unmatched among Milwaukee neighborhoods.

Businesses are finding space to be productive and innovative in newly constructed and extensively renovated buildings, as well as older buildings offering lower rents to start-up firms.

Multi-tenant office buildings such as 234 W. Florida Street, 166 S. 1st Street and the office space at South Water Works (201 E. Pittsburgh Avenue) are attracting businesses focused on information technology, software development, advertising and marketing.

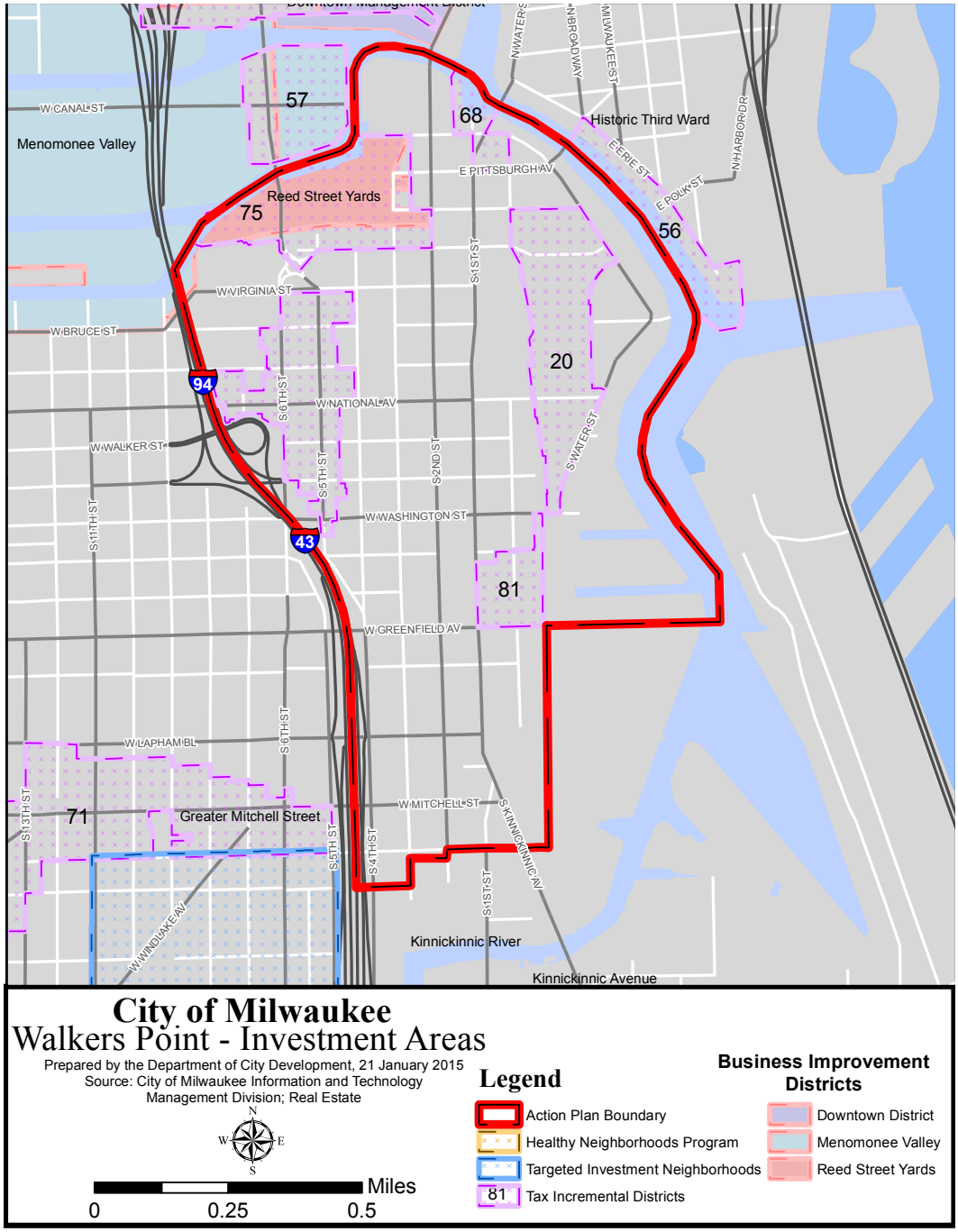
The City has also made public sector investments in the form of several Tax Incremental Districts in Walker's Point.

In a project that is at the forefront of the Milwaukee region's effort to position itself as a worldwide leader in water technology, the building at 247 W. Freshwater Way was recently redeveloped as the Global Water Center to house water-related businesses and research facilities. The building

currently is fully leased to small businesses, research institutions and research components of large companies in the water sector.

With new construction and significant investment in renovation come higher lease rates. The lease rates for new and recently renovated buildings in Walker's Point are generally $12 to $18 per square foot on a triple net basis. Some are now up to $20 PSF. This is comparable to lease rates in Downtown and the Third Ward, which range from $15 to $23 per square foot depending on the quality of the space and amenities.

Artists and small companies tend to seek spaces with lower rental rates and these businesses have long found a home in Walker's Point. An informal survey of existing businesses occupying older buildings in the area north of National Avenue includes artist studios, artisan food producers, craftspeople, marketing, advertising and web designers, and other creative



businesses. The buildings at 133 W. Pittsburgh Avenue and 228 S. 1st Street alone house over 30 small, creative sector businesses. These two buildings are representative of buildings that have not been renovated and where rents are in the $6 to $8 per square foot range on a gross basis. Most of these lower priced work spaces have few amenities and tenant improvements are typically paid directly by the tenant.

One of the most striking things that visitors to Walker's Point are likely to notice is all of the new construction and substantial rehabilitation that has occurred in recent years. The Point On The River, a 12-story mixed-use condominium building that welcomes visitors arriving from the north, was described in Chapter 1. Karl Kopp's of Kopp's Custard fame, is currently renovating a historic building at 100 E. Seeboth as a pizza restaurant and bar.

Further to the south, the $7 million Clock Shadow building at 538 S. 2nd Street set a new benchmark for sustainable development when it was designed by Continuum Architects + Planners and developed by Fix Development LLC. More than 50% of the materials used to construct the Clock Shadow building were recycled or salvaged and the building includes a green roof and a geothermal heating and cooling system. Just as important to supporting the development goals of the neighborhood as the sustainable construction methods, the building provides a home to local health service agencies and is anchored by the Clock Shadow Creamery cheese factory.

The Clock Shadow building complements other recent projects in Walker's Point that have brought new jobs into the area or preserved existing ones. These include the Vetter Denk building, home to the architecture firm of the same name, at 161 S. 1st Street, completed in 2008.

Across the street at 141 S. 1st Street, Castings Point is a new three-story commercial building on a triangular site that includes underground parking. This building serves as a gateway to Walker's Point for those entering from the north. It is also one of Milwaukee's boldest modern statements featuring a steel stud exterior with metal wall panel and fiber cement board cladding.

The one-story building at 540 S. 1st Street was rehabilitated and re-landscaped by Independence First, an agency that provides 20 different programs for persons with disabilities.

Since its 2008 opening in a renovated 1907 loft building, the Iron Horse Hotel at 500 W. Florida St. has ascended the lists of Milwaukee's highest rated hotels.

Across South 6th Street from the Iron Horse is one of the city's largest office complexes and also a sterling example of historic reuse. The Tannery at 600 W. Virginia Street is a 400,000 square foot commercial campus consisting of seven historic buildings constructed in the late 19th century that housed the Pfister & Vogel Leather Company. Vacancy rates at The Tannery are currently lower than its peer complexes in surrounding suburban municipalities.

Since its recent conversion from factory to office space, the six-story Everitt Knitting building at 234 W. Florida Street has gained a number of firms of various sizes who are attracted by its combination of traditional and modern architectural styles.

Contributing to Walker's Point's reputation as an up and coming center of Milwaukee's arts and culture scene, the South Water Works mixed-use project includes a new home for the Next Act Theatre at 255 S. Water Street featuring a 150-seat theater, offices, and rehearsal space. South Water Works also includes 107 residential units in two buildings with a third building currently being rehabilitated. The first phase was completed in May 2009, when the 55-unit Bridgeview Apartments opened at 235 E. Pittsburgh Avenue. A building at 201 E. Pittsburgh Avenue is also being renovated for commercial use.

Both the Milwaukee Brewing Company and the Great Lakes Distillery have continued to grow after relocating to Walker's Point from elsewhere in Milwaukee and add to the eclectic mix of entertainment options available in the neighborhood while also serving as food and beverage sector production facilities. Another newcomer to Walker's Point's entertainment scene is 88Nine Radio Milwaukee, who renovated the building at 158 S. Barclay Street to serve as its new offices, broadcast facility and performance venue.

A growing contingent of reconstructed or repurposed buildings that have brought new residents into Walker's Point includes:

- Junior House Lofts, 50 units, 710 S. 3rd Street (completed 2012-13)
- Water Street Loft Condominiums, 49 units, 200 and 210 S. Water Street (completed 2005-06)
- The Waterfront Condominiums, 64 units, 130 S. Water Street (completed 2004-05)
- Teweles Seed Tower, 115 units, 222 S. 3rd Street
- Historic Fifth Ward Lofts, 133 W. Oregon Street

In August of 2014, work began on the Brix Apartment Lofts project. The $20 million project will convert a 106-year-old, seven-story former Ziegler Candy Factory just east of the Iron Horse Hotel into 98 market-rate apartments and 17,000 square feet of commercial space. In, addition, a parking structure will be built between the

Iron Horse Hotel and Florida Lofts to provide public parking and a rooftop public plaza. In the future, a skywalk could be built from the structure over the railroad tracks to the north to better connect Florida Street to the Reed Street Yards. A recently approved amendment to the Reed Street Yards Tax Incremental District will provide funding for the parking structure, streetscaping and a bikeshare station planned for this location.

In late 2014 plans were finalized for a $47 million mixed use development on the corner of S. 1st Street and Greenfield Avenue that will include 72 units of new housing, retail and future office space, and a 42,000 square foot grocery store that responds to long-standing neighborhood desire for a full service grocery store in the Walker's Point neighborhood. The project builds on a growing residential market in Walker's Point and Bay View and dovetails with the recent opening of the new UWM School of Freshwater Sciences further east on Greenfield Avenue. The City of Milwaukee provided tax incremental financing to support this project, including environmental remediation and the creation of a 40-foot long water element along Greenfield Avenue.

All of these new developments have been accompanied by a proliferation of new bars and destination restaurants, particularly along South 2nd Street and National Avenue.

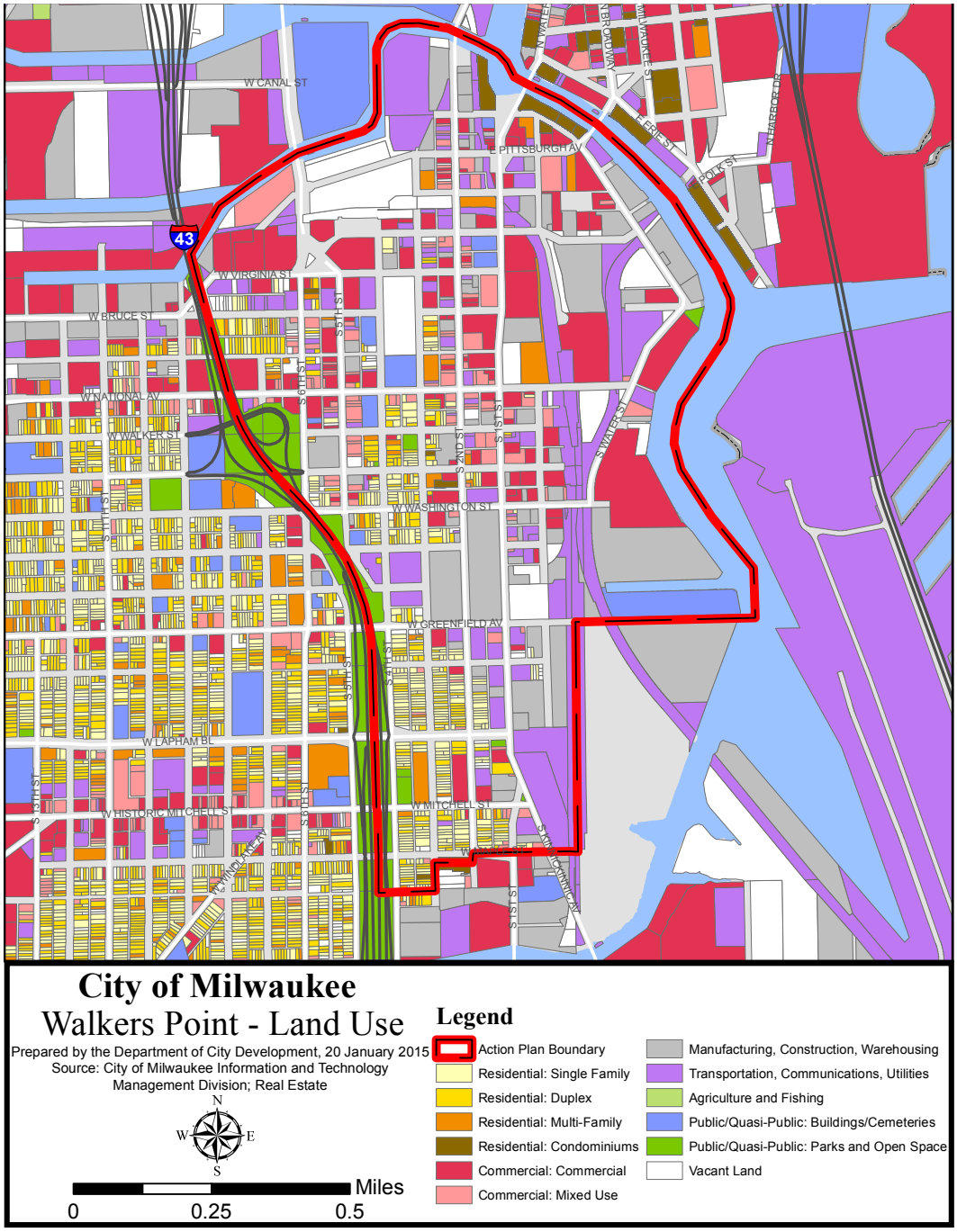
Source: EUA

2.1.3 Housing Conditions.

In 2000, the wave of redevelopment crossed the Milwaukee River from the Third Ward and moved south into the northern part of Walker's Point. Over 250 condominiums were built, primarily along the river, along with sections of riverwalk. Between 2000 and 2014, 290 units of affordable and 370 market rate apartments were completed. Overall construction permits in Walker's Point from January 2011 – March 2014 include 93 projects totaling an estimated $24 million in construction costs. The least expensive projects tend to be the rehabilitation of existing homes , restaurants, offices and retail establishments. The most expensive projects on the list with construction costs in excess of $20 million are not surprisingly, manufacturing, institutional (school or government) and multi-family residential buildings or complexes.

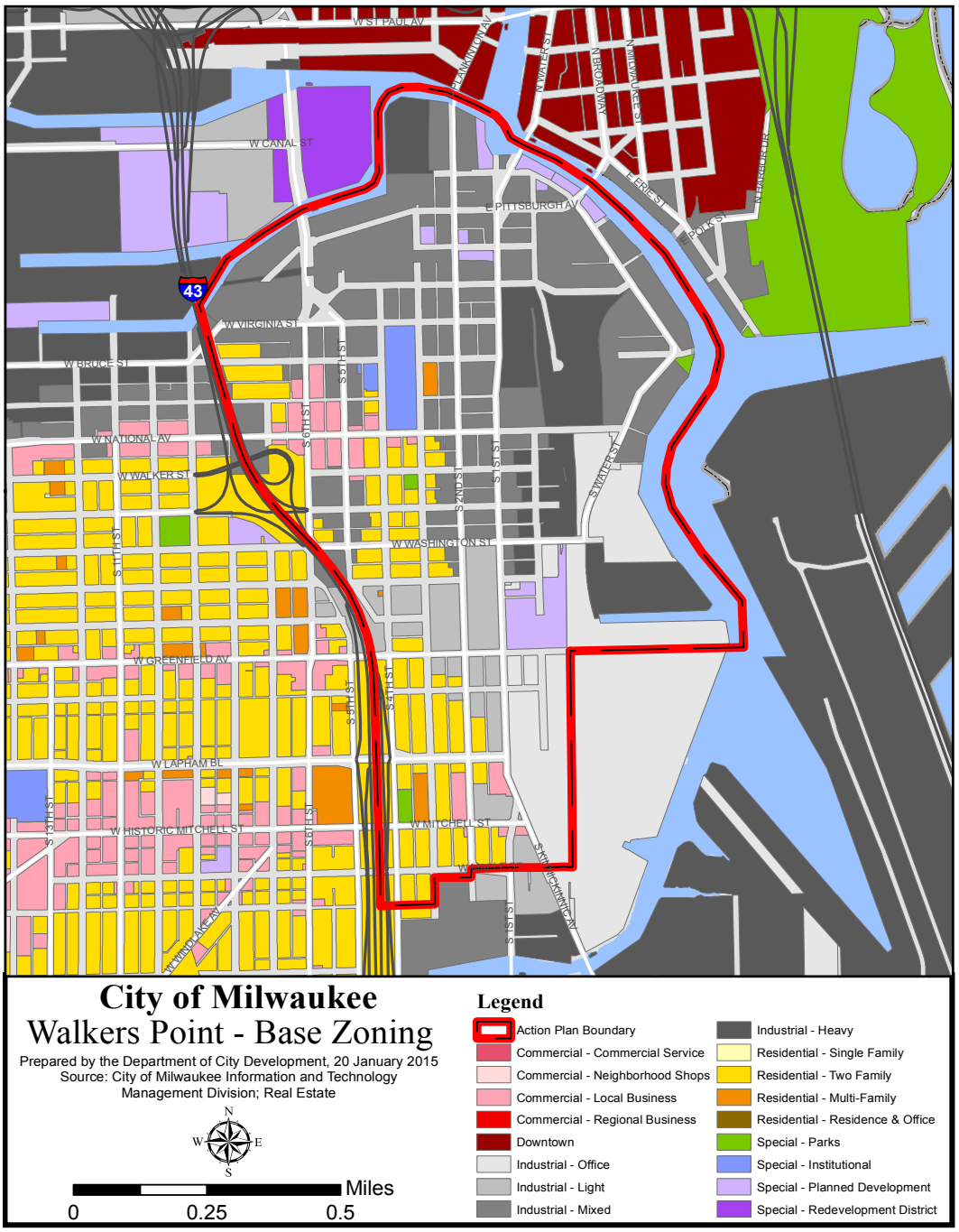
The new apartments and condos have attracted a significant number of empty nesters and younger professionals adding to the energy and "vibe" of Walker's Point, as well as the market for goods, services, entertainment and cultural opportunities. Many new residents are here because they prefer a historic walk-to-work neighborhood with good transit options. Many appreciate the diversity of the resident population. Of the 910 units, about one-third are new construction and two-thirds are in renovated warehouse buildings. For a variety of reasons, Walker's Point has become a desirable and dynamic real estate market, leading to some concern among longer-term residents about gentrification.

Prior to the year 2000, Walker's Point residents mostly lived in neighborhoods of single family and duplex houses, with a smattering of apartments and townhouses. The three traditional neighborhoods were, 1) the "original" historic Walker's Point neighborhood between National Avenue and Scott Street on both sides of South 3rd and South 4th Streets, 2) a small neighborhood to the northwest centered around Pierce Street and South 8th Street, and 3) the Clock Tower Acres neighborhood extending south from Rockwell Automation (formerly the Allen-Bradley Company), including Greenfield Avenue and extending south to Burnham Avenue between I-43 / I-94 on the west and South 1st Street on the east. The styles of the homes in these areas are a nineteenth century scrapbook, varying from brick mansions to Victorian cottages, sitting side by side on adjacent lots. Clock Tower Acres has many classic Polish flats, a type of small wooden frame house that has an original first story raised above a lower level garden unit.



In general, the homes on Pierce and Bruce streets show more signs of disinvestment and have a relatively lower market value than the other two neighborhoods. According to a Market Value Analysis prepared for the City of Milwaukee, in 2012 homes in the Pierce/Bruce neighborhood sold for an average price in of $44,000 versus $63,000 for the other two Walker's Point residential neighborhoods. Those two neighborhoods have moderate to average values--sales in the $40,000 to $70,000 range--and are in relatively stable condition, although there are a number of homes in need of rehabilitation. There have been a number of distressed foreclosed homes that have sold for less, while one particularly well maintained historic home commanded a price of $235,000. Tax delinquencies, foreclosures, vacant and city-owned property are also rare in these two neighborhoods.

While current prices of the single family homes that make up the southern portion of the neighborhood remain affordable for households across a wide income spectrum,



there is concern that continued development pressure will eventually lead to displacement of existing long term residents.

2.1.4 Zoning.

Understanding existing zoning is important because the City's Zoning Ordinance controls the range of allowable land use within Walker's Point. In cases where the current zoning may not be consistent with future desired land uses, an Action Plan such as this one, can identify specific parcels or areas where the zoning should be changed, and can recommend both land uses and design standards other than what is allowable under the current zoning.

However, the zoning in Walker's Point generally works, or is consistent with both current and anticipated land use. The northern part of Walker's Point that shows the greatest diversity of land use is anticipated to remain that way. The residential neighborhoods and manufacturing/construction/warehouse district is anticipated to remain relatively unchanged. The only exceptions have been on the fringe, for example, the conversion of some former manufacturing sites to retail or mixed use along South 1st Street such as the Freshwater Plaza at South 1st Street and Greenfield Avenue.

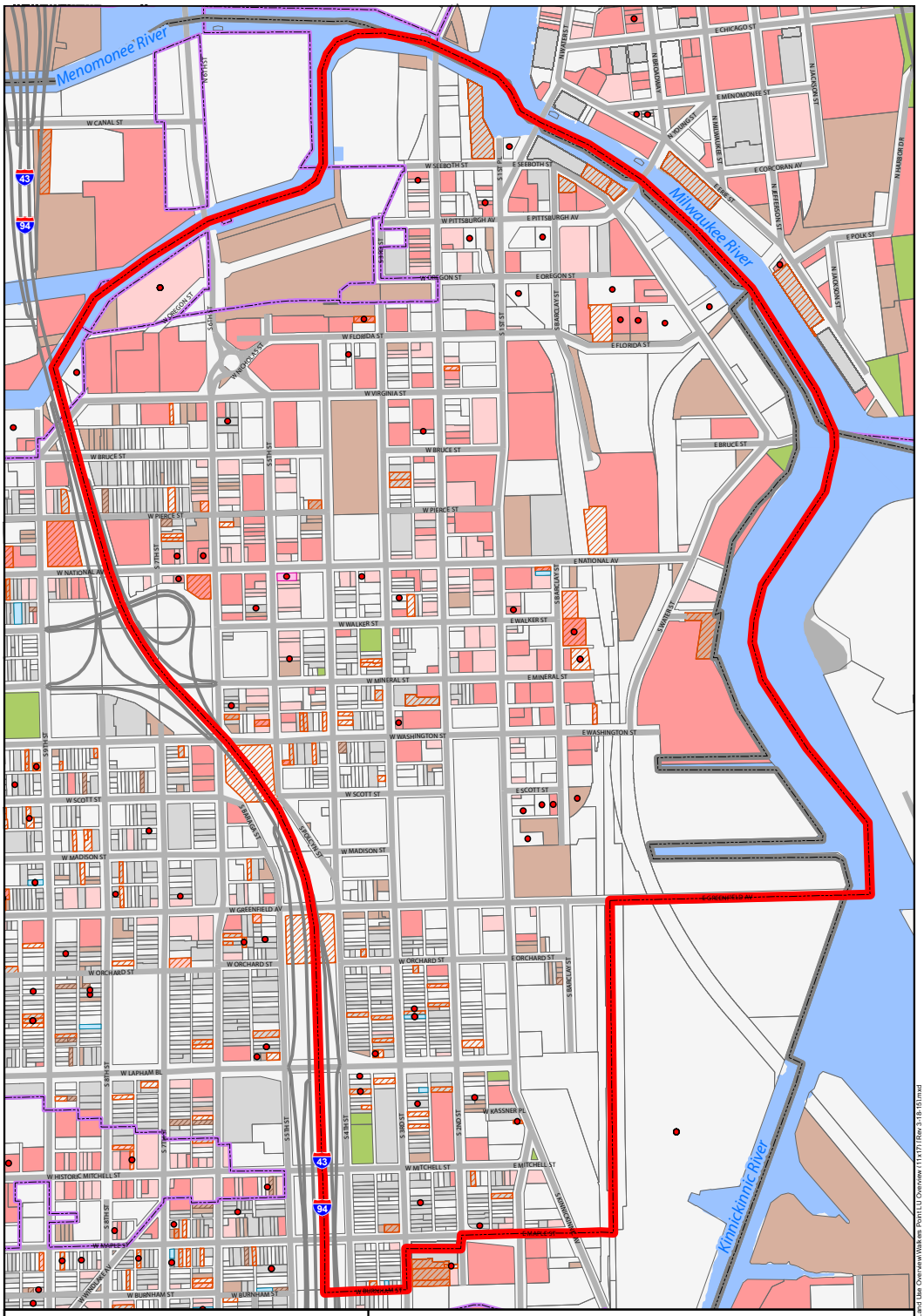
The majority of the northern part of Walker's Point where the greatest transition in land use is occurring (Florida Street and north to Downtown and the Third Ward) is already zoned Industrial Mixed (IM), which is Milwaukee's most flexible zoning classification as it permits many residential, commercial and light manufacturing land uses.

Under IM zoning, a generous mix of residential, commercial (retail and office) and entertainment is permitted. Only heavy manufacturing is designated a special use (subject to a case-by-case review) and intense manufacturing are not permitted.

There is land zoned for Industrial Heavy (IH) and intense manufacturing further to the east in the Port of Milwaukee Redevelopment Project Area.

Parking structures, either as a principal or accessory use, are a "limited" use subject to "limited use standards" and governed by the design criteria included in the code.

If the current zoning is not flexible enough to meet project requirements--provided the project is consistent with goals of the Near South Side Plan and this Action Plan--the City offers the option of converting zoning to General Plan Development (GPD) or Detailed Plan Development (DPD). Implementing the GPD or DPD would then require utilizing the formal zoning change process and the associated public involvement, review, and approval processes.



City of Milwaukee
Walker's Point Study Area

N
W E
S

0 0.1 0.2 Miles

Prepared by the Department of City Development Planning Division, 18 March 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

LEGEND

- City, Non-Residential Building
- City, Residential Building
- City, Vacant Land
- Private, Commercial Building
- Private, Mixed Use Building
- Private, Vacant Land
- Vacant Building
- Non-Owner Occupied
- Tax Delinquent 2+ Years
- Business Improvement District
- Aldermanic District
- Parks
- Water

Path: F:\GIS Data\Projects\2014 Projects\14-01-27 Walkers Point Land Use Overview\Walkers Point LU Overview (11X17) Rev 3-18-15.1.mxd

2.1.5 Land use/susceptibility to change/snapshot of available real estate.

A number of maps were created to illustrate the current land uses in Walker's Point as well as highlight areas and parcels that may be susceptible to change, including future redevelopment.

"Susceptible to change" is a concept used to emphasize opportunities to improve an area. The susceptible to change category typically includes city-owned surplus land, vacant lots or underutilized parking lots, tax delinquent property (two years or more), and absentee-owned property. Properties that are vacant, underutilized, or have seen very little investment for a long time (many absentee-owned properties fit this description) eventually reach the end of their current use. Planning can help inform decisions regarding future uses and investments in these properties. Conversely, parcels that are serving a productive purpose don't tend to need much attention. Susceptible to change is not an official designation; rather, it is a working designation and an informal way of identifying potential focus parcels, land assemblies, or underperforming parcels that can be used for the planning process.

Another method of determining properties that are susceptible to change is to review those properties listed for sale at a given time. Despite (and perhaps because of) all of the recent successful renovations of Walker's Point properties, there are currently a large number of parcels for sale. The listing below includes a selection of industrial and mixed use properties that were listed for sale as recently as the end of 2014.

Walker's Point Industrial Space - Partial List
Currently For Sale:

112 S. SECOND ST.
NORTH SECTION -
LINDSAY BUILDING

126 S. SECOND ST.
LINDSAY BROTHERS
BUILDINGS

115 S. SECOND ST.

168 S. SECOND ST.
WALSH BUILDING

169-171 S. SECOND ST.

429 S. FIRST ST.

505-507 S. FIFTH ST.

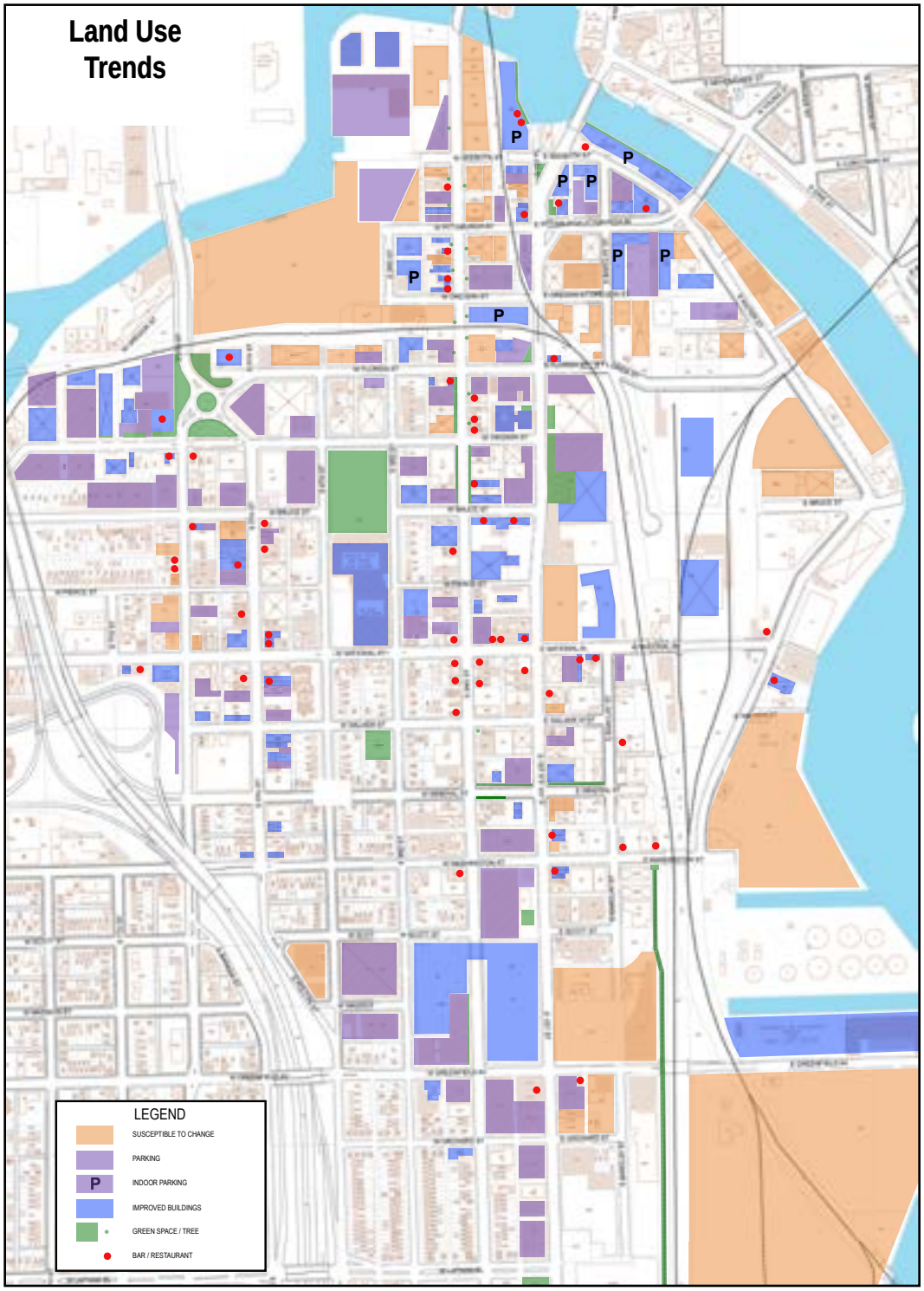
507 S. SECOND ST.

644 S. FIFTH ST.

1100 S. BARCLAY ST.

1212 S. FIRST ST.

The "Land Use Trends" map shows the standard City of Milwaukee land use map symbols. Based on field investigation and extensive photography, the map was color coded to specifically include: parking lots; properties that have experienced major recent reinvestments; properties that were thought to be susceptible to change based on condition, occupancy, and anecdotes, e.g. owner is willing to sell; and bars and restaurants. Some of the larger privately owned vacant parcels, such as the Reed Street Yards Global Water Technology Park (labeled "Freshwater" in the northern part of the map) are clearly susceptible to change because they are undergoing active redevelopment, where other parcels may only be susceptible to change based on an owner's



decision to pay or not pay property taxes, to redevelop a property to its fullest potential (or not), or ability to find the right buyer, etc. These broader categories of 'susceptible to change' were selected to align with a number of the issues identified for study in the Walker's Point Action Plan. A standard land use map is presented as well.

An equally important map of Walker's Point is one indicating type of ownership and status, two variables related to susceptibility to change. The map combines a number of databases at the parcel level. It is worth noting that the City owns little non-residential property and only a handful of residential and vacant properties in the study area due to foreclosures. This situation contrasts sharply to many of Milwaukee's older neighborhoods and showcases the relative stability of the Walker's Point residential real estate market.

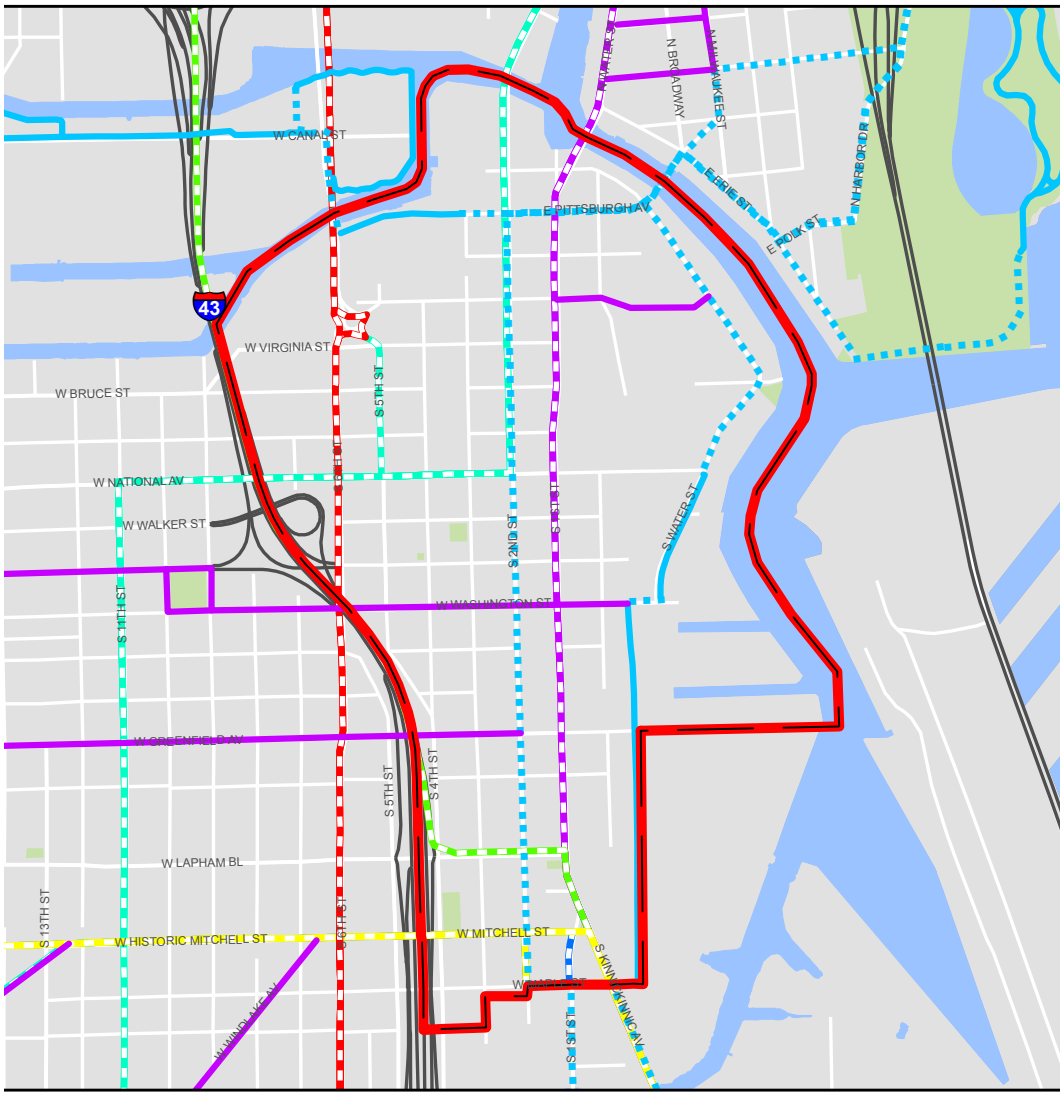
There are also large vacant properties along S. 2nd Street north of Florida Street. A number of vacant buildings are clustered in the area of South 5th and South 6th Streets and West National Avenue as well as South 2nd Street north of Oregon Street, East Florida Street, and in the heavily industrialized area along South 1st Street between West National and Greenfield Avenues.

Walker's Point has no large parks, so even small green spaces acquire importance. There are a number of vacant lots with the potential to become pocket parks, playgrounds, or small green spaces that should not be used for infill development or additional parking lots. Potential for green space is usually made on a case by case basis. However, part of the determination of highest and best use should be the value of green space to the community. More discussion about unconventional possibilities for green space can be found in Chapter 3, Section 3.10.

A review of the current green space opportunities in Walker's Point as well as a discussion of transportation, bicycle and pedestrian infrastructure in the neighborhood can be found in Chapter 4 in the following sections: 4.2.2 Green the district, and 4.3 Make Walker's Point a more walkable and bikeable community.

The City's Department of Public Works is currently making bicycle facility and wayfinding improvements in Walker's Point, which is already a fairly walkable and bikeable neighborhood given its gridded street network and proximity to segments of the newer Kinnickinnic River Trail (Maple to National). For example, bicycle lanes were added to South 2nd Street as part of a street reconstruction project several years ago, and sections of these bicycle lanes are now being upgraded to buffered bicycle lanes where excess roadway width exists (National to Maple). However, some streets are too narrow for designated bicycle lanes such as Florida and Virginia Streets, and some streets are too heavily trafficked such as South 6th and South 1st Streets. There is more on the topic of Sustainable Networks and Complete Streets in Chapter 3, Section 3.8, and further discussion of possible improvements to the pedestrian and bicycle network in Chapter 5, Section 5.3. The map, right, shows the existing Bicycle Facilities Network in the Walker's Point neighborhood.

One additional noteworthy feature of Walker's Point is the presence of four National Register Historic Districts. A discussion of the Districts as well as maps are included in Chapter 5, Section 5.5. Fact sheets on National Register and Locally Designated Historic Districts can be found in Appendix 6.5.



City of Milwaukee

Walkers Point-Transportation

Prepared by the Department of City Development, 5 Mayl 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N
W E
S

Miles

Legend

Action Plan Boundary

Bike Trail System

Bike Lane

Trail - Off Street

Trail - On Street

Bus Routes

15

17

19

23

54

80

2.2 Summary of Recent Studies.

2.2.1 Parking study (GRAEF) completed in 2014.

Given that parking pressures and the resulting need for a parking strategy is one of the primary issues spurring the Walker's Point Action Plan, a comprehensive Walker's Point Neighborhood Parking Study was commissioned in conjunction with the Plan.

The study divided Walker's Point into four areas and analyzed the availability and types of parking in each sub-area. The goal of the study was both to provide analysis of existing conditions and offer a parking strategy with concrete solutions to balance the parking needs in this growing neighborhood.

The parking study confirmed that shortages of available parking are most acute in the northeastern portion of the neighborhood, generally east of South Second Street and north of Florida Street. This is the result of large residential and office users, as well as spill-over demand from the Third Ward and the Milwaukee Institute of Art & Design. High parking uses in the area south of Florida Street are focused in the bar and restaurant district near South Fifth Street and National Avenue as well as the area surrounding Bradley Tech High School. The parking study did not find parking shortages in the farthest south focus area, south of Mineral Street, but noted that development potential in that area calls for strategic planning to meet future parking needs.

The recommendations of the parking study are incorporated into the Strategic Actions section of this Action Plan in Section 4.14. The full study can be found in Appendix 6.1.

2.2.2 Building Opportunity study (Continuum/El Centro Hispano/Esperanza Unida).

To assist in identifying and describing redevelopment opportunities, a Walker's Point consortium of Continuum Architects + Planners, the Spanish Center and Esperanza Unida , did a current inventory of redevelopable buildings and sites in the Creative Corridor along with a market-based assessment of their potential, including proposed use or activity (preliminary programming concepts), number of floors, square footage, number of units and parking. More information and opportunity maps can be found in Chapter 5, Section 5.1. All of the Building Opportunity Study maps can be found in Appendix 6.2.

2.2.3 UWM School of Architecture and Urban Planning Studio Project.

A UWM School of Architecture and Urban Planning urban development studio (spring, 2015) recently studied the potential of the Creative Corridor and came up with a range of concepts and strategies for redevelopment. The studio explored ideas from catalytic projects (like public markets) to complete streets, artists' live/work studios to greening strategies. More ideas from the studio can be found in Chapter 5, Section 5.1. A summary of the studio's final report is included in Appendix 6.4.

2.3 Developments and noteworthy initiatives underway.

2.3.1 GMC Creative Placemaking Initiative (2015 - ongoing).

In 2014, the Greater Milwaukee Committee (GMC), Walker's Point Association and Mandel Group began a creative placemaking initiative in Walker's Point to foster the kind of close collaboration that leads to new technology start-ups, invention and social innovation by providing support for academic/industry collaboration. The Creative Placemaking Initiative is intended to infuse and overlay a broad range of creative resources to heighten the awareness, appreciation and social value of public urban spaces. As practiced on a national platform, creative placemaking melds the arts, urban design, ethnicity and neighborhood-based commerce to help areas realize and celebrate the value of their authenticity while releasing untapped and oftentimes hidden potential.

2.3.1 Innovation Initiative (2014 - ongoing).

The Walker's Point Innovation Initiative is an integrated holistic approach to creating a supportive environment for creatives of all stripes (technology-based start-ups, artists and product designers, academic institutions, foundations, corporate research teams).

As you might expect, this live/work/learn/create strategy will over time be a driving force in creating a more inventive and artistic approach to social gathering spaces, streets, buildings and infrastructure. According to Anna-Marie Opgenorth with Mandel Group, "The goal of the Innovation Initiative is to provide a place, a neighborhood, where anchor institutions can align and provide a basis for Milwaukee's entrepreneurial, creative and independent-worker community to effectively connect with investors, peers, training, talent, customers and the social support needed at every stage of their businesses and careers. This means job creation locally and a national identity for Milwaukee as a city able to successfully rethink itself in a new economy." More on creative placemaking and the Walker's Point Innovation Initiative can be found in Chapter 3, Sections 3.4 and 3.9.

Source: sourchthestation.com

2.3.3 Reed Street Yards.

Immediately west of the Global Water Center along the Menomonee Canal, another marker signifying that Milwaukee and Walker's Point are at the heart of a national water-technology hub is emerging from the ground. The Reed Street Yards Global Water Technology Park is a 17 acre business park developed through a public-private partnership between the City of Milwaukee, the owner Peter Moede, General Capital Group, and a number of other partners. The value of the TIF and money spent on infrastructure to date is approximately $6.2 million.

Reed Street Yards could house more than 1,000,000 square feet of office space for companies in the water industry and offers a flexible array of development sites, including some with water frontage.

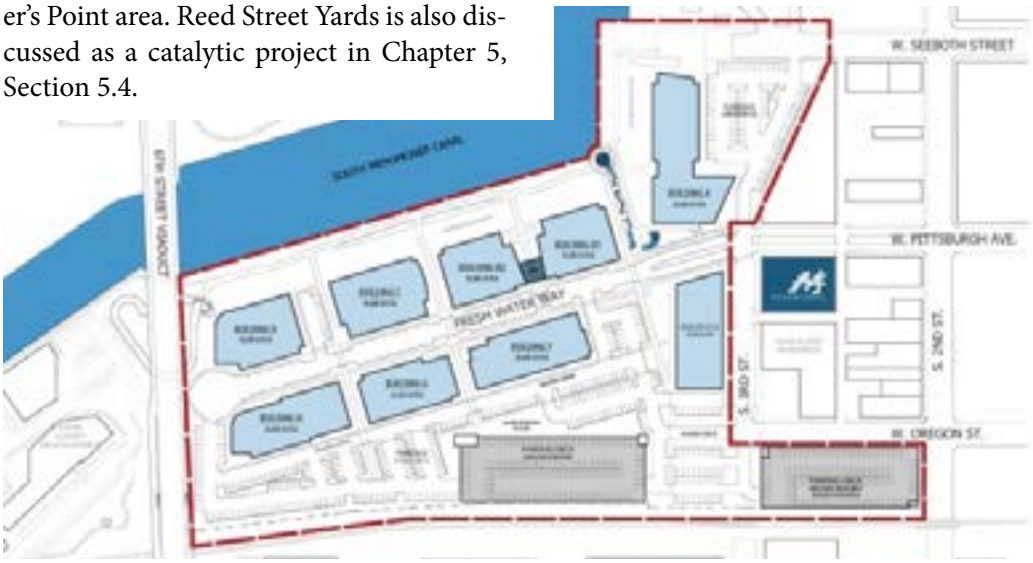
The site was developed as an "Eco-Industrial Park" balancing natural resources and economic development. Reed Street Yards will be built to LEED-ND standards and incorporates cutting edge storm-water management and green building practices.

Construction of the first building at Reed Street Yards, the 80,000 square foot "Water Tech One" will begin in the summer of 2015. As Reed Street Yards continues to be built out, the development will bring additional businesses and workers to the Walker's Point area. Reed Street Yards is also discussed as a catalytic project in Chapter 5, Section 5.4.

2.3.4 Harbor District Initiative (2014 - ongoing).

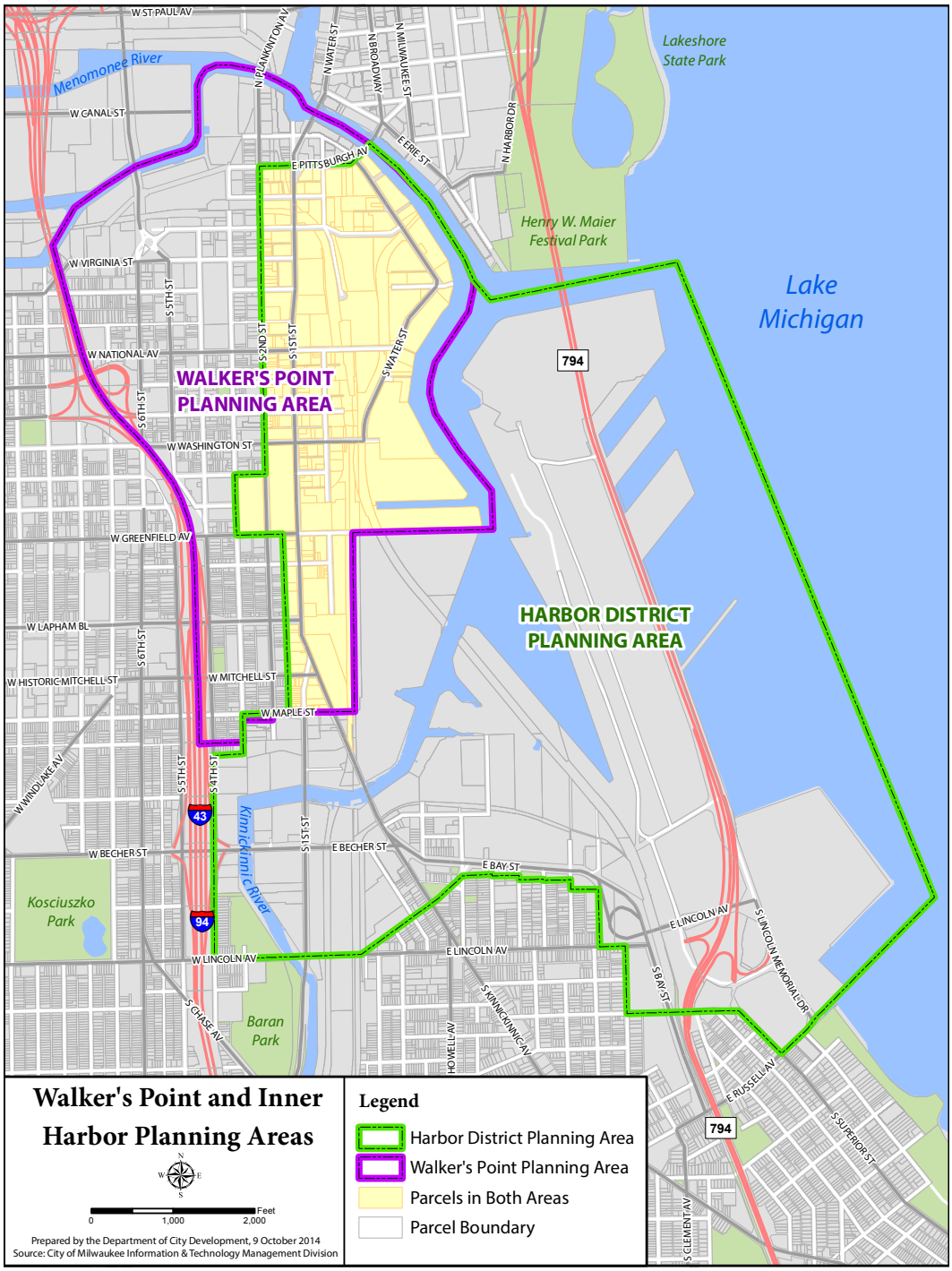
Overlapping the Walker's Point plan area, the planned revitalization of Milwaukee's Inner and Outer Harbor will have significant impacts on the neighborhood.

Milwaukee's Harbor District has been at the epicenter of commercial and social activity in this region for centuries – first as a rice marsh and estuary rich in fish and game, later as a sheltered port for Great Lakes shipping. The hundred years beginning in 1850 marked a period of aggressive alteration of the physical space, extractive uses, and disregard for environmental impacts. Beginning in the late 1950s, the area entered a steady decline, as rail traffic shifted to Chicago, Lake Freighters were retired, and industry moved elsewhere. The estuary itself is now a U.S. EPA Area of Concern (AOC), and out of the 1,000-acre Harbor District, one hundred acres of large Brownfield parcels are either vacant or in marginal use, with countless smaller parcels also underutilized.



The Harbor District presents a unique opportunity through these large waterfront sites in the middle of the city at a time when Milwaukee is building an economic strategy as a leader in freshwater science and water technology.

The Harbor District offers a place for the city to showcase its leadership through the creation of a model for how freshwater cities and communities relate to their waterways in the 21st century. Building on successful strategies pioneered in Milwaukee's Menomonee Valley, the private and public sectors have again come together to revitalize a significant part of the City. The Redevelopment Authority of the City of Milwaukee is working with two community partners, the newly created Harbor District Inc. and the Sixteenth Street Community Health Center, to launch a land use planning process for the Harbor District.



A planning process is underway to provide market analysis and land use recommendations, reconcile conflicts in prior plans, and address road and freight connectivity concerns for this entire industrial area. Thoughtful and thorough waterway planning is an essential component. Currently, failing dockwalls are the only locations of aquatic habitat in the estuary, but they also allow for migration of contaminants from adjacent brownfield parcels. Despite the area having 44,000 linear feet of shoreline, public access is now limited to a single boat launch.

The Waterway Plan for the Harbor District will focus in extensive detail on protection of the waterway, water quality improvements, public access, and encouraging sustainable development in this area that will positively impact the Walker's Point neighborhood. This effort will also support the goals of the 2010 Port of Milwaukee Redevelopment Plan that called for increased public access to water resources in the area, elimination of environmental contamination and blighting influences and increased development and employment opportunities at the Port.

2.3.5 Arts@Large - Creative Corridor, Paliafito Park (2013 - ongoing).

Paliafito Park is an underused park at South 3rd Street and Walker Street in historic Walker's Point that is being transformed as a grass roots initiative into a multi-purpose plaza. Plans are to create an amphitheatre, teaching garden, natural play space and community gathering space. The project is a collaboration between the residents of Walker's Point and a number of community groups, including but not limited to: Arts@ Large, Milwaukee Public Schools, Walker's Point Neighborhood Association, UW-Extension, Hometown Building, Reflo Water Sustainable Solutions, Solutions in the Land, as well as Alderman Jose Perez and the City of Milwaukee. Paliafito Park is discussed as part of the Creative Corridor in Chapter 5, Section 5.1.

Source: RadioMilwaukee

2.4 Recommendations of previous plans.

2.4.1 2009 Near South Side Area Plan.

This Walker's Point Action Plan builds on the Near South Side Comprehensive Area Plan ("Area Plan"), which was adopted by the City of Milwaukee Common Council as part of the City's Comprehensive Plan on May 27, 2009 after a two year planning process with significant public involvement. The Comprehensive Plan is still relevant and in force for Walker's Point and the larger Near South Side Planning Area. Where this Action Plan finds instances where the Area Plan can be improved, updated, or refined, this Plan will make recommendations regarding specific changes. Otherwise, the Area Plan is still relevant.

The Near South Side Area Plan can be found at:

http://city.milwaukee.gov/AreaPlans/Near-South.htm

The plan makes specific recommendations for the Walker's Point Area that helped inform the creation of this Action Plan. Some of the recommendations of the Area plan have been implemented (for example, the creation of Reed Street Yards), while others are further refined through this Action Plan (such as the Creative Corridor).

The 2009 Area Plan included a graphic representation of its recommendations for the Walker's Point neighborhood which is reproduced below.

A number of other relevant and/or updated recommendations from 2009 Near South Side Area Plan include:

- Continue to position Walker's Point as a dynamic, active, mixed use district that integrates its historic past with modern innovation and technology. 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.

- The vision for S. 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.

- National Avenue is envisioned as a prominent highly active retail corridor and a complete street that is integrated into the emerging cultural/entertainment sub area that extends along 5th Street.

- For the mixed use neighborhood in the northwest part of Walker's Point, continue the adaptive reuse of former industrial/warehousing buildings into mixed-use structures that support commercial and residential uses.

- Preserve the residential character of the residential areas and discourage uses not compatible with residential. Continued rehabilitation efforts to improve this area are encouraged.

- For the high density residential/mixed use area in the northeast part of Walker's Point, 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 and to connect to existing riverwalks.

- As older industries relocate, preserve the mainly industrial area within the neighborhood while exploring redevelopment alternatives in the surrounding transitioning areas.

- Provide public access along rivers and create a green corridor replacing the rail line adjacent to Water Street when the rail line is no longer needed to serve industry in the area.

- Encourage the Walker's Point Association to form a business improvement district (or viable alternative).

- Providing parking is very important to this district given the potential densities and commercial activity that is planned for this area. As many as six new public parking structures may be needed.

- Transition the Barclay area north of Washington and Scott Streets into a mixed use business area. Large parcels south of Washington and Scott Streets should be preserved or created for a new business park.

2.4.2 ReFresh Milwaukee.

ReFresh Milwaukee was published in 2013 and serves as the City of Milwaukee's first sustainability plan. ReFresh Milwaukee provides a vision for community sustainability over the next 10 years and seeks to make Milwaukee a center for sustainability innovation and thought leadership. The plan can be found at: http://refreshmke.com/

Importantly, as it relates to Walker's Point, key recommendations in ReFresh Milwaukee include reducing stormwater runoff and exploiting unconventional opportunities for green space, providing additional support and incentives to encourage developers to utilize green building techniques, and prioritizing the reuse of vacant and underutilized buildings. The greenest building is the one already built, because it requires no additional land, energy and resources to build. A building in Walker's Point is already part of the existing power grid and does not require additional community infrastructure such as highways, streets, sewer, utilities, cable, or require additional resources such as police, fire, schools, etc. Reuse of a Walker's Point building does not contribute to urban sprawl.

Additionally, the Harbor District Initiative, which advances the environmental and sustainable development goals of the Walker's Point community, was identified as one of the three catalytic projects of the ReFresh Milwaukee Plan.

The recommendations in this Walker's Point Action Plan were designed to align with and reinforce the sustainability goals of ReFresh Milwaukee.

2.4.3 Growing Prosperity.

In the fall of 2014, the City of Milwaukee finalized its comprehensive plan for economic growth, "Growing Prosperity: An Action Agenda for Economic Development." Growing Prosperity outlines a broad vision and principles, closely aligned with the goals of the Milwaukee 7 regional economic development plan, that combines a driver industry strategy with basic tried-and-true economic development practices to put the City of Milwaukee and its residents on a path to economic success.

Growing Prosperity explores four critical areas: location-based opportunities, human capital development, entrepreneurship and innovation, and quality of life and place; and identifies strategies to develop and capitalize upon these strengths. Growing Prosperity may be found at: http://city.milwaukee.gov/PlansandStudies/Growing-Prosperity.htm

Key elements of Growing Prosperity that helped inform the Walker's Point Action Plan include the City's goal of creating at the Reed Street Yards a water technology hub that is an evolving eco-industrial zone, balancing natural resources and economic development, and returning 500 acres of currently available industrial land to active use within 10 years. The success of Reed Street Yards will be critical in the City's efforts to achieve this goal, and will be a catalytic project for Walker's Point.

Growing Prosperity also calls for the City to update its analysis of industrial-zoned land within Milwaukee to ensure zoning regulations fit the needs of key asset clusters. A large segment of Walker's Point is zoned Industrial Mixed (IM), therefore a part of this needs discussion is an element of the Walker's Point Action Plan.

The use of creative placemaking to establish places within Milwaukee in which all segments of the community and region can interact is a priority of Growing Prosperity and a core element of the Walker's Point Action Plan.

Other recommendations of Growing Prosperity that helped guide this Action Plan are to identify existing vacant building inventory and promote these buildings for alternative uses, and to explore and advance opportunities for live/work/sell space to support artists and entrepreneurs alike.

2.4.4 Milwaukee RiverLink Guidelines.

The City of Milwaukee adopted the Milwaukee Riverlink Guidelines in 1992 to set the stage for the development of a continuous riverwalk that would provide increased public access to the Milwaukee River. The guidelines were created at a time of increased interest in revitalizing the river and some of the underutilized land and buildings on its banks. The primary goal of the 1992 Riverlink guidelines was, and still is, to restore the Milwaukee River to its rightful place as a primary natural resource and recreational amenity within the City of Milwaukee. The guidelines state as a goal that the Riverwalk system could eventually extend from the Milwaukee to the Menomonee and Kinnickinnic Rivers as well as Milwaukee County's and the State's interconnected system of trails and parks.

The priorities discussed in the 1992 RiverLink guidelines are: preserving public access to the water, making sure the riverfront is inviting and welcoming to visitors, preserving the river as a navigable transportation corridor for ships and boats, making the river an attractive scenic recreation amenity, building a constituency for environmental health and stewardship of the river. In the years since the Guidelines were adopted, they have served as a guiding force for Milwaukee's efforts to preserve the river and support appropriate development in its vicinity. They also inform all of the recommendations made in this document in regard to the areas bordering Walker's Point's rivers.

2.4.5 2014-15 Walker's Point Association Annual Strategic Plan.

The Walker's Point Association (WPA) serves as a voice for the Walker's Point neighborhood and attempts to influence development that honors its history, builds on its existing character, and aligns the reality of the market with the envisioned spirit of Walker's Point. WPA has been a critical partner throughout this Action Plan in all phases of the development process, and was guided in turn by its own adopted 2014-2015 Strategic Plan.

The 2014-2015 Strategic Plan prioritizes developing additional attractive green space in the neighborhood, supporting new businesses, developing proposed neighborhood design guidelines, and marketing the neighborhood to residents and businesses that embody the Walker's Point Association's vision for the area.

The 2014-2015 Strategic Plan also calls for the Association to expand its outreach, grow its membership, and secure additional resources to support its mission of connecting neighbors and positively influencing development.

2.5 Summary of focus groups / public workshops.

The City of Milwaukee has a strong tradition of planning with the community, not just for the community. Therefore, public involvement and a very open process are hallmarks of the City's planning process, and were integral to the preparation of the Walker's Point Action Plan.

In total, attendance at these events exceeded 200 participants. Their input was critical in preparing the recommendations of this Action Plan. The public input gathered through this process is presented in more depth in Appendix 6.3 Summary of Survey Comments.

Through the public participation process, a potential development map (below) for public discussion and input was created combining all of the input from the workshops in this area.

Five rounds of public involvement were conducted during the planning process, highlighted by:

1. Five Plan Advisory Group meetings held between July and October, 2013.

2. A public meeting in December 2013 at the Global Water Center that also included a formal survey element.

3. Two in-depth workshops, one focused on the area of South 5th and 6th Streets and West National Avenue in January of 2014, and one focused on the area of East Florida Street and South Water Street in April of 2014.

4. A follow up round of Plan Advisory Group meetings held during the summer and fall of 2014.

5. A public meeting sponsored by the Walker's Point Association in October of 2014.

Chapter 3: District-Wide Policies and Strategies

Introduction.

If you had to summarize Walker's Point in a dictionary definition, you might call it: A former warehouse and manufacturing district located directly south of downtown in Milwaukee, Wisconsin, currently transitioning to an upscale mixed use district--entrepreneurial, creative, artistic, innovative. Also a sustainable community where historic markets, restaurants, and shops combine with walk-to-work office and manufacturing, residential living, and entertainment to form a creative "urban village." The recommendations in this chapter build on the above value statements and refine the objectives already established in the 2009 Near South Side Area Plan. This chapter also synthesizes the values expressed by participants during the planning process described in Chapter 2 into overall policies and strategies for Walker's Point. These policy or strategic recommendations are organized by topic and not specific action items. They are intended to help decision-makers make informed decisions regarding a wide variety of community development issues, some which may be predictable based on current market trends and some which may not be foreseeable. They also help frame or guide the location-specific recommendations to come in later chapters.

3.1 Overall Goals.

As described in Chapters 1 and 2, Walker's Point has an identifiable sense of place and community, yet is very diverse in terms of its people, building stock, and urban character. This diversity is an inherent aspect of its identity and its drawing power for a broad range of residents, businesses, customers, and visitors to the area. To underscore this, in public meetings and in local media, certain themes and adjectives emerge over and over again. Walker's Point is and should continue to:

3.1.1 Value and maintain social and economic diversity.

Walker's Point should continue to accentuate its mix of people: multicultural, multi-ethnic, a mixture of economic and social classes, and sexual orientation. This mixture is reflected in its variety of housing, entertainment venues, retail, and workplaces. Encourage this diversity.

3.1.2 Keep Walker's Point affordable and sustainable.

Part of what makes Walker's Point so dynamic is that its building stock offers a wealth of affordable and flexible work spaces and live/work lofts. Maintain affordable spaces for small businesses, artists, and artisanal food, beverage and furniture makers.

3.1.3 Make Walker's Point a more walkable and bikeable community.

South 2nd Street between West National Avenue and the Menomonee River is one of Milwaukee's first streets constructed based on the concept of "Complete Streets" and the redesign has been responsible for the rejuvenation of S. 2nd Street. Continue to incorporate "sustainable street network principles" or a "Complete Street" design philosophy that supports communities and

places, maximizes choices, attracts economic activity, integrates with natural systems, and emphasizes walking and biking as fundamental. This can be a challenge in a neighborhood with three state highways (South 1st Street is State Highway SH 32; National Avenue is SH 59, and South 6th Street south of National Avenue is SH 38), and is bordered by an Interstate freeway and adjacent to manufacturing districts with resulting truck traffic.

3.1.4 Encourage inventive and authentic businesses.

Walker's Point residents and businesses have a "do it yourself" attitude or creative culture comprised of entrepreneurs, small businesses, craftspeople, artists, innovative restaurateurs, as well as designers and marketers. Encourage an atmosphere that is authentic and original, quirky and fun, that will enable all neighbors including members of the "Creative Class" to thrive. (The Creative Class is a cultural and socio-economic class identified by well-respected economist and social scientist, Richard Florida. According to Florida, the Creative Class is a key driver for economic development of post-industrial cities in the United States.)

3.2 Maintain and enhance a fully functional community.

Sometimes there is a risk that a neighborhood experiencing rapid change and redevelopment can become too one-sided or unbalanced. As the area becomes more attractive to expensive condos, luxury apartments, and upper end businesses, the market becomes more competitive, prices go up and long-term residents, smaller businesses, older industries, and artists are crowded out. That need not happen in Walker's Point and Plan participants have said that they don't want that to happen. Walker's Point has families that have lived in the district for generations. It has schools, churches, businesses and gathering places that are part of the community; it has a core group of artists and manufacturers who would like to stay in the area.

Plan participants have said they would like to continue to be a district that has economic and ethnic diversity, that is welcoming to families, offers neighborhood retail and services, and that is walkable and bikeable. These factors combine to create a place that is a real neighborhood, that feels like a community, and where once could live an entire lifetime -- not just a destination, a place to drive through, or to live for a couple of years.

3.2.1 Cluster neighborhood retail and service businesses.

One aspect of a fully functional community could be the presence of a neighborhood shopping district, basically a cluster of small neighborhood retail and service businesses. Walker's Point has some of these, but according to residents' input, needs far more in the neighborhood-serving cluster. A traditional retail cluster for a neighborhood-serving commercial district might include one or more stores from the following categories: restaurants, diners, bakeries, coffee or tea houses, taverns, grocery, specialty/import stores, clothing, shoes, jewelry/watch repair, electronics/cameras, barbershops, florists, fitness centers, dance studios, art galleries, museums, antiques, resale stores, movie theaters, performance venues, liquor stores, record stores, hardware stores, dry cleaners, book stores, toy stores, and hotels (particularly those with ground floor retail such as a gift shop, coffee shop, bar or restaurant). From the above retail categories, a grocery store was often mentioned as desirable during the planning process. Since the original public input meetings were held, a full-service Cermak grocery store has been announced as part of the Freshwater Plaza planned for South 1st Street and Greenfield Avenue.

3.2.2 Connect walkable and bikeable commercial corridors.

Another aspect of a fully functional community could be a walkable and bikeable grid of connected streets that unifies the commercial corridors. Achieving this goal will require enhancing the alignment of businesses in the district, especially those offering everyday kinds of goods and services, around walkable and bikeable corridors (also referred to as complete streets or main street commercial corridors).

3.3 Promote and preserve diverse development types in distinct places.

Looking at Walker's Point today, one sees a district with diverse neighborhoods made up of distinct places offering a variety of lifestyles. People in Walker's Point see this as desirable. They understand that many of the multi-story former manufacturing complexes, because they are larger buildings on larger parcels, can successfully support multi-family housing and mixed use. They want to preserve and enhance the industrial character and aesthetic of these buildings. At the same time, they want to preserve and enhance their historic "main streets" on South 2nd Street, South 5th Street and West National Avenue. And they want to preserve the unique character of historic duplex and single family neighborhoods. Using the existing tools available (local historic district designation, historic tax credits, the city's programs for housing rehabilitation and forgivable loans, etc.), achieving this goal is very attainable.

Of all the neighborhoods in Milwaukee, Walker's Point may have the richest blend of what remains of Milwaukee's historic manufacturing heritage and its subsequent move into the 21st Century knowledge economy. That is also worth preserving.

3.4 Preserve, grow and attract a range of companies and jobs--start-ups, creatives, technology-based and traditional manufacturing- and process-based start-up business ventures.

As seen in Chapter 2, much of northern Walker's Point is zoned Industrial-Mixed (IM), a highly flexible zoning district which permits office, retail, entertainment, residential and light manufacturing. It has also become the latest recipient of in-migrating businesses in need of large blocks of space at lower overhead than found elsewhere in the downtown environs. Although it is anticipated that market forces will result in an infusion of more intensive residential and commercial uses, the plan recommends retaining the existing texture of uses through a strategy which would provide for a certain amount of the more cost-effective real estate offerings. The neighborhood has expressed a clear desire to protect its authenticity as expressed by the current mix of business, retail and bar/restaurant options. The neighborhood's self-expressed goal and desire to retain some of its affordability and "quirkiness" recognizes that the substantial reinvestment now occurring will undoubtedly lead to an expectation of higher rents for residents and business tenants. The challenge is to create an environment in which a broad range of jobs from an innovation cluster of start-ups, tech and creatives can be melded into the existing fabric as an overlay of sorts, without fueling speculative forces that would otherwise drive out the very businesses that give the area its character.

The Port of Milwaukee Redevelopment Plan area adjacent to Walker's Point and east of South 1st Street is predominantly Heavy Industry (IH). The Harbor District Initiative will address brownfield issues in the area and bring the area closer to modern standards of a green, sustainable industrial park--similar to the recent transformation of the Menomonee Valley Industrial Park.

3.4.1 Maintain a healthy and robust mix of uses.

As a historically mixed use walk-to-work community, maintain and encourage the following: Mixed use of residential and commercial work space. Cooperative work space. Live/work or live/work/sell units. Incorporation of makerspace and light industrial uses in buildings that house other uses. Inclusion of a range of housing types marketed to a range of incomes, with the possibility of housing development that is tied to specific business start-up and incubation efforts. Inclusion of entertainment and recreational uses on commercial corridors. Mandatory preservation of historic buildings and sites except in cases of extreme functional obsolescence or deterioration beyond recovery. Incorporation of shared parking structures typically placed below grade or away from the street, or reallocation of wide paved street right-of-ways to incorporate higher density curbside parking (angle parking vs. parallel).

3.4.2 Retain and attract a variety of businesses.

Continue to focus on retaining and attracting a variety of businesses: large and small businesses; creative, technology, or artisanal food based businesses; as well as entrepreneurial or established businesses. Create a concentration of food-oriented businesses in the South 2nd Street "foodie corridor" with a healthy spread of coffee and bar/restaurant businesses on a grid throughout the district, within an easy 1-2 block walking distance of employment concentrations.

3.4.3 Maintain and create affordable space for small businesses.

Maintain and create affordable space for small businesses looking for creative space with few amenities. Affordability can be achieved by design; buildings can be redeveloped at first for safety and comfort needs only, with all other finish-out and improvements completed by individual tenants. Concentrate available public financial resources to those developments that incorporate strategies/land use restrictions that ensure the availability of cost-effective space for employment-intensive start-up and accelerating growth, locally owned business ventures.

3.4.4 Look for ways to fund cooperative work spaces.

Investigate funding mechanisms and public-private partnerships that will support affordable cooperative work spaces and attendant shared business resource centers that will encourage and facilitate Milwaukee's start-up community. Concentrate these efforts at strategic locations and in close proximity to encourage cross-cultivation of new ideas. Work with private-sector banks to develop loan products and public/private funding programs geared toward capitalizing such spaces and providing operational support for sustainable offerings.

3.5 Increase the quantity and variety of housing.

Walker's Point appears to have significant demand and capacity for additional building conversions into mixed use commercial and residential developments. These conversions should fit changing demographics and lifestyles. The percentage of urban residents who live in one-person or two-person households is growing. The percentage of urban residents who either work at home or maintain an office at home is growing. Walker's Point should maintain a mix of housing to fit all stages of life and socio-economic groups.

The argument for having different types of housing is that a fully functional neighborhood should be able to accommodate a person or family who wishes to live in Walker's Point as they move through different household situations and income levels.

3.5.1 Introduce micro-housing.

Introduce micro-housing (often called tiny housing), co-housing and shared housing for families to the overall mix of housing in Walker's Point, with the understanding that new forms of housing may receive a higher level of discussion and review.

Micro-housing sometimes refers to highly efficient apartments (spaces are multi-function, multi-use) the size of large hotel or dorm suites -- 220 feet or so. In some cases,

Source: charmcitydesign.wordpress.com

units might share a kitchen, community room or business center. These projects may not meet the current zoning code and have been controversial in some communities.

Affordable micro-housing is not without controversy. Seattle is grappling with how to regulate these types of housing. Objections revolve around what is often a radical increase density and the impact it may or may not have on community. A change in the traditional "pattern language" of a neighborhood (the lay-out or placement of homes on lots, setbacks, the way they address the street, etc.) could also affect property values.

Source: http://seattletimes.com/html/localnews/2024414112_microhousing1xml.html

Note: Some changes to density or lot coverage may require a dimensional variance.

The zoning code does not have a minimum dwelling size, but if the house is the only principal structure on the parcel there are regulations in some residential zoning districts that mandate a minimum building front façade width relative to the width of the parcel. For example a minimum building front façade width of 20 feet may be required on a 35-foot wide parcel. In these districts there may also be minimum height requirements that range from 20 feet to 25 feet.

Source: charmcitydesign.wordpress.com

If there is another principal structure on the parcel then the above height and width rules do not apply, but most residential zoning districts require either a special use or a variance to allow for multiple buildings on a lot.

There are other regulations (e.g., building code) that mandate health, sanitation & habitability issues that might impact tiny houses. For example, a composting toilet might not be approvable under the local building code.

IM zoning districts do allow multiple buildings on a parcel, but single family residences must meet RT4 standards.

3.5.2 Consider incorporating alternative forms of affordable housing.

Consider incorporating alternative forms of housing--consistent with the historic character and pattern language of Walker's Point--such as the tiny house, carriage house, or "grandma flat" that can be placed to the side or rear of existing single-family or duplex lots or incorporated into traditional single-family or duplex housing types. For example, a "grandma flat" is typically a loft unit, work/live unit, or studio apartment placed above a free-standing garage with a separate stair or entry. A carriage house is much the same thing as a studio apartment, although it is typically a bit larger and architecturally more of an extension of the main house.

Source: jmh-architect.com

3.5.3 Consider forming an artists' live/work/sell community in or near the Creative Corridor.

As Walker's Point gains a critical mass of artists, art galleries, studios, "makerspace" and other venues that support the arts, consider forming a live/work/collaborate/sell community of artists and craftsmen who share studio space, business resources, galleries or exhibit space. This artists' community would ideally be located in or near the proposed Creative Corridor, depending on building availability and affordability.

3.5.4 Consider co-housing as a way for seniors to age in place.

Support co-housing or intentional housing for senior citizens as a way for longtime residents to stay in the community and "age in place" and for families to raise children in a more communal setting, intergenerational setting or one that accommodates extended families. (Note: Housing that may be intended for longtime residents to age in place may also include newcomers to Walker's Point.) When developing these projects, give preference to sites that offer good walkability, bikeability and access to transit, as well as proximity to parks and green space, recreational uses and neighborhood-serving businesses. Rule of thumb: A person could live in that location and not need a car to meet daily needs--grocery shopping, pharmacy, etc.

3.6 Maintain historic character by rehabilitating existing buildings.

Most buildings in Walker's Point, whether historic or contributing, contribute to the overall authenticity and character of the district as a whole. They provide a rich fabric of storied, complex and authentic building stock ready for renovation and reuse.

One of Walker's Point key assets is its huge stock of historic and contributing buildings. The term 'contributing' (consistent with Department of Interior standards for historic districts) refers to a group of old, storied, complex, intriguing or beautiful buildings that while not meeting the criteria for historic designation, do serve to round out and fulfill the character of an historic district.

Walker's Point has both kinds of buildings. Participants expressed a strong preference for reusing buildings that already exist over removing and replacing buildings. As mentioned earlier, former industrial or warehouse buildings have tremendous structural capacity and marketable assets (high ceilings, brick walls, heavy timbers, steel trusses, industrial sash, etc.) that make them good candidates for repurposing as offices, apartments, "makerspace," live/work units, galleries, and other mixed uses.

These projects often require flexibility and imagination with regard to the "final product" as well as a good architect to deal with

large floor plates, oddly spaced columns, or unconventional ceiling heights. Many older manufacturing buildings are really building complexes or a principal building with a series of add-ons and alterations as the needs of the owner changed over time.

Several main streets with their collection of landmarks, historic and contributing buildings, define the character of the Walker's Point neighborhood. The South 5th / South 6th and National Avenue creative corridor has many noteworthy buildings, as does South 2nd Street. The series of streets in the northern end--Pittsburgh, Oregon, Florida and Virginia--still have the feel of a historic manufacturing district, even though the uses have changed. Even worker cottages in the traditional single-family and duplex neighborhoods provide opportunities to experience how Milwaukeeans have lived for decades and are often treasured by their residents.

3.6.1 Reuse building stock instead of tearing it down.

Given the regard that people in Walker's Point have for its history and the structures that evoke that history, it makes sense to reuse building stock instead of tearing it down.

In order to build on Walker Point's strengths, the teardown or demolition of multi-story warehouse and manufacturing buildings, along with viable historic or contributing buildings, to assemble large tracts of land for new developments should be strongly discouraged. On sites where buildings have been razed, new developments should have to meet a higher quality standard and provide additional neighborhood amenities. The exception to this might be the large one-story, block or metal panel buildings, constructed between 1950 and today. These buildings are difficult to reuse for uses other than storage, garages, and half-occupancies that underutilize the property.

There are also, based on the current research, good economic arguments for preserving historic and contributing buildings:

"Older buildings become magnets for young people and retirees alike," researchers said. "They draw more shops, restaurants, entertainment venues, small businesses owned by women and minorities, and jobs. On a per-square-foot basis, small building corridors have a larger concentration of jobs, businesses and creative sector jobs than downtown skyscrapers. In Seattle, commercial areas with smaller, more age-diverse buildings have 36.8 percent more jobs per square foot than areas with newer, larger buildings."

"Historic corridors in these cities are often active from morning to night," said lead researcher Michael Powe, an urban planner with the National Trust's Preservation Green Lab. "In D.C., these areas draw more non-chain, local businesses. In San Francisco, they generate more jobs based in small businesses."

Source: "Older, Smaller, Better -- Measuring how the character of buildings and blocks influences urban vitality." National Trust for Historic Preservation, Preservation Green Lab. http://www.preservationnation.org/information-center/sustainable-communities/green-lab/oldersmallerbetter/

Study: http://oldersmallerbetter.org

3.7 Design new buildings to create authenticity.

The Near South Side Plan, p. 58 - 59, makes nine recommendations regarding form policies (urban design) and 12 policies regarding redevelopment strategies that apply to the Walker's Point neighborhood. Most of these concern the traditional relationship between the private realm and the public realm found in many older communities. This relationship tends to promote walkability, a pleasant and functional street experience, and human scale design elements such as ground floor windows facing the street. New development in Walker's Point should follow these general policies and strategies and at the same time, reflect its own unique patterns of development.

There is no recommendation that new development needs to reflect or mimic the architectural styles of surrounding buildings. Although good architecture sometimes references traditional architectural styles, it is more important that new buildings be good buildings in their own right and reflect their function and place in the urban landscape than the architectural periods and styles in which neighboring buildings were built.

Low-density "suburban-style" architecture is discouraged, although some can be found in Walker's Point, mostly clustered along its highest speed arterial, South 1st Street. Typically gas stations, convenience stores, fast food franchises, and "small box" retailers may fall into this category--they are almost always a one-story single-use auto-oriented box that looks out-of-place, as if it belongs on a highway frontage road. Clearly, these buildings do not fit the overall urban context or the historic pattern language of Walker's Point.

Fortunately, many good examples of new architecture fitting within the existing fabric already exist. A few examples are:

- The new Castings Point Tower, at the southeast corner of South 1st Street and Water Street.
- The Clock Shadow Building located on the northeast corner of South 2nd Street and Bruce Street.
- The more traditional Waterfront Condominiums at the northeast corner of South Barclay Street and South Water Street, with details reminiscent of Walker's Point industrial and warehousing history.

3.8 Emphasize Sustainable Street Network Principles and Complete Streets.

The City of Milwaukee has taken many steps in recent years toward making its street system more sustainable and "complete." Walker's Point, as an emerging urban neighborhood near downtown, is a good location to continue and further develop these practices. To increase the number of complete streets in Walker's Point and elsewhere, the City of Milwaukee is currently developing a Complete Streets policy as of Spring 2015 and is also assessing its internal project development and design processes to improve roadways for the broad range of users – motorists, transit vehicles and passengers, freight services, bicycling, and walking.

3.8.1 Allow streets to serve all groups in the community.

Sustainable street network principles, as described by the Congress for the New Urbanism in a publication of the same name, calls for streets that support communities and places, maximizes choices, attracts economic activity, integrates with natural systems, and emphasizes walking and biking as fundamental. These principles support that streets, in order to serve the entire community, must be accessible to the entire community--people of all ages and abilities, people who walk, bike or take transit--not just people who drive automobiles. Recognizing that following these principles is a challenge in a community with freight and passenger rail, an Interstate and three state highways, and a substantial manufacturing component with related truck traffic, it is especially important to emphasize them in decisions regarding infrastructure.

A discussion of the Complete Street design philosophy by the National Complete Streets Coalition can be found at www.smartgrowthamerica.org/complete-streets

A discussion of sustainable street network principles can be found at www.smartgrowthamerica.org/complete streets

3.8.2 Design streets for all modes of transportation, not just automobiles.

Streets play a much greater role in the life of a city than moving motor vehicle traffic in two directions. Walking and biking need to be accommodated as well because they play an important role is serving shorter trips in a very economical and ecological manner. Neighborhoods that are walkable and bikeable tend to promote more secure neighborhoods because of "eyes on the street" and social interaction. Walking and biking routes or pathways create a healthier population by providing exercise, and generating less noise and emissions than the alternative, which is driving trucks, vans, SUV's and automobiles.

Source: usa.streetsblog.org

3.8.3 Make streets an important part of the public realm.

Streets are not just ways to get through an area or to get from Point A to Point B. Streets are also places in their own right. Streets are venues, gathering places, and experiences.

From a placemaking standpoint, streets play a vital role in the aesthetics of the city, the experience of public space and the way we perceive the city. From a social standpoint, streets are the basis for the public realm or the city's "outdoor living room." Streets connect the corridors, squares, and plazas that shape the external social life of the city, where residents gather for political assembly, business or festivals. From a utilitarian standpoint, streets connect and convey people, goods and vehicles. From an environmental standpoint, streets channel storm water via underground tunnels, and in intense storms, via surface mechanisms. Street trees, plantings and bioswales improve this function by increasing absorption and reducing peak demand on combined sewers. Permeable surfaces also serve to decrease the amount of water transported and improve its quality.

3.8.4 Reclaim streets.

All of these principles will only aid in the growth and development of Walker's Point to the degree they are put into practice.

For many streets, the point of beginning is a restoration of what has been lost to widening (street trees, walkability, bike lanes, buildings lost to widening, character). Because of its history as an industrial center, many of Walker's Point streets have been widened for truck traffic and much of its surface is paved or covered by impermeable surfaces. Planting strips along streets that are standard in other parts of town are often missing. The recent reconstruction of South 2nd Street shows the striking almost night-and-day difference that a sensitive street reconstruction can make in the vitality of the community and its economy. Based on this experience:

- Add more complete streets.
- Create a more generous pedestrian realm.
- Add bike lanes wherever they are feasible.
- Provide space for one or more public bike sharing stations and for one or more car sharing stations by 2015.

Source: www.ca-city.com

3.9 Support creative placemaking techniques in creating a sense of community.

Creative placemaking can also be used to create visual gateways into neighborhoods or enhance gateways that already exist; focus attention on special nodes such as Freshwater Plaza and landmarks such as the historic buildings that signify the district's industrial past; and use art integration to address unique aesthetic challenges such as lighting the underside of railroad bridges.

3.9.1 Support and coordinate creative placemaking initiatives.

There are currently three separate but overlapping initiatives to implement creative placemaking strategies in the greater Walker's Point area: the Creative Corridor, South Secondscape Artscaping, and the Greater Milwaukee Committee's creative placemaking initiative.

3.9.1.1 S. 5th Street, S.6th Street and National Avenue Creative Corridor Initiative.

Arts @ Large is leading an initiative called the Creative Corridor to highlight South 5th Street, South 6th Street and National Avenue, and cultural attractions such the Walker's Point Art Center, Brenner Brewing's Pitch Project (artists work space and gallery), and a reinvented Paliafito Park just off the corridor at South 3rd Street and

Walker Street. The initiative is also involved in the physical redesign of streets. For more on this topic, go to Chapter 5, Section 5.1.

3.9.1.2 South Secondscape Artscaping Identity Plan.

A coalition on South 2nd Street has prepared a South SecondScape Artscaping Identity Plan that is full of inspiring ideas ranging from wayfinding signage to defining the entire street as an open air art gallery. The principal designers and implementers will be artists who will use public art to enhance neighborhood identity within a Main Street context.

The most intensively developed part of the Walker's Point industrial mixed-use district covers approximately 93 acres of the north end wrapped by the three rivers--Menomonee, Milwaukee and Kinnickinnic. This is becoming a district for creatives of all stripes (technology-based start-ups, artists and product designers, academic institutions, foundations, corporate research teams) and as you might expect, this live/work/learn/create district will over time, try to demonstrate a more inventive and artistic approach to social gathering spaces, streets, buildings and infrastructure.

3.9.1.3 Greater Milwaukee Committee's Creative Placemaking Initiative.

The Greater Milwaukee Committee has chosen Walker's Point as one of three primary focus areas for creative placemaking as a catalyst for urban revitalization. As part of its Innovation in Milwaukee (MiKE) initiative and to launch the Walker's Point Innovation Initiative, The Commons on East Florida has been designed as a "campus" for industry-academic collaboration that will also provide support for a start-up, accelerator, and academic hub of creative space, services, and educational programming. For more on this topic, go to Chapter 5, Section 5.2.

All three initiatives will involve local artists and community members in processes that integrate placemaking with cultural identity, urban design, wayfinding and public art. These initiatives may also influence Main Street improvements such as storefronts, building facades, methods of street activation (for ex., doors and windows that open directly to the street), and streetscape elements such as benches and banners.

3.10 Explore unconventional opportunities for green space.

Walker's Point, despite its density, has great opportunities for reconnecting residents with urban gardens and green space.

- Continue the Riverwalk south along the Milwaukee River to the Kinnickinnic River and west along the Menomonee River with detours around inaccessible parts of the river's edge. Rather than allowing large buildings to create a visual wall between the neighborhood and the water's edge, create green spaces between buildings, e.g., small park-like spaces for outdoor use, garden plots or sitting areas, to allow views, public access to the river, as well as an amenity for those who live nearby. Also use unnamed rights-of-way and street stub ends as small parks, public green space and access to the water's edge. Add bioswales and rainwater parks where possible.

- Convert asphalt to green space. Green vacant lots, remnant parcels, street frontages, parking lot edges, and rooftops.

- When railroads or railroad spurs are taken out of service, acquire the rights-of-way to create or extend trail systems. The railroad spur that currently serves Elementis may be a candidate for rails-to-trails conversion in the near future.

Chapter 4: Strategic Actions and Initiatives

4.1 Value and maintain the social and economic diversity of Walker's Point.

4.1.1 Identify opportunities for creative placemaking, beginning with the 5th/6th/National Creative Corridor. Work with Walker's Point Association, Greater Milwaukee Committee, Arts@Large, Department of Public Works and other stakeholders to identify, develop options and funding, and implement opportunities.

4.1.2 Review development policies overall for consistency with community goals for economic and social diversity.

4.1.2.1 Keep historic mixed use, e.g. walk-to-work neighborhoods that incorporate a range of uses to serve the neighborhood residents. The character of those areas of the neighborhood that are made up of predominantly single family and duplex homes should be preserved.

4.1.2.2 Keep mixed uses in adaptive reuse of older buildings, e.g. residential, commercial, "makerspace" or product design and assembly, light manufacturing.

4.1.2.3 Support building projects that create a high-density high-amenity urban environment open to a range of lifestyles.

4.1.2.4 Support building projects that create an "Innovation Initiative" form of academic/industry/design collaboration and cross-fertilization.

4.1.2.5 Support building projects that create affordable housing for communities--intentional housing, shared housing cooperatives, veteran's housing, etc.

4.1.3 Continue to review current zoning for consistency with goals for economic and social diversity.

4.1.3.1 Keep Industrial-Mixed (IM) zoning category for most of Walker's Point for mixed use blocks, tech companies, design/build studios, buildings that include live/work/sell units, makerspace co-ops, and shared work environments for a range of entrepreneurs.

4.1.3.2 Keep Industrial-Heavy (IH) zoning category for heavy industry that requires spatial isolation due to nuisance factors or proprietary/legal issues. Note: Land planning for the Harbor District Initiative will help to identify which sites need isolation and what is sufficient for isolation purposes.

4.1.3.3 Consider overlay district zoning where it furthers the planning goals of the Walker's Point neighborhood.

4.1.3.4 In conjunction with the Harbor District Initiative, do a waterway plan for the area. Also, consider a zoning overlay to implement the recommendations of that plan.

4.1.3.5. Implement zoning strategies to encourage shared, multistory parking in lieu of surface parking lots.

4.2 Keep Walker's Point affordable and sustainable.

4.2.1 Develop a strategy to help owners rehabilitate their buildings.

4.2.1.1 Continue to pursue currently available financial strategies in addressing the needs of commercial, industrial and mixed use property owners--rehab loan programs, facade grants, "white box" and city Retail Investment Fund (RIF), etc. For more program information, go to: city.milwaukee.gov/BusinessToolbox; city.milwaukee.gov/WhiteBox; city.milwaukee.gov/ Facade; or speak to a member of the city's Commercial Corridors Team at 414-286-0793 or 414-286-5617.

4.2.1.2 Investigate funding mechanisms for affordable cooperative work spaces and buildings.

4.2.1.3 Support property owners who seek state and federal historic tax credits and other funds such as WHEDA's Low Income Housing Tax Credits (LIHTC), in doing projects that benefit Walker's Point.

4.2.1.4 Carry out tailored outreach and marketing of City of Milwaukee programs that allow existing Walker's Point owner occupants to make needed repairs to their homes, particularly the STRONG Homes Loan Program. For

the NIDC Homebuyer Assistance Program, go to milwaukee.gov/HBA. For the Housing Resource Guide and Vacant Lot Handbook, go to milwaukee.gov/STRONG. To receive monthly e-newsletter and updates by email, sign up at milwaukee.gov/Enotify. Or call the Neighborhood Improvement Development Corporation (NIDC) at 414-286-5608.

4.2.2 Green Walker's Point.

4.2.2.1 Enlist the help of local architects and landscape architects to find sufficient green space for residents: plazas, pocket parks, cafes with a green border, planters, green screen walls, urban gardens, bioswales, etc.

4.2.2.2 Identify locations that could be developed as additional play areas for children (including rooftops).

4.2.2.3 Use green elements to define major traffic arteries, e.g., South 5th Street, South 6th Street, National Avenue, South 2nd Street.

4.2.2.4 Incorporate permeable paving and other "green" features in design of streets and parking areas. For more ideas about sustainable development, go to city.milwaukee.gov/ReFreshMKE. For MMSD funding sources for green roofs, bioswales, rain barrels, etc., go to www.mmsd.com.

4.2.2.5 Consider a redesign of the 6th Street roundabout that would better accommodate cyclists and pedestrians, and better configure the green space created as a neighborhood park (rather than leftover or remnant spaces).

4.2.3 Implement recommendations of parking study (GRAEF). See Appendix 6.1 for full study.

4.2.3.1 Emphasize shared parking.

In the short-term, perceived parking supply shortages can be solved by increasing the efficient usage of existing off-street parking lots. Specifically, every existing parking lot and individual space should be studied to determine the opportunities for shared parking and maximum 24/7 use. For example, if Bradley Tech parking lots (Milwaukee Public Schools) were available for public use during non-school and school event hours, that might help alleviate parking pressure on the neighborhood.

4.2.3.2 Reduce unrestricted, on-street parking coupled with off-street parking solutions.

To ensure long-term success of off-street parking, recommendations for shared parking and increased on-street parking restrictions (i.e. parking meters, parking time limits) need to occur, particularly in commercial areas.

4.2.3.3 Support integrated parking structures before freestanding parking structures.

Integrated parking structures (parking structures that are integrated within a larger building or a complex of several buildings) not only serve new, expected users (like a new apartment building serves its residents or a new office building serves its tenants)--they also provide additional spaces that serve neighborhood activity generated by a larger, general population of users. Based upon existing supply and demand, the creation of an integrated parking structure should occur within the northeast area of Walker's Point where the greatest addition of residential units and new commercial activity is taking place.

4.2.3.4 Balance parking to fit the needs of the larger district.

Parking solutions need to support the strong mix of land uses within Walker's Point, by a) eliminating or reducing the number of assigned, off-street spaces, b) pricing on-street parking appropriately or in keeping with established patterns of demand(e.g. daytime and nighttime rates, dynamic pricing) and c) incentivizing alternative transportation modes (e.g. free bicycle parking spaces, the addition of Bublr Bikeshare stations).

4.2.4 Continue the Milwaukee Riverwalk Initiative on the Walker's Point (south/southwest) side of the river.

4.2.4.1 As the river edge is developed, create a continuous riverwalk that meets the Milwaukee RiverLink Guidelines and the design standards of the Site Plan Review Overlay District.

4.2.4.2 Use stub ends (public streets that end at the river's edge) and unnamed city rights-of-way to create public access points. For more on this topic, go to Chapter 5 Catalytic Projects, Section 5.3, Item 5.3.1.11.

4.2.5 Support the Harbor District Initiative (overlapping the Port of Milwaukee Redevelopment Project area) in the following actions.

4.2.5.1 Conduct a stakeholder-driven planning and visioning process for The Harbor District.

4.2.5.2 Restore the district's full potential as a green sustainable economic hub that serves industries throughout the state and the world.

4.2.5.3 Identify critical sites in need of brownfield remediation.

4.2.5.4 Bring together local, state, and federal government efforts, private sector interests, and the local community to achieve a world-class revitalization of this area for the benefit of the City and the Region.

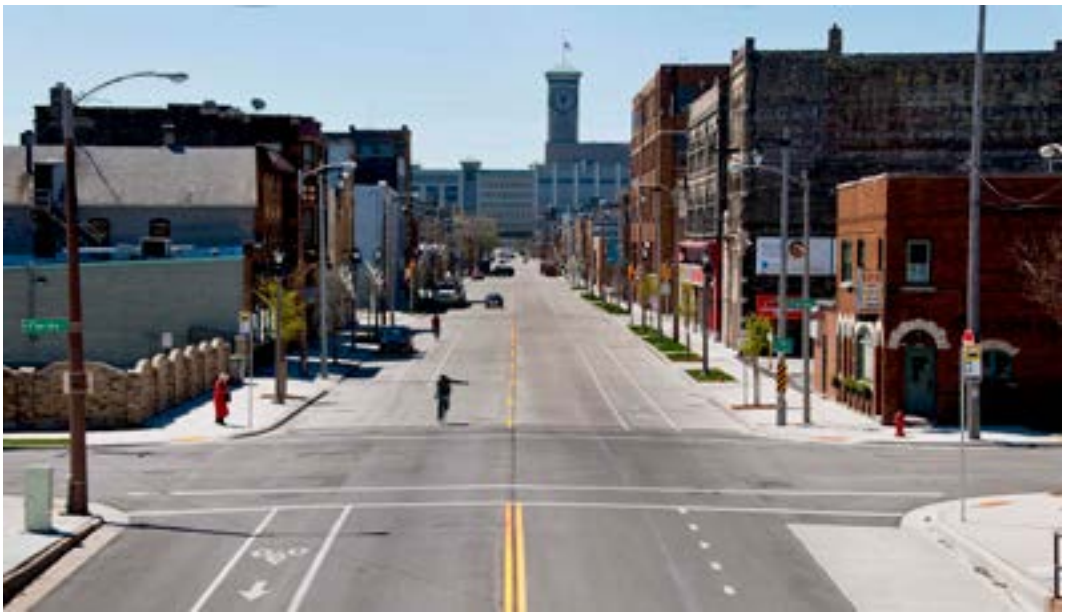
4.2.5.5 Set a new standard for how waterfronts "work" environmentally, economically, and socially. Note: Over the next 18-24 months (2015-2017), the Harbor District Initiative will conduct a planning process to "engage a broad array of stakeholders in crafting a

vision for the area, and begin to build momentum and marshal resources to implement the vision." This process will align with other planning for Walker's Point.

4.2.6 Evaluate criteria and support for historic district focused on South 2nd Street.

4.2.6.1 Conduct a preliminary study to determine a boundary and a critical mass of buildings that would merit the creation of either a National Register Historic District or a Local Landmark District, or both.

4.2.6.2 Hold meeting(s) with property owners to discuss the benefits and broader results of creating a local historic district.



4.3 Make Walker's Point a more walkable and bikeable community.

4.3.1 Create stronger, walkable and bikeable connections on major east-west streets (Pittsburgh, Florida, National and Washington) and north-south streets (1st, 2nd, 5th and 6th Streets) in Walker's Point. Implement appropriate traffic calming where feasible. For more on this topic, go to Chapter 5 Catalytic Projects, Section 5.3.

4.3.1.1 Connect in an identifiable way the major alternative transportation corridors/routes that converge in Walker's Point (Hank Aaron State Trail, Oak Leaf Trail, the Kinnickinnic River Trail, the Milwaukee Riverwalk and the proposed Milwaukee streetcar route (future extension along South 1st or 2nd Streets) to the street grid in Walker's Point with wayfinding or streetscape treatment. For more on this topic, go to Chapter 5 Catalytic Projects, Section 5.3.

4.3.1.2 Reinforce trail/riverwalk connections (and district identity) with a combination of artistic wayfinding, graphic markers/insignia, and public art that carries through to building elements, sites or public rights of way. For example, a color-coded bikeway with graphic markers/insignia can provide valuable wayfinding.

4.3.1.3 Make a stronger, more visible connection via a pedestrian bridge from the Hank Aaron State Trail at the Harley-Davidson museum to the MMSD parking area or to the Reed Street Yards plaza, continuing to the principal streets (Pittsburgh, Florida, Virginia) that provide a pedestrian and bicycle trail to the Milwaukee Riverwalk, Oak Leaf Trail, Kinnickinnic River Trail, and the future streetcar route extension.

4.3.2 Identify streets in Walker's Point where the public right-of-way could work for complete street design that will accommodate transit routes, bicycle lanes, automobiles, pedestrians, streetscape, and parking, such as National Avenue, South 5th and South 6th Streets (creative corridor), South 1st or South 2nd Streets (potential streetcar extension route).

4.3.2.1 Work with local groups, the Department of City Development and the Department of Public Works to limit curb cuts on complete streets or streets that have a right-of-way that can be redesigned to incorporate rail or streetcar, bike lanes, bus lanes, automobile travel lanes, pedestrian zones and streetscaping.

4.3.2.2 Use appropriate traffic calming measures, e.g., right-of-way design, signage, graphic symbols, embedded pavers or pavement texture) on complete streets or potential complete streets to enhance safety and walkability.

4.4 Encourage inventive and authentic businesses in Walker's Point.

4.4.1 Implement a creative district or corridor for 5th/6th Streets and National Avenue (described further in Section 5.1 in Chapter 5 - Catalytic Projects).

4.4.2 Form organizational support for key commercial corridors (Business Improvement District, Community Development Corporation, Main Street organization or Merchant's Association). For more on this topic, go to Chapter 5 Catalytic Projects, Section 5.1 Creative Corridor, Items 5.1.2 and 5.1.3.

4.4.2.1 Consider the merits of forming a new business improvement district (BID), merchants' association or Main Street organization to assist in management of commercial corridors, e.g., marketing/promotion, property and other ongoing maintenance, streetscape enhancements, design guidelines and recruiting a balanced mix of "destination" and neighborhood-serving businesses.

4.4.2.2 Identify best type of marketing and improvement group or merchants' association for South 5th Street, South 2nd Street, Florida Street and National Avenue.

4.4.2.3 Walker's Point Association should, if possible, fund a position to provide organizational support for the commercial corridors.

4.4.3 Introduce more neighborhood-serving businesses that draw customers from Walkers Point, Third Ward, Downtown, Bay View and markets to the north, south and southwest (e.g. the future full-service grocery store within the new Freshwater Plaza at South 1st Street and Greenfield Avenue).

4.4.4 Support a Walker's Point Innovation Initiative (described further in Section 5.2 in Chapter 5 - Catalytic Projects).

4.4.4.1 Working with stakeholders, identify cultural, physical and economic assets for the Walker's Point Innovation Initiative.

4.4.4.2 Using those identified assets, create real estate, entrepreneurial, and cultural asset maps. 4.4.4.3 Formulate both physical (building/site) and quality of life improvements to support the district.

4.4.4.4 Recruit businesses within industry clusters that will benefit from intellectual partnerships and proximity to other businesses within those same clusters.

4.5 Improve the aesthetics of Walker's Point.

4.5.1 Repair and rehab older buildings.

4.5.2 Ensure that new buildings (updated or infill buildings) fit the historic context of Walker's Point. New buildings (updated or infill buildings) should add to or enhance, not imitate historic architectural styles.

4.5.3 Work with property owners to restore historic facades.

4.5.4 Upgrade security fencing. For example, chain link topped with barbed wire or concertina wire can be upgraded to modern security fencing including, architectural mesh on rail framework, welded steel wire, industrial palisade, etc.

4.5.5 Work with the railroads that currently cross through Walker's Point to improve the appearance and exterior surfaces of railroad bridges, and to make them gateway elements to the extent feasible.

4.5.6 Landscape parking lots (perimeter and interior). Improve paved areas with broken pavement, weeds, and replace bent or rusted chain link fencing--request support from Department of Neighborhood Services (DNS) if needed.

4.5.7 Clean up and secure any illegal dump sites or unmonitored lots that have attracted "junk piles."

4.5.8 Work with property owners to improve storefront windows in commercial districts. Seek to remove or reopen boarded up or blocked out windows, especially storefront windows at street level (unless they are boarded temporarily for security reasons).

4.6 Identify additional opportunities for public art.

4.6.1 If possible, through the Walker's Point Association, engage neighborhood stakeholders to identify opportunities for public art or other arts-related amenities. Identify both conventional and unconventional opportunities, e.g., retaining walls and building facades (with permission), green space, public rights-of-way (street and sidewalk areas) and infrastructure, with permission from DPW.

4.6.2 Enlist the help of Walker's Point artists and arts organizations to identify opportunities for public art.

4.6.3 Preserve and enhance signatory and notable structures, e.g. railroad bridges, silos, and other remnants of the industrial history of the area.

4.7 Continue to review ideas for "catalyst" or key opportunity sites.

4.7.1 Continue to review opportunities identified by the UWM SARUP Urban Development studio for Walker's Point (see Appendix 6.4). If possible, conduct a charette for those with greatest potential with local architects, artists, developers, investors, and key stakeholders from the Walker's Point community.

4.7.2 Continue to pursue redevelopment opportunity sites identified in Walker's Point public meetings, and as they arise.

4.7.2.1 At the southeast corner of South 1st Street and Pittsburgh Avenue--create a multi-family residential development with parking on the lower level behind commercial.

4.7.2.2 Along East Florida Street, support or give priority to mixed use multi-family housing, live/work/sell co-operative housing, or co-housing intentional communities.

4.7.2.3 At the northwest block of 2nd Street and Freshwater Way--create a mixed-use building or complex serving as a gateway to the Reed Street Yards Eco-district.

4.7.2.4 At the property located at 822 South 2nd Street--seek blight elimination and redevelopment.

4.7.2.5 Purchase from city (with preference given to Walker's Point businesses and residents) and redevelop vacant and foreclosed properties in the area.

4.7.2.6 Redevelop former Esperanza Unida building at the southwest corner of 6th Street and National Avenue (process has been started, project is underway).

4.7.2.7 Develop oversized parking lots, e.g. South 4th Street and Virginia Street (MPS); South 6th Street and Bruce Street (Aurora).

4.7.2.8 Over time, seek redevelopment of low-density (non-historic) uses to higher density uses.

4.7.3 Review post-industrial sites and "functionally obsolete" warehousing and manufacturing buildings for potential as mixed-use renovations or new construction.

Chapter 5: Catalytic Projects

5.1 Implement a creative district or corridor for 5th/6th Streets and National Avenue

Background.

The 5th Street/6th Street and National Avenue corridor continues to have great potential and needs to be redeveloped.

The market is steadily moving into this corridor as timely strategic investment begins to take place. That means there is an opportunity to work with local residents and property owners to determine what they would like to see happen here--more destination venues, more neighborhood-serving businesses, or both.

The idea of a Cultural, Arts and Entertainment District as a catalytic project (described in the 2009 Near South Side Area Plan) originated as a way to build upon a growing cluster of arts, cultural and entertainment venues centered around South 5th and South 6th Streets and National Avenue--approximately Virginia Street on the north, Washington Street on the south, the I-43/I-94 freeway corridor on the west, to South 5th Street on the east. This Action Plan expands on the concept and suggests specific actions that can help it come to fruition.

It was, and still is, considered a "catalytic project" for its ability to build on a major shift or "sea change" in the market, a growing cluster of arts-oriented uses, a continued commercial hub for Hispanic businesses, and the investment of entrepreneurs and "creative businesses" in the area.

The core group of "creatives" has already made an impact. There are colorful restaurants, bars, artists' co-ops, craftsmen and arts groups with a presence on the street. However, despite this bold start, developer/investor momentum has yet to fully take hold. On both 5th and 6th Streets, many businesses have not fully recovered from the Great Recession of 2007-09. Restaurants were doubly affected by the recession and cold winters. Scattered between successful businesses are storage buildings and underperforming properties, many that are showing signs of disinvestment--partial board-ups, broken or taped windows, and vacant storefronts.

Since the Near South Side Plan was completed, South 6th Street has become more blighted, resulting in large gaps in the street frontage, which may be due in part to economic conditions and in part to its function as a truck route connecting the freeway to the Sixth Street viaduct.

To address these issues, stakeholder meetings (businesses, residents, property owners, arts groups, local experts) were held to flesh out the specifics for this corridor--how to enhance the restaurants, add more neighborhood services, multifamily residential, smaller entrepreneurs or "creatives" (artisans, craftsmen, etc.)

5.1.1 Create a Business Improvement District (BID) or alternative group to manage the Creative Corridor.

The corridor has yet to form a Business Improvement District (BID) or dedicated organization to manage a redevelopment project, channel investment, advance the cluster of core "creative" businesses, and build on the assets of the corridor. Some of these functions may also be carried out by individual businesses working informally as a coalition. To some degree, that is happening now. However, a BID would be a more efficient and arguably more effective means of advancing the district (the Creative Corridor).

Typically, a BID is an umbrella organization that does business recruitment; performs basic services such as clean-up and safety/security; organizes events, marketing and promotion; and conducts special services such as tracking code violations with Department of Neighborhood Services. Along with the day to day operations, the BID also does long-range planning with its members. For the added taxes levied on property owners, they get in return an organization that makes their businesses more viable and their properties more valuable.

Based on this assessment, it is recommended that the Creative Corridor businesses do the following: Create a BID that can work directly with property owners and city departments to set and achieve local goals, as well as address the specifics of areas that affect business climate, such as pedestrian environment, parking, street repaving, building and vacant lot disposition, code enforcement, policing, and areas of mutual concern.

A BID could hire a director to represent the area, do marketing and promotion, and organize local events that increase the economic viability of the district.

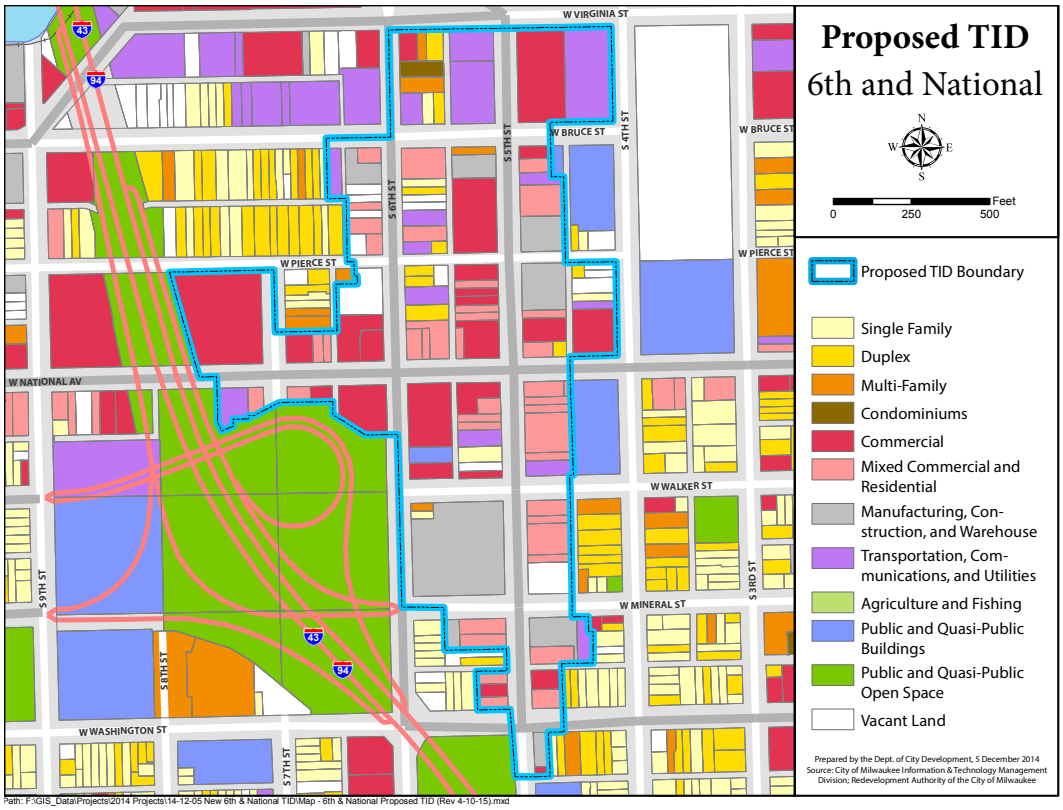
A BID could work with businesses and arts groups to develop arts programming for the creative corridor and coordinate arts groups' performances with local events.

5.1.2 Business Improvement District alternatives.

If businesses are reluctant to form a BID, which means being subject to an additional tax assessment, they could instead form a merchants' association, a Main Street organization, or a nonprofit 501(c)(3) community development corporation (CDC), that could perform some of the same functions.

A merchant's association also works directly with property owners and businesses to set goals, as well as address specific areas that affect business climate, e.g., pedestrian environment, parking, safety and security, marketing and promotion. (A good model in Milwaukee would be the Vliet Street Business Association.)

A Main Street organization is another alternative. A good model in Milwaukee is the Historic King Drive Main Street organization, which incorporates a Main Street initiative within the operations of the BID. Typically, Main Street groups focus on design, safety, promotion and economic development, and do long-term planning as well.



Another option is to form a nonprofit 501(c)(3) community development corporation (CDC) to enhance the economic development activities of the BID. The Burleigh Street CDC is a good Milwaukee model and a source for more information. However, it is important to note that the Burleigh Street CDC operates in tandem with the BID and is funded through BID assessments.

The key difference between these alternatives and a BID is that a BID (working with the city) is a taxing authority, which provides a source of funding to achieve the above goals. Without that guaranteed funding source, the organization has to achieve its goals through voluntary business contributions, grants, or donor funds.

5.1.3 Create a TID to support improvements in the Creative Corridor.

A tax increment finance district (TID) is currently being created by the city and will provide a planning and financing vehicle for the Creative Corridor. Items that may be financed through the TID are development incentives, streetscape improvements over and beyond the city's base level, and other capital costs needed to improve physical character within the district. The TID boundary (see drawing above), which aligns closely with the Creative Corridor, was created in March of 2015. The TID plan will evolve with the growing district as needs arise.

5.1.4 Reconstruct South 5th Street as a complete street.

The City is ready to reconstruct the right-of-way for South 5th Street and has actually put reconstruction on hold in the interest of coordinating public improvements so that they support the Creative Corridor and draw from the results of this planning process and the financial resources of the TID to cover improvements over and beyond the city's base level, e.g., public art, custom street furniture, landscaping, pavers, planters, etc.

Typically, Department of Public Works (DPW) needs a streetscape plan (or a "final decision" on all aspects of the design) early in the year preceding the next year's paving plan. So in order to be included in the 2016 paving plan, the streetscape plan for South 5th Street needs to be submitted within the coming months. DCD and DPW staff will work with the local Alderman's office and local business owners to develop a streetscaping plan for South 5th Street during the summer of 2015.

A "final decision" (that includes community input) will address all aspects of the street design and reconstruction: complete street design; bike lanes; traffic calming measures: widened sidewalks; curb extensions; parking lay-out (the possible switch from angle to parallel parking); added street trees; a banner and planter program; green infrastructure (permeable pavers, bioswales, or street design that reduces stormwater run-off); public art or street furniture; space for a public bicycle sharing station (provided there is a terrace or curb extension of at least seven feet, excluding the sidewalk); and the actual selection of a complementary group of streetscape elements.

Note: Some improvements such as curb extensions or bike lanes could be included in normal street repaving. There is MMSD funding for green infrastructure that could be incorporated.

For reconstruction of the South 5th Street corridor (and possibly the South 6th Street corridor later),the following tried-and-true approach to a layered streetscape should be taken into consideration. A layered approach can be described as starting with the City's basic streetscape elements; adding BID or TID-funded enhancements; adding personalized or signature elements from local businesses or property owners; and integrating innovative public features or public art that defines the district.

5.1.4.1 The City's "kit of parts" or other special improvements to the public right of way.

Begin with a set of streetscape elements, a "kit of parts" common to the district. DCD and DPW staff will work with area business owners to determine right-of-way design, selection and placement of streetscape elements, etc.

Note: The Walker's Point Association would like to see a "ground-up" design that includes residents with the possible involvement of Arts@ Large who might be able to facilitate as a consultant.

The Creative Corridor is also one of the potential sites for GMC's Creative Placemaking initiative as well as the subject of a UW-Milwaukee School of Architecture and Urban Planning urban development studio (See Appendix 6.4 for the UWM Urban Development Studio's report.)

5.1.4.2 TID funded enhancements.

Over time, add BID or TID-funded enhancements to the streetscape. Consider hiring an artist to do a series of streetscape elements tailored to the district--benches, railings, kiosks, signs--to enrich the district's sense of place.

5.1.4.3 Individual businesses' "personalized" spaces or elements.

In addition to the right of way improvements mentioned above--again, this is an "over time" evolutionary process--businesses may add their own elements to enrich the streetscape, such as a signature bench, planter, an outdoor cafe, public seating area, an architectural fence, a "green screen," personalized menu boards, public art, street pavers, landscaped entryways, or pocket parks. It also, enriches the streetscape to create transitional, semi-public or semi-private spaces adjacent to the public sidewalk (pedestrian corridor) that enrich the streetscape, e.g., sidewalk cafes, patios, garden space.

5.1.4.4 Other innovative and/or artistic approaches to recapturing public space and enhancing the corridor.

Innovative approaches to recapturing parts of the public realm such as the "parklet" movement, could be applied to the corridor. (Parklets are parking spaces or loading zones turned into creatively designed and landscaped outdoor seating areas, with permission from DPW and agreement of the adjacent businesses.)

Boulevards or wide medians can be ways of adding green seating, or recreational space to a corridor.

Public art should be incorporated in the Creative Corridor and it can be "high" or "low"--for example, creatively designed storefronts and building facades add character and identity to the district. A sculptural bike rack (or bench or patio railing) can be both artistic and functional. Artistic wall signs and well-placed murals can add richness to the streetscape. They all add to the character of the district.

5.1.5 Reverse blighting influences on South 6th Street.

5.1.5.1 Take advantage of economic opportunities.

If the economy continues to improve, and in all likelihood it will, the large empty parcels, particularly on the west side of South 6th Street, will be ready for redevelopment. Some lots are an oversupply of off-street parking, some are vacant lots waiting for the market to pick up. (One positive sign that the market is picking up is recent developer competition for the former Esperanza Unida building at 6th Street and National Avenue, a catalyst for the surrounding area.) In a similar vein, there are a number of buildings that are "on hold" waiting for reinvestment in the area to take off. Taken altogether, they represent a sizable concentrated development opportunity with the added advantage of close proximity to National Avenue, Downtown and the Menomonee Valley.

5.1.5.2 Redevelop vacant lots.

One of the challenges of South 6th street is the mix of smaller commercial buildings and small residential units with large vacant lots in between. The best solution for vacant lots is almost always infill development, or a combination of infill and green space.

5.1.5.3 Encourage adaptive reuse of existing buildings.

The decision to retain or demolish smaller buildings is usually made on a case-by-case basis. If the smaller building fits a niche market, or is historic in good repair, or blends into a cohesive street frontage, it does contribute to the district's character and its economy, and should be saved.

5.1.5.4 Promote residential home improvement programs.

Residential property owners should be encouraged to apply for city programs such as the STRONG Homes Loan Program to make needed repairs to their homes.

5.1.6 Apply creative placemaking techniques to the corridor or district.

There is currently a lively discussion among artists, art funders, developers, neighborhood groups and elected officials about what is creative placemaking and what value it adds to communities. In a broad sense, creative placemaking is cultural identity shaping the public realm. For example, murals in the Mission District of San Francisco are exhibits of cultural identity, history, and the collected stories of both early and recent immigrants who began their new lives in the district. The murals are passionate, funny and descriptive. Some are historic. They have evolved to have different meanings over time. Some have "grown up" to be icons, landmarks and reminders of a shared struggle.

In a dynamic sense, creative placemaking is using art to change a place socially, physically and economically (ArtPlace definition). It can be a way to increase economic opportunity for low-income communities (Kresge). Artists are already challenging themselves to lead transformation in distressed and marginalized communities, bringing people together through arts and culture, doing the "work" of walking with and learning from those communities. Creative placemaking can be "up-cycling" or taking throwaway places and making them matter--thereby adding value to the urban environment. It can be public events and interventions that draw attention, change the way a place is perceived or used, break the mold, create a new course or a new identity.

From an economic standpoint, developers are discovering that arts and culture that creates a sense of place can "work" to boost their return on investment. One Milwaukee developer stated at a recent citywide creative forum that because of the public art and artistically developed park space surrounding his developments, his return on investment is 16% higher than his competitors.

In the "urban laboratory" of public space, creative placemaking can be about transformation of parks, infrastructure, urban trails, or streetscaping--even everyday elements like kiosks, bike racks and benches.

5.1.6.1 Ask local business and arts organizations to do "creative placemaking" and develop arts programming for the Creative Corridor.

Recently, several arts related organizations have moved to the corridor to add to the cluster already there: Arts @ Large; Walker's Point Arts Center: the Pitch Project and Brenner Brewing. These groups are a logical consortium of bold thinkers and idea generators to spearhead projects and programs for an emerging cultural, arts and entertainment district.

5.1.6.2 Pursue grant opportunities to reclaim and reinvent Paliafito Park.

Paliafito Park (at 3rd Street and Walker Street) is an underused park with the potential to be a community gathering place and plaza. It is relatively small--a quarter of a block--but well positioned in the neighborhood, close to two schools, and just off the Creative Corridor. A coalition of

organizations, civic-minded individuals, and design partners have come up with an ambitious plan to make it a multi-purpose neighborhood plaza and play space and have also developed a program for funding it. The plan is to artistically transform the existing neighborhood park into an ECO-ARTS plaza to include a rotating outdoor public art gallery, an outdoor performance and community workshop stage, a natural playscape, and a raised bed community garden designed to teach families self-sustaining urban agriculture.

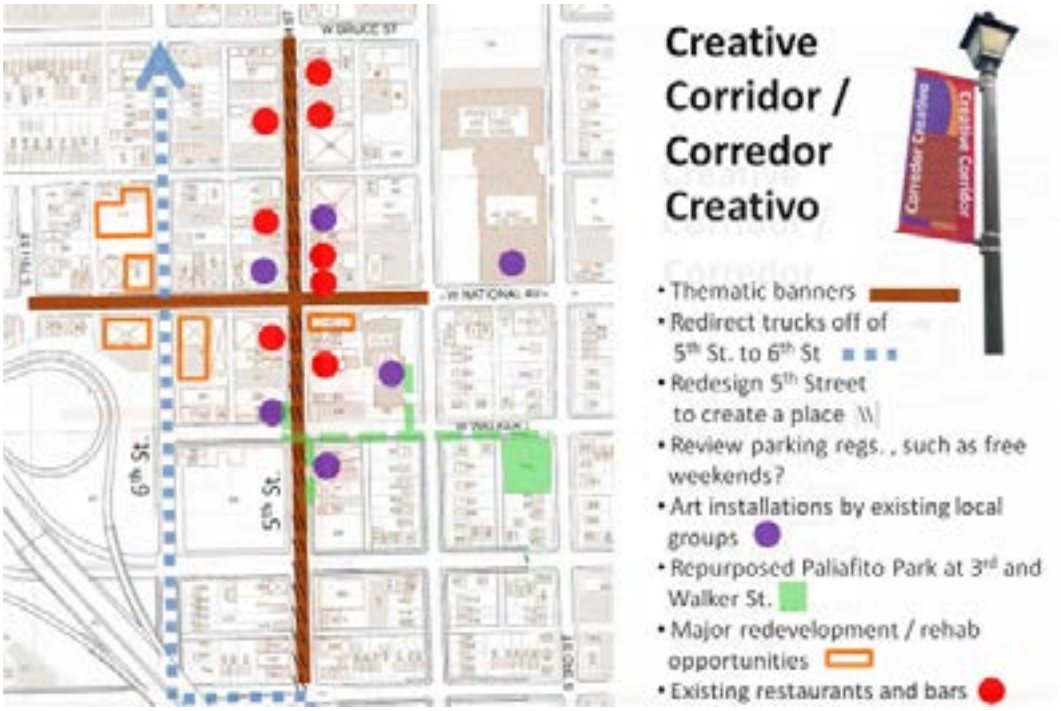
The project is a successful collaboration between Arts@Large and the residents of Walker's Point; Milwaukee Public Schools; Department of City Development; Alderman Jose Perez; UW-Extension; Hometown Building; Walker's Point Neighborhood Association; Reflo Water Sustainable Solutions; and Solutions in the Land.

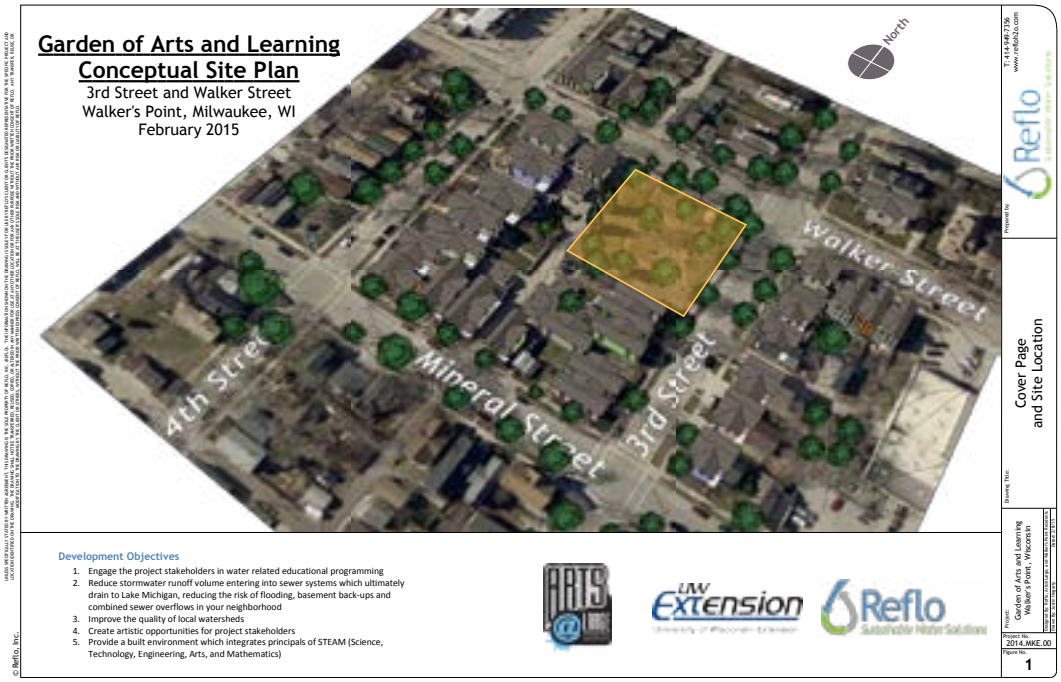
Mayor Tom Barrett has endorsed this project for the 2015 National Endowment of the Arts "Our Town" grant. The map below shows preliminary design ideas, opportunities, a growing cluster of trending arts/lifestyle uses in the corridor--and potential for a direct tie-in to Paliafito Park (green square just east of the corridor).

5.1.7 Strengthen National Avenue as an east-west corridor through Walker's Point.

5.1.7.1 Create a "Main Street" district along National Avenue (1st Street to I-94).

The National Trust for Historic Preservation's Main Street program is arguably the most successful redevelopment program in the United States. It is a proven effective strategy that, if pursued rigorously by a dedicated group of local business owners, has the potential for transforming downtowns and neighborhood commercial districts. In Milwaukee, Historic King Drive (BID#8) and Historic Mitchell Street (BID #4) have both had considerable success using a Main Street style approach in combination with BID management. Several commercial districts in Milwaukee (some BIDs and some not) have taken a very similar Main Street style approach to development without having a formal relationship with the National Main Street Center (NMSC).





The National Main Street Center is headquartered in Chicago, IL. For more information, go to their website http://www.preservationnation.org/main-street. Or e-mail at mainstreet@savingplaces.org.

The tried-and-true Main Street four points are: Organization; Promotion; Design and Economic Restructuring. Organization comes first. National Avenue must build an organization or working group to support a Main Street strategy. If it chooses to do so, Walker's Point Association could begin to organize the businesses on National Avenue to initiate and undertake a Main Street program (or if a position could be funded that would enable staff to do the start-up work). Once the program is up and running, goals are set and commitments are made--it will become more self-sustaining.

5.1.7.2 Long term goals for a National Avenue Main Street.

Long-term goals for a National Avenue Main Street organization might include: creating a complete street design to enhance walkability and bikeability; adding streetscape treatments; creating infill development where opportunities exist; doing substantial rehabilitation of historic buildings; upgrading building exteriors and storefronts with facade grants; creating a more balanced mix of uses; and creating a more pedestrian and customer-friendly environment.

National Avenue as a "Main Street" corridor could eventually expand east to the Kinnickinnic River and west of I-94 to the Walker Square area, as redevelopment supports or permits.

5.1.8 Redevelop opportunity sites within the Creative Corridor.

5.1.8.1 Redevelopable Buildings and Parcels.

To aid in identifying redevelopment opportunities, a Walker's Point consortium of Continuum Architects + Planners, El Centro Hispano and Esperanza Unida, did an inventory of redevelopable buildings and parcels and assessment of their redevelopment potential. (For the complete study, see Appendix 6.2). The first of three drawings (below) shows the following opportunities: Number 1 is currently an underutilized vacant lot (former bar that operated in tandem with the now vacant Acapulco restaurant); Number 2 is a combination of parking, vacant lot and existing townhouse units; Number 3 is an isolated house surrounded by a parking lot.

The three drawings also include preliminary programming concepts for each site.\

In the second drawing (right, above), Numbers 4 and 5 are located further north along South 6th Street and would redevelop an existing used auto sales lot (owner has expressed an interest in redevelopment) and an existing parking lot.

The drawing also includes preliminary programming concepts for each site.

In the third drawing (right, below), Numbers 6, 8, and 9 are rehab opportunities, grand buildings that are not currently being used to their full potential. Two large buildings at 610 and 611 West National Avenue, a key intersection and major focal point of the district, are also excellent adaptive reuse opportunities as the market changes. (see 5.1.8.2 for an update related to 611 West National Avenue).

Building 7 is a potential new building which requires the demolition of a building, which may only be justified in an historic district if it actually serves to strengthen the urban fabric of the historical buildings around it.

BUILDING 1
4 FLOORS - TOTAL 20,000SF
5,000SF COMMERCIAL & 12 UNITS

BUILDING 2
5 FLOORS - TOTAL 72,000SF
8,000SF COMMERCIAL & 56 UNITS
2 FLOORS PARKING* - 128 CARS

BUILDING 3
5 FLOORS - 23,500 TOTAL SF
1,300SF COMMERCIAL & 24 UNITS
2 FLOORS PARKING* - 100 CARS
(Requires demolishion of 1 building)

Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

*PARKING = 1 floor below ground,
1 floor on grade plus
green roof play area

6TH STREET- southend

BUILDING 5
4 FLOORS - TOTAL 48,000SF
0 SF COMMERCIAL & 40 UNITS
EXISTING SURFACE PARKING

BUILDING 4
5 FLOORS - 24,800 TOTAL SF
1300SF COMMERCIAL & 24 UNITS
1 FLOORS PARKING - 50 CARS

Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

6TH STREET- northend

BUILDING 8
RENOVATION EXISTING
BERN BLGD - 523 W NATIONAL
TOTAL 30,200SF

BUILDING 9
RENOVATION EXISTING BERN
BLDG - 511-517 W NATIONAL
TOTAL 34,000SF

BUILDING 6
RENOVATION EXISTING
BUILDING - TOTAL 19,800SF
16-18 UNTS - NO PARKING

BUILDING 7
4 FLOORS - TOTAL 43,200SF
0 SF COMMERCIAL & 40 UNITS
2 FLOORS PARKING - 90 CARS
(Requires demolition of 1 building)

NATIONAL AVENUE

5.1.8.2 Update - 611 West National (former Esperanza Unida building).

The city has sold the former Esperanza Unida building, 611 West National Avenue, that was taken in tax foreclosure in 2014. The Buyer proposes to renovate the first floor of the building for commercial uses. The second, third and fourth floors will be converted into 36 apartments (33 two-bedroom and 3 three-bedroom units). The Buyer will use WHEDA multi-family financing and federal and state Historic Tax Credits to fund the renovations. A condition of the WHEDA financing will require that 20 percent of the units will be restricted to individuals or families with incomes at or below 80 percent of the county median income. The remaining units will be market rate.

5.1.9 UWM Urban Development Studio Concepts.

In the Spring of 2015, an urban development studio in UWM's School of Architecture and Urban Planning did an in-depth study of the Creative Corridor to explore some preliminary concepts and examples of what could be accomplished with a successful redevelopment project. The studio's final report is included in Appendix 6.4.

The students investigated critical development issues suggested by Walker's Point Association neighbors and businesses and vetted by UWM faculty and city staff, and made the following suggestions (many which repeat familiar themes already discussed):

5.1.9.1 Greening the district.

To address the lack of parks or green space, the students suggested exploring street right-of-way opportunities, such as using boulevards and using street trees or other plantings to create a "green ribbon" or a buffer for pedestrians and bicycles. They presented a number of public way solutions that featured improved stormwater management, such as pervious pavers in "green" alleys or bioswales as part of streetscaping. There were quite a few reallocations of paved surfaces to small pocket parks and connecting green pathways (taking area from oversized parking lots, back to back lots). Green rooftop gardens were another suggested approach to recapturing space that could be used for outdoor recreation, gathering, dining, gardening, etc.

5.1.9.2 Opportunities (in no particular order).

- The restaurants in the area could benefit from a community garden that supplies fresh vegetables, similar to the Ohio City Farm in Cleveland that supplies the West Side Market and the restaurants in the City of Ohio Main Street district, or the Urban Roots farm in Youngstown that supplies a farmers' market, or Pete's Urban Farm (Core/El centro) in Milwaukee.

- Triangles created by street intersections or right turn bypasses are opportunities for green space and public art that provide mini-park spaces for neighborhood residents.

- The alley between 5th and 6th Streets is a more pleasant pedestrian or bicycle passageway than either of the streets--quieter, less traffic, a kind of shortcut. Alleys, with some attention to "clean-up fix-up", could be bike paths.

- Parklets can be used as amenities--seating areas with plants. Some can be used as bike corrals. Because these are part of the public right-of-way, they provide a visible place for bike parking.

- Many parking lots are only used for part of the day. If parking lots were fully used 24 hours a day there would be greater efficiency and less need for creation of more expensive parking structures.

- There are many rooftops that could be used for gardens or play space for neighborhood children.

- There may be opportunities through the city's adopt-a-lot program for repurposing vacant lots, to add to green space in the area.

- There is a huge need for sheltered bus stops in the area. And bus stops can be identity features as well.

- Streetscape on South 5th and South 6th Streets could be a "green ribbon" that visually and physically connects and carries pedestrians from north to south and helps unify and identify the corridor.

- Parking lots and vacant lots together, particularly on 6th Street, are a huge infill opportunity. For example, rowhouses could be used to define the street with landscaped parking placed to the rear. Live/work units could have a stacked model of commercial/office/residential/rooftop garden or patio.

- A redesigned roundabout could be a better gateway to the district, but it would have to be done in a more balanced way (cars, pedestrians, bike connections, green space, public art and amenities). And it should not be treated in isolation from the surrounding area.

- With the focus on food production businesses in the Menomonee Valley and the Food and Beverage Management program at MATC's Walker's Square campus – the creative corridor might work well for smaller, artisanal food production or microbreweries such as Brenner Brewing already established on South 5th Street.

5.1.9.3 Improving the gateway entry.

There is general agreement that the 6th Street roundabout that serves as the gateway entry to the south side needs a redesign for a number of reasons.

1. The roundabout is too small to be functional. A roundabout needs to be large enough to allow cars to smoothly enter and exit and should allow generous weaving room.

2. It does not do a good job accommodating pedestrians or bicycles. Even for automobiles, the southbound angles of entry and exit create too sharp a turning radius which in turn increases speeds more than they should be for a roundabout.

3. The traffic circle in the center lacks the kind of site-specific public art that might define a gateway--vertical, visible as a landmark.

4. There is no public art at the center or around the edges that gives a sense of entry to the South Side. (If there is a redesign, there needs to be better consensus about what role cultural identity plays).

5. The roundabout creates four 'leftover' remnant green spaces, three of which are assigned to parking lots. A redesign could create a better gateway and assignment and use of public land.

5.1.9.4 Complete streets and bicycle corridors.

There are several major streets that could benefit from complete street redesign (accommodation of motor vehicles, people on bicycles, pedestrians, and green space). The major focus of their study was 5th/6th Streets and National Avenue, although other streets in Walker's Point could benefit as well.

5.1.9.5 Balanced approach to parking.

Make parking lots and garages more shared and less proprietary, which should result in a greater number of parking spaces available to the public (a solution also suggested by the GRAEF parking study). Parking for Walker's Point should be gradually shifted to parking structures as new developments come online; and should be more out of sight than highly visible as it is now. Surface parking lots should gradually be replaced by a combination of green space or parks and new infill development.

5.1.9.6 Increasing the residential base.

Walker's Point, according to longtime residents, needs more neighborhood-serving businesses. However, the residential base needs to be increased to provide the market necessary to support these businesses. Most of the student's development scenarios incorporated residential as infill buildings--some mixed use, some single use. The scale and character of the residential

development varied from renovation/rehab of existing buildings to modern townhouses or rowhouses lining the street. Infill building height and massing variety depending on context.

5.1.9.7 Transit-oriented development (TOD).

Walker's Point already has the key components of transit-oriented development (TOD) in place: high density, compact, mixed use, a tight walkable street grid, bike paths, and is within walking distance of the downtown Intermodal Station that serves Amtrak, Megabus, Greyhound and Wisconsin Coach Lines. Walker's Point is also well-served by Milwaukee County Transit System (MCTS) bus routes. For residents, businesses and employees, TOD is an asset and represents a sustainability goal for the city.

The city does not currently have a zoning category for transit-oriented development, but should consider it. This dense mixed use character (in walking distance of transit) should be taken into account in developing guidelines for overlay zoning, detailed planned developments (DPD), and for parking requirements, zoning variances, special use and limited uses that regularly come before Board of Zoning Appeals.

5.2 Support a Walker's Point Innovation Initiative

Background.

Walker's Point is already a vibrant multi-cultural community with a rich mix of manufacturers, small businesses, artists, arts groups, old and new world craftspeople, and residents who embrace this kind of diversity. It may be the most diverse of the mixed use districts in the city.

To build on the existing diverse "innovation culture" of collaboration, networking and sharing ideas, an Innovation Initiative is proposed for all of Walker's Point, but would be primarily focused on the areas zoned Industrial Mixed (IM), not the historic single family and duplex residential neighborhoods, and not the areas zoned Industrial Heavy (IH) that mostly fall within the Port Redevelopment Project Area. The Innovation Initiative is aimed at enhancing an environment that already supports the work of artists, artisans, creatives, nonprofits, research institutions, established industries and new entrepreneurs.

Most of Walker's Point still has Industrial Mixed (IM) zoning that reflects its history as a working class neighborhood that incorporated churches, factories, cottages, shops, taverns and everything in between. Of the city's zoning categories, IM allows the widest range of land uses and activities. Many divergent forms of residential development--intentional communities, co-housing and cooperative work environments, and live/work--could easily blend into the existing zoning framework of Walker's Point. IM zoning has the capacity, more than any other zoning category, to support and be compatible with an innovation culture and the kind of high-tech mixed use diverse "urban village" that could be a hub for creative start-ups and entrepreneurs, established companies, and academic research institutions that benefit from being in a environment that supports collaboration and intersection of ideas.

Due to similarities in character, Walker's Point has been compared to innovation districts in other cities. The Brookings Institution defines innovation districts as "geographic areas where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They are also physically compact, transit-accessible, and technically-wired and offer mixed-use housing, office, and retail." They greatly benefit from the 'back to the city' movement of millennials that has in large part spurred the trend toward urbanization of tech companies. The best and brightest new hires prefer high-energy urban neighborhoods over isolated compounds or "sterile" suburban office parks where the creative process happens in greater isolation.

Brookings Institution has broken innovation districts into three types. For the sake of discussion or comparison, Walker's Point has a similar profile to the first two of the three.

1. The "anchor plus" model, primarily found in the downtowns and midtowns of central cities, is where large scale mixed-use development is centered around major anchor institutions and a rich base of related firms, entrepreneurs and spin-off companies involved in the commercialization of innovation.

2. The "re-imagined urban areas" model, often found near or along historic waterfronts, is where industrial or warehouse districts are undergoing a physical and economic transformation.

3. The third model, "urbanized science park," commonly found in suburban and exurban areas, is where traditionally isolated, sprawling areas of innovation are urbanizing through increased density and an infusion of new activities (including retail and restaurants) that are mixed as opposed to separated.

However, even though Industrial Mixed Use Zoning Districts are similar to Innovation Districts, Walker's Point's IM District is broader in appeal and more diverse in land use. Milwaukee because of its industrial history, happens to have in its older walk-to-work industrial districts and especially in Walker's Point, an existing neighborhood that already lends itself to collaboration or innovation culture ("collision culture" as it is sometimes called), succeeds at industrial mixed use, and is also a very desirable place to live. Walker's Point is well-positioned, in other words, to take advantage of this trend of integrating industry, institutions, public amenities, grass roots entrepreneurship and desirable urban neighborhoods.

As for having the desirable residential characteristics of an "urban village" (high density, compact, mixed use), Walker's Point is already 85% of the way there. The remaining walk-to-work improvements are already happening in Walker's Point along with an urban renaissance of new companies (start-ups), an arts and entertainment cluster, such as Next Act Theatre and 88Nine Radio Milwaukee, civic-minded nonprofits such as the Creative Alliance and the Greater Milwaukee Committee, and local developers who support Walker's Point Association goals: diversity, creative mixed use, connectivity (walking, biking, transit), Complete Streets, greening of the district, historic preservation, waterfront access, etc.

If there is a potential downside to the redevelopment that might occur as a result of these changes that could be a negative for

Walker's Point, it is the market response (gentrification, higher rents, the loss of unfinished class 'C' or 'D' office space) that could in the long term lead to the edging out of the start-ups, shops, studios and entrepreneurs that made the district successful in the first place. For example, the Historic Third Ward neighborhood (across the river from Walker's Point) has priced out many, but not all, of the creative start-up companies, entrepreneurs and artists that initially lent the area its character.

For that reason, the city and neighborhood stakeholders should carefully weigh the impacts of large-scale development that might turn out to be too radical in scope or scale, or that would have a negative effect on the character of Walker's Point.

5.2.1 Consider adding a zoning overlay to support the Walker's Point Innovation Initiative.

An overlay of land use and design standards added to the base zoning (predominantly IM in Walker's Point), can improve development projects of all types--infill, new construction and modifications to existing buildings--as a way to further the goals of an initiative or strategy, or the goals of overlapping strategies. The Harbor District Initiative will potentially overlap the

Innovation Initiative in terms of social and economic impacts on the Walker's Point community, although for the most part, they are geographically separate initiatives (see map in Chapter 2, Section 2.3.4, Harbor District Initiative that shows the Harbor District Initiative planning area).

On the plus side, an overlay district essentially "raises the bar" for design and land use. On the negative side, it may limit activity for some uses, primarily those that are inconsistent with broad planning goals, and increase the cost of renovation for those on a "shoestring budget." For example, if the overlay does not allow blanked out or blocked out storefront windows at street level, creating a transparent storefront could be an added cost or a negative for some property owners. An overlay district must therefore be carefully considered for potential impacts on property owners, those building new projects and those already in the district.

In light of the potential for achieving local planning goals, consider innovations in zoning or zoning incentives as a way to gain community benefits or "inclusive growth" for Walker's Point that might not happen otherwise. Some cities do incentive zoning to spur a mix of development that meets a balance of affordable and market rate housing, a balance of public and private parks and other amenities. To date, Milwaukee has not used incentive zoning to meet its planning goals of diversity and mixed use, balanced growth and affordability, job creation that includes job training for inner city residents, "green" energy-efficient design and sustainability.

A planning goal of Walker's Point Association that could be an outcome of an Innovation Initiative is to promote "inclusive growth" that potentially becomes "a platform to regenerate adjoining distressed neighborhoods as well as creating educational, employment, and other opportunities for low-income residents of the city." (Brookings Institution, Katz/Wagner)

Inclusive growth (often in the form of density bonuses) can mean any or all of the following:

(1) Low-cost start-up space for entrepreneurs that is subsidized by higher cost space; for example, affordable live/work units for artists, craftsmen, or artisanal product makers;

(2) Inclusion of affordable housing as a component of larger-scale market rate housing projects;

(3) Inclusion of public art and amenities that benefit the surrounding Walker's Point community;

(4) Inclusion of public parking as part of a shared parking garage arrangement that serves both the new development and the surrounding Walker's Point community;

(5) Inclusion of neighborhood-serving businesses, nonprofits or community centers as part of a building complex, that might not otherwise be supported by the existing market in the area;

(6) Inclusion of job training for local residents as part of the construction process;

(7) Inclusion of community services such as tech support for local businesses, start-ups and entrepreneurs.

5.2.2 Keep the diversity of the district.

Walker's Point is often described as: inventive; authentic; having a do-it-yourself attitude and a self-reliant culture; home to a wealth of small businesses, craftspeople and artists. All of this is an asset and strength. The City's policies and guidelines should help Walker's Point keep a balanced mix of affordable housing and shared work space opportunities, including creative worker cooperatives and live/work lofts that support artists, start-ups and entrepreneurs.

5.2.3 Improve physical and social connectivity.

Walker's Point is a traditional urban grid that already has good physical connectivity and is gradually becoming more walkable and bikeable following a Complete Street design philosophy. Complete streets focus on the allocation of the public right-of-way to accommodate autos, walking, biking, transit, and green space. While some streets are already improved along Complete Street design principles, more could be added. South 1st Street is singled out by residents as being unfriendly to cyclists and pedestrians (traffic speed, number of lanes, right turn bypasses, lack of street trees, lack of separated bike lanes). Other streets--National Avenue, for example--have narrow sidewalks and too much of the right-of-way assigned to automobiles.

Connectivity also means having a high Walk Score (Walker's Point is currently ranked 83 - most meetings can be reached and most errands can be done on foot) and a high Transit Score (Walker's Point is currently ranked at 56 - transit options are good). For updated scores, go to www.walkscore.com/WI/Milwaukee/Walker's Point.

Walker's Point is already a place that fosters social interaction both in and out of the workplace. It has public wifi and high-speed internet service, as well as gathering places, coffee houses, and venues that host lectures and public events.

5.2.4 Build industry partnerships that can implement the best available structured network for high-speed data transmission, computing and storage in metro Milwaukee.

Milwaukee is still considered "middle of the pack" for having fast affordable high-speed internet when compared to other U.S. cities, which is necessary for competitive start-ups and growing companies who choose to locate in urban districts. Affordable high speed fiberoptic cable is "basic" to the success of the many start-ups and older companies in the Walker's Point Industrial Mixed Zoning and will need to be enhanced by existing or new Internet service providers for individuals and start-ups to realize their potential.

5.2.5 Continue to develop projects that express local arts and culture.

Walker's Point is highly inclusive, embracing a broad range of cultures and lifestyles and allowing a broad range of expression in the built environment. City policies and guidelines should support this broad expression of cultures and lifestyles, as well as diverse types of art and architecture.

5.2.6 Preserve and adapt historic buildings for mixed use.

Many of the large former industrial buildings in the area lend themselves to redesign and repurposing as shared workspaces, lofts, live/work space, and the kind of open offices that are prevalent in Industrial Mixed Use Zoning Districts. That said, some are in historic districts and eligible for historic tax credits, some are not. Some bear considerable costs of rehab and renovation, while some do not. Property owners in Walker's Point should take advantage of state and federal historic tax credits as well as city-sponsored programs for building rehab and renovation, such as the Retail Investment Fund and the Facade Grant matching grant program.

Walker's Point and the former Third Ward (across the river) have the largest assemblage of buildings with "residual" potential for transformation in the metro area. Encouraging and incentivizing a mixed use approach to rehab/conversion allows for redevelopment of relatively inexpensive retail, office or residential space or all of the above, instead of the much more costly approach of demolition and replacement with new construction. For a good summary of the argument for rehab and conversion (or repurposing) of small, older buildings, go to www.huffingtonpost.com/2014/05/15/smaller-buildings-cities.

5.2.7 Support both the new and the old economy in job creation.

Walker's Point is already a nexus for both the old and the new economy in Milwaukee, i.e., high-growth industries that are on the cutting edge of technology and are the creative driving force of economic growth. Anchors are the Reed Street Yards Eco-district, the Global Water Center, and a growing cluster of creative companies such as PKWare, Stamm Media and Technology, and The Commons, a nonprofit that helps area students build partnerships with industry.

There is a rich irony here. While cities of every size and stripe have been investing for the last 40-50 years in the "modern" single use isolated office park on the outskirts of town at sites that were green fields or cornfields, it is the old mixed use walk-to-work industrial and warehouse districts (like Walker's Point) in a city's central core that are beginning to outplay them as hubs of innovation and job creation. Creative business processes have returned to the central city.

5.2.8 Do more to green the Walker's Point neighborhood.

The Trust for Public Land ParkScore index that analyzes public access to parks and open space ranks Milwaukee 22nd out of the 60 largest U.S. cities (ParkScore of 56.0 for the city as a whole), but notes gaps in park availability and an "urgent need" for parkland in the Walker's Point area based on its demographic profile--a much

younger than average population; greater than average density for the area; and high number of low income families. Park gaps are based on a dynamic 1/2 mile service area (or a 10 minute walking distance without barriers) for all parks. For more, go to http://parkscore.tpl.org/ReportImages/Milwaukee_WI.pdf

Along similar lines, it is a target of the city's sustainability plan, ReFresh Milwaukee, that all residents live within a 10-minute walk of a park, greenway, or green or other amenity space.

For Walker's Point to continue to be a neighborhood of choice, it needs to have more green space. Although proximity to three rivers does a lot to mitigate the lack of green space, the Walker's Point neighborhood currently lacks sufficient parks and green space to meet the needs of a residential population, particularly families with children.

Creative measures need to be taken to restore green space, such as reassigning portions of public rights-of-way to parks, repurposing vacant lots and redesigning parking lots to have more planted areas and green buffers or screens, reusing remnants (leftover pieces of land), using rooftops as gardens, recapturing the underused portions of large parking areas, and cutting down on the amount of pavement overall.

5.2.9 Provide waterfront access where opportunities permit.

The Milwaukee RiverLink Guidelines (1992) call for a continuous riverwalk along the South Water Street bank of the Milwaukee River. Street "stub ends" and other unnamed public rights-of-way should be park-like public access points. River edge buildings should not create a wall between Walker's Point and the river, but should allow public pass-throughs to the river.

Design of each segment of riverwalk (in tandem with development on the upland side of the river) is governed by the City's Site Plan Review Overlay District (SPROD), with standards that apply to river-facing facades, amenities, design elements, and the design of the riverwalk itself.

The Milwaukee River to Kinnickinnic River riverwalk, along with the existing "stub ends" and unnamed city rights-of-way, should be designed as a promenade with public amenities, e.g., landscaping, benches, planters, overlooks, and public art that are integral to the overall design. If possible, the Milwaukee-to-Kinnickinnic (south bank) riverwalk should have a naturalistic design similar to the Third Ward "Mary Miss" riverwalk on the north bank of the Milwaukee River from St.Paul Avenue to the Harbor Entrance. This and other waterfront design issues will be explored as part of the Harbor District Waterways and Land Use process over the next year.

5.2.10 The City and Innovation Initiative partners should continue to explore both public and private sector financial tools tailored to support cost-effective and flexible space for start-ups and entrepreneurial business platforms.

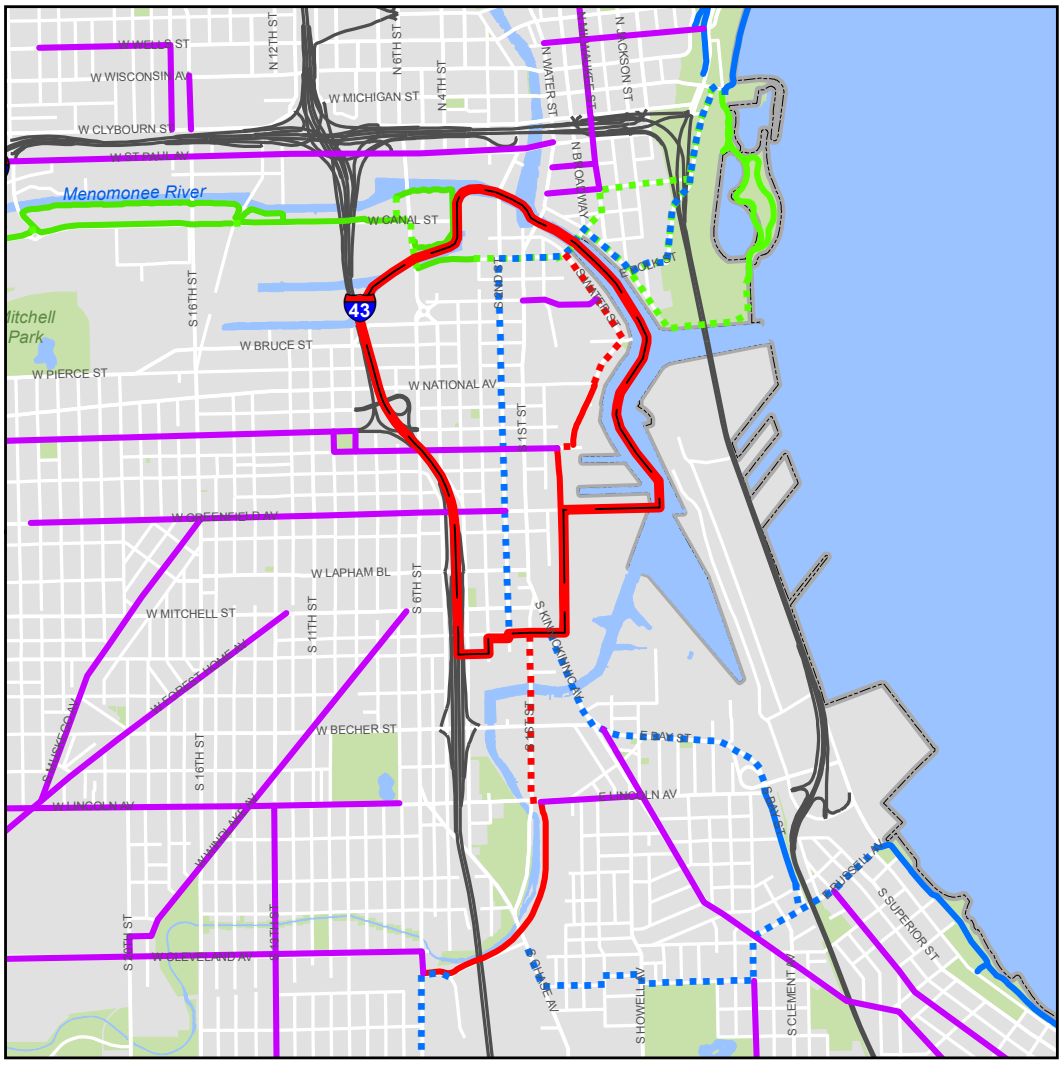
Explore financial tools such as Fund Milwaukee or equity owner financing (as opposed to traditional bank financing) to assist co-working or cooperative buildings that house and provide business services to start-ups, low profit margin businesses, and creatives. Continue to use existing City resources such as Milwaukee Economic Development Corporation (MEDC) loans to assist the private sector where there are gaps in financing.

If possible, explore the use of development incentives through existing Tax Increment Financing (typically in areas where TIF is already being used as a development tool) or use of financial tools tailored to meet the needs of specific redevelopment areas, e.g., infrastructure needs or remediation. Explore financial assistance for difficult to develop buildings in Walker's Point, e.g., very large size (former silos, in some cases), short floor to floor heights, minimal windows, presence of asbestos or conditions requiring remediation.

5.2.11 Ensure Bradley Technical High School is a high performing school.

All Walker's Point stakeholders should continue to support efforts to improve Bradley Technical High School and ensure it is a high performing school that prepares students for the types of careers available in Walker's Point and in other high-growth job clusters in the regional economy.

A strong Bradley Technical High School can be an asset to both Walker's Point families looking for a quality education for their children, as well as Walker's Point area businesses who rely on a work force with in-demand technical skills.



City of Milwaukee

Bike System-Walkers Point

Prepared by the Department of City Development, 8 April 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N W E S

0 0.5 1 Miles

Bike Facility System

- Action Plan Boundary
- Bike Lane
- Hank Aaron State Trail - Off Street
- Hank Aaron State Trail - Bike Lane
- KK River Trail - Off Street
- KK River Trail - Bike Lane
- Oak Leaf Trail - Off Street
- Oak Leaf Trail - Bike Lane

5.3 Make and improve pedestrian and bicycle connections.

5.3.1 Address opportunities and challenges as existing tools permit.

The City's Department of Public Works has been studying ways to improve pedestrian and bicycle connections throughout Walker's Point. The primary challenge is that many of the streets, primarily east-west streets (for example, Florida and Virginia Streets), are too narrow to widen sidewalks or add bicycle lanes without losing on-street parking. (Walker's Point residents and businesses often stress the need for more, not less parking.) To add another layer of difficulty, a number of east-west streets are discontinuous (Virginia does not go east of South 1st Street and has a one-way block between 5th and 6th Streets) or have challenging major street crossings (e.g., East Florida Street at South 1st Street), or have right-of-way changes mid-street, for example, the East Florida Street right-of-way widens past the railroad bridge east of South 1st Street.

Some streets, like National Avenue, are not overly narrow, but may have an over-assigned right-of-way--literally the street is trying to accommodate too much or too many driving lanes. Adding bicycle lanes, wider sidewalks or street trees would require reducing the number of driving lanes or parking lanes.

That said, some challenges are also assets. Overly narrow streets (often in historic districts) can create a more intimate pedestrian environment. Awkward, angled or curving streets can create difficult five-legged intersections, sharp turns, as well as a more picturesque street frontage. The low railroad overpasses in Walker's Point create clearance hazards for trucks as well as "hallways" for pedestrians, framed by riveted steel trusses that bring to mind a history of heavy industry and freight trains. Stub end streets dead end at the river and, at the same time, create dramatic panoramic views of waterways and an opportunity for overlooks and mini-parks.

Recommendations for improving bicycle/pedestrian connections are as follows:

5.3.1.1 Create better signing and wayfinding for urban trails that converge in Walker's point.

Use Freshwater Way/Pittsburgh Avenue as the primary connector between the Hank Aaron State Trail, Oak Leaf Trail, Kinnickinnic River Trail, and Milwaukee Riverwalk (that continues to Third Ward and the Lakefront system of parks and trails). Incorporate bicycle lanes in each direction.

The convergence of four major trails in Walker's Point--Hank Aaron State Trail, Oak Leaf Trail, the Kinnickinnic River Trail, and Milwaukee Riverwalk--and a possible future streetcar extension along South 1st Street or South 2nd, presents a rare opportunity to create a coordinated system of urban trails through signage, other forms of wayfinding that could be repeating symbols or graphics on private buildings, signposts, bicycle stands as sculptures, etc. There is

also no joining point or trailhead for these four trails, and that could potentially be a small park or gathering space with a kiosk.

The City, in partnership with Milwaukee County Parks, has received a grant to jointly develop a coordinated trail/bicycle facilities signage plan starting in late 2015. The project will cover traffic control, safety, facility identification, and wayfinding. It will also guide directional signage recommendations, detailed signage typologies, and recommended signage packages and implementation strategies. The project will also be coordinated with Hank Aaron State Trail staff from the Wisconsin Department of Natural Resources.

5.3.1.2 Make the 6th Street roundabout more pedestrian and bicycle friendly.

Add striping, signing and needed curb cuts to make connections fully accessible as well as more distinct, visible and less difficult to maneuver. As the roundabout is designed, it does not serve bicycles, pedestrians and automobiles well. The other fault with the current design is inefficient or unsightly use of the remnant spaces created by the roundabout--some used for unscreened parking. These remnant (leftover) spaces would be better allocated to green space. The center of the traffic circle was intended as a gateway, but has no public art or marker that fulfills that purpose of welcoming travelers to the South Side. See earlier discussion of this topic in Chapter 5, Section 5.1.9.3 Improving the gateway entry.

Several redesigns were proposed by the UWM Urban Development Studio. The one below greens the remnant of public land and the segment of Virginia Street on the south side of the roundabout in front of Conejitos restaurant.

5.3.1.3 Add designated bicycle lanes on National Avenue.

Consider adding bicycle lanes by modifying the existing road striping layout from four driving lanes to three lanes (one driving lane in each direction plus a center turn lane) plus bicycle lanes. Typically, a three lane pattern is only used if traffic counts are below 15,000 vehicles per day. This recommendation would need to be assessed by Department of Public Works staff to determine if a modified road striping layout would accommodate traffic needs: overall traffic volume, turning movements at each intersection, traffic signal timing and coordination, and address the existing accident history. The long-term benefit if approved, is that a three-lane pattern allows space to be reassigned to bicycle lanes without taking space away from on-street parking and the sidewalks on National Avenue.

5.3.1.4 Consider removing angle parking on South 5th Street.

Consider removing angle parking on South 5th Street (as part of a plan for street redesign with input from Walker's Point residents and businesses) to free up space in the right-of-way for designated bike lanes. If possible, add buffered bicycle lanes--either a painted buffer like the lanes on South 2nd south of National, or a separated bikeway with a physical buffer, e.g., a raised, possibly planted strip. Both require more space and separated lanes will necessitate specialized maintenance.

5.3.1.5 Consider adding traffic calming to more pedestrian-oriented streets.

Add traffic calming on lower traffic volume streets such as South 2nd and South 5th Streets.

Note: Traffic calming (or the intentional slowing of traffic in a pedestrian-oriented district) is not the creation of driving obstacles like speed humps. Traffic calming consists of pedestrian enhancements like curb extensions that improve visibility and shorten crossings for pedestrians or stamped, colored or specially designed crosswalks that may reduce travel speeds, increase pedestrian and bicycle safety. As part of an overall streetscape design, traffic calming can enhance the retail environment of the street. By reducing the noise, fumes and intensity of an automobile-dominated environment, you can create a place where people are more likely to shop, sit outdoors at a cafe, or walk several blocks from parking spot to storefront or restaurant.

5.3.1.6 Add to the designated (signed) east-west bicycle routes.

DPW is considering adding several east-west bicycle routes through Walker's Point on lower traffic volume streets such as Maple, Washington, Florida and Virginia Streets. These will be shared streets with bicycle route signage and perhaps intersection/crossing enhancements. Florida Street and Virginia Street are east-west connectors for the major trails that converge in Walker's Point as well as a link from the Hank Aaron State Trail to the Creative Corridor.

Source: Urban Milwaukee

Enhanced bicycle routes on local and minor collector streets with lower traffic volumes are generally more attractive to a broader range of people. Many people, often referred to "interested but concerned", are not comfortable bicycling on more heavily trafficked streets, even with painted bicycle lanes, because of the traffic volumes and likelihood of transit buses and trucks.

5.3.1.7 If feasible, improve designated (signed) north-south bicycle accommodations.

Consider improving bicycle accommodations on South 1st and South 6th Streets, even though they are noisier, more heavily trafficked streets (used by the "strong and fearless"). Even though South 2nd and South 5th Streets are the quieter, safer, therefore preferred bicycle routes, bicyclists continue to use South 1st Street because it is a direct route from Downtown/Third Ward to Bay View, and they use South 6th Street because it is a direct route from Walker's Point via the 6th Street bridge/viaduct to the Menomonee Valley and Downtown.

Note: Given the heavy traffic conditions on South 1st and South 6th Streets, which many bicyclists feel to be dangerous or uncomfortable, bicycle planners prefer to focus on S. 2nd, S. 5th, or the Kinnickinnic River Trail/S. Water Street corridor east of S. 1st Street as offering a higher cost-benefit ratio, i.e. the investment in those streets will support greater ridership.

South 1st Street is a popular transit route that may become an extended streetcar route at some point in the future. The redesign of the street for transit may present a future opportunity for designated (signed) bicycle lanes. South 6th Street is an alternative extended streetcar route.

5.3.1.8 Add bike sharing stations and auto alternatives to increase transportation choices.

Public bike sharing stations are being planned for installation in Walker's Point with the first station expected at South 2nd Street and Freshwater Way. There is some challenge to siting bike sharing stations. They are quite large (6' deep by 45' – 65' long depending on the number of docks/bicycles). Additionally, if they are funded with public funds--most are currently being funded with federal transportation grant funds--they need to be located on public right-of-way. DPW is currently evaluating locations that meet these criteria. Another increasingly popular alternative to the automobile, car sharing vehicles, will be available in Walker's Point in 2015.

5.3.1.9 As part of the next scheduled street reconstruction, pursue available greening solutions for S. 1st Street as a way to make it less harsh, more walkable and pedestrian friendly.

The street has lost its tree border area due to widening to accommodate additional driving lanes. The creation of terrace area planting of additional street trees will be delayed until the next street reconstruction.

The street was recently reconstructed and may not be on the city's paving schedule for another 20 years, unless a major project such as a dedicated streetscaping project or a southerly route for streetcar extension occurs sooner. Until the street is reconstructed, the most immediate solution for greening would be compliance with the city's landscape code that requires a planting strip, hedge or buffer for parking lots and paved areas along South 1st Street.

Many parking lots do not meet the required landscape design in the city's landscape code of a green buffer that screens and separates the parking lot from the sidewalk. The photo on the left does meet the screening requirements of the code. The photo on the right does not.

5.3.1.10 Extend the Milwaukee Riverwalk as properties develop along S. Water Street.

In keeping with Milwaukee's comprehensive plan, area plan and riverwalk overlay district, as properties develop, create continuous riverwalk extensions that extend the riverwalk along the south bank of the Milwaukee River, past the harbor entrance, and as far along the Kinnickinnic River as is feasible given the presence of heavy industry still located there.

Landscape Not Meeting Code

Landscape Meeting Code

5.3.1.11 Use Riverwalk stub ends and unnamed city rights-of-way as public access points.

Use Riverwalk stub ends for mini-parks and public access to the waterfront along the Milwaukee and Kinnickinnic Rivers as called for in the 1992 RiverLink Guidelines, a joint City of Milwaukee and Wisconsin Department of Natural Resources (WDNR) plan to allow riverwalks and riverfront development while protecting public access, public use and navigation. A "stub end" is a street or other public right-of-way that ends at the river. The 1992 RiverLink Guidelines also laid the groundwork for the riverwalk to be a "Link" or urban trail connector between Wisconsin's state trail system and Milwaukee County's parks and neighborhoods, and became the basis for the city's riverwalk district overlay zoning.

Potential river edge sites for public green space are as follows: the two unnamed rights-of-way between East Pittsburgh Avenue and East Florida Street; a railroad right of way where East Florida Street meets the river at the railroad swing bridge (if the railroad vacates the land at some point in the future); a stub end at East Bruce Street with an exciting view of the harbor entrance, and the stub end of East Greenfield avenue at UWM School of Freshwater Sciences, from all appearances already being used as green space.

Source: Google

5.3.1.12 Pursue areas for joint city/ neighborhood study and collaboration.

As Walker's Point continues to develop, Walker's Point Association (WPA) should work with the City to address bicycle parking needs--for visitors, customers, employees, clients and residents.

Walker's Point Association should also work with the City to assess pedestrian accessibility, reduce obstacles, and focus on creating a year-round pedestrian environment with good and comfortable transit access. It is important to remember that a good pedestrian environment is also an interesting one with storefront windows or transparency at the street level regardless of use, limited dead or blank walls, pedestrian lighting, points of interest, street trees for shade, places to sit, public art, etc.

As a trade-off, consider some loss of on-street parking, to create more attractive sidewalk spaces, opportunities for terraces/trees/outdoor seating areas/public art/ sidewalk sales, particularly in areas where activating the street ("street life") is an asset to businesses and an amenity for residents. The latter will add more long-term value and quality to properties and people's experiences in, and memories of Walker's Point.

5.3.1.13 Resolve small problems that detract from quality-of-life.

Add more bus shelters at designated bus stops. They could be standard issue for Milwaukee County Transit System, or they could reflect the more artistic personality of the corridor/district.

Remove unnecessary right turn bypasses and replace with green space that has more benefit to the Walker's Point neighborhood.

Conduct a pedestrian accessibility audit of the neighborhood to see if there are ways to reduce barriers for the disabled.

If possible, resolve the issue of lack of access to Bradley Tech (MPS) "overflow" parking originally intended for the neighborhood that is fenced off and unavailable for use.

5.4 Complete the Reed Street Yards Eco-District.

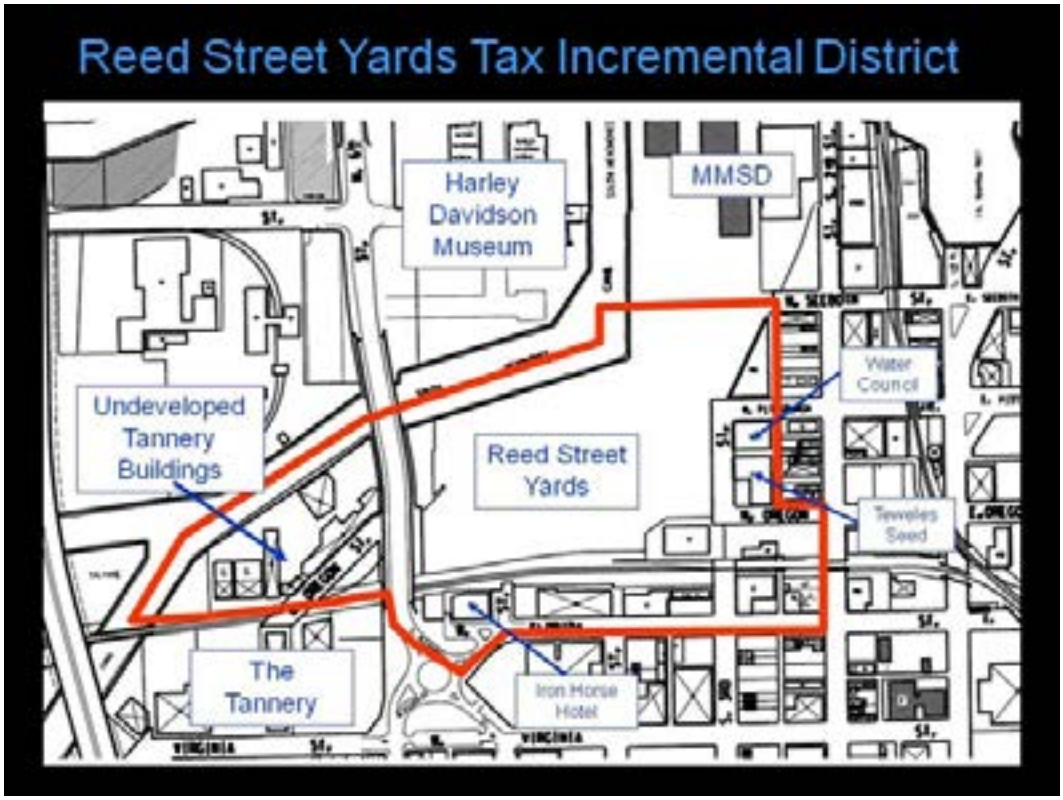
Background.

The Reed Street Yards is a 17-acre property in the Walker's Point neighborhood. A former rail yard and truck terminal south of downtown Milwaukee and adjacent to the newly-opened Global Water Center, it is part of the gateway to Walker's Point just south of the Harley-Davidson Museum, and sits at the east end of the Menomonee Valley, arguably Milwaukee's most radical and successful transformation from its old heavy industry manufacturing base to the New Economy.

The City's vision for the Reed Street Yards is to develop a water research and technology park on the site to build on the Milwaukee region's strength as a water research and technology center. Reed Street Yards will be a mixed-use urban office, educational, research and technology zone focused on the international water industry. Over time, the site could house more than 1,000,000

square feet of facilities (approximately 8-10 buildings), create approximately 2,500 jobs (one employee per 400 square-feet of space), and be the physical hub and brain of an international water cluster. The project is expected to be a $100M project that will increase the assessed value of the site from approximately $4.5M to $120M.

Reed Street Yards is an Eco-industrial Park (having a minimum of 70% water-related businesses), a redevelopment project area (at approximately 50% completion), a Development Incentive Zone (DIZ) with green building standards, and a Tax Incremental Finance District.



Reed Street Yards is designed with the following aligned goals:

1. Transform the property into a research and technology park, adjacent to the Global Water Center, focused on Milwaukee's growing water industry.

2. Over time, create a green building complex that is a model of sustainable design and a showcase for modern water technologies and practices, using for example, a purple pipe for development-wide water recycling, bioswales and permeable paving to capture stormwater runoff.

3. Improve site amenities to include a Menomonee Canal riverwalk extension of the Hank Aaron State Trail through the site (partially complete) and an educational interactive public plaza.

4. Provide additional funding for site infrastructure and a $5 million fund to attract new businesses.

5. Do necessary site and building work to redevelop the complex, such as remediation of brownfields; needed updates of public infrastructure; green landscaping and public access to the Menomonee Canal; creation of a "seamless connection" to, and extension of the riverwalk; elimination of obsolete conditions and blighting influences.

6. Fulfill public sector objectives, such as providing investments in water-related companies; the creation and retention of jobs; increasing the tax base.

7. Blend in with, and become a central part of the vibrant mixed use district of Walker's Point.

5.4.1 Recent projects.

5.4.1.1 Freshwater Way.

In 2014, Freshwater Way was completed using green infrastructure (permeable pavers, bioswales planted with native grasses) to absorb run-off and stormwater surge, and to provide access and utilities to the Reed Street Yards. Freshwater Way/Pittsburgh also becomes an east-west bicycle/pedestrian trail connector from Hank Aaron State Trail to Oak Leaf Trail, Kinnickinnic River Trail, and the Milwaukee River.

5.4.1.2 Global Water Center.

The Global Water Center is a water research and business accelerator for universities, existing companies in the field and start-ups. Opened in 2013, it has almost 90,000 SF of space dedicated to companies, government agencies and universities focused on the water sector. This building houses the Water Council, a portion of the School of Freshwater Sciences, offices from established local water companies such as Badger Meter, A.O. Smith, Veolia, as well as space for start-up and emerging water companies.

5.4.1.3 Water Tech One.

Water Tech One, scheduled for construction in Summer of 2015, is designed to be the first of nine office and research buildings in Reed Street Yards built around the theme of sustainability and environmental awareness. Projected to be an 80,000-square foot four-story office building that supports the Water Council, the building will feature a blue roof that captures rainwater and distributes it for use throughout the building. Developers hope to build technology marketing alliances among a cluster of firms anchored by a Fortune 500 company that will altogether create several hundred jobs and advance Reed Street Yards as a water industry and research hub.

5.4.2 Redevelopment challenges and financial costs.

5.4.2.1 Need for environmental remediation.

The Reed Street Yards was formerly a rail yard and truck terminal serving industries located at the east end of the Menomonee Valley. Historic land uses associated with site contamination of the site include: the railroad yard with fueling depot, scrap iron yard, gypsum plaster mill, insulation warehouse, alleged vermiculite exfoliation facility, asbestos warehouse and additional warehouses.

5.4.3 Potential for job creation.

Upon full build-out the site is projected to have up to one million square feet of office and research space for up to 1,000 new jobs. Because of its placement in the regional water technology economy and its geographic placement at the nexus of the Valley, Downtown, Third Ward and Walker's Point, the potential for economic "spin-off" or multiplier jobs is even greater.

The renderings below depict anticipated build-out. The first rendering (looking south toward South 5th Street and the Iron Horse Hotel) shows the Hank Aaron State Trail within a 40-foot river edge buffer extended along the Menomonee Canal. A plaza and greenway connects the canal to Freshwater Way, East Oregon and East Florida Street past the Global Water Center and Teweles Seed Tower Apartments. The second shows the Water Tech One looking west to Sixth Street and the Menomonee Valley.

The interior photo is the lobby of the 98,000 SF Global Water Center located adjacent to the Reed Street Yards.

(Source: "Just Add Water," an article on Milwaukee's water-related technology cluster in the Wisconsin edition of Site Selection magazine, September, 2014, for the entire article go to http://www.siteselection.com/issues/2014/sep/wisconsin.cfm)

5.4.4 Build a pedestrian bridge from Harley-Davidson Museum to Reed Street Yards.

A pedestrian bridge from Harley-Davidson Museum to Reed Street Yards that creates a more direct extension of the Hank Aaron State Trail into Walker's Point and better connects Walker's Point to the Menomonee Valley is included as a recommendation in the Menomonee Valley 2.0 Plan (currently in draft form). Two locations are currently under consideration, noted in red on the concept drawing below: one that would connect directly to the public parking lot at Milwaukee Metropolitan Sewage District (MMSD) offices and another that connects to the waterfront plaza at Reed Street Yards.

5.5 Add Local Historic designation to the S. 2nd Street Historic District.

Background.

Walker's Point is currently home to four National Register historic districts.

(1) The earliest, Walker's Point Historic District, was listed in the National Register on December 19, 1979 and was Milwaukee's first National Register district. It includes residential, commercial and industrial buildings that exemplify the early decades of the city's development. Small workers' cottages were located near to the factories that gave the residents their employment. Mixed in were the large houses of the business owners and prominent merchants. Nearby, retail areas developed along National Avenue, South Fifth and South Sixth Streets.

(2) The South First and Second Streets Historic District was listed in the National Register on November 30, 1987. This district consists of small scale masonry buildings that were devoted to the small scale manufacturers, wholesalers and retailers that clustered around the Union Depot, once located on South Second Street. This area was once the hub of Walker's Point before merchants and retailers moved to National Avenue. This historic district was created as a result of an intensive survey of the area conducted in 1986.

(3) The Florida and Third Industrial Historic District was listed in the National Register on July 10, 2008. These buildings are of a scale that resemble the large loft structures in the Historic Third Ward. Manufacturers produced stoves, ledger books, paper boxes, paper, bedding, and candy and warehoused seeds. The twelve buildings in this district are clustered along or adjacent to the abandoned rail yards of the Soo Line. This historic district was created as result of developers seeking historic tax credits for the rehabilitation and reuse of the buildings.

(4) The most recent entry into the National Register is the east Oregon and South Barclay Historic District, listed on December 29, 2014. This district consists of a cluster of buildings built or used by the Pittsburgh Paint Glass Company, a national manufacture of paint and coatings that had a large branch operation here in Milwaukee. This historic district was created as result of developers seeking historic tax credits for the rehabilitation and reuse of the buildings.

5.5.1 Preliminary study of South 2nd Street local historic designation.

South Second Street is currently being studied for its potential to become a locally designated Historic District. The street's architectural and cultural importance has already been determined by its National Register listing as part of the South First and Second Streets Historic District. The local historic designation proposes to extend the boundary further south than it is currently in order to pick up additional historic buildings south of West Oregon Street. Official boundaries have not been determined.

Historic designation is a way of looking collectively at a group of buildings and determining how the historic character of the whole can help each individual property owner achieve success.

There needs to be a general consensus among the property owners that they are in a historic district, that they have a common interest in maintaining and improving the district, and that the local historic designation supports this. Alderman Perez has sponsored several public meetings on the potential for a South 2nd Street local historic district designation. More study and additional meetings will determine if this is something the property owners want and believe is in their best interest.

5.5.2 What would local designation mean for the property owners?

Local historic district designation would result in a set of guidelines that are uniform for all of the properties and help maintain certain standards for renovation. These guidelines are based on the Secretary of Interior Standards. In this way one owner's investment in his property would not be undone by the haphazard repairs and inappropriate remodeling of his neighbors.

Historic designation only applies to the exterior of the building and property that is around the building. When work is proposed, e.g., restoring a storefront, paving the rear of the lot for parking, installing new signage, etc., the owner or contractor fills out an application for a Certificate of Appropriateness before any work can begin. Historic Preservation staff determines if the proposed work meets the guidelines and works with the owner to make adjustments if necessary. In many instances, staff can issue a Certificate of Appropriateness. Major projects need review and approval from the Historic Preservation Commission that meets once a month.

One example of a commercial district that has been very successful since it was listed in the National Register and received local designation is Brady Street Historic District. A second very successful district is Historic King Drive. Buildings continue to be restored and rehabilitated, new construction has occurred on vacant lots and there is a lively mix of businesses and street

activity. Review of renovations by the city's Historic Preservation Commission has resulted in high quality and authentic restorations and renovations, and buildings with a lot of curb appeal.

5.5.3 Making the case for local historic designation - an added layer of protection.

The National Register is the official list of the country's cultural properties worthy of preservation. However, listing in the National Register imposes few restrictions on a property. A National Register property may be demolished, altered or sold just like any other property without any special review or approval requested. There are no requirements that a National Registered listed property be open for tours or public inspection to ensure that it is being maintained. Only if a property owner seeks historic tax credits for property renovation or repair, does he have to meet design guidelines established by the U.S. Department of the Interior.

Local Historic designation would provide an added layer of protection which benefits all property owners in the district, chiefly by adding a review process through the city's Historic Preservation Commission (and assigned staff) for building permits for alterations, additions, infill and demolition.

5.5.4 Making the case for local historic designation - economic benefits.

Economic studies on the benefits of the historic tax credits have been conducted across the country. Research has consistently revealed that the use of tax credits has led to more local construction jobs, more permanent jobs and has been catalytic to the adjacent area. Likewise, property values rise and remain stable despite economic ups and downs when buildings are grouped together in a historic district. Local historic districts or historic districts that have dual listing as both local and national, have been shown to be more stable, maintain property values and draw more business than non-historic areas.

In recent years some of the property owners along South Second Street, in the South First and Second Street National Register Historic District, have taken advantage of the historic tax credits to rehabilitate their buildings. The carefully cleaned buildings, with new or restored windows and authentically rebuilt storefronts have proven a draw to customers.

Some property owners along National Avenue have also made use of or are in the process of using the historic tax credits to revitalize their properties.

Because of the historic tax credits, the owners' tax liability is reduced, making the project more affordable. The owner benefits, the community benefits from the revitalization and the building tenants find that a well rehabilitated historic building is good for business. Many tenants and customers find the older and more intimate buildings more attractive than big, glassy, featureless spaces.

Recent developments: As of 2015, in order to qualify for historic tax credits in Wisconsin, a project must be certified "historic" by state or federal organizations. The State of Wisconsin is currently considering a system "to rank applicants and award credits where they would have the greatest economic impact," or to award tax credits competitively to developers based on job creation.

In The Economics of Rehabilitation (National Trust for Historic Preservation, 1997), an expert in the field of preservation economics, Donovan Rypkema, lists the economic arguments for investing in historic districts.

- Reinvestment can generate tax credits and establish a new and higher depreciation schedule.
- Rehabilitation can extend the property's economic life - the period of time over which it can profitably generate income.
- With an improved physical condition, the owner may be able to achieve a better quantity, quality and durability of the income stream.
- An improved property could be eligible for more favorable financing including the variables of loan-to-value ratio, interest rate and loan term.
- Rehabilitation might be the most cost effective way to free up the value of the land that is currently underproducing.
- Individual reinvestment often is the most effective spur to adjacent property reinvestment. This can have a positive effect on the cumulative value of the properties within the area.

- Vacancy tends to be significantly lower in well maintained buildings in good condition than in deteriorating structures.

- A well conceived rehabilitation plan may eliminate areas of operating inefficiency such as outdated heating plants, etc.

- Areas of the building that are currently unused (such as upper floors of downtown buildings) or underutilized (often basements) may be placed in financially productive service. This may also effectively increase the building's net to gross ratio.

A recent report by the Advisory Council on Historic Preservation noted the contributions of preservation to urban revitalization.

1. New businesses formed
2. Private investment stimulated
3. Tourism stimulated
4. Increased property values
5. Enhanced quality of life and the sense of neighborhood and community pride
6. New jobs created
7. Compatible land use patterns
8. Increased property and sales taxes
9. Pockets of deterioration and poverty diluted

In The Economics of Rehabilitation, Rypkema summarizes the research on economic impacts of historic preservation:

Historic preservation does have a measurable economic effect on a community. This impact is not only as an economic activity in general, but in comparison to new construction in particular. Comprehensive econometric models have been created by the federal government to measure the effect that an expenditure in one segment of the economy has on the rest of the segments - the multiplier effect. (Multiplier is the ratio of total dollars spent to, or as a result of, direct dollars spent or invested.) Using that data it is possible to directly compare the local impact of new construction versus rehabilitation. Suppose a community is choosing between spending $1,000,000 in new construction and spending $1,000,000 on rehabilitation. What would the differences be?

- $120,000 more dollars will initially stay in the community with rehabilitation than with new construction.

- Five to nine more construction jobs will be created with rehabilitation than with new construction.

- 4.7 more new jobs will be created elsewhere in the community with rehabilitation than with new construction.

- Household incomes in the community will increase $107,000 more with rehabilitation than with new construction.

- Retail sales in the community will increase $142,000 as a result of that $1,000,000 of rehabilitation expenditure - $34,000 more than with $1,000,000 of new construction.

- Real estate companies, lending institutions, personal service vendors, and eating and drinking establishments all will receive more monetary benefit from $1,000,000 in rehabilitation than from $1,000,000 of new construction.

5.5.5 Making the case for local historic designation - timing relative to the Milwaukee market.

Development pressure is likely to increase in coming years due to several market factors--a recovering economy, attractiveness of near downtown locations, Reed Street Yards build-out, and the relative affordability of South 2nd Street for commercial and mixed use development. Local designation could prevent or at least slow tear-downs for parking lots; speculative buy-and-hold strategies that result in disinvestment; and some entirely legal but exploitative practices, such as "piggybacking" or waiting to capitalize (cash in) on the investment of others in the district, or the tax strategy of taking depreciation intended for, but not reinvested in property repair and maintenance, while waiting to "cash out" at the end of the allowed depreciation period based on higher property values created by reinvestment, rehab and renovation of historic properties--again, the investment of others in the district.

The key to generating a greater return on investment for all property owners is protecting investment in historic properties while encouraging highest and best use.

In addition to the federal and state historic tax credits for eligible properties contributing to a National Register Historic District, the city offers development resources for rehab and restoration, such as the facade grant program, Retail Investment Fund, White Box program, and Milwaukee Economic Development Corporation (MEDC) financing.

For more information on National Register and Local Historic designation, go to Appendix 6.2 Historic Preservation Fact Sheets.

Chapter 6: Appendix

6.1 Walker's Point Parking Study

WALKER'S POINT PARKING STUDY

Milwaukee, WI

November 14, 2014

Project Team

GRāEF

in cooperation with:

Walker's Point Association

City of Milwaukee Department of City Development

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APPENDICES, GLOSSARY & RESOURCES

1. EXECUTIVE SUMMARY

This parking study was commissioned by a private/public effort between the Walker's Point Association (WPA) and the City of Milwaukee. The study boundary for this report primarily focuses on commercial, industrial, institutional and multi-family areas of Walker's Point (see figures 1 and 2). Both on- and off-street parking facilities were examined as part of this study.

Recommendations came from a combined analysis of past plan review (as listed in Chapter 3), existing site conditions (high number of underutilized off-street parking lots, lack of on-street parking restrictions), relevant case studies and parking strategies (shared parking, valet parking, smart parking), and input from public and private stakeholders.

Four parking themes or recommendations are presented within this study:

1. Emphasize shared parking

In the short-term, perceived parking supply shortages can be solved by the increased usage efficiency of existing off-street parking lots. Specifically, every existing parking lot and individual space should be studied to determine the opportunities for shared parking and 24/7 occupancy.

2. Reduce unrestricted, on-street parking coupled with off-street parking solutions

To ensure long-term success of off-street parking, recommendations for shared parking and increased on-street parking restrictions (i.e. parking meters, parking time limits) need to occur (particularly in commercial areas).

3. Support integrated parking structures before freestanding parking structures

Integrated parking structures not only serve new, expected users (like a new apartment building or office) – they also provide additional spaces that serve neighborhood activity generated by a larger, general population of users. Based upon existing supply and demand, the creation of an integrated parking structure should occur within the northeast area of Walker's Point (subarea A, as seen in the map on the right).

4. Balance parking to fit the needs of the larger district

Parking solutions need to support the strong mix of land uses within Walker's Point by a) eliminating assigned, off-street spaces, b) pricing on-street parking appropriately (e.g. daytime/nighttime rates, dynamic pricing) and c) incentivizing alternative transportation modes.

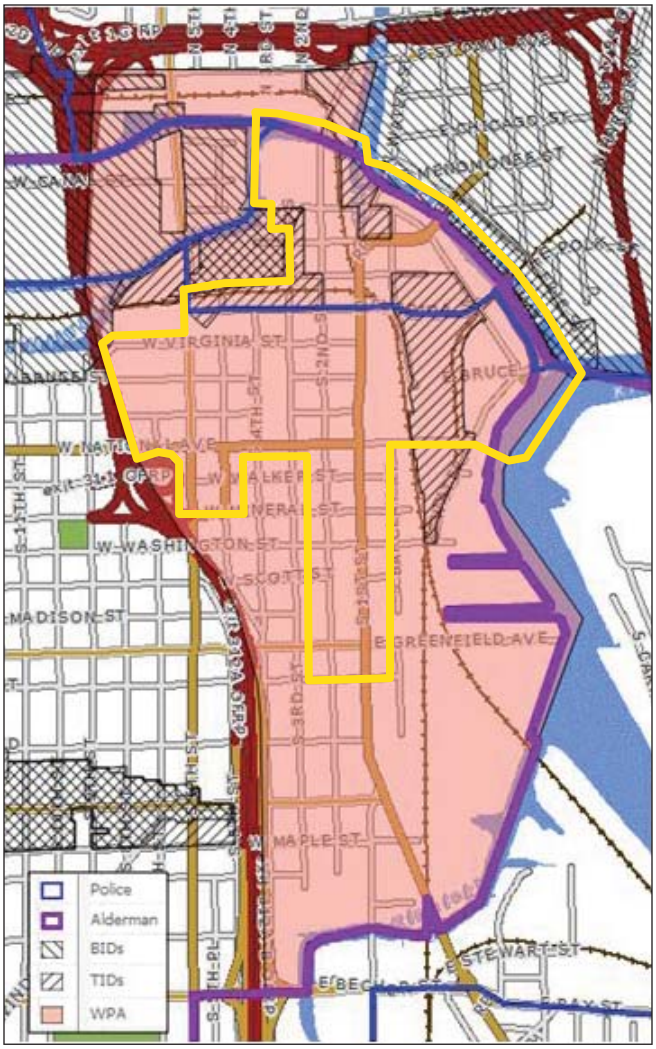


Figure 1. Walker's Point Association Boundaries (as approved by the Board of Directors on November 18, 2013).

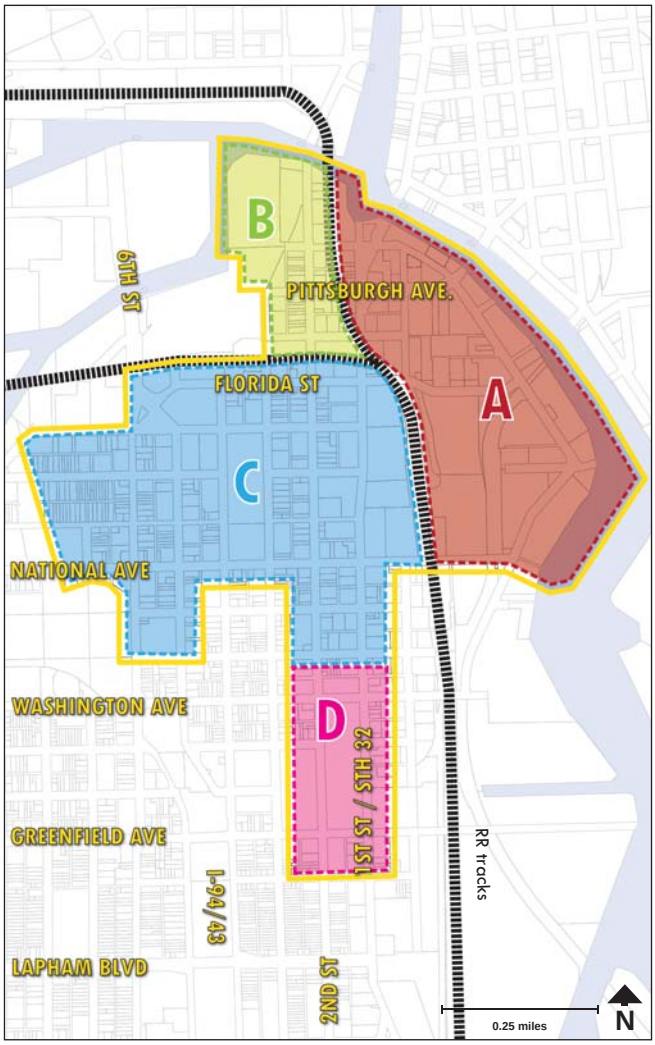


Figure 2. Project boundary with subareas for this parking study.

2. INTRODUCTION

Walker's Point has historically been known as a neighborhood located at the center of activity. From its early beginnings as one of Milwaukee's first three settlements, it was positioned at the confluence of the Milwaukee, Menomonee and Kinnickinnic rivers and was host to a strong industrial base complemented by residential and entertainment uses. Fast forward to today, and Walker's Point continues to be a center of activity, and is considered a truly unique "LIVE. WORK. PLAY." neighborhood. However,

"You cannot live, work, and play anywhere unless you can get there."

In many higher-density communities, the above statement is self-evident and far from problematic. In cities like Milwaukee, however, which are less dense and rely heavily on an auto-oriented urban pattern, "getting there" remains a complex issue.

Effective urban circulation in Walker's Point depends on maximizing the use of existing parking. For typical shopping malls, stand-alone offices, and comparable facilities, there are many occasions during the day/week when large parking areas remain vacant. In contrast, Walker's Point represents a high-quality, urban mixed-use district in which parking space occupancy needs to be maximized, and a conflict among users must be minimized.

Maximizing the use of parking also requires lowering the demand – not by decreasing development, but by increasing circulation via walking, bicycling, transit, and, inevitably, parking occupancy. As indicated throughout this study, the community-wide economic value of a parking space goes up when the demand for parking can be reduced through increased non-automobile circulation. For decades, parking issues have pervaded almost all discussions of urban value. The primary problem is not the total supply of parking, but the distribution and patterns of use and occupancy. Walker's Point needs several types of improvements including: clear signage for new visitors and customers, policies that discourage inappropriate use of retail/restaurant parking (e.g. reserved stalls that remain empty, or non-customers parking all day in front of business), support for new residential and office parking, and community-based management policies that accommodate the varying use patterns for different seasons/events, times of the day, and days of the week.

Movement of pedestrians, vehicles, and cyclists should be balanced and integrated (see figure 3). Improving multi-modal circulation requires changes in streetscape and street design, a topic already in discussion as part of the Walker's Point Strategic Action Plan.

Assuming, however, that strategies are in place for maximizing the use of current parking, there will still be a need for more spaces – in some cases surface lots and street parking, and in other cases, indoor private parking facilities and public/private parking structures.

The intent of this report is to provide the Walker's Point Association with a neighborhood-wide parking strategy and tools to work collaboratively with businesses, residents, and the City of Milwaukee to implement parking solutions that will continue the growth of Walker's Point as a "LIVE. WORK. PLAY." neighborhood.

Figure 3. *Parking study boundary. The boundary was assembled by the Walker's Point Association and includes primarily commercial, industrial, institutional and multi-family residential land uses.*

3. PLANNING BACKGROUND

The City of Milwaukee and numerous community-based organizations have, over the past years, created a broad range of neighborhood plans. The Walker's Point neighborhood is either physically part of, or adjacent to, a number of these different plans. The following pages summarize and identify key recommendations from different plans or trends as they relate to transportation (specifically parking) in the Walker's Point neighborhood. These prior planning efforts were used as a framework for the Walker's Point parking strategy and boundary description.

Near South Side Area Plan - City of Milwaukee

(completed May 2009)

Walker's Point falls within the boundaries of the Near South Side Area Plan, one of the City of Milwaukee's thirteen area plans. The full Comprehensive Plan can be found at:

http://city.milwaukee.gov/AreaPlans/NearSouth.htm

Excerpts from the Near South Side Area Plan relating to Walker's Point start on page 87 and are listed below:

District-wide parking recommendations include:

- Providing adequate parking is very important to this district given the potential densities and commercial activity that is planned for this area.
- All new residential developments should include sufficient structured parking to meet the residential parking needs.
- At least six parking structures may be needed in the vicinity of the following locations to serve current and future development within this district (see image on following page): (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 (see figure 4).
- 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.

Mixed use neighborhood [west of 1st St.]

- Encourage the consolidation of surface parking into a parking structure near 6th and Bruce streets for the Tannery mixed use business center.
- Encourage [existing] surface parking lots along the 6th Street corridor to be developed [with buildings] as alternative parking becomes available.

Rockwell Automation

- Encourage Rockwell Automation to redevelop surface parking areas as complementary uses are identified.

Excerpts from other sections of the "Near South Side Comprehensive Area Plan" that apply to the entire Near South Side:

- P. 50. Conversations with area stakeholders suggest that parking is an important issue in the area, and more is needed to better serve residents and business.
- P. 66. 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.
- P. 67. 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.

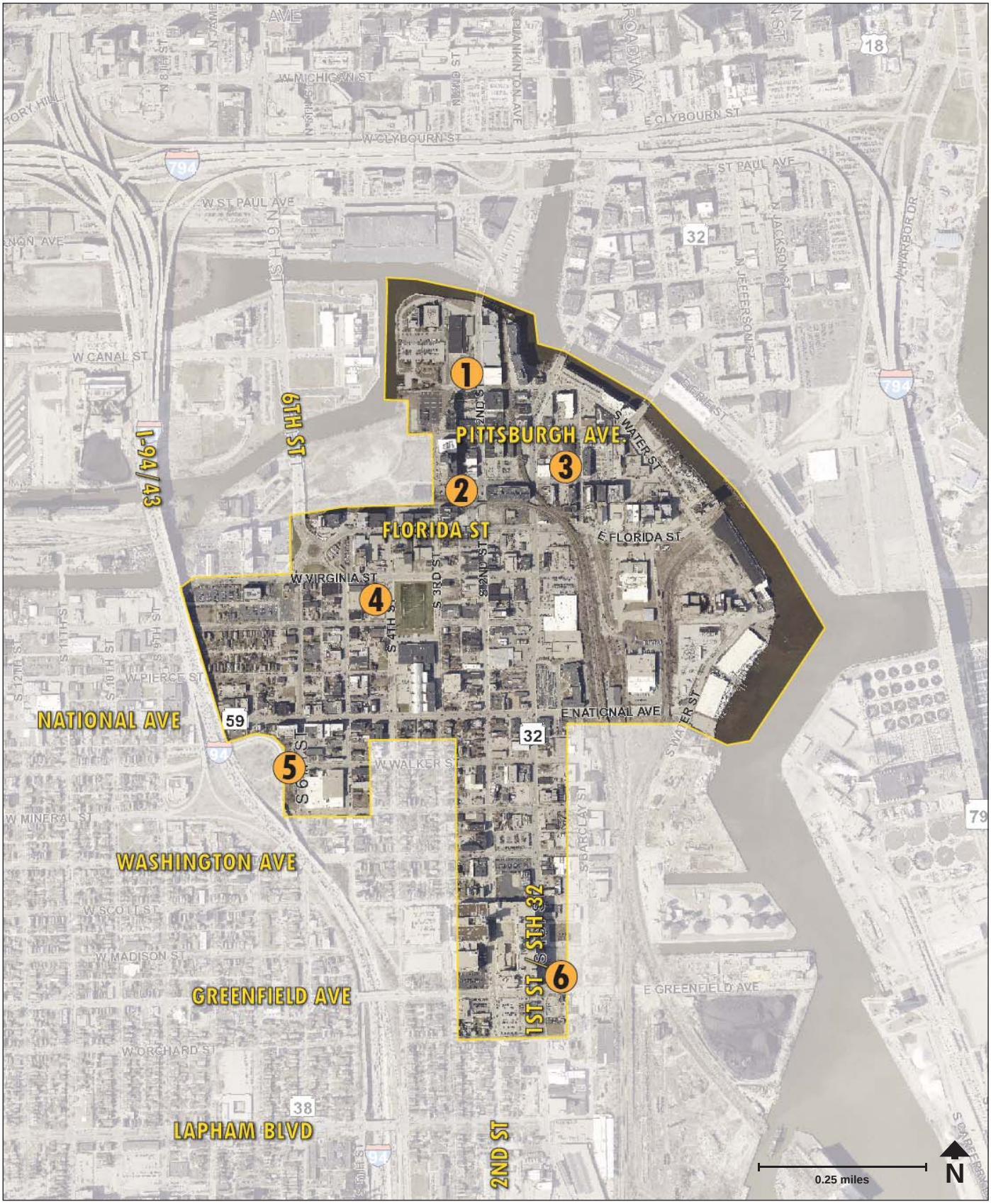


Figure 4. Possible parking structure locations according to Near South Side Area Plan.

Reed Street Yards

(began 2013 and is ongoing)

The City of Milwaukee is partnering with the owner of the Reed Street Yards (RSY) to redevelop the property into a research and technology park focused on Milwaukee's growing water industry. The Reed Street Yards is a 17-acre property in the Walker's Point neighborhood, just south of downtown Milwaukee and adjacent to the newly-opened Global Water Center (see figures 5 and 6).

Once complete, the Reed Street Yards will be a showcase of water technologies and practices, including a purple pipe for development-wide water recycling and bioswales and permeable paving to capture stormwater runoff. Over time, Reed Street Yards will house more than 1,000,000 SF of development requiring a range of 1,500 to 4,000 parking spaces. In order to address this parking demand, the plan includes the phased construction of surface parking lots and two parking structures, one located at the southeast corner of W. Oregon Street and S. 3rd Street, and the other located further east along the southern boundary of the development site (see figure 7).

Opportunities to allow parking after business hours for public and residential uses will be important for Walker's Point. The location of planned structures are near several restaurants, bars and residential apartments. Peak parking demand times for these types of uses would be opposite of the office development occurring within Reed Streets Yards and would therefore have the ability to become fully-utilized, 24/7 structures.

Figure 5. Aerial view of Reed Street Yards looking southeast.

Figure 6. New Hank Aaron Trail connection to RSY.

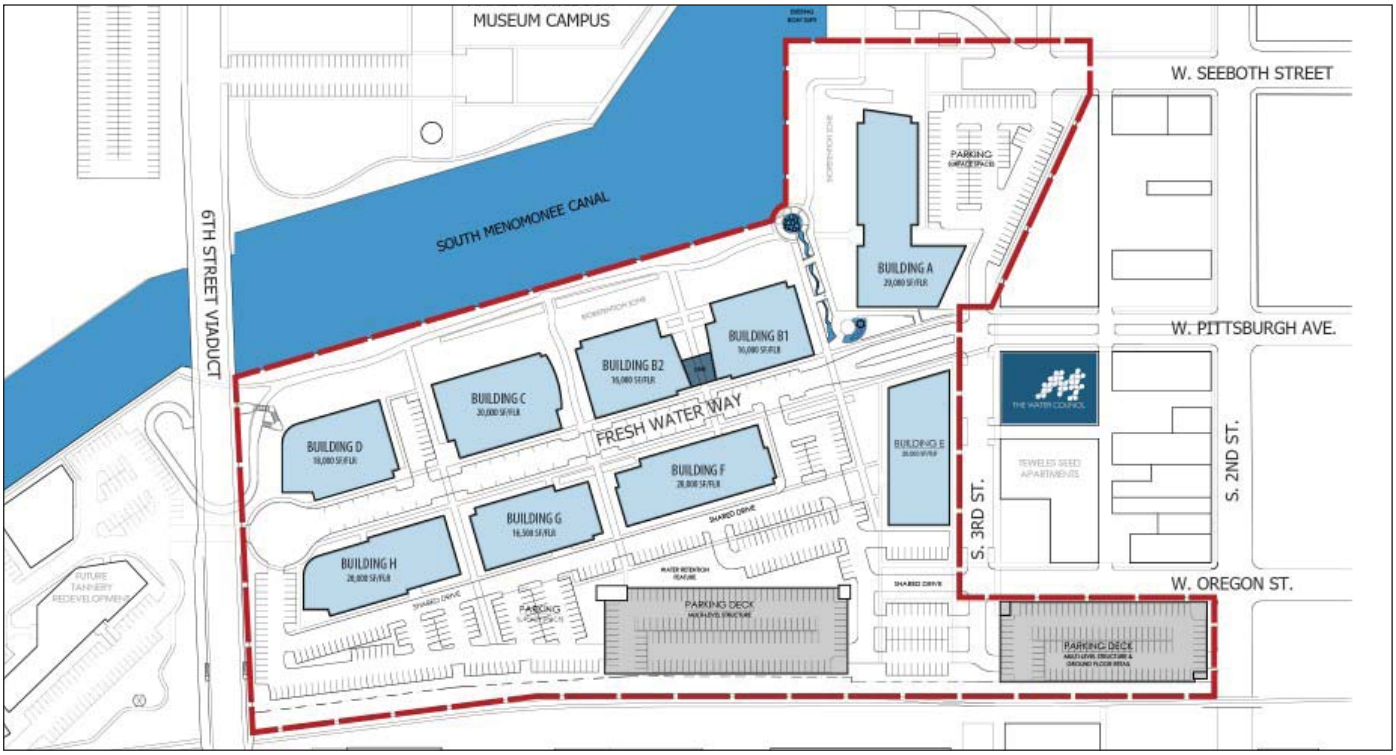


Figure 7. Reed Street Yards conceptual site plan.

Walker's Point Strategic Action Plan

(to be completed in 2014)

Walker's Point Association is currently working with the City of Milwaukee on a Strategic Action Plan for the entire Walker's Point neighborhood. This plan will incorporate strategies to continue positive, high-quality development in Walker's Point.

Inner Harbor Redevelopment Projects

A number of plans and initiatives surround the confluence of Milwaukee's three rivers commonly known as the "Inner Harbor." In 2014, The Harbor District Initiative was created with the goal of reinforcing existing businesses and neighborhoods and set a new standard for how waterfronts "work" environmentally, economically, and socially. Over the next two years, the Harbor District Initiative is slated to conduct a planning process to engage a broad array of stakeholders in crafting a vision for the area, and begin to build momentum and marshal resources to implement the vision. The Harbor District Initiative builds off of other work that has come before (see figure 8) and relies on collaboration with a broad array of partners, including:

- The Mayor's ReFresh MKE Sustainability Plan and Office of Environmental Sustainability (2013), and
- The Transform Milwaukee Initiative led by the Wisconsin Housing and Economic Development Authority (WHEDA)

One of the catalytic projects identified in the ReFresh MKE Sustainability Plan is the Inner Harbor Redevelopment. This project is a public-private effort to revitalize Milwaukee's historic city gateway by meeting stringent environmental goals that spur private investment and economic development. This emerging public-private effort is a holistic, place-based approach to revitalizing a working waterfront and surrounding neighborhoods, including Walker's Point. It will help to achieve multiple sustainability targets in the Inner Harbor, leading to a more sustainable community.

The Inner Harbor Redevelopment project encompasses a study area of 970 acres. The figure below shows the planned, general land uses within the boundary area.

Development that occurs within the Harbor District will be regulated by the Port Redevelopment Plan (adopted in 2010). This plan covers much more than the Port; it covers most of the Harbor District and overlaps with the Walker's Point neighborhood (see figure 9). The redevelopment plan was prepared pursuant to Section 66.1333 (6) (b), Wisconsin Statutes and is regulatory in nature.

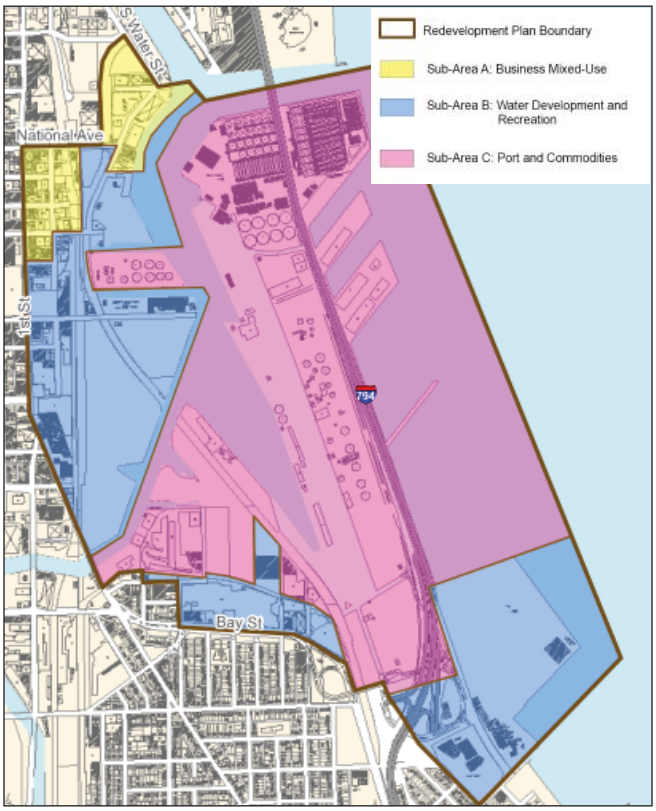


Figure 8. Inner Harbor planned land uses.

Figure 9. Port of Milwaukee with downtown in the distance.

With the increased area of planned development within the Inner Harbor, of the utmost importance will be providing adequate parking for each development and improving the walkability of major east-west corridors (e.g. pedestrian-scale streetscape, building-lined streets).

Milwaukee Downtown Plan

(completed in 1999, updated in 2010)

Part of Milwaukee's 1999 Downtown Plan and 2010 update to the Plan included the Park Once Initiative. The goal of this initiative is "To coordinate parking facilities with information signs indicating vacancies, and with the transit system connecting to all activity generators."

Objectives:

- Provide a system that allows people to park their car once and circulate throughout downtown on transit or by walking.
- Enhance visibility of parking decks.
- Provide information on space availability, capacity and parking decks and costs.
- Locate transit stops in close proximity to parking garage entrances.

Benefits:

- Enhanced utilization of existing parking structures.
- Enhanced pedestrian mobility improves business viability.

In the summer of 2014, the City of Milwaukee took a major step forward in implementing a major component of the Park Once Initiative. The City installed eleven electronic parking signs that direct drivers to available stalls in different garages downtown (see figure 10). The signs give up-to-the minute counts of available stalls in nearby parking structures. Technology that aids the ability of drivers to find available parking is a tool that Walker's Point should incorporate.

Lakeshore Value Corridor

For over two decades, a continuous pattern of new apartments developed within a one mile corridor along Lake Michigan, stretching to the suburbs north and south of Milwaukee. Whitefish Bay, Shorewood, the UWM area, the North Avenue area and Brady Street area, Prospect Avenue, Easttown, the downtown Lakefront, the Third Ward, and eastern portions of Walker's Point, Bay View, and St. Francis. One major exception to this chain is the now evolving part of Walker's Point just south of the Third Ward and north of Bay View. The delay in similar residential development in this area - part of a lakeshore value corridor - is due primarily to the Great Recession. Today, this district offers a foundation of amenities which will drive a dynamic and high-value revitalization.

The evidence for this value corridor can be seen in the numerous new projects developed during the last two decades. A cursory look at building permits suggests that at least 200 to 400 housing units per year have been generated on average since 2000. This trend is likely to continue and accelerate. The change is driven by millennials, college students, retiring baby boomers, and cyclically supported by renewed retail and commercial activity.

Figure 10. Real-time parking signs in downtown Milwaukee.

Alternative Transportation Plans

Bicycle Trends

A number of signs exist that reflect an increasing positive trend for bicycling in Milwaukee. The implementation of the Bublr Bikes bike sharing system is one such example. Bublr Bikes allows individuals to pick up a bike from any self-service bike rental kiosk and return it to any other kiosk located throughout the city. Bike sharing systems providing a number of different benefits including:

- Provide a convenient and affordable alternative to bike ownership
- Help overcome barriers to using a bike in a city such as theft and storage
- Connect to and relieve pressure on transit
- Introduce new audiences to bicycling

As of September 2014, ten Bublr stations are operational throughout downtown Milwaukee with plans to launch at least 100 stations in Milwaukee and surrounding suburbs in the coming years (see figure 11). The intersection of S. 2nd Street and Freshwater Way in Walker's Point will receive a Bublr station in 2014.

From 2006 to 2011, Milwaukee saw the second largest drop in per-capita Vehicle Miles Traveled (VMT) in the nation (New Orleans ranked first, Madison ranked third): down 21 percent respectively. Coincidentally, the number of people who reported that they bike to work increased 280 percent in Milwaukee (Transportation in Transition, 2013 by the U.S. Public Interest Research Group).

Wisconsin ranked 3rd in the 2013 rankings (8th in 2012) of Bicycle Friendly States by the League of American Bicyclists. This shows that local and national investments in bicycle infrastructure have paid off and will continue to do so, justifying further investments for the future. With the local investment in Walker's Point bike infrastructure on S. 2nd Street and W. Greenfield Avenue, the upgraded Kinnickinnic River Trail, and many other routes and trail connections, bicycling will continue its growth in Walker's Point.

Figure 11. Bublr bike sharing station located in downtown Milwaukee.

Milwaukee Streetcar

The City of Milwaukee's proposed streetcar system will provide a modern way for people to connect with their jobs, homes and entertainment destinations. While the initial route does not reach Walker's Point, future extensions of the streetcar network have been forecasted to connect to Walker's Point and beyond (see figure 12).

Milwaukee Zoning

Zoning governs the use of surface and structured parking, along with its placement and location on a property. As shown in the Walker's Point Zoning Map (see figure 13), the majority of the neighborhood is zoned Industrial Mixed (IM). According to the City's Zoning Ordinance, "This district is intended to provide for the orderly conversion of certain older industrial and warehousing areas with multi-story buildings to residential, commercial or office uses for which the buildings, at the present time, may be better suited." Because of the urban character of this area, existing buildings have little to no setbacks and often contain no off-street parking.

IM zoning district requires a minimum of two off-street spaces for every three multi-family residential units. Unique approaches to accommodate necessary parking are often required with redevelopment (e.g. shared parking structures between adjacent development sites).

A parking structure would be a principle use within most of Walker's Point and would fall under 'Limited Use' in the IM zoning district. "Parking Structure. Principal Use or Accessory Use. At least 50% of the street frontage of the street-level area shall be devoted to any other use or uses listed as permitted in the district or approved by the board" (Milwaukee Zoning Ordinance 295-803-2-r).

Other zoning within the neighborhood includes multi-family residential (RM4 zoning - orange), two-family residential (RT4 zoning - yellow), commercial local business (LB2 zoning - pink), institutional (blue), and Planned Development (purple). A complete table of required parking spaces, by use, is included in the appendix of this report.

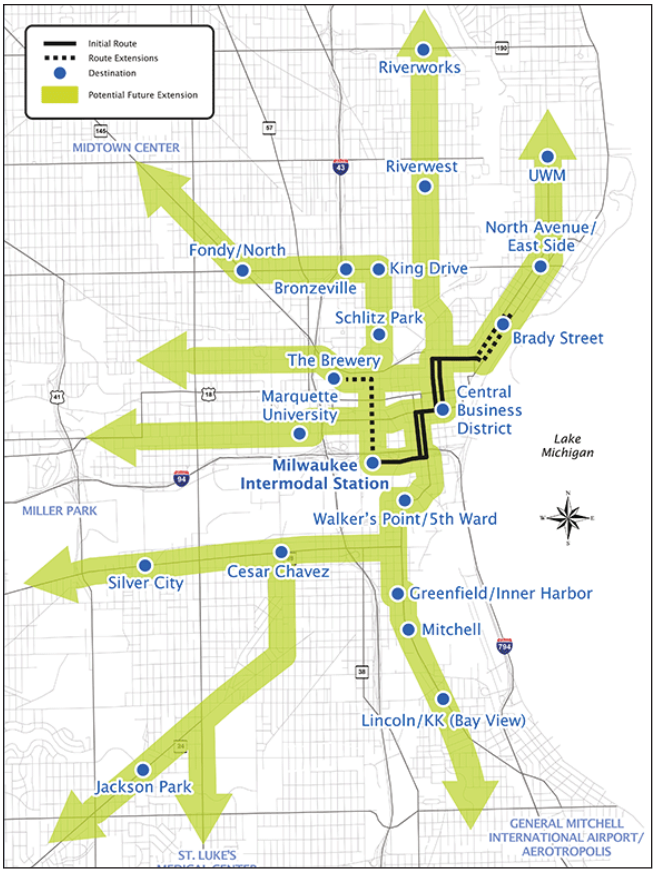


Figure 12. Milwaukee streetcar future expansion map.

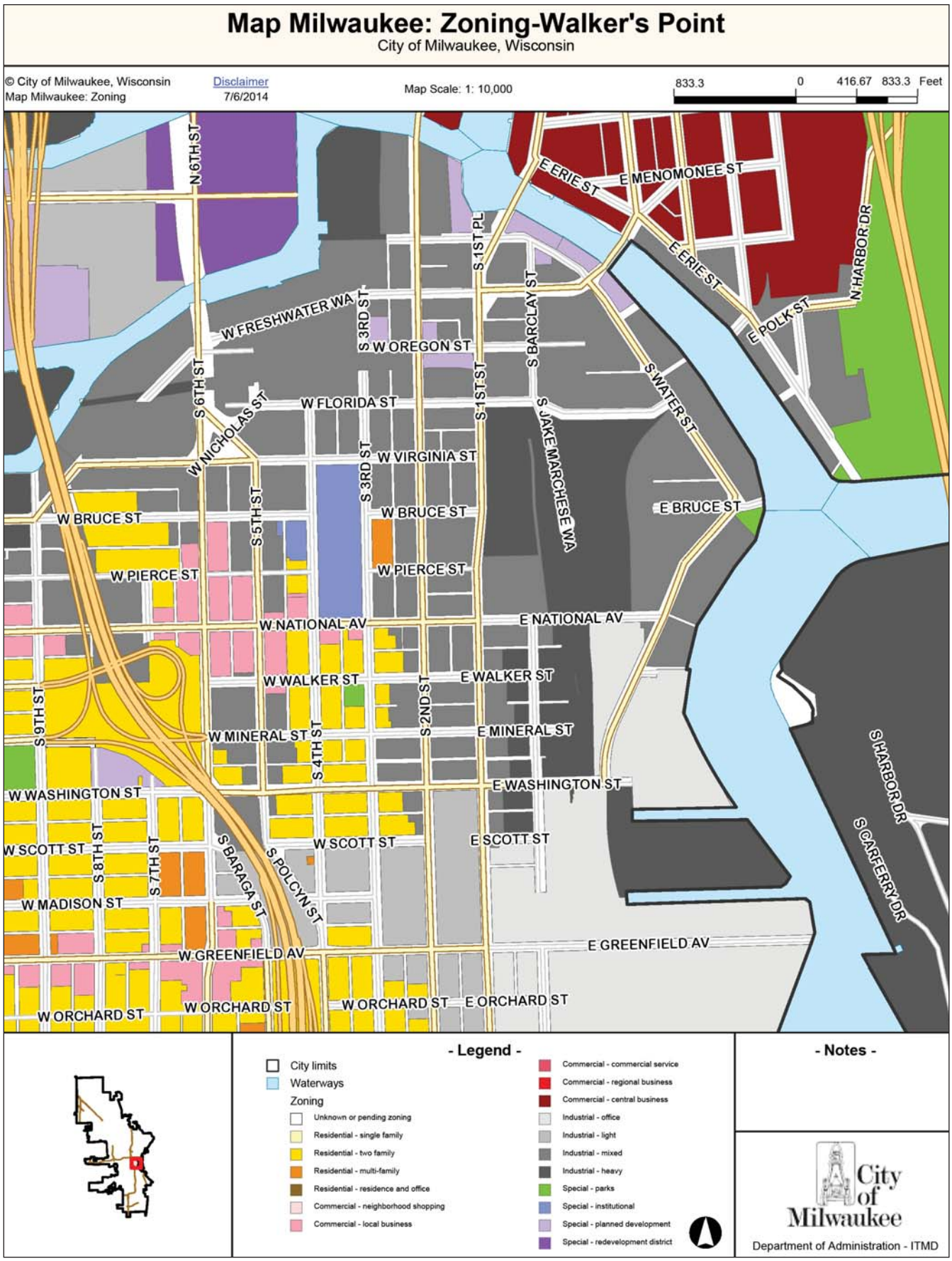


Figure 13. Walker's Point zoning map.

4. SITE ANALYSIS

Parking Regulations

On-street

A large number of streets within Walker's Point have no parking restrictions with regard to the length of time one can park in a certain space. While the idea of free, unlimited parking sounds attractive to most, the problems that result from this lack of regulation are significant.

One observation of this occurrence in Walker's Point: students from MIAD will park all day (6-10 hours) on S. Barclay and E. Oregon streets due to the fact that no on-street restrictions are posted. While this is attractive for students, employees and customers in this same region are unable to find nearby parking within close proximity.

Another example is S. 3rd Street adjacent to Lynde and Harry Bradley Technology and Trade School (Bradley Tech). Although a designated parking lot exists one block away from the school (SW corner of S. 4th Street and W. Virginia Street), school staff members park along S. 3rd Street all day because no signed restrictions exist. This eliminates the ability for single- and two-family home owners across the street to park in front of their homes.

The majority of on-street parking restrictions that can be seen in Walker's Point are the 2-hour, unmetered parking from 7AM-7PM. While this type of restriction allows for turnover within this time period (ideal for certain retail/food/drink customers), it is not ideal for employees who work an 8-hour shift and need to continually move their vehicles. Another issue caused by the unmetered parking is seen during event days (e.g. Brewers games, Summerfest). Several bars have shuttle buses that take people from their Walker's Point location to the destination outside of Walker's Point. People park their vehicles on the street shortly after 5pm (peak restaurant hours) and leave them until late evening. This occurrence leaves little to no parking for other restaurant patrons looking to dine at nearby locations.

Introducing metered parking to key areas of Walker's Point is a strategy that should be closely examined by the WPA. The LUKE meters administered in the downtown area by the City of Milwaukee could naturally be implemented in certain areas of Walker's Point.

Other parking regulations that existing in Walker's Point include the following:

- 1-hour metered parking (found on S. 6th Street north of W. National Avenue)
- 2-hour metered parking (found on S. 5th Street between W. Bruce Street and W. Walker Street)
- Variety of metered parking along W. National Avenue
- No stopping 6:30am-8:30am along northern portions of S. 1st Street
- No parking anytime on streets surrounding Rockwell Automation (e.g. S. 1st Street, S. 2nd Street, and S. 3rd Street)

Streets that do utilize metered parking only have a fixed-rate system, charging the same amount per stall no matter what the time of day or how great the nearby occupancy. Implementing a dynamic pricing system should be examined for all existing metered streets. This parking strategy applies different rates to specific blocks in an effort to influence traveler mode choice, time and amount of travel, and shift drivers from a congested location.

Off-street

While a large number of private, off-street parking lots exist within Walker's Point (see figure 14), the majority are restricted to single-property owners and do not allow for public parking or shared uses. Additionally, many of these lots include assigned or reserved spaces that allow only one user per stall. This condition produces parking stalls and lots that sit empty for over half of the day and offer mediocre economic outcomes. A potential reason that shared parking lots do not currently exist is because of the readily available, free street parking throughout Walker's Point. As long as free, on-street parking remains in Walker's Point, off-street parking lots that charge even a small parking fee will not be economically feasible.

Valet Parking

In an effort to attract customers and reduce customer need to search for parking, a small number of restaurants within Walker's Point utilize a valet parking service. The existing valet services have either written or verbal agreements with other private property owners with parking lots. A public meeting hosted by WPA in August 2014 invited bar and restaurant owners to voice parking concerns for the area. A number of owners were interested in the idea of a 'neighborhood' valet service that would be available to multiple restaurants who opted into the valet service. This kind of service should be further explored, as it could set apart Walker's Point and offer a more efficient system for businesses and patrons alike.

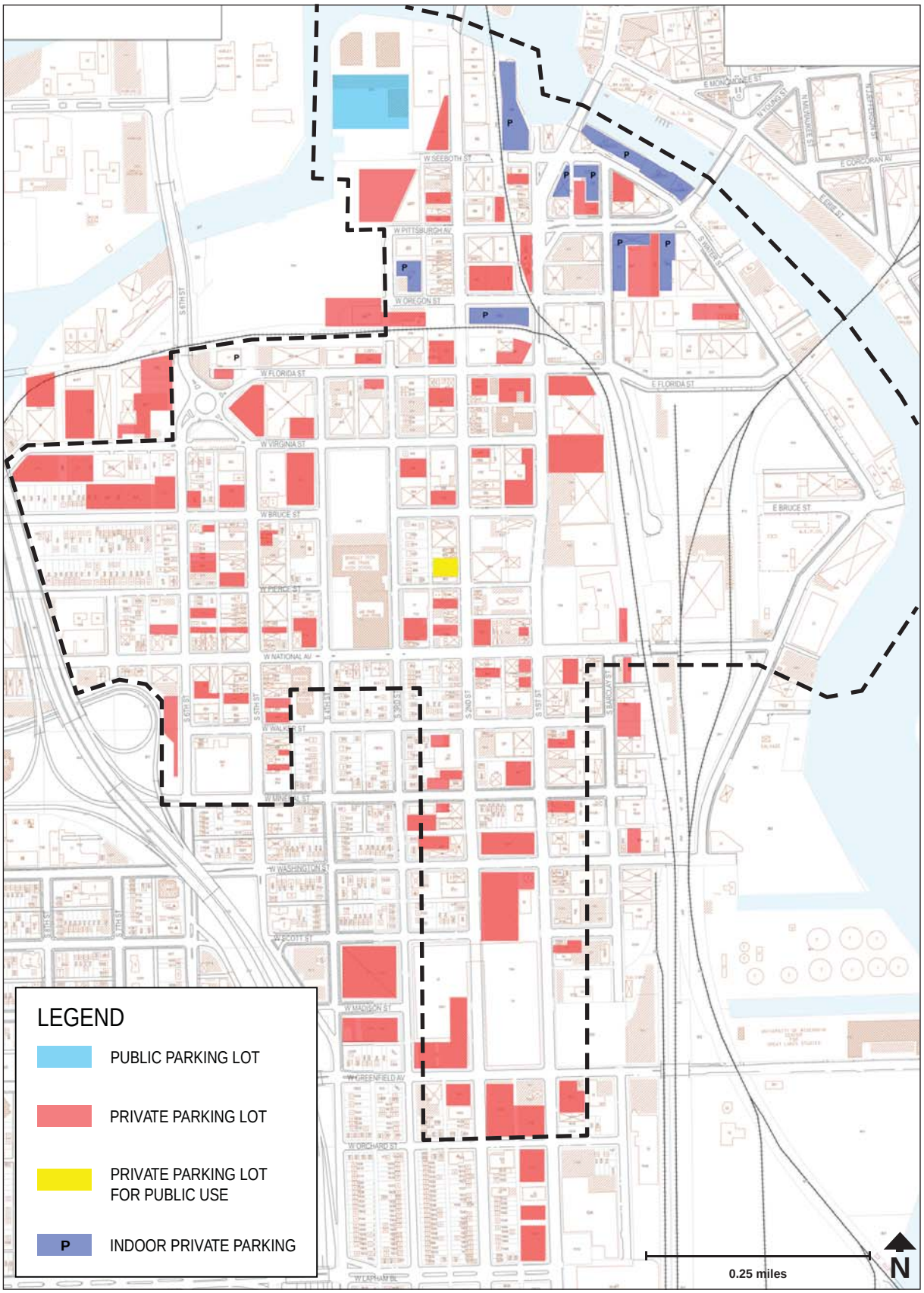


Figure 14. Existing off-street parking lots.

Bicycle and Bus Network

Walker's Point has seen a number of different bike infrastructure improvements over the past decade including S. 2nd Street and W. Greenfield Avenue, the upgraded Kinnickinnic River Trail (see figure 15), and the many other routes and trail connections. This bicycle network plays an important role in reducing the demand for automobile parking by providing alternative transportation options for people to reach a Walker's Point destination. Bicycle facilities in Walker's Point include:

On-Street

- Bike Lanes – W. Greenfield Avenue, S. 2nd Street
- Preferred[1] Biking Streets (no lanes) – E./W. Washington Street; S. 6th Street; W. Virginia Street; and S. Water Street

Off Street

- Oak Leaf Trail – Trail travels through Walker's Point on S. 2nd Street
- Hank Aaron State Trail – Trail connects through Walker's Point on W. Florida, W. Virginia, S. 6th streets as well as a new 2014 extension through Reed Street Yards (see figure 16)
- Kinnickinnic (KK) River Trail – W. Maple Street to E. Washington Street, merging into S. Water Street up to S. 1st Street.

The elements that connect Walker's Point to other parts of Milwaukee are key to continued local growth. Connections are partially accomplished through the Milwaukee County Transit System (MCTS). Routes include the following (see figure 17):

- 15 – Holton-Kinnickinnic – Connects Glendale, Shorewood, Downtown, Third Ward, Walker's Point, Bay View, St. Francis, Cudahy, and South Milwaukee
- 19 – MLK – S. 13th & S. 20th Streets – Connects Northwest Side, Historic King Drive, Downtown, Walker's Point, and Greenfield
- 23 – Fond du Lac – National – Connects Midtown, Downtown, Walker's Point, Mitchell Park Domes, Miller Park, and the VA Medical Center
- 80 – 6th Street – Connects Downtown, Walker's Point, Historic Mitchell Street, Airport, and Oak Creek
- BlueLine – Fond du Lac – National – Connects Park Place, Midtown, Marquette, Downtown, Walker's Point, Clarke Square, Silver City, Miller Park, VA Medical Center, and West Allis
- GreenLine – Bayshore – Airport – Connects Glendale, Shorewood, University of Wisconsin–Milwaukee, Downtown, Walker's Point, Bay View, and the Airport

1 'Preferred' refers to roads with wider outside lanes and those streets frequently used by cyclists.

Figure 15. Kinnickinnic River Trail.

Figure 16. Hank Aaron State trail entering Reed Street Yards.

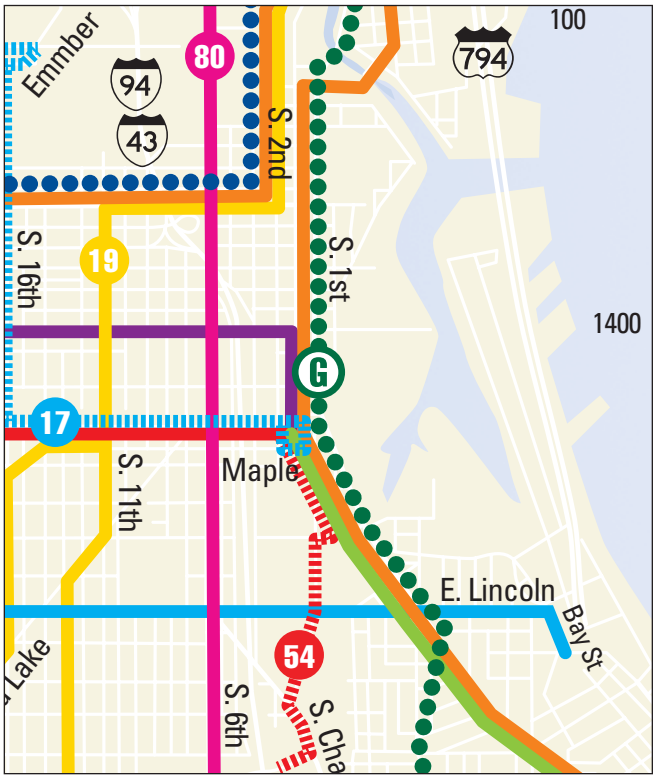


Figure 17. MCTS bus routes within Walker's Point.

Urban Character

In the 8 block area bordered by S. 3rd Street/Milwaukee River/S. 1st Street and W. Florida Street, 500,000 to-800,000 square feet of buildings are currently vacant or underutilized and for sale. Many observers might assume that these older buildings will be demolished and replaced with less dense structures with surface lots. However, as evidenced throughout North American cities, downtown densities are increasing. More compact, urban communities are thriving. Locally, this trend can be seen in the Third Ward, East Side, Bay View, and traditional suburbs like Shorewood, Wauwatosa, and West Allis. Within Walker's Point, this ongoing trend has led to a pattern of building conversions into new residential, office, and retail uses that align with the shared desires of the WPA and the City of Milwaukee to see increased density in the area (see figure 18).

The Walker's Point area should presume at least 1 million square feet of development will occur which, in turn, will easily lead to a demand for more than 1,500 new parking spaces. The number could actually double if more new buildings are included. The precise estimate is not easily predicted. However, the key issue is not a precise prediction but, more importantly, a strategy to accommodate such a large demand. Most of the existing buildings cannot easily accommodate new parking (and if they can the layouts are often inefficient). **Buildings should not be demolished for surface parking (Principle Use).** Moreover, street parking is close to capacity.

The obvious option to build new parking structures is clearly a strong solution. However, it should be emphasized that a new parking space in a structure (assuming a net cost of $25,000 and a footprint of 350 square feet) yields a value of about $70 per square foot – far lower than the value of office or residential uses. The loss is probably 10 times greater for surface parking. In other words, every time Milwaukee occupies buildable land with a parking structure, the City loses a major opportunity. Nevertheless, new parking spaces will be required to facilitate new development.

This analysis leads to the underlying assumption that alternative strategies which reduce parking demand, without reducing development, are economically vital to the increase in urban value in the Walkers Point area. As noted elsewhere, these strategies include:

- Increase the likelihood of walking to work, by locating appropriate residential uses in the area and making pedestrian movement more desirable
- Increase opportunities for bicycle use
- Increase the use of mass transit by reducing headways, increasing convenience and comfort, and reducing fares
- Increase the use of ride sharing, Zipcars, and alternatives to cab fares
- **Require shared parking wherever possible to increase the percentage of occupancy for each parking space**
- **Increase on-street public parking fees to pay the true costs (including opportunity costs) of providing parking and developing a fund for longer term capital and operating expenses**
- Establish a fee structure for street and surface parking that minimizes free parking
- Educate the public about the community-wide value of improved parking strategies for local residents, businesses, customers, and employees

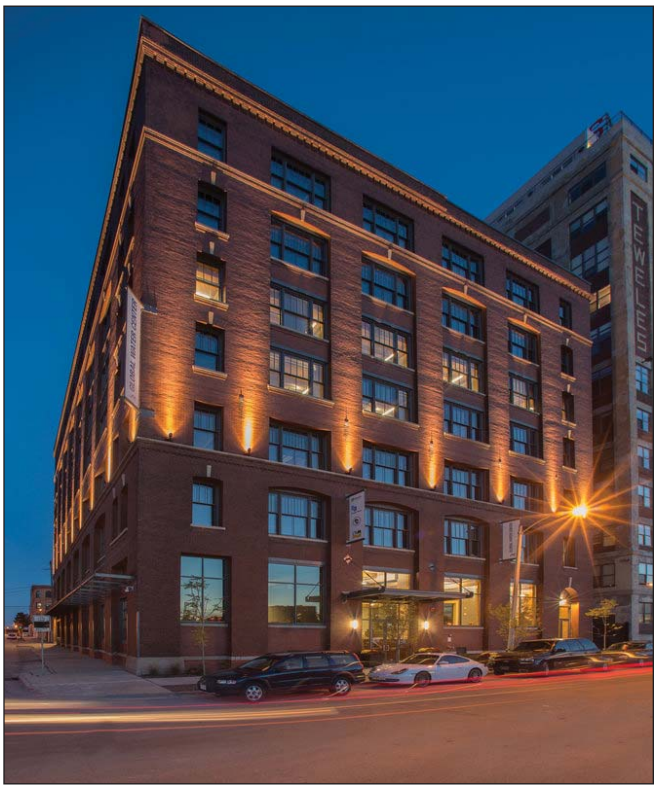


Figure 18. Adaptive reuse of former industrial uses to office and retail space (Global Water Center - left; 88nine/Stone Creek - right).

Current Development Projects

Over the past decade, Walker's Point has seen continued private investment in the form of new multi-family housing, commercial/office space and bar/restaurant establishments. As of June 2014, over 12 different development projects have been proposed, recently completed, or are likely to be developed within the next ten years (see figure 20). While predicting exact parking demand may not be meaningful given the dynamic nature of the last decade of development, changing social and cultural trends, and the uncertainty of future urban development patterns, understanding the baseline for parking requirements based on zoning code and market demand is beneficial to review and guide decision making for parking solutions.

Realizing this benefit, the Walker's Point Association, through personal contact with developers and City officials, assembled a schematic parking demand table based on completed, proposed and future development (see figure 20). This simple table focuses on the northeast area of Walker's Point (Subarea A) based on the existing parking supply shortage that appears to exist in this area. As mentioned earlier, this area of Walker's Point has the highest demand for parking during all times of the day and should be the site of the first public parking structure in Walker's Point.

Based on the analysis shown in figure 21 on the following page, an unshared supply of over 1,500 parking spaces will be required to match the current and future development in this area of Walker's Point (area fully built out). The greatest need will be for resident and office parking (slightly over 1,000 spaces). In order to determine the 'real demand', the typical peak parking demands for different uses must be examined. The peak daytime dedicated parking demand (office and retail) of 877 spaces exceeds the nighttime dedicated demand (residential and restaurant) of 448. An additional 136 parking spaces are in demand for this area during daytime hours and when added to the 877 needed daytime parking spaces, a total of 1,013 structured parking spaces are needed for subarea A in Walker's Point within the next ten years.

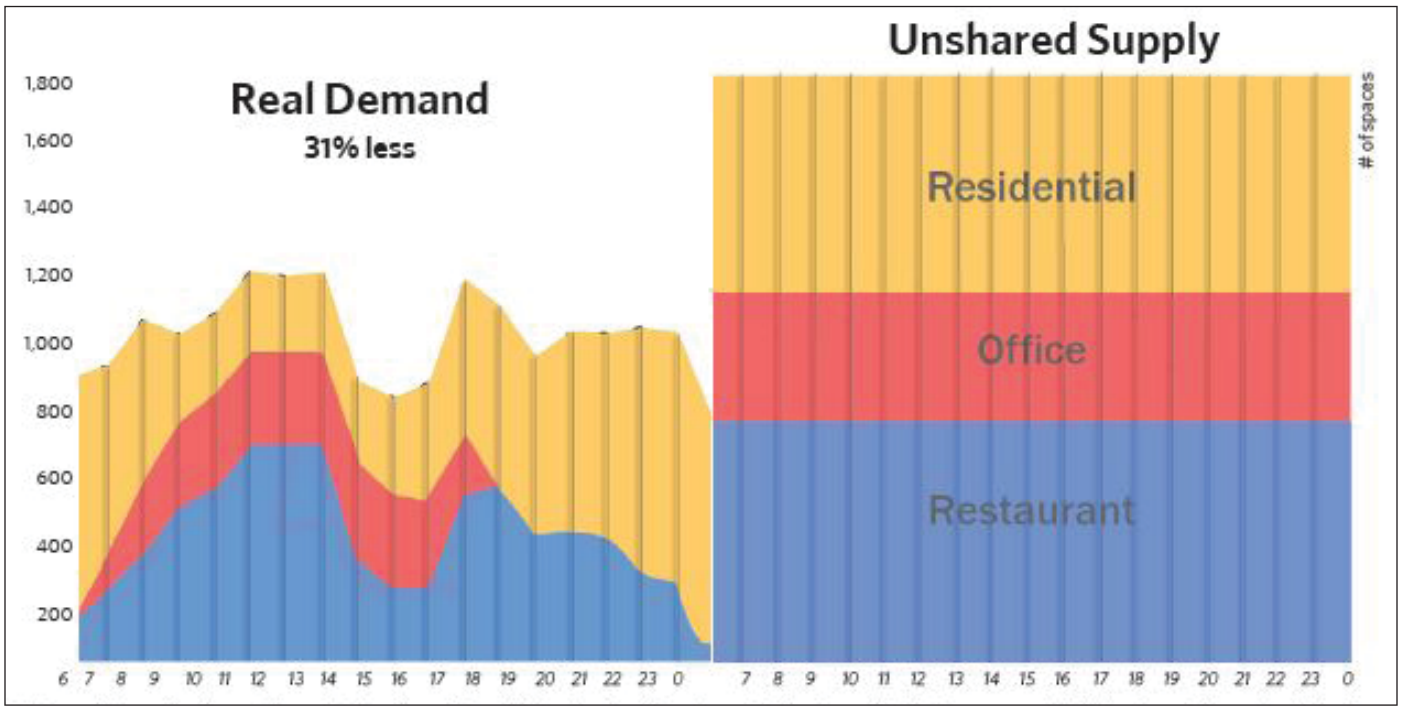


Figure 19. This graph shows the demand for parking by time of day, which varies for different uses. By sharing parking between uses with different peak demand periods, the total parking necessary is significantly reduced.

(Image courtesy of Nelson / Nygaard, 2011)

LOCATION (Sub-area A only)	STATUS	LOT AREA	EXISTING BUILDING AREA SF	PROPOSED BUILDING AREA	EXPECTED USE	NUMBER OF UNITS	NOTES
100-106 Seeboth - Kopps Building	Proposed		11,328		Restaurant		
145-155 S. 1st St	Future		11,800		Retail/Office		
Casting Point	Completed		28,500		Office		18 stalls underground
Kramer Lofts	Completed		48,600		Apartments	55	21 surface spaces
170 S. 1st St	Completed		9,300		Retail/Office		
1st St and Pittsburgh Ave Block	Proposed	78,600		120,000	Retail/Apartments	80	
209-261 E. Pittsburgh Ave	Future	63,000	46,000		Retail/Office		Need special event parking for Next Act
201-235 E. Pittsburgh Ave	Completed		201,000		Office/Apartments	107	Sufficient off-site parking exists
139 and 300 Oregon St	Proposed				Apartments	100	
214 E. Oregon St	Future	35,000	118,420		Apartments	80	
221 E. Oregon St	Completed		82,500		Apartments	77	
313 S. Water St	Future		6,500		Office/Apartments	5	

Figure 20. Completed, proposed, and future private development projects within Subarea A of Walker's Point.

BASE TOTALS FOR CALCULATING NEW DEMAND - SUB AREA A (based on information from WPA listed in above table)							NEW PARKING SPACES IN DEDICATED[1] STRUCTURES OR DEDICATED OFF-STREET SURFACE SPACES			NEW PARKING SPACES IN NON-DEDICATED ON-STREET OR SHARED OFF-STREET SURFACE LOTS		
Peak Parking Time	Expected Uses	Total Area (SF)	Parking Ratio[2]	New Demand		Expected to be Provided	Starting Subtotal	Unmet Demand Day	Unmet Demand Night	Starting Subtotal	Peak Day	Peak Night
Night	Residential	513,020 (504 units)	1/unit	504	x	85% =	428	107[3]	**428**	76	-	76
	Restaurant	11,328	3.5/1000 SF	40	x	50% =	20	20[3]	**20**	20	20	**20**
Day	Office	184,300	4/1000 SF	737	x	80% =	590	590	-	147	147	-
	Retail	65,300	3.5/1000 SF	229	x	70% =	160	160	-	69	69	-
			Unshared supply of parking spaces	1,509			Needed to be accommodated in structures	**877**	448		236	
											(100)	Existing excess capacity[4]
							Total shared parking structure spaces needed within ten years	**1013**			**136**	Remainder added to dedicated spaces

Figure 21. Estimated parking demand for Subarea A of Walker's Point.

NOTES:

1. The word 'dedicated' refers to either an off-street surface lot or parking structure that is physically adjacent/connected to the primary building.

2. Parking ratios were influenced by both City of Milwaukee zoning requirements as well as current market demand. See Table 295-403-2-a in the appendix for specific zoning requirements.

3. While residential and restaurant uses are host to peak night parking demand, supply is still necessary for residents who either work from home or take alternative transportation modes to work (estimated at 25% of the 428 starting subtotal). Additionally, afternoon parking for restaurants is in high demand in Walker's Point and therefore is shown equally to the night demand quantity.

4. Estimated excess supply of spaces that currently exist within Walker's Point.

5. ISSUES AND OPPORTUNITIES

This section describes key factors - issues, constraints, and opportunities - that have influenced the development of recommendations for this report. One major parking issue (and opportunity) stems from the different land uses in Walker's Point, coupled with local physical barriers (e.g. elevated railroads, water bodies, Interstate 94/43). The northern portion of Walker's Point (Areas A & B, see figure 22) is host to high on-street and off-street parking demands on a majority of streets during daytime, evening and overnight hours. In contrast, the central and southern portions of Walker's Point (Areas C & D) show a more sporadic demand for on-street and off-street parking with little to no demand for overnight parking. This parking mismatch, currently an issue, serves as an opportunity which can be addressed via the methods outlined throughout this report.

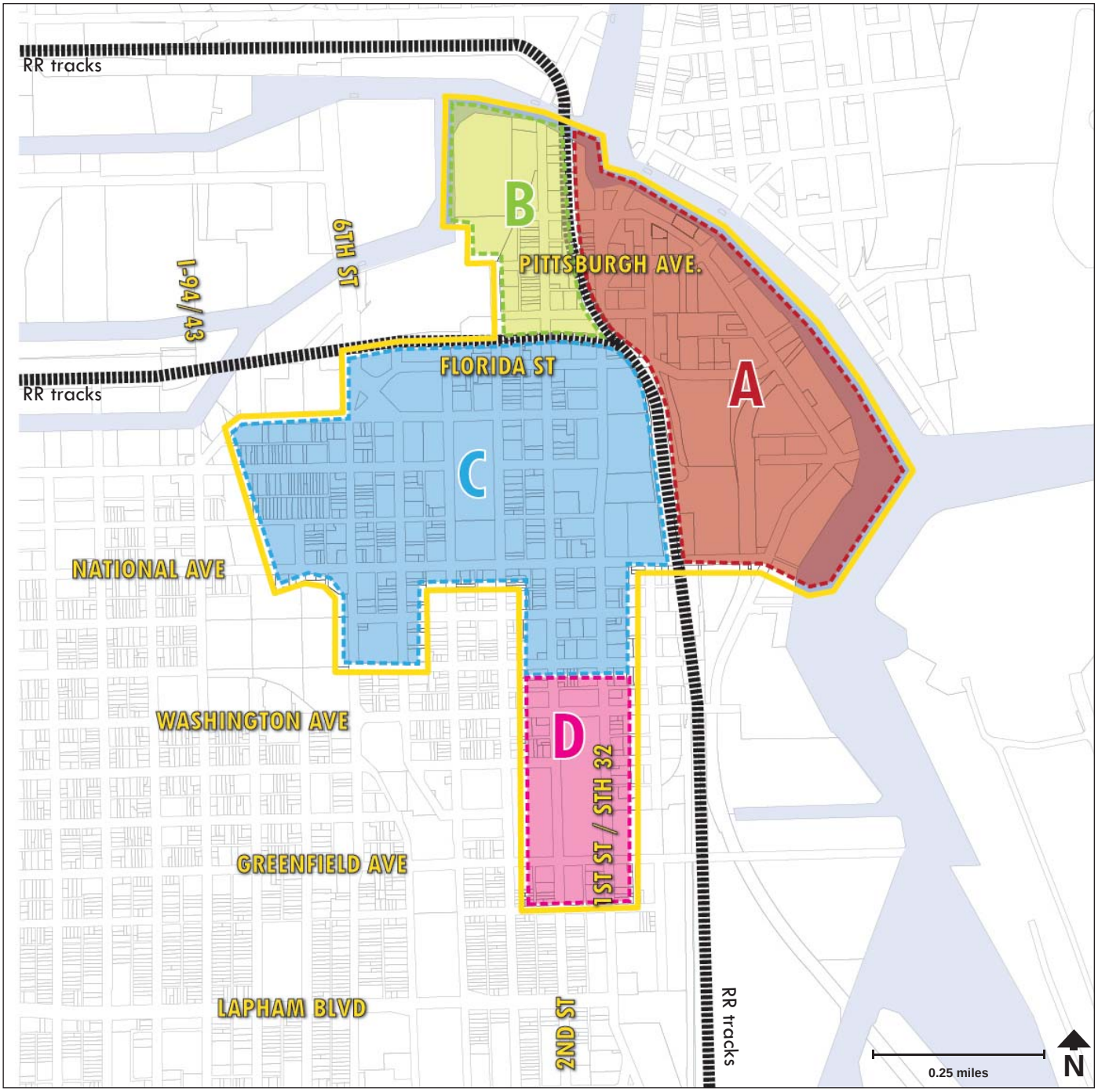


Figure 22. Walker's Point subareas map.

Aiding in the determination of these observations was the analysis of parking counts conducted by the City of Milwaukee Department of Public Works (DPW) in the summer of 2012. DPW periodically performs parking counts for different areas throughout the city for both on- and off-street parking facilities. The map below (figure 23) includes a graphic representation of the base on-street parking occupancy data shared by the City along with a number of other existing land use conditions as observed by local community leaders and project stakeholders.

Parking counts were taken during the peak occupancy times for different land uses including the following:

- 9:00am-12:00pm: business/office parking (yellow)
- 10:00pm-12:00am: bar/restaurant parking (orange)
- 2:00am-6:00am: overnight residential parking (red)

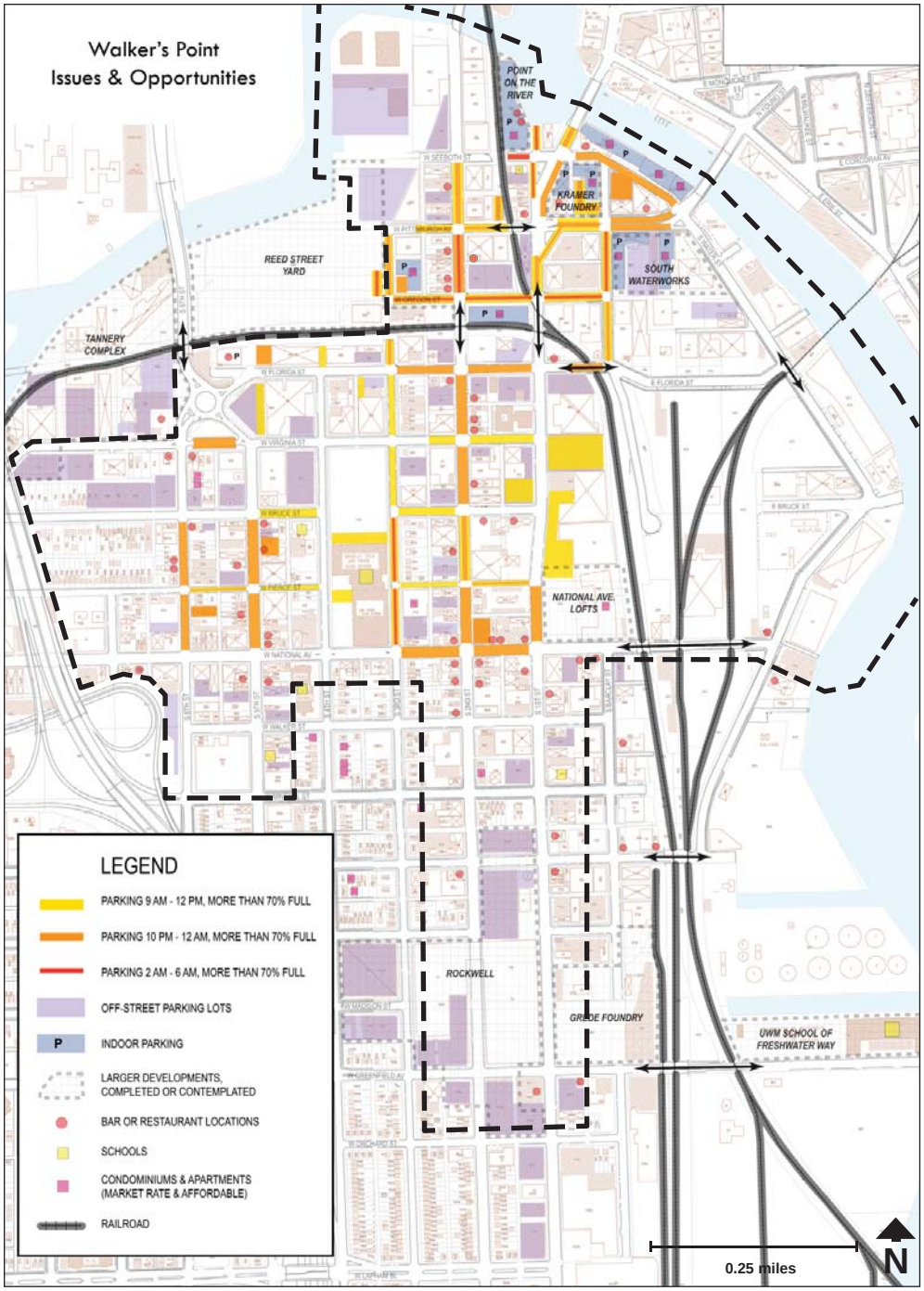


Figure 23. Issues and opportunities map.

Yellow fill is primarily shown on streets adjacent to office or business land uses. Streets that show an orange fill color are generally in close proximity to bars and restaurants (red dots). Overnight parking (red fill) is shown adjacent to multi-family residential buildings as well as some single-family residential blocks.

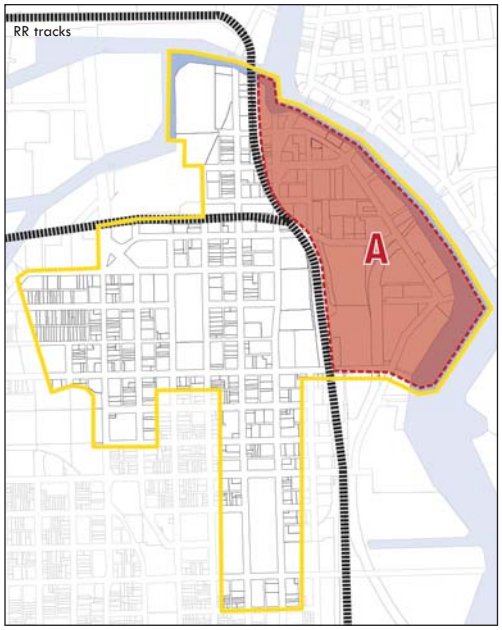
See the appendix for the full set of issues and opportunities diagrams.

NOTES:

- *On-street parking counts were only available for streets north of National Avenue*
- *Parking counts were conducted by DPW interns in the Summer of 2012*
- *70% was used as the base percentage because occupancies less than this percentage can be viewed as "readily available parking". This graphic is aimed at pointing out the variety of parking concerns for certain areas of Walker's Point.*

Subarea A

Subarea A contains the highest shortage of parking compared to any other subarea in Walker's Point (see figure 24). This is due to not only the high density of retail/office and residential uses within the area, but also the spill over of parking demand from the Third Ward. Unlike the Third Ward, this subarea (along with most of Walker's Point) is host to a number of streets with little to no on-street parking restrictions. As a result, employees, residents, and most commonly, MIAD students from the Third Ward will park for extended periods of time in subarea A and walk across the river to their destination in the Third Ward. This leaves employees, residents, and visitors in Walker's Point with limited opportunity to find parking spots within three blocks of their place of interest. In addition, private development planned within subarea A is sure to increase the demand for parking in this area. **Highest priority for both on- and off-street parking solutions should be focused within subarea A (i.e. metered on-street parking, parking structure, shared parking).**



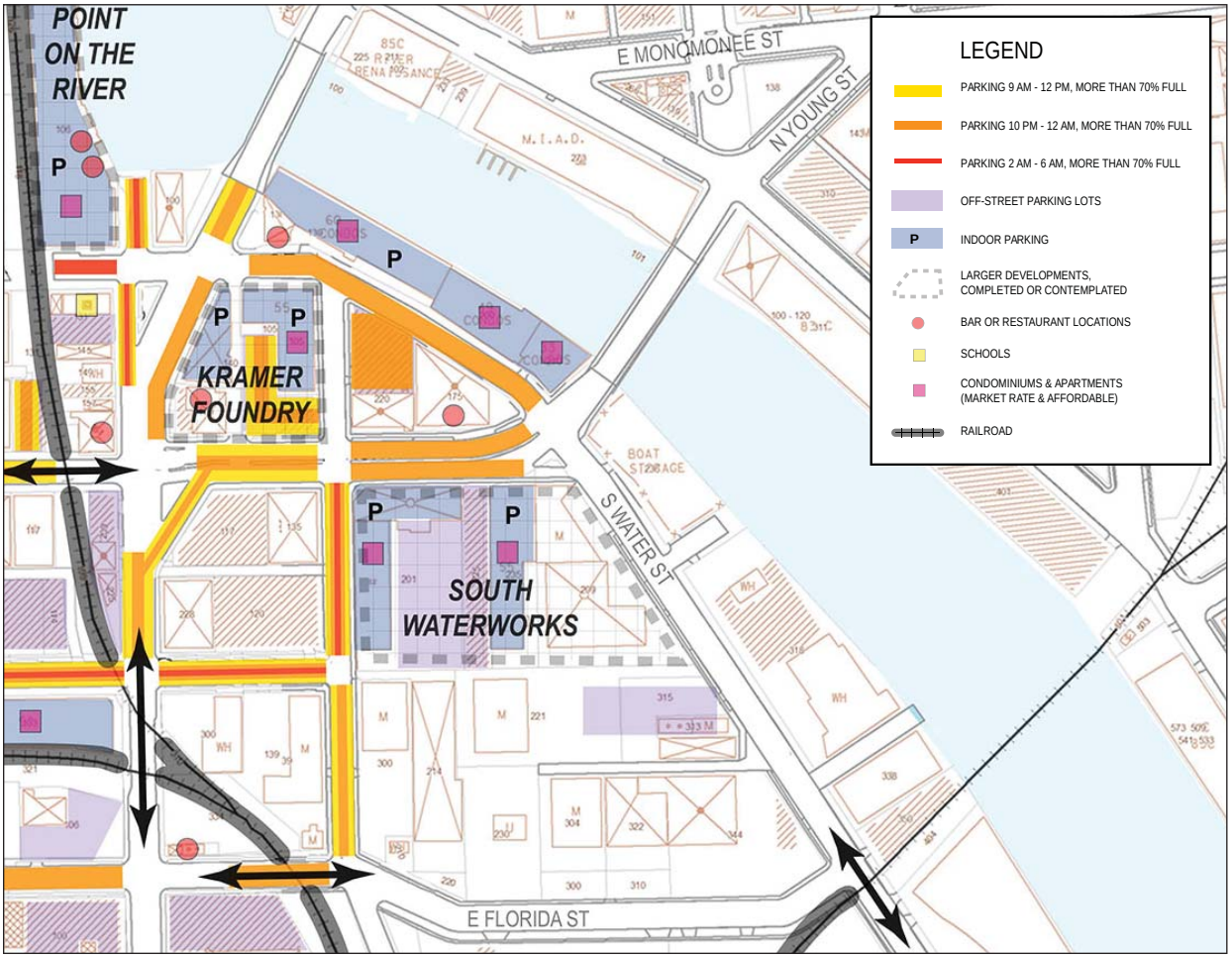
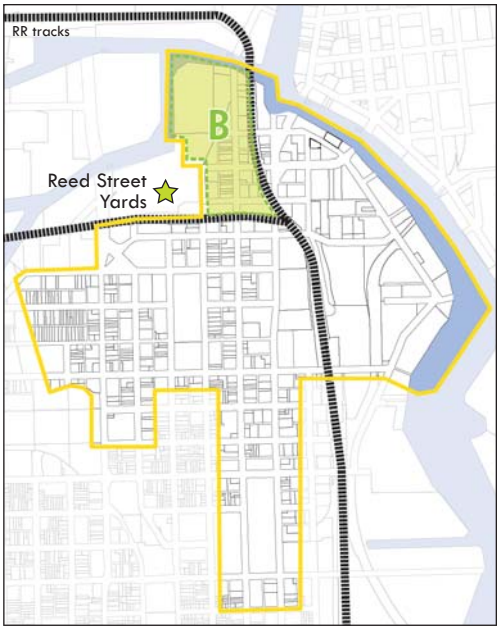


Figure 24. Issues and opportunities map - Subarea A.



Subarea B

Directly west of subarea A, subarea B contains many of the same parking issues found east of S. 1st Street (see figure 25). Large, multi-family residential buildings (Historic Fifth Ward Lofts, Teweles Seed Tower) contribute to the high occupancy of overnight street parking in the area. Additionally, a growing number of small, local shops/bars fill the streets in the afternoon/evening hours. Examination of specific daytime and nighttime on-street parking rates is integral to the success of new and existing businesses within this area. Keeping on-street parking spaces available for short-term parking should be the priority in order to provide convenience to customers and allow for appropriate turnover.

Opportunities for a future shared-use parking structure should be a focus with the current Reed Street Yards development directly to the west of subarea B. Surface lot shared parking may also be possible in the near future with the privately-owned 153 stall lot south of W. Oregon Street. Important to both of these solutions is the creation of non-assigned spaces that allow for multiple users to occupy the same parking stall at different times of the day.

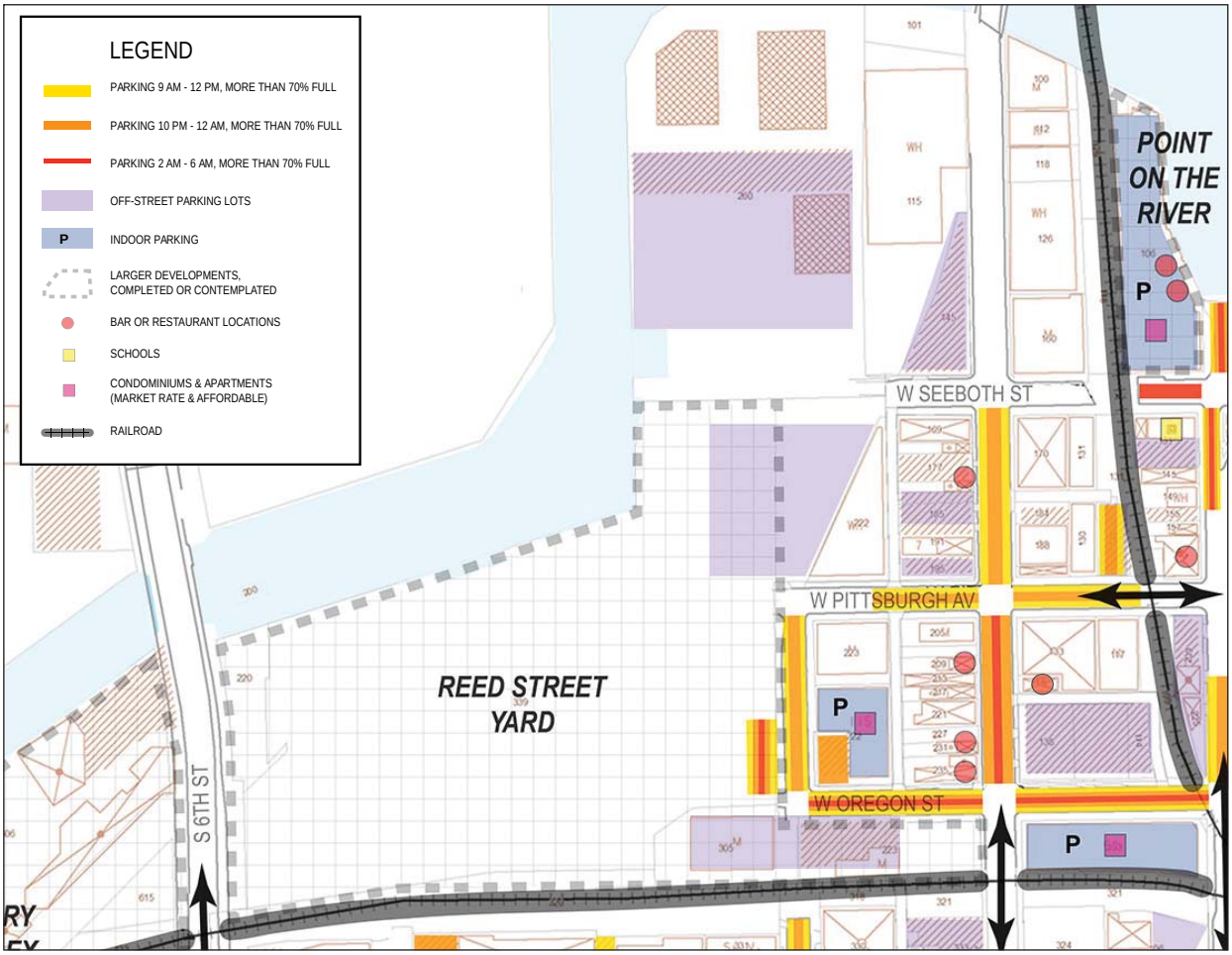
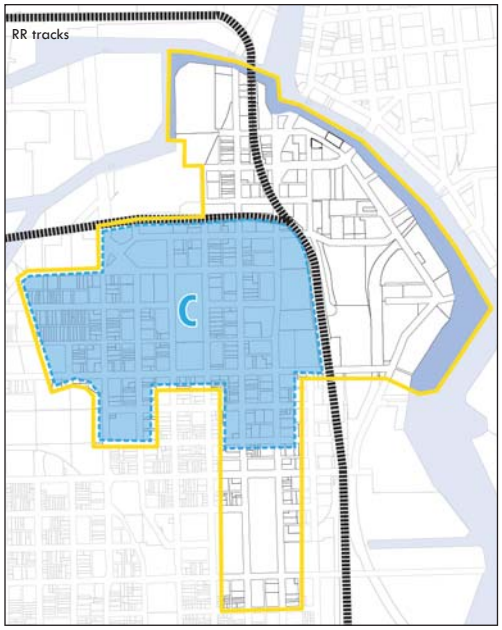


Figure 25. Issues and opportunities map - Subarea B.

Subarea C

Subarea C contains high parking occupancies during the daytime and evening hours (see figure 26). Restaurants and bars are the primary driver of parking demand within this subarea. While some restaurants contain private parking lots for their patrons, the majority of businesses do not have dedicated off-street parking. The use of valet parking by a small number of restaurants in the area has aided owners who do not have the space to provide off-street parking. A neighborhood valet service that would serve multiple Walker's Point restaurant/bar patrons should be examined in an effort to solve parking shortages in the area.

Another parking issue in this area is the demand for parking adjacent to Lynde and Harry Bradley Technology and Trade High School (Bradley Tech). Although the MPS school owns an off-street lot at the southwest corner of W. Virginia and S. 4th Streets, faculty and staff of the school regularly park along S. 3rd Street. This results in residential property owners on S. 3rd Street and office employees along S. 2nd Street unable to find street parking. An increase of on-street parking regulations and enforcing the utilization of the MPS parking lot (by faculty and staff) should be pursued.



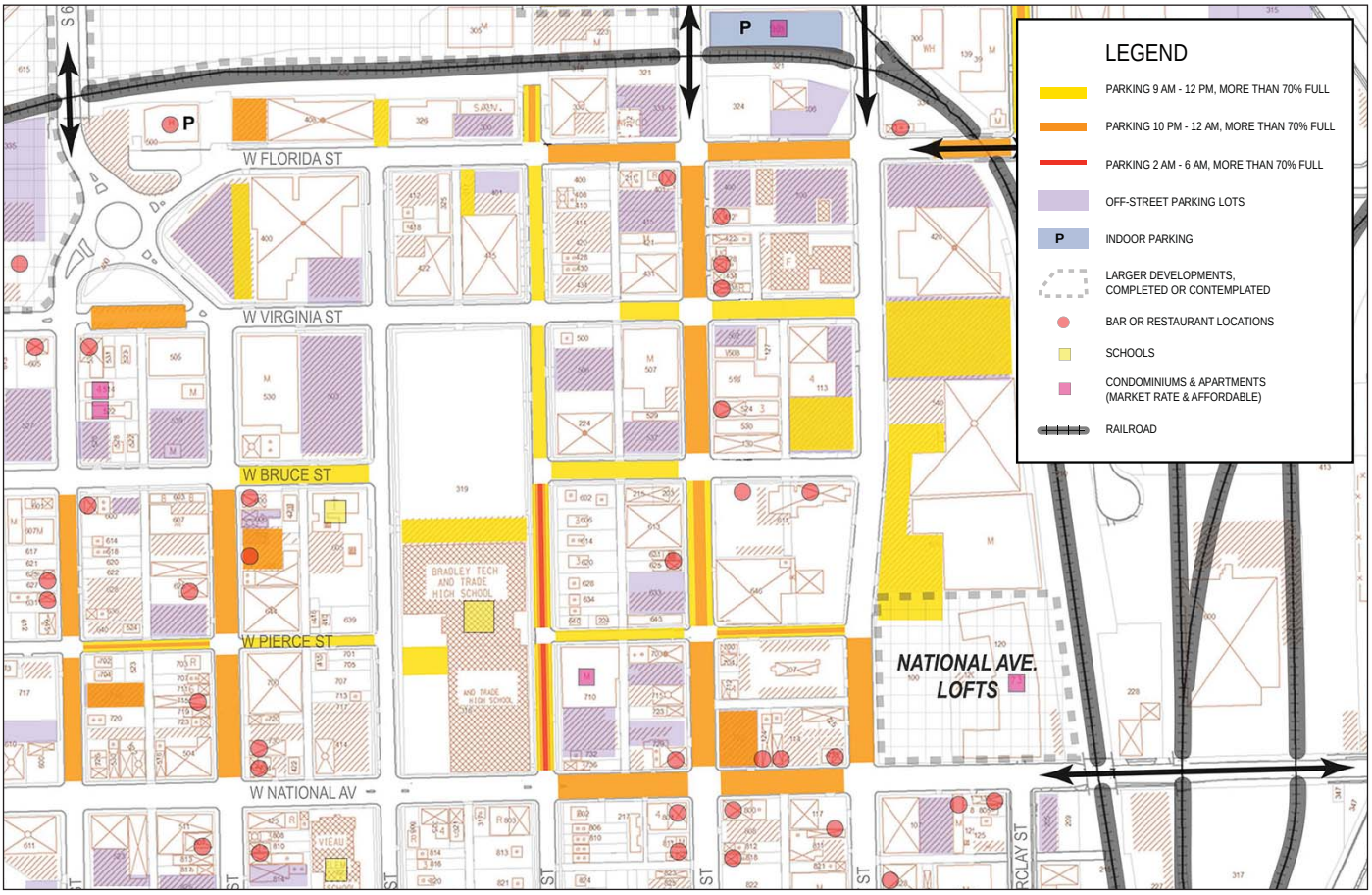
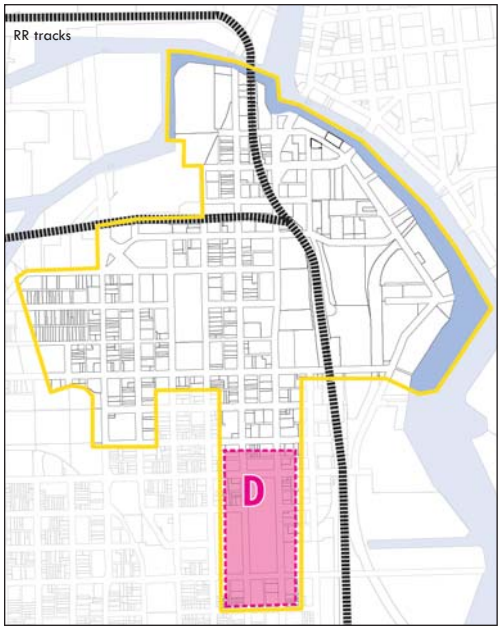


Figure 26. Issues and opportunities map - Subarea C.

Subarea D

Subarea D contains a large number of privately-owned, surface parking lots (majority owned by Rockwell Automation). While short-term parking improvements may not be in high demand, the combination of development pushing south from subareas A and B, development pushing north from Bayview, and the future development of the Inner Harbor directly to the east will all contribute to an increased, long-term demand for parking within this subarea. It is important to begin discussions now with private property owners to set aside strategic locations for future parking facilities that are available for public use.



Changing Our Dependence on Parking

Historically there has been a propensity to surface parking, especially when it is located within a few feet of the user's building. This is true for residents, store-owners, employers and employees. Once this bond has been established it is almost impossible to break. Typically, the belief held by surface parking users is that any change in parking will lead to the demise of the economic value of the associated enterprise.

On one hand there is some validity to this model that the status quo requires continuation of the current parking pattern. On the other hand, if this pattern persists it will be completely at odds with new development pressures that change the supply, demand, management, costs, and value of parking.

New residential units and offices will change the potential value of parking spaces which, in turn, will impact costs, availability, and user behavior. **The only effective approach to this pattern is to generate incremental change that respects the concerns of the users, but still accommodates new development.** A pattern of incremental change should simultaneously consider street parking regulations, shared parking easements, new structures, and alternative modes of transportation. That is, parking must be viewed as an overall system in which all components adjust over time in response to the economic and social needs of the community.

Some of these changes – like street regulations – can be changed in a responsive manner (as new supply and demand configurations emerge). At the other end of the process, however, parking structures – which require major capital investments – must be planned far in advance. That is, parking structures cannot be located effectively in a reactionary manner, after new supply and demand configurations become entrenched. By that time the cost of land has dramatically increased, the number of available sites has decreased, and the geometric constraints that allow for efficient parking structure design have become more complex and difficult to attain. Consequently, in Walkers Point, new parking structures need to be planned and executed in the short-term, and if possible in advance of new development.

Other changes - like alternative transportation modes - are already becoming a stronger force within the City of Milwaukee. While not quite at the same level as some European cities, Milwaukee is a national contender for one of the most bike-friendly cities in the US (see figure 27). As more people begin to see the usage of alternative transportation modes rise, the dependency to vehicular parking will be apt to decrease in numbers.

Figure 27. Bicyclists participating in the Milwaukee area Fed Fest.

Shared Parking

Shared parking is defined as a parking facility that serves two or more individual land uses without conflict or encroachment. The most effective use of a shared parking lot is when different sites' peak parking periods occur at different times of the day, or different days of the week (a bank and a bar, for example). The peak parking demand for employees and patrons of a bank will be weekdays from 8am to 5pm, Monday through Friday. In contrast, bar patrons will be looking for parking in the evening and weekends. Instead of building one parking lot for each land use, the two could potentially share a lot (see figure 28). **A strong mix of uses within the Walker's Point neighborhood and a high quantity of underutilized and vacant lots make the area a strong candidate to implement a shared parking strategy.**

A large number of neighborhoods similar to Walker's Point utilize shared parking. One of the closest examples would be several, privately-owned lots located within Milwaukee's downtown and Historic Third Ward. These lots are privately owned, yet operated and maintained by a third-party parking management service such as SP+ (www.spplus.com).

Important to any shared parking strategy are the legal agreements that must occur prior to implementation. Future shared parking solutions within Walker's Point will fall under one of the following three categories:

LAND USES BY TIME OF PEAK PARKING AND DEMAND		
Weekday	Evening	Weekend
Offices	Residential	Parks
Coffee shops	Restaurants	Restaurants/bars
Banks	Bars and dance clubs	
Schools		
Daycare centers		
Manufacturing Facilities		

Figure 28. Example of peak parking demand for different land use types.

1. Agreement between two property owners/ businesses

This scenario would include an agreement between a property owner who owns an off-street parking lot (one that has additional parking capacity and is not being used 24/7) and a nearby property owner who is looking to increase his/her parking supply. Both parties would have a mutual benefit to transforming the lot to accommodate multiple users. The two owners would need to come to an agreement on items such as usage, pricing, maintenance, and liability concerns.

2. Shared parking lot run by a third party (such as sp+)

This scenario includes a property owner who owns an off-street parking lot that has additional parking capacity he/she is looking to fill. Instead of pursuing an agreement with another specific property owner, the owner has the parking lot operated by a third party. This third party works with the owner to determine what days/ times of day the lot is underutilized and could accommodate additional cars from nearby users. Lots are typically signed as private parking from 8am-5pm Monday through Friday. This private parking is reserved for the property owner's tenants (office workers, employees, etc.). These tenants are given display passes to avoid citations. During the evenings and weekends, SP+ or a similar service manages and enforces parking open to the general public in these areas. The lots are most often equipped with pay & display machines, but some have parking attendants present. Either way, the parking manager enforces parking and issues citations when warranted. The revenue generated by the lots pays for SP+ services and gives additional income to property owner.

3. Agreement between property owner and shared valet service for multiple restaurants

One of the recommendations of this study is a shared valet service that would provide a parking service to multiple restaurants/bars in a specific area of Walker's Point. With this scenario, an agreement would need to be made between a property owner who owns a lot suitable for accommodating vehicles during evening hours and a valet company who would be contracted with the different restaurants. Both parties would need to come to an agreement on items such as usage, pricing, maintenance, and liability concerns.

Smart Parking

Smart parking systems utilize technology to increase convenience and improve the utilization of existing parking spaces. The systems can vary dramatically, depending on the level of technology and infrastructure used. The ultimate goal of any smart parking system is to improve parking availability, increase the user friendliness of parking systems, and to utilize analytics for better parking policy and management. These systems can be used for on-street parking, off-street parking, and parking garages, whether privately or publicly owned.

The purpose of smart parking is not to increase the overall pricing for parking, but to utilize existing parking spaces more efficiently and therefore reduce perceptions that there is not enough parking. Sensors can be used to indicate whether parking is available. More sophisticated systems use demand-responsive pricing to adjust the rates of street meters and garages, ensuring that parking spaces will always be available. The same spot may have different parking rates for different times of the day. High rates can create more turnover on the busiest blocks and lower prices can draw drivers to blocks with underutilized spaces.

In many cities, while adjusted prices can increase in certain areas or districts, prices are not increased overall. These systems simply manage the pricing and utilization more effectively. Demand-based parking has the additional benefit of reducing traffic congestion from cruising for parking. Studies of existing smart parking suggests that these systems are effective in increasing the utilization of parking, decreasing the abuse of under priced or free parking, and reducing the amount of traffic that is produced from cruising for parking.

Benefits of Smart Parking Systems

- Helps motorist find parking quickly and easily with web and smart phone applications
- Generates additional revenue to fund parking and other city objectives
- Reduces the search time for parking
- Increases the amount of time that motorists are outside of their cars
- Increases foot traffic for business districts
- Increases local sales tax revenue
- Improves parking policy through key insights from analytics
- Decreases vehicle miles traveled, therefore reducing cruising for parking, traffic congestion, and associated environmental impacts
- Streamlines and increases efficiency of parking enforcement

Smart parking systems utilize some or all of the following notable features:

- Sensors determine whether a particular parking spot is occupied or vacant, the length of time a car is parked, send parking information to parking enforcement officers (rather than them having to check every car)
- Sensors enable real-time parking availability and adjust parking prices – prices increase when parking is full, and decrease when parking spaces are emptying
- Web and smart phone applications (see figure 29) enable motorists to find parking in real-time, in addition to rates, hours, and time limits for parking (on-street, metered, parking garages) and pay for parking from their smart phones (in addition to debit/credit and cash/coins)
- Web and smart phone applications can be used to keep track of where a car is parked (and later get guidance back to the car), set reminders, take a picture of a car and take notes about the location, and save parking history.
- Ability to rate and comment on parking locations and set reminders noting great locations.

Figure 29. Real time parking availability phone app.

Cities utilizing smart parking technologies:

Indianapolis now utilizes the Smart Parking system, allowing motorists to view available parking spaces in real-time, via a free smart phone application. Sensors embedded in the pavement detect when spaces are available. Indianapolis is the first city in the United States where all parking meters can both be paid by coins, debit/credit cards, or by phone. The system is a mixture of single space meters and multi-space pay boxes that depend on solar power.

Washington D.C. uses the Parkmobile system, which is a pay-by-phone or mobile app parking program on approximately 17,000 on-street metered spaces. This system allows people to park without cash or credit cards at the meter, provides text message reminders when parking time is about to elapse, enables users to extend parking time remotely from any phone to avoid tickets, and provides savings to users since they only pay for the exact time the car is parked. Additional conveniences included user accounts, where parking receipts can be accessed.

Seattle's SeaPark system is less technologically advanced as other city systems, and is therefore more accessible as an affordable model for cities. The SeaPark system responds to parking demand across the city. Before SeaPark went into effect, like many cities, Seattle charged a flat, one-size-fits-all rate for parking in various downtown businesses districts. With the SeaPark system, the city prices parking in different districts based on need, in an effort to ensure that parking is available throughout the day. Officials collect parking data every year and change parking rates, which range from $1-$4 an hour, in each district when availability goals are not being met. This provides visitors and shoppers with better access to city businesses and reduces street congestion in crowded commercial areas. Seattle implements many low cost ways to direct drivers to parking. Large green "VALUE" signs are placed at the edge of popular districts to show people where they can park longer and a more affordable price. SeaPark does not utilize an official parking app; however, it makes its parking data available to third-party app vendors like Parkopedia.

Parking Structures

Downer Avenue Parking Structure

Located at the center of the Downer Avenue commercial corridor on Milwaukee's East Side, this privately-owned structure provides public parking for a number of different businesses within walking distance of the garage. The structure contains approximately 115 parking stalls and stands five stories tall (figure 30). The ground floor is also host to Associated Bank. The garage is managed by ABM Parking Services (www.abm.com).

Figure 30. Parking garage at Downer Avenue in Milwaukee.

Third Ward Parking Structure (corner of Water & Chicago)

225 E. Chicago Street parking structure is one of two parking garages in The Historic Third Ward. The garage at N. Water Street and E. Chicago Street is publicly owned and operated by Business Improvement District (BID) #2. The structure is 6 stories tall and is host to 430 parking stalls (figure 31). The garage is open to the public and also includes private parking for nearby businesses and residents. BID #2 financed $5.6 million for the construction of the parking garage.

Figure 31. Parking garage at N. Water Street in Milwaukee's Third Ward.

7. OPTIONS FOR PARKING STRUCTURES

Parking Supply, Demand, and Value

In most expanding urban redevelopment districts, the level of the district's economic value depends on access for customers, employees, residents, and visitors. In the case of Walker's Point, it is self-evident that one or more new public parking structures will be needed. The issues to be resolved include the location(s), size, and functional access patterns. For example, the knowledge that over the next decade there will be a need for 1,000+ indoor parking spaces is, alone, not useful. This section of the report outlines the types of issues and considerations that should be fundamental to the development of any new public access parking structures.

Each new use requires a reasonable amount of parking. Figure 32 depicts a range of expected land uses and the types of parking demand that may be generated (not specific to Walker's Point). The table includes a range of supply and demand possibilities in order to illustrate the potential degree of uncertainty that must be addressed when considering the size, phasing, location, design, financing, and management of parking structures.

Zoning and other public policies that standardize parking requirements rarely reflect market conditions and, over time, are often modified to reflect those market forces.

As noted previously, predicting precise parking demand may not be meaningful given the dynamic nature of the last decade of development, changing social and cultural trends, and the uncertainty of future urban development patterns. Nonetheless, the large amount of currently available vacant or underutilized buildings plus the capacity of vacant land suggests that demands will increase sharply. This is fueled even further with the general pattern of increased market values along the east side of Milwaukee, new development that is already occurring, and the added potential of waterfront values along the edge of Walker's Point.

As land values increase, the implicit fees for parking must also increase in order to pay for the equivalent value of space (see figure 33). Most dense urban areas remain "under parked" and thereby drive up the cost of new parking (appropriately) and also increase demand (and value of) transit, walking, bicycling, and ride sharing.

APPROXIMATE PARKING SUPPLY AND DEMAND FOR USERS AND EMPLOYEES (Compact urban development with partial reliance on walking and transit)		
Land Use	**Typical Demand**	**Additional Considerations**
Housing	0.8 spaces per bedroom	1 per unit for average renters/owners
Senior Housing	0.5 to 1.0 spaces per unit	Varies substantially by type of facility
Retail	2.5 - 4 spaces per 1,000 gsf	Parking in ramps may be problematic
Restaurant (sit down)	7 - 10 spaces per 1,000 gsf	Parking in ramps may be problematic
Restaurant (fast food)	15 spaces per 1,000 gsf	Parking in ramps may be problematic
Commercial office	3.5 - 5 spaces per 1,000 gsf	Depends on typical employee commute
Medical office building	5 spaces per 1,000 gsf	Depends on typical employee/patient commute
Hotel	1.25 - 1.75 spaces per room	Structured parking viable
Civic	1.0 - 4 spaces per 1,000 gsf	Structured parking viable

Figure 32. Parking supply and demand table.

VALUE OF PARKING			
Land Use	**Building value per gsf**	**Gsf per parking space**	**Tax base per "needed" parking space**
Senior Housing (private)	$175	650	$113,750
Health care	$350	250	$87,500
Housing	$125	650	$81,250
Medical office building	$200	250	$50,000
Hotel	$125	400	$50,000
Grocery	$150	300	$45,000
Commercial office	$150	250	$37,500
Bank	$125	300	$37,500
Retail	$125	250	$31,250
Restaurant (sit down)	$200	100	$20,000
Restaurant (fast food)	$250	50	$12,500
Civic	$0	250	$0

Figure 33. Value of parking.

Private versus Public Parking Structures

Structured parking typically comes in two basic forms: parking structures/ramps that are open to the general public, and those which are restricted to private users of the buildings served by the parking. Naturally, hybrid situations exist in which a structure may have both reserved parking spaces (for residents or office employees) and open spaces for the general public (see figure 34). Variations are evident from structure to structure in terms of percentage allocations, costs for different user groups, management practices, and convenience. As parking technologies also change, more precise costing mechanisms are being utilized, making it easier to increase occupancy of parking spaces, associated fees, and convenience to users. The status quo changes every few years along with pricing and demand changes.

Key factors in the size, phasing, design, location, and management of public parking structures include:

- Proximity of spaces to daily uses
- Ease of pedestrian access
- Ground floor uses for street activation
- Nighttime uses for commercial spaces and daytime uses for residential spaces
- Number of pedestrian entries to facilitate use by employees and customers – location to maximize number of people who can use the parking structure within 2-3 blocks of their destination
- Appearance of the structure in relationship to neighborhood character. Parking structures in Walker's Point should embrace the creative presence within the neighborhood and have designs which reflect that creativity (see figure 35)
- Perception of safety and security
- Management provisions for multiple parking types (e.g., fully secured with a guaranteed space, reserved space at key times, open for use by general public, etc.)

Parking structures also have the ability to advocate for other transportation modes and should consider incorporating the following:

- Bike sharing stations (at structure or nearby)
- Bike parking (in station, covered, protected, near entrance, see figure 36)
- Electronic charging stations for electric vehicles

Figure 34. The Parking structure at LightHorse 4041 Apartments in Shorewood, WI is available to both residents and retail customers.

Figure 35. Artistic panels used to enliven traditional parking garage facade in Fort Myers, FL.

Figure 36. Bicycle parking/rental at the ground level of parking structure in Santa Monica, CA.

Demand/Supply Parking Estimates for Parking Structures

Based on the analysis conducted for this report, discussions with local community leaders and stakeholders, and shared knowledge of the current pattern of development, it is reasonable to assume that there will be a demand for at least one parking structure with a minimum of 250 parking spaces. **The recommendation of this study is to locate this structure within subarea A.** While this number falls short of the total estimated future demand for subarea A (see page 21), it will alleviate the already existing shortage. Financial feasibility and physical size is also a determining factor in recommending a structure of smaller capacity. It is anticipated that demand for parking structures will increase incrementally as more development occurs. However, given the substantial financial risks of underutilization, additional structures should be phased in an incremental fashion as demand increases.

Demand for a structure may be initially weaker given the availability of free or inexpensive parking. Therefore, it is important to combine the investment in a new parking structure with the enforcement of other private and public policies which simultaneously:

- **Reduce the amount of available free or low-cost street parking.**
- **Increase the use of existing lots for shared off-street parking.**
- **Create a low pricing structure to induce initial utilization.**

These policies may imply that the first parking structure does not "break even" for a few years. Such risks will need to be absorbed by local businesses and landowners through a Business Improvement District (BID) or similar entity.

One way to share the risk of an initial parking structure is to combine utilization with an adjacent development for new housing or office use. That is, a predetermined numbered of spaces in a new structure can be set aside for occupants of new uses at a reasonable rate. This offsets some of the risk in the investment. Over time, these arrangements can be changed to reflect changes in market values. Similarly, it may be reasonable to require some new development (office and/or residential) to provide internal parking stalls depending upon the immediate surrounding development patterns and parking demands.

Integrated parking structure

Parking structures generally fall into two broad categories of intent. One type is fully integrated with a new development and is intended to be used exclusively for that project. For example, a new residential apartment building may create just enough new parking in a structure (usually below grade) for its own tenants. Similar patterns occur for new office developments. The problem with this type of solution is that it does very little to help the overall neighborhood or district.

The other typical model for new parking structures is a "stand-alone" structure which is intended to serve all users as much as possible in order to generate sufficient revenue. The problem with this solution is that it often undercuts the need to serve as an incentive for new development.

Increasingly, cities like Milwaukee need an intermediate model – an integrated structure that accommodates both sets of goals. This kind of parking structure would serve new, expected users (like a new apartment building or office) and also provide spaces that can serve neighborhood activity generated by a larger, general population of users. Such structures could be built before a new residential or office structure, but planned as one combined development pattern. The structure could be designed to fit the needs of a specific building as well as the larger neighborhood. One major value of this approach is the partial economic independence of both the parking structure and the target companion building. That is, the future economic value of one structure is not completely dependent on the value of the other. For example, if the market value of a new apartment building changes negatively, the value of the associated parking structure could be more easily retained (and vice-versa).

Figure 37. LightHorse 4041 Apartments in Shorewood, WI combines ground-level parking, structured parking, ground floor retail and apartments.

8. WALKER'S POINT STRATEGIC RECOMMENDATIONS

The following pages put forth a number of short- and long-term parking recommendations for the Walker's Point neighborhood. A number of the short-term recommendations have the possibility of performing as interim (mid-term) solutions until long-term recommendations can be implemented.

Ongoing Monitoring of Parking Effectiveness

No matter how many times the supply and demand models are calculated, the real issue will be the day-to-day effectiveness of the parking network in the community. The best way to address this issue will be to conduct brief, targeted evaluations on an annual basis (minimum). The goals should be to further define the scope of the problems for parking and the efficacy of new interventions. These parking interventions should not necessarily be viewed as permanent changes, but interim experiments that are monitored for effectiveness. Parking interventions can then either stay or go depending on the success of the parking intervention. Data collection should include parking occupancy by time of day, time of week, season, and user type (customer, resident, employee). See the appendix for a sample "parking monitoring sheet" that can be used for ongoing monitoring.

Short-Term Action for Walker's Point:

- Identify the "problem" areas according to time of day, time of week and user type and collect relevant data.

Mid-Term Action for Walker's Point:

- Conduct monitoring of the specific problem area multiple times (e.g. weekday, weeknight, weekend) during peak time periods according to land use.

Long-Term Action for Walker's Point:

- Conduct regular monitoring of occupancy for parking usage in all parking facilities and lots, including on-street parking and surface lots.

New Public Parking Technologies

Consider the use of new technologies for parking meters, which have proven successful in other compact urban districts. In the long run, as customers become familiar with these systems and their ease of use, they can be extraordinarily effective in managing demand and usage at different times of the day and week, as well as for different types of users. Moreover, the pricing and timing of such parking policies can be modified far more easily than older coin-operated meter systems.

Short-Term Actions for Walker's Point:

- Identify a 3-4 block stretch or area of on-street parking that could test a new technology for parking meters.
- Determine the appropriate innovative parking meter to implement (LUKE or other, see figure 38).

Mid-Term Action for Walker's Point:

- Install and operate the parking meters for a agreed upon time length to test the impacts. Monitor the effects of the new parking meters.

Long-Term Action for Walker's Point:

- Determine if selected parking meters should remain in place and/or expanded to larger area.

Figure 38. LUKE parking meter similar to those used throughout downtown Milwaukee.

Shared Parking

The greatest opportunity for increased utilization of existing parking lots is a shared parking strategy (see figure 39). Shared parking lots are privately owned, yet often operated and maintained by a third-party parking management service such as SP+. The most effective use of a shared parking lot is when different sites' peak parking periods occur at different times of the day or different days of the week (a bank and a bar, for example). The peak parking demand for employees and patrons of a bank will be weekdays from 8am to 5pm, Monday through Friday. In contrast, bar patrons will most commonly look for parking in the evening and weekends. Instead of building one parking lot for each land use, the two could share a lot. Future shared parking solutions within Walker's Point will fall under one of the following 3 categories: 1) Agreement between two property owners, 2) Parking lot run by third party such as SP+, or 3) Agreement between property owner and shared valet service for multiple restaurants. Walker's Point must increase options for shared parking through the following:

- Shared parking options that support increased occupancy rates, 24/7 business, and residential uses,
- Sharing arrangements that are codified in covenants, deed restrictions, and developer agreements, including pilot leasing programs of private lots for limited sharing at key times,
- Vehicular access between adjacent sites that is required when possible, eliminating the need to return to the adjacent collector or arterial street when visiting multiple adjacent sites,
- Shared parking strategies that eliminate redundant and unnecessarily large parking areas. Shared parking should be counted for all calculations for parking needs of future users.

Short-Term Actions for Walker's Point:

- Assemble owners of private parking lots within the Walker's Point neighborhood for an informational session on shared parking benefits.
- Reach out to SP+ or similar 3rd party parking management company to conduct pro formas and financial analysis of off-street, shared parking lot potential for interested property owners.
- Dialogue with appropriate City of Milwaukee staff to implement on-street parking restrictions for key streets within Walker's Point.

Long-Term Action for Walker's Point:

- Gauge outcomes of property owners who have converted their private lots from single use to shared.

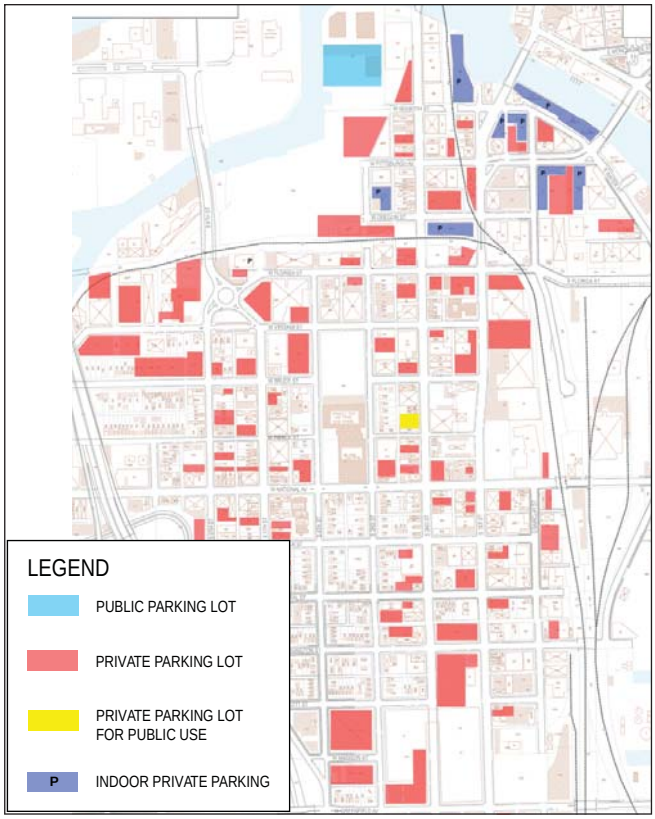


Figure 39. Existing off-street parking locations that should be examined for shared parking possibilities (see page 17 for full size exhibit).

Valet Parking

As mentioned earlier in this report, a number of owners in Walker's Point were interested in the idea of a 'neighborhood' valet service that would be available to multiple restaurants who opted into the valet service.

Short-Term Actions for Walker's Point:

- Facilitate discussions with restaurant owners regarding the creation of a neighborhood valet service. Communicate with owners who already provide valet service to gain insights on challenges and opportunities.

Mid-Term Action for Walker's Point:

- Work with valet operator to ensure vehicle storage occurs in appropriate areas that do not place a burden on other uses in Walker's Point.

Long-Term Action for Walker's Point:

- Closely monitor the effectiveness of valet parking in Walker's Point. Work with the City to determine how increased regulations can be enforced if problems arise.

Public Parking Regulations and Management

WPA must consider new concepts for parking regulations and management, such as:

- Installing new types of meters with flexible pricing systems (including market-based pricing) and ease of use.
- Securing BID or Tax Incremental District (TID) support of parking ramp operation; consider possible cost/benefit for 1st floor retail.
- Educating residents of overnight parking for residents by permit (http://city.milwaukee.gov/mpw/divisions/administrative/parking/ParkingPermits.htm).
- Providing clear wayfinding to parking lots and garages.
- Providing off-peak exceptions to 1 or 2-hour parking limits.
- Securing customer validation for waiving parking violations.
- Enforcing seasonal guidelines to allow some on-street parking to be used for outdoor seating in warmer weather and during peak times for outdoor dining.
- Regulating inappropriate use by employees and non-customer users (including, for example, inappropriate Bradley Tech School staff parking on-street and not in designated parking lot).
- Creating additional on-street parking where possible.

Short-Term Action for Walker's Point:

- Continued communication/education with existing "inappropriate" users of on-street parking spaces.
- Dialogue with appropriate City of Milwaukee staff to implement on-street parking restrictions for all streets within Walker's Point.

Mid-Term Action for Walker's Point:

- Establish wayfinding sign designs and determine suitable locations for signage (see figure 40).

Long-Term Action for Walker's Point:

- Form a BID to support parking solutions for the entire neighborhood.

Integration of Parking with Circulation, Development, Social/Economic Activities

The creation or adoption of parking techniques need to be viewed as part of a larger vision of overall quality of life within Walker's Point. Understanding the physical, social and economic relationship between parking systems will ensure support from local businesses, residents and political leaders.

Long-Term Action for Walker's Point:

- Create an integrated public place and street master plan that will coordinate and phase all of the actions needed to achieve this goal.

Figure 40. Examples of creative parking restrictions (top) and wayfinding signage (bottom).

Parking and Complete Streets: Pedestrianization

- Install more "countdown timers" for pedestrian crossings at major signalized intersections to facilitate a more friendly pedestrian experience.
- Improve major pedestrian crossings at key locations.
- Create and link key pedestrian destinations.
- Prioritize "everyday" walkability for shoppers, residents, visitors, and employees.
- Install traffic calming elements at key intersections to give pedestrians both the perception and substance of safety.
- Avoid major pedestrian "gaps" (areas in excess of 80' in which there no significant positive pedestrian experiences or activities).
- Design parking areas to have the least negative impact on pedestrian views and movement.

Long-Term Action for Walker's Point:

- Develop and implement a "pedestrian level of service" model that focuses on street activation and maximization of pedestrian movement within reasonable safety standards. Figure 41 shows key elements that create a high pedestrian "Level of Service".

PEDESTRIAN LEVEL OF SERVICE
Walkability
Pedestrian priority, protection, ease of crossing
Two-way pedestrian movement
Parallel lanes for activity (curb, circulation, building use)
Microclimate modifiers
Street Definition
Strong corners
Continuity (no gaps exceeding 80', no more than 1 gap per block)
Layered edges -ground level and upper levels
Visual harmony and diversity
Multiple lots, lot widths, clear building "grain"
Changes in texture, color, light and shade
Moderated continuity - height, proportion, datum, style
Visual depth - interior/exterior linkage
Frequent entries
First level, upper levels, inside/outside
Maintenance
Comprehensive, daily, seasonal, private/public
Quality
Detail, materiality, authenticity, installation

Figure 41. Key elements to providing a high pedestrian level of service.

Parking Structure

The recommendation of this study is to find the appropriate private development (currently proposed or envisioned) and add additional spaces to the parking structure proposed as part of that development. The other option would be to allow the private developer to build their development without the supply of additional spaces, but require that portions of the parking supply be open to the public. These spaces would be available during non-peak occupancy hours when the structure would be mostly empty (example: allow 50 - 75% of available parking stalls of an apartment building to be used by the public during daytime hours).

An example of a financial tool to aid this process could be to have the developer front the cost of the structure and have a TID pay back the infrastructure cost, directly or indirectly, over a certain time year period. Currently, there are 3 active Tax Incremental Districts in Walker's Point.[1] The following pages show conceptual parking structure site configurations for two different subareas (see figures 42-49) to aid in the understanding of how structures should be designed to blend into the urban fabric of Walker's Point.

Short-Term Action for Walker's Point:

- Reduce the amount of available free or low-cost street parking.
- Pursue/continue discussions with private sector developers in all subareas to identify mutual benefits in developing parking structures.
- Work with the City to evaluate the potential of creating a TID where appropriate to finance public parking structures, streetscape, green space, roadway reconstruction and utilities and spur further private development.

Mid-Term Action for Walker's Point:

- Create a low pricing structure to induce initial utilization.

Long-Term Action for Walker's Point:

- Conduct monthly monitoring of parking garage usage.

1 http://city.milwaukee.gov/ImageLibrary/Groups/cityDCD/business/TIF/pdfs/2014Map-TaxIncrementalDistrict.pdf

Parking Structure Conceptual Design - Subarea A

S. 1st Street & E. Pittsburgh Avenue

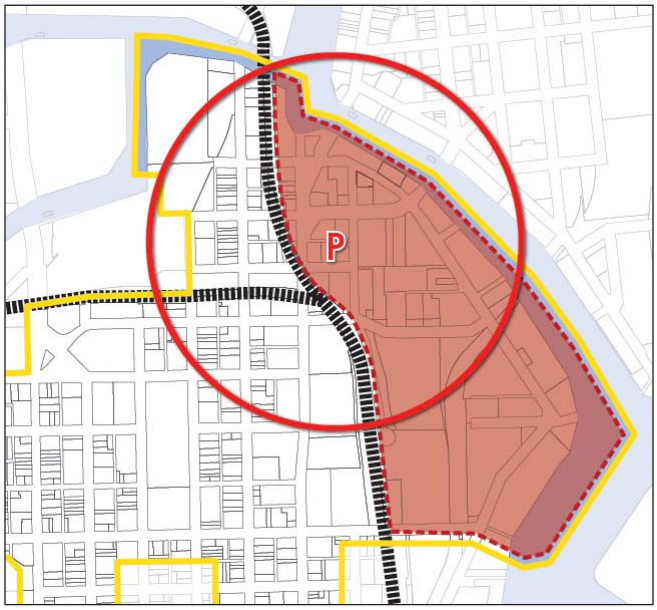


Figure 42. Parking structure location within subarea A with 5-minute walking radius.

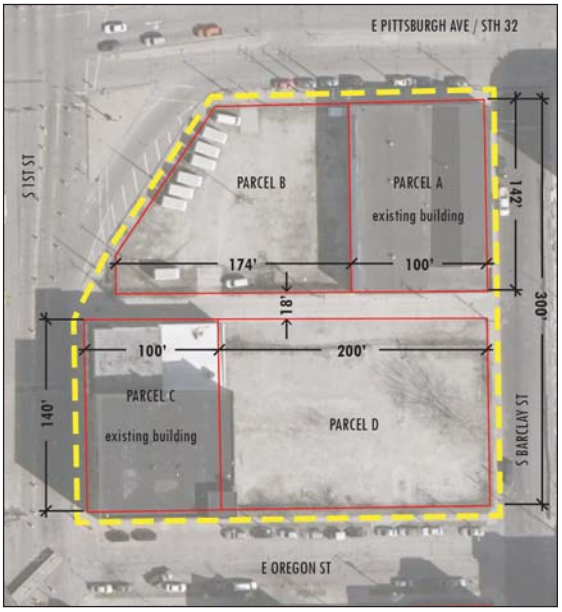


Figure 43. Site dimensions.

CONCEPT A

CONCEPT B

CONCEPT C

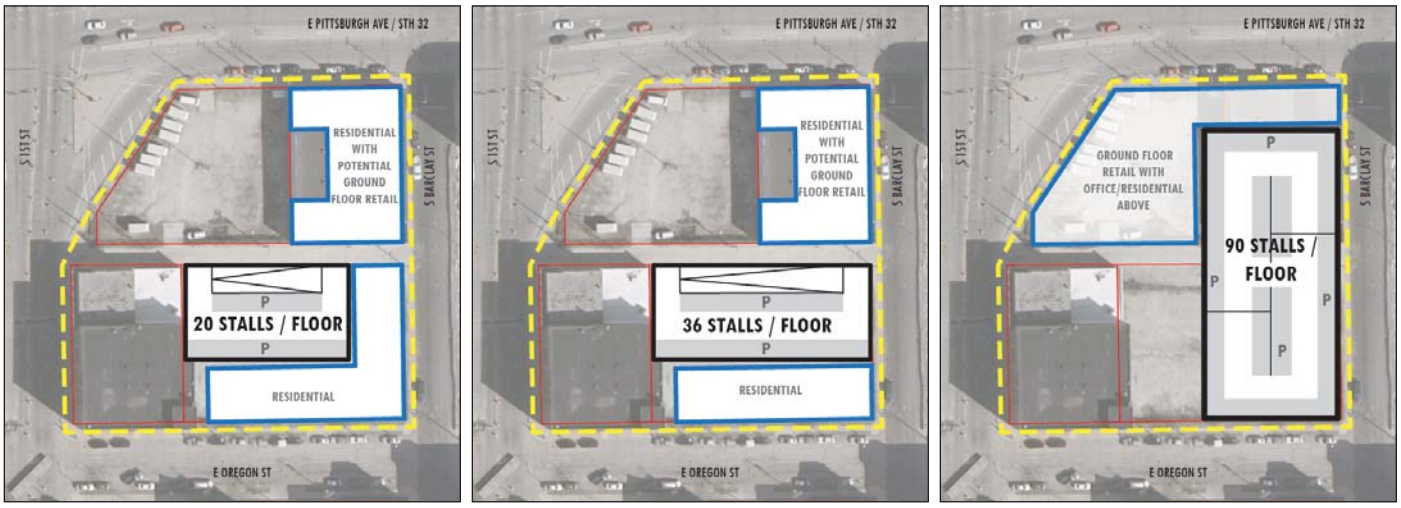


Figure 44. Conceptual site configurations that include residential, retail, office uses along with the parking structure itself.

Parking Structure Conceptual Design - Subarea C

S. 4th Street & W. Bruce Street (Option 1); S. 2nd Street & W. Pierce Street (Option 2)

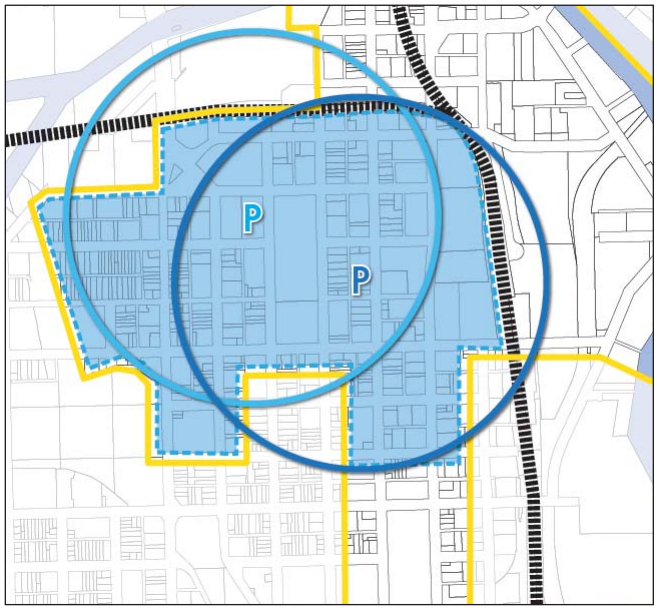


Figure 45. Parking structure locations within subarea C with 5-minute walking radii.

Figure 46. Site dimensions (option 1).

OPTION 1 CONCEPT

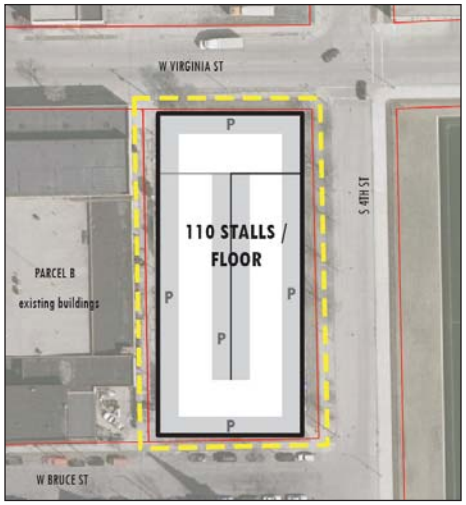


Figure 47. Conceptual site configuration (option 1).

Figure 48. Site dimensions (option 2).

OPTION 2 CONCEPT

Figure 49. Conceptual site configuration (option 2).

APPENDICES, GLOSSARY & RESOURCES

APPENDIX A: WPA Issues and Opportunities Diagrams (7 pages, figures 50-56)

APPENDIX B: City of Milwaukee Zoning Ordinance 295-403. Parking (7 pages)

APPENDIX C: Sample Parking Monitoring Sheet

GLOSSARY OF PARKING TERMS

RESOURCES

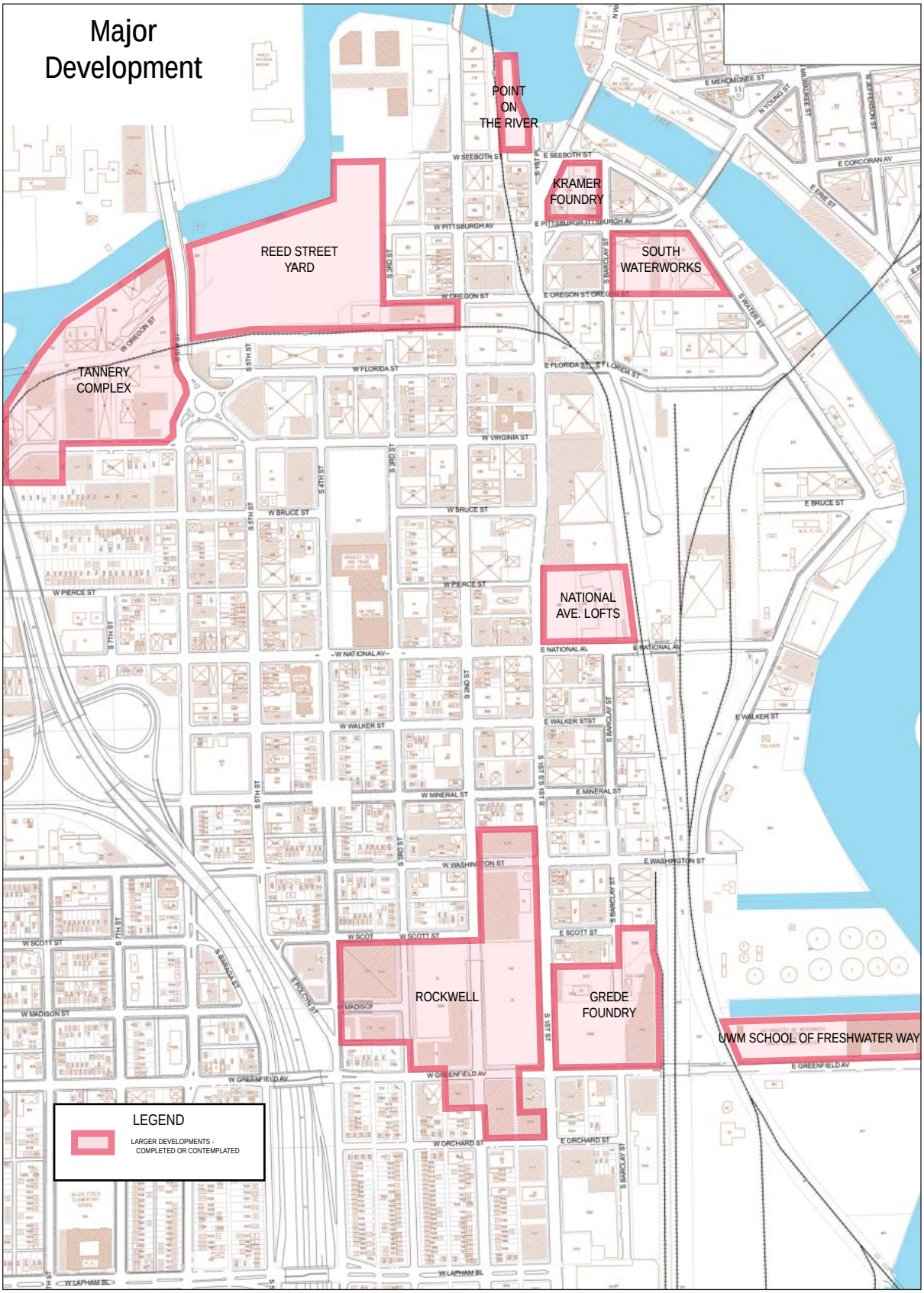


Figure 50. Major development planned or underway in Walker's Point. Each site will have an effect on the overall demand for parking in the neighborhood (Continuum).

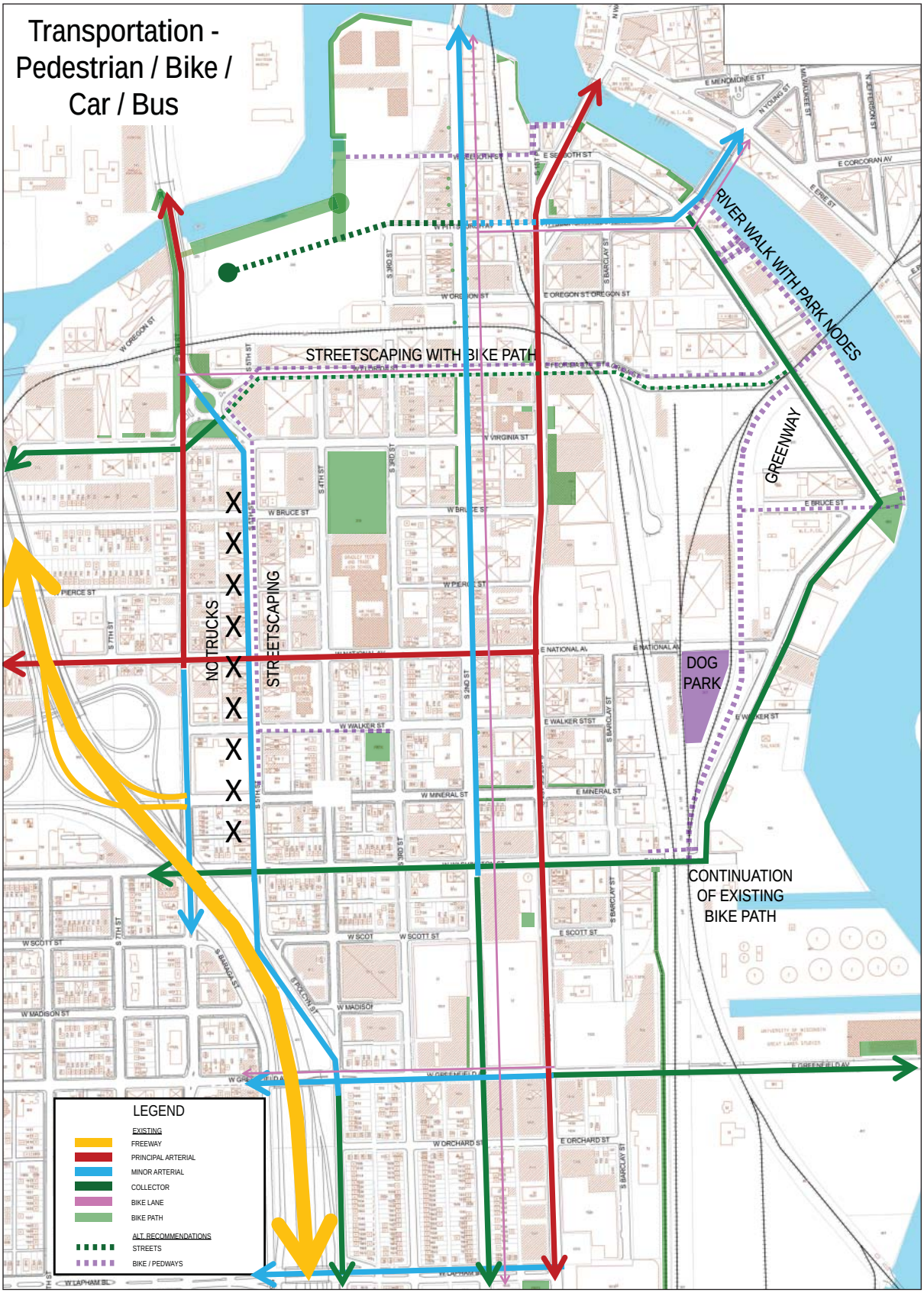


Figure 51. Major transportation systems in Walker's Point. A number of proposed bike accommodations and increased streetscape have come out of the Walker's Point Master Plan currently underway (Continuum).

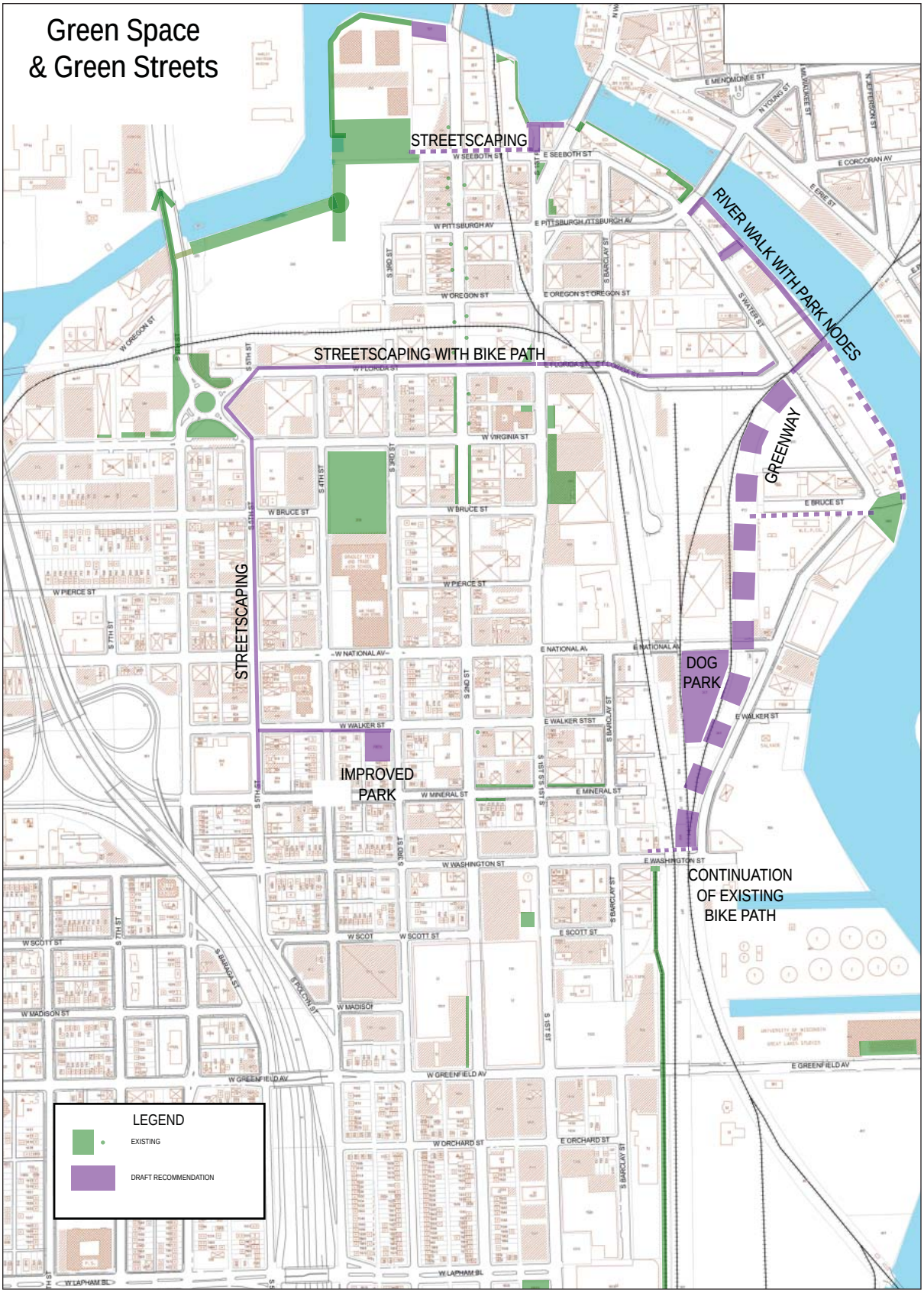


Figure 52. Green space and green streets in Walker's Point. Maintaining and/or providing public access to the riverfront is desired by the Walker's Point neighborhood (Continuum).

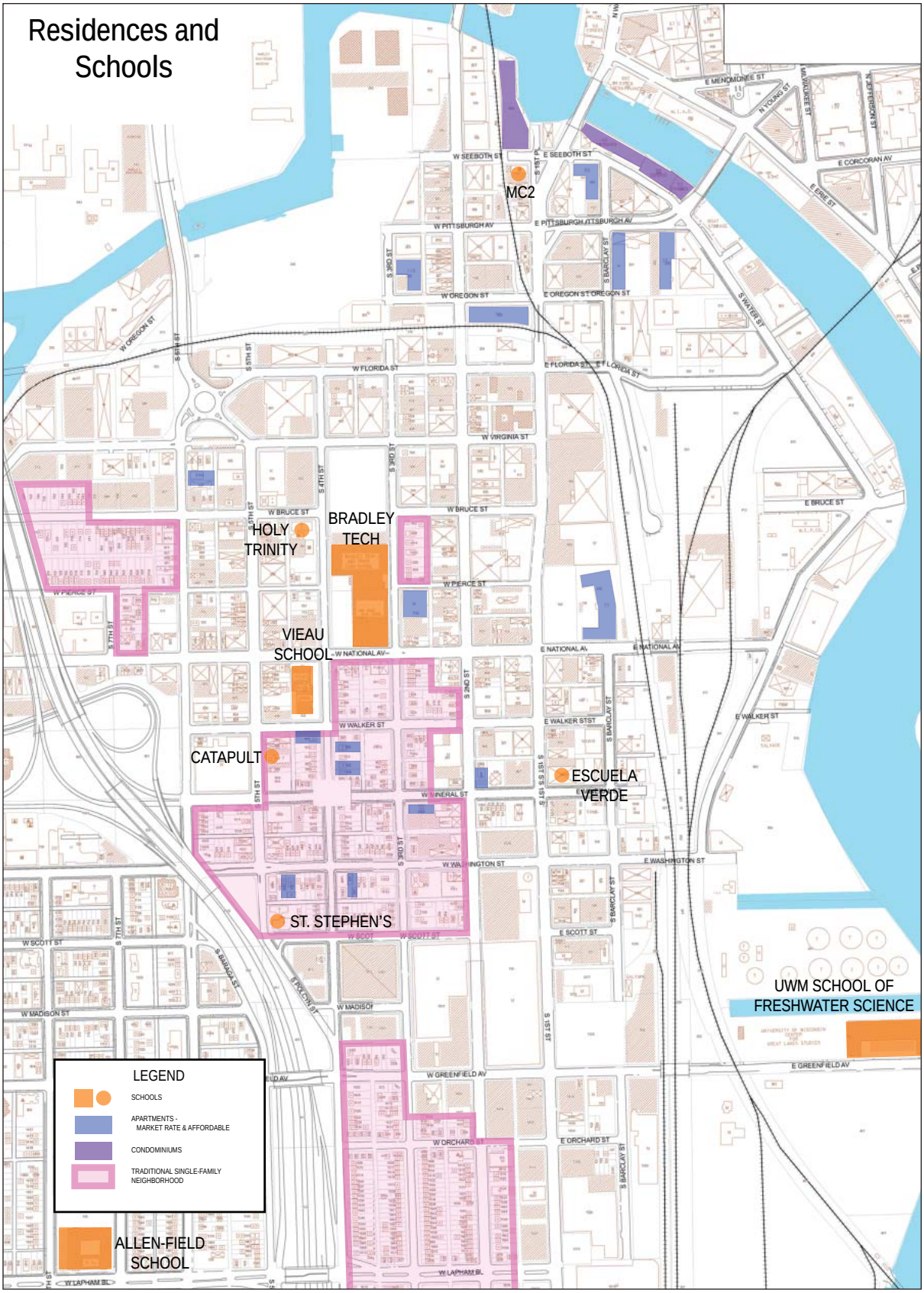


Figure 53. Residences and schools in Walker's Point. The lack of on-street parking regulations around schools have caused conflicts with adjacent single- and two-family residences who are unable to park in front of their houses due to the fact that school staff park all day on the street instead of designated, school parking lots (Continuum).

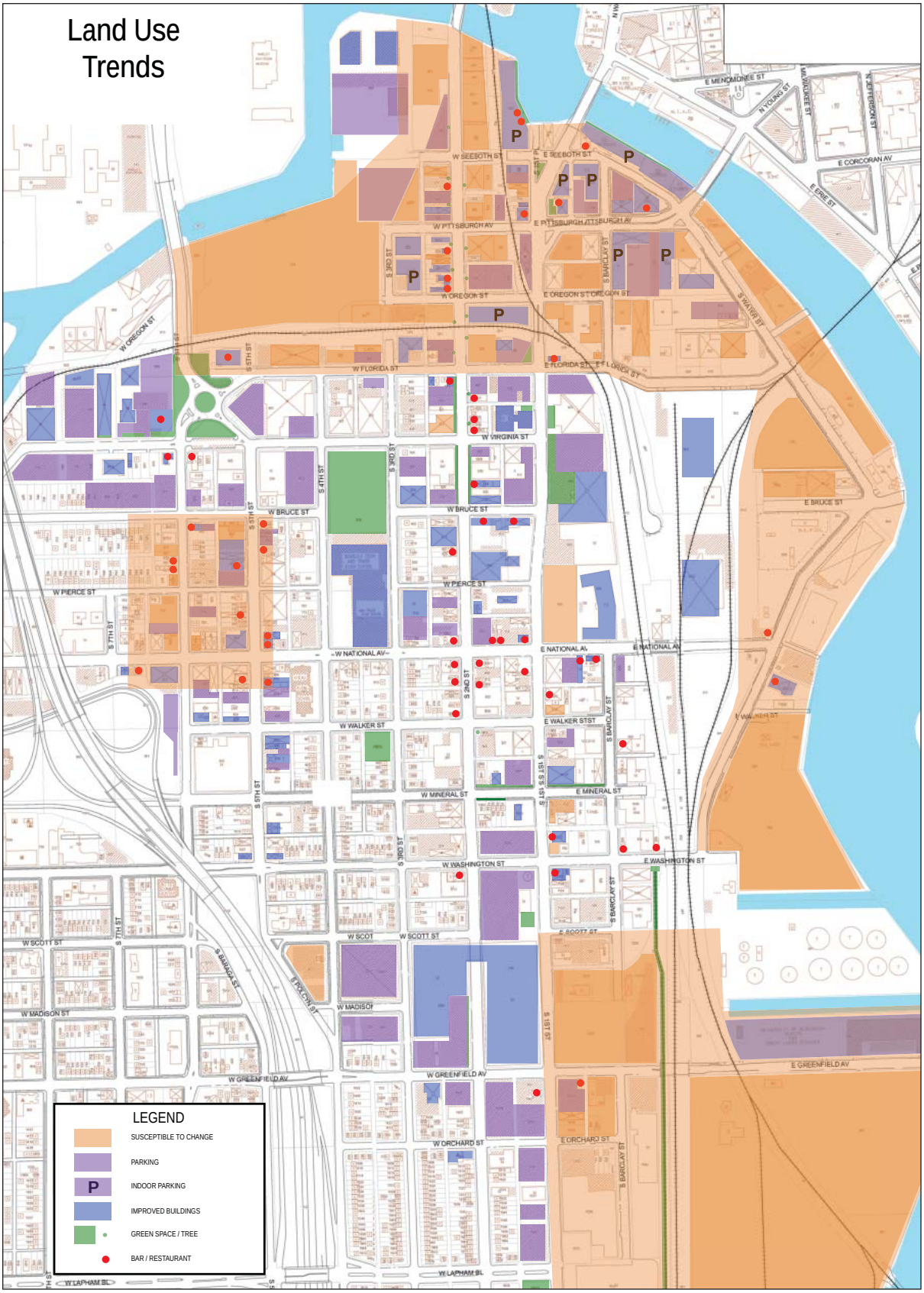


Figure 54. Land use trends. Current developer interest in the northern blocks of Walker's Point and the Inner Harbor redevelopment plans are setting the stage for continued change in the Walker's Point neighborhood (Continuum).

Figure 55. Manufacturing, construction and warehousing. Current national and local trends show the increase in mixed-use neighborhoods where residential and commercial uses are adjacent to manufacturing and other industrial uses (Continuum).

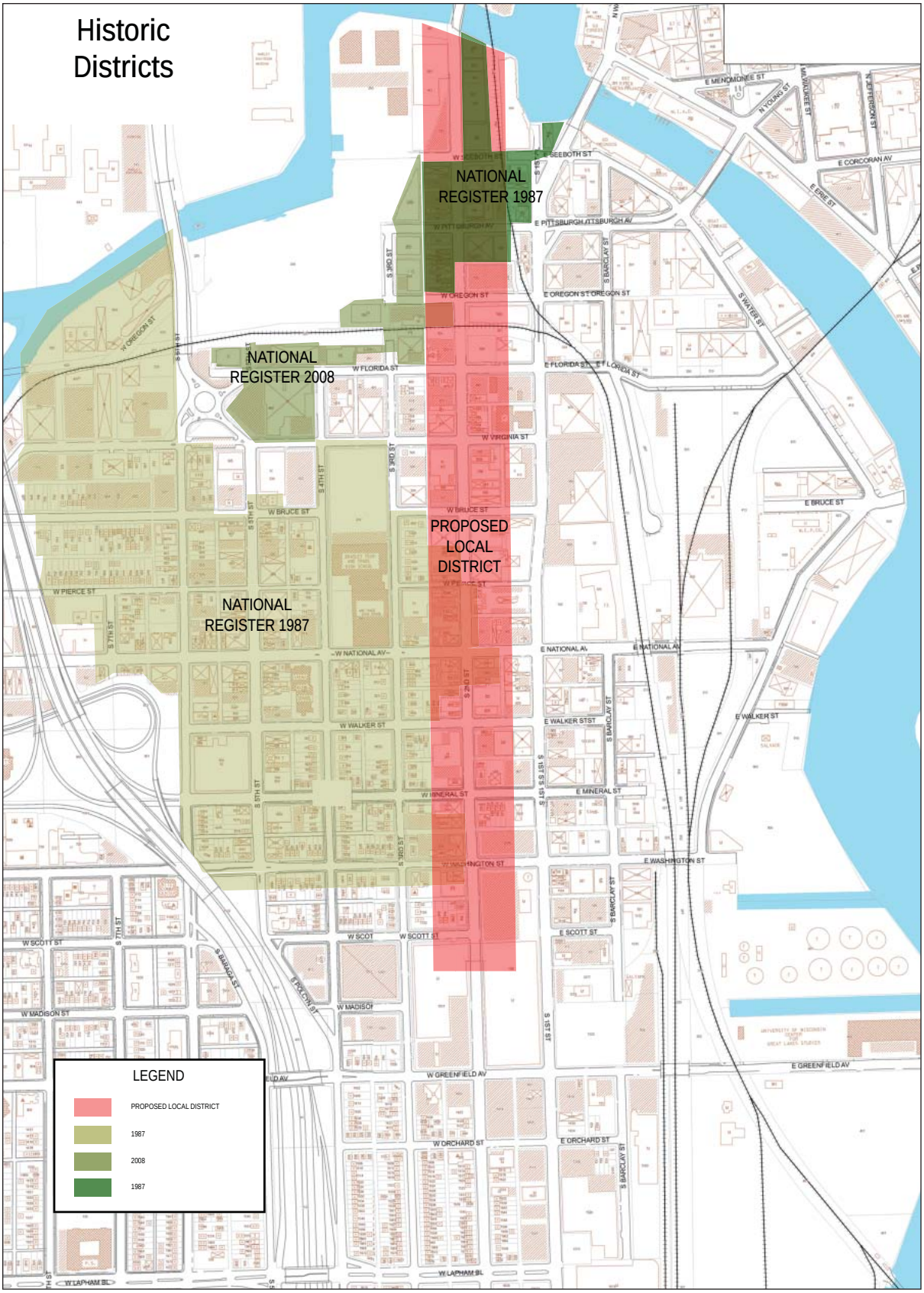


Figure 56. Historic districts in Walker's Point (Continuum).

SUBCHAPTER 4
GENERAL PROVISIONS

295-401. Introduction. The provisions of this subchapter apply to development and uses in all zoning districts unless otherwise noted elsewhere in this chapter.

295-403. Parking. 1. INTRODUCTION. All parking lots and off-street parking spaces shall comply with the requirements of this section.

2. NUMBER OF SPACES. a. Number Required. The number of off-street parking spaces required for a particular use shall be as specified in table 295-403-2-a. Except for within the C9A district, no off-street parking spaces shall be required for uses located in downtown zoning districts. Furthermore, no off-street parking spaces shall be required for uses located in a RED redevelopment district Prior to issuance of any occupancy or construction permit, documentation that the required parking spaces exist shall be provided to the commissioner. For a use where the number of required spaces is "as required by the board for special use approval," the board shall not be bound to require parking spaces, but if any parking spaces are to be required, such requirement shall be specified by the board at the time of special use approval.

Table 295-403-2-a
NUMBER OF PARKING SPACES, BY USE

Uses	No. of Parking Spaces Required
RESIDENTIAL USES	
Single-family dwelling	no min.; max. of 4 spaces
Two-family dwelling	no min.; max. of 4 spaces on the premises
Multi-family dwelling:	
Zoning Districts — Min. ratio of parking spaces to dwelling units*	
RM1, RM2, RM3, RM4, RO1, NS1, LB1, RB1	1:1
RT4, RM5, RM6, RM7, RO2, NS2, LB2, LB3, RB2, CS, C9A, IM	2:3
* Note: In RM6, RM7, C9A and IM districts, a private elderly housing project shall have one parking space for every 2 dwelling units; in other zoning districts, a private elderly housing project shall have 2 parking spaces for every 3 dwelling units. Public housing for low-income families and public or federally-assisted low-income elderly housing projects shall provide one parking space for every 2 dwelling units.	
Permanent supportive housing	one for every 5 dwelling units
Transitional housing	one for every 5 dwelling units
Attached single-family dwelling	no min.; max. of 4 spaces
Live-work unit	one for each live/work unit in the building
Mobile home	N.A.
Watchman/service quarters	none
Family day care home	see requirement for dwelling unit type
GROUP RESIDENTIAL USES	
Rooming house	one for every 2 rooms

Table 295-403-2-a

NUMBER OF PARKING SPACES REQUIRED BY USE

Uses Required	No. of Parking Spaces
Convent, rectory or monastery	one per facility
Dormitory	one for every 15 beds or fraction thereof
Fraternity or sorority	one for every 2 rooms
Adult family home	one
Foster Homes	
Foster family home	one
Small foster home	one
Group home or group foster home	one
Shelter Care Facilities	
Family shelter care facility	one
Small group shelter care facility	one
Large group shelter care facility	one
Community living arrangement	one
EDUCATIONAL USES	
Day care center	None (limited use) or as required by the board (special use)
School, elementary or secondary	none
College	none
School, personal instruction	none
COMMUNITY-SERVING USES	
Library	none
Community center	as required by the board for special use approval
Religious assembly	one for every 6 seats in the assembly hall
Cemetery or other place of interment	none
Public safety facility	none
Correctional facility	none
COMMERCIAL AND OFFICE USES	
General office	one for each 500 sq. ft. of the first 2,000 sq. ft. of gross floor area; one for each 1,000 sq. of gross floor area in excess of 2,000 sq. ft.; storage or utility spaces shall not be included when calculating gross floor area
Government office	see general office
Bank or other financial institution	see general office
Currency exchange, payday loan or title loan agency	see general retail establishment
Installment loan agency	see general retail establishment
Cash-for-gold business	see general retail establishment
Pawn shop	see general retail establishment
Retail establishment, general	min. of one for each 1,000 sq. ft. of gross floor area; max. of 3.5 for each 1,000 sq. ft. of gross floor area unless otherwise permitted pursuant to s. 295-403-2-e; storage or utility spaces shall not be included when calculating gross floor area
Garden supply or landscaping center	see general retail establishment
Home improvement center	see general retail establishment
Secondhand store	see general retail establishment
Outdoor merchandise sales	one for each 500 sq. ft. of outdoor or indoor space devoted to the display of goods for sale

Table 295-403-2-a

NUMBER OF PARKING SPACES REQUIRED, BY USE

Uses Required	No. of Parking Space
Artist studio	none
Adult retail establishment	see general retail establishment
HEALTH CARE AND SOCIAL ASSISTANCE USES	
Medical office	see general office
Health clinic	see general office
Hospital	one for every 4 beds
Medical research laboratory	see general office
Medical service facility	see general office
Social service facility	see general office
Emergency residential shelter	as required by the board for special use approval
Nursing home	one for every 4 beds
GENERAL SERVICE USES	
Personal service establishment	see general office
Business service	see general office
Building maintenance service	see general office
Catering service	see general office
Funeral home	one for each 100 square feet of floor area of a chapel, parlor or other room used for funeral services, but not less than 4 spaces
Laundromat	see general retail establishment
Dry cleaning establishment	see general retail establishment
Furniture and appliance rental and leasing	see general retail establishment
Household maintenance and repair service	see general retail establishment
Tool/equipment rental facility	see general retail establishment
Animal Services	
Animal hospital/clinic	see general retail establishment
Animal boarding facility	see general retail establishment
Animal grooming or training facility	see general retail establishment
MOTOR VEHICLE USES	
Light Motor Vehicle	
Sales facility	none (permitted use) or as required by the board (special use)
Rental facility	none (permitted or limited use) or as required by the board (special use)
Repair facility	as required by the board for special use approval
Body Shop	none (permitted use) or as required by the board (special use)
Outdoor storage	none (permitted use) or as required by the board (special use)
Wholesale facility	none
Heavy Motor Vehicle	
Sales Facility	none (permitted use) or as required by the board (special use)
Rental facility	none (permitted use) or as required by the board (special use)
Repair facility	none (permitted use) or as required by the board (special use)
Body shop	none (permitted use) or as required by the board (special use)
Outdoor storage	none (permitted use) or as required by the board (special use)

295-403-2-a Zoning

Table 295-403-2-a NUMBER OF PARKING SPACES REQUIRED, BY USE	
Uses Required	**No. of Parking Spaces**
General Motor Vehicle	
Filling station	as required by the board for special use approval
Car wash	none
Drive-through facility	none
Parking	N.A.
Parking lot, principal use	N.A.
Parking lot, accessory use	N.A.
Parking structure, principal use	N.A.
Parking structure, accessory use	N.A.
Heavy motor vehicle parking lot, principal	N.A.
Heavy motor vehicle parking lot, accessory	N.A.
ACCOMMODATION AND FOOD SERVICE USES	
Bed and breakfast	one for each sleeping room, plus one additional space
Hotel, commercial	one for every 1,000 square feet, or fraction thereof, of gross floor area on the ground floor or above
Hotel, residential	one for every 2 sleeping rooms
Tavern	see general retail establishment
Assembly hall	one for every 1,000 square feet of gross floor area or fraction thereof
Restaurant, sit-down	see general retail establishment
Restaurant, fast-food/carry-out	see general retail establishment
ENTERTAINMENT AND RECREATION USES	
Park or playground	none
Festival grounds	none
Recreation facility, indoor	see general retail establishment
Recreation facility, outdoor	as required by the board for special use approval
Health club	see general retail establishment
Sports facility	as required by the board for special use approval
Gaming facility	N.A.
Theater	one for every 100 square feet of floor area in the theater auditorium
Convention and exposition center	as required by the board for special use approval
Marina	none
Outdoor racing facility	as required by the board for special use approval
STORAGE, RECYCLING AND WHOLESALE TRADE USES	
Recycling collection facility	none
Mixed-waste processing facility	none
Material reclamation facility	none
Salvage operation, indoor	none
Salvage operation, outdoor	none
Wholesale and distribution facility, indoor	none
Wholesale and distribution facility, outdoor	none
Storage Facilities	
Indoor	none
Outdoor	none
Hazardous material	none

Table 295-403-2-a

NUMBER OF PARKING SPACES REQUIRED, BY USE

Uses Required	No. of Parking Spaces
TRANSPORTATION USES	
Ambulance service	see general office
Ground transportation service	see general office
Passenger terminal	none
Helicopter landing facility	none
Airport	none
Ship terminal or docking facility	none
Truck freight terminal	none
Railroad switching, classification yard or freight terminal	none
INDUSTRIAL USES	
Manufacturing, light	none
Manufacturing, heavy	none
Manufacturing, intense	none
Research and development	none
Processing or recycling of mined materials	none
Contractor's shop	see general office
Contractor's yard	none
AGRICULTURAL USES	
Plant nursery or greenhouse	none
Raising of crops or livestock	none
AGRICULTURAL USES	
Plant nursery or greenhouse	none
Raising of livestock	none
Community Garden	none
Commercial farming enterprise	none
UTILITY AND PUBLIC SERVICE USES	
Broadcasting or recording studio	see general office
Transmission tower	see general office
Water treatment plant	see general office
Sewerage treatment	see general office
Power generation plant	see general office
Small wind energy system	none
Solar farm	none
Substation/distribution equipment, indoor	see general office
Substation/distribution equipment, outdoor	see general office
TEMPORARY USES	
Seasonal market	none
Temporary real estate sales office	none
Temporary concrete/batch plant	none
Live entertainment special event	none

b. Adjustment to Number Required. For any use except one- or 2-family residential, the number of parking spaces required for a particular use may be reduced in accordance with the following credits:

b-1. One space for each off-site parking space which is owned or rented by the property or business owner for the purpose of providing parking to the use in question. Such off-site spaces shall be located within 700 feet of the use, as measured by using the shortest pedestrian route from the nearest corner of the parking facility to the main public entrance of the use served, except that for a use located in the LB3 district, such spaces shall be located within 1,200 feet of the use. For a non-residential use, the off-site spaces shall not be located on a site containing a wholly residential use. If the use provides a valet parking service, the off-site spaces may be located more than 700 feet or 1,200 feet from the use, as the case may be, provided the property or business owner submits to the department written documentation of permission to use an off-site

295-403-2-c Zoning

parking lot or structure for valet parking. Off-site parking spaces shall also conform with the regulations of the zoning district in which they are located.

b-2. One space for each on-street parking space that is located immediately adjacent to the site of the use, provided that such on-street space is available for public use during the hours of operation of the use. To qualify for this credit, an on-street parking space shall be in compliance with all city parking regulations and shall measure at least 20 feet long if a parallel space.

b-3. 0.75 spaces for each space in a shared parking facility that serves different uses on a shared site or adjacent sites. An applicant requesting approval of a shared parking facility shall submit survey data substantiating a request for shared parking facility credits. The application shall describe the limits of the area in which the shared parking credits are to apply and the parking space reduction applicable to each use. The number of required parking spaces shall only be reduced if the following criteria are met:

b-3-a. The shared parking spaces shall be maintained as long as the uses they serve are in operation.

b-3-b. The peak hours of parking demand for the uses served by the shared parking facility do not coincide.

b-3-d. The required number of bicycle parking spaces will be provided.

b-3-e. The property owner or owners shall sign and record, with the Milwaukee county register of deeds, a written agreement which is in a form satisfactory to the city attorney and which states that there will be no substantial change in the use or occupancy of the property or properties that will increase the demand for parking in the shared parking facility. This agreement shall also include a statement that the property owner or owners and their tenants shall be provided access to, and use of, the shared parking facility. A copy of the agreement shall be filed with the commissioner.

b-4. A reduction of 25% in the number of parking spaces required if the use is located in the area bounded by Capitol Drive on the north, Lincoln Avenue on the south, Lake Michigan on the east and 43rd Street/Sherman Boulevard on the west or is within 1,000 feet of any regularly scheduled bus stop. This reduction is permitted because of the relatively high availability of public transit service and resultant potential for reduced parking demand in the designated area and in locations in close proximity to bus stops. A reduction of 25% shall also be permitted if the property owner or developer submits written documentation of an ongoing, formally-established bike-and-shower or car pool program at the principal use of the premises and the commissioner determines that the bike-and-shower program or car pool program is of sufficient magnitude and duration to warrant the reduction.

b-5. One space for each space that the use is required to have but does not because the use was previously legally established without the currently required number of parking spaces and without a variance or special use permit from the board.

b-6. A reduction in the number of spaces required may be granted by the board upon a determination that a reduced number of spaces would be appropriate. Such reduction may occur only upon request of the owner, who shall submit survey data to support the argument for reducing the required number of spaces. In order to approve such a reduction, the board shall find either of the following:

b-6-a. The number of spaces needed to serve the use is fewer than the number normally required for this land use.

b-6-b. In the long term, occupancy of the structure or property will not result in an increase in parking demand.

b-7. One space for each space in a public parking lot or public parking structure located within 700 feet of the use, as measured by using the shortest pedestrian route from the nearest corner of the parking lot or structure to the main public entrance of the use served.

c. For a newly-constructed commercial building or commercial building addition with over 2,000 square feet of floor area, a minimum of one bicycle parking space shall be provided for each 2,000 square feet of floor area.

d. Shared Parking Required When Feasible. d-1. If the development is adjacent to a land use with off-street parking facilities and different hours of operation, and the applicant believes that provision of shared parking is infeasible, the applicant shall submit to the commissioner a signed affidavit indicating that the applicant has made a good-faith effort to locate shared parking facilities, documenting the nature and extent of that effort, and explaining the rationale for concluding that the provision of share parking facilities is infeasible.

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d-2. An applicant for a mixed residential and commercial development or a shopping center development adjacent to one or more existing mixed residential and commercial developments or shopping center developments shall submit to the commissioner a parking demand study that indicates whether off-street parking for the proposed development can be combined with off-street parking at the existing developments.

e. Exception to Exceed Maximum Number of Parking Spaces. e-1. The number of parking spaces provided for a general retail establishment, or for any land use for which the parking space requirement for a general retail establishment is cross-referenced in table 295-403-2-a, may exceed the maximum specified in table 295-403-2-a if the commissioner finds one or more of the following to be true:

e-1-a. The additional spaces will be located in a parking structure.

e-1-b. The development site will contain additional facilities for the handling or treatment of storm water runoff.

e-1-c. A parking demand study indicates that provision of more than the maximum number of spaces is warranted by anticipated parking demand.

e-1-d. The adverse environmental effects of allowing additional parking spaces will be offset by other mitigation measures approved by the commissioner, including but not limited to the creation or preservation of wetlands, acquisition of open space or implementation of storm water best management practices, as defined in s. 120-3-2, within the same watershed, as defined in s. 295-201-678.

e-2. To qualify for the exception from the maximum number of parking spaces permitted, the property owner, developer or other applicant shall submit to the commissioner a written plan and supporting documents indicating an acceptable manner in which one or more of the criteria in subd. 1 will be met.

e-3. If the commissioner determines, using the criteria in subd. 1, that an exception from the maximum number of parking spaces is not warranted, the property owner, developer or other applicant may appeal the commissioner's determination to the board. The board shall consider the appeal in the same manner it considers a request for a dimensional variance.

3. STANDARDS OF DESIGN. a. Dimensions. Parking spaces shall contain at least 160 square feet, excluding drives, lanes or aisles, and be provided with an unobstructed access lane thereto from a public street, alley or other open space approved by the commissioner, except that spaces designated for compact cars shall contain at least 120 square feet. A minimum of 50% of the required parking spaces in a parking area shall be designated for compact cars.

b. Paving. All areas used for the parking of motor vehicles or trailers or light or heavy motor vehicle storage shall have paved or approved surfaces, as required in s. 252-74. The use of permeable paving, as defined in s. 200-08-68.5, is encouraged for all parking spaces provided above the minimum number required by this chapter.

c. Bicycle Parking Spaces. For each required bicycle parking space, a stationary object shall be provided to which a user can secure the frame and both wheels of a bicycle with a 6-foot cable and lock. The stationary object may be either a freestanding bicycle rack or a wall-mounted bracket, shall be located within 60 feet of the main entrance of the building it serves, and may be located between the street curb and the building, subject to the approval of the commissioner of public works. As an alternative, the following alternative bicycle parking facilities may be provided:

c-1. Enclosed bicycle lockers.

c-2. A 3-point bicycle rack which secures the frame and both wheels of each bike.

c-3. A fenced, covered, locked or guarded bicycle storage area. Such area shall be large enough that each of the required bicycle parking spaces can accommodate a bicycle with a 3-foot handlebar width, a height of 3.5 feet from the bottom of the wheel to the top of the handlebar, and a length of 6 feet from the front of the forward wheel to the back of the rear wheel.

PARKING IN WALKER'S POINT - MONITORING SHEET

DATE/TIME:

LOCATION OF MONITORING CONDUCTED (e.g. address, block(s)):

PARKING TYPE BEING MONITORED (e.g. private, public, on-street, off-street, metered, unmetered):

OBSERVATIONS:

Attach relevant maps/site plans/graphics/photos to this cover sheet

GLOSSARY

ACCESSORY BUILDING means a building on the same lot as a principal structure and customarily incidental and subordinate to the principal structure or use.

ACCESSORY USE means a use of land or of a structure or portion thereof customarily incidental and subordinate to the principal use of the land or structure and located on the same site or development site as the principal use.

COMPLETE STREET means a street designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work.

DYNAMIC PRICING (variable rates or flexible pricing) means a parking structure system that is responsive to elements such as peak demand and parking supply in an effort to influence traveler mode choice, time and amount of travel, and reduce congestion.

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

PARKING FACILITY means any type of physical structure or area where a vehicle may park (e.g. parking garage, parking lot, on-street parking stall).

PARKING, METERED means a stall that is associated with a device that registers the amount of time purchased for the parking of a vehicle, at the expiration of which the driver is liable for a fine.

PARKING, RESTRICTED (assigned or reserved) means a parking lot or stall that is reserved for a specific user for a specific period of time.

PARKING, SHARED means a parking facility that serves two or more individual land uses without conflict or encroachment.

PARKING, UNRESTRICTED (non-assigned) means a parking lot or stall that is open to any user and contains no limits to parking duration at the specific location.

PARKING, VALET means a service provided by a business (typically bars or restaurants) where an attendant parks and retrieves patrons' vehicle instead of the vehicle owner searching for parking.

PARKING SPACE, DEDICATED (similar to off-street) means any parking space that is located on the same premises as the use it serves and is not located on public right-of-way.

PARKING SPACE, OFF-STREET means any parking stall located outside the public, street right-of-way.

PARKING SPACE, ON-STREET means any parking stall located within the public, street right-of-way.

PARKING STRUCTURE, ACCESSORY USE (or integrated parking structure) means parking spaces and adjacent access drives, aisles and ramps that are located in a structure with 2 or more levels, where the parking structure is not the principal use of the premises. This term does not include private one-story garages for single-, 2- or multi-family dwellings but does include parking spaces that are integrated into a larger structure that houses the principal use of the premises.

PARKING STRUCTURE, PRINCIPAL USE means parking spaces and adjacent access drives, aisles and ramps that are located in a structure with 2 or more levels, where the parking structure is the principal use of the premises. This term includes commercial parking operations as well as private parking structures. This term does not include private one-story garages for single-, 2- or multi-family dwellings.

SMART PARKING means systems that utilize technology to increase convenience and improve the utilization of existing parking spaces.

WALKABLE COMMUNITY means an area where it is easy and safe to walk to goods and services (i.e., farmers market, schools, offices, restaurants, etc.). Walkable communities encourage pedestrian activity, expand transportation options, and have safe and inviting streets that serve people with different ranges of mobility.

(Glossary sources include the City of Milwaukee Code of Ordinances and Walker's Point Parking Study Group research)

RESOURCES

http://city.milwaukee.gov/AreaPlans/NearSouth.htm

http://city.milwaukee.gov/Directory/DPW/DPW-Services/Parking-Services--Info.htm

http://city.milwaukee.gov/Projects/ReedStreetYards.htm

http://city.milwaukee.gov/PlansandStudies/PortofMilwaukee.htm

http://harbordistrict.org/

http://safety.fhwa.dot.gov/ped_bike/ped_cmnity/ped_walkguide/about.cfm

http://www.citylab.com/work/2013/10/how-seattle-transformed-parking-without-spending-fortune/7348/

http://www.parkindy.net/

http://www.seattle.gov/transportation/parking/docs/2013_Paid_Parking_Report_final_7_18_13v3.pdf

http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals/complete-streets-faq

http://www.streetline.com/2012/03/parkindy-and-streetline-bring-smart-parking-technology-to-indianapolis/

Parking Strategies to Support Livable Communities. Chicago: Chicago Metropolitan Agency for Planning, 2012.
http://www.cmap.illinois.gov/documents/10180/87301/StepByStep3.pdf/39fa6452-2e19-4691-87bd-abac8b06c248

Shoup, Donald C. *The High Cost of Free Parking*. Chicago: Planners, American Planning Association, 2005.

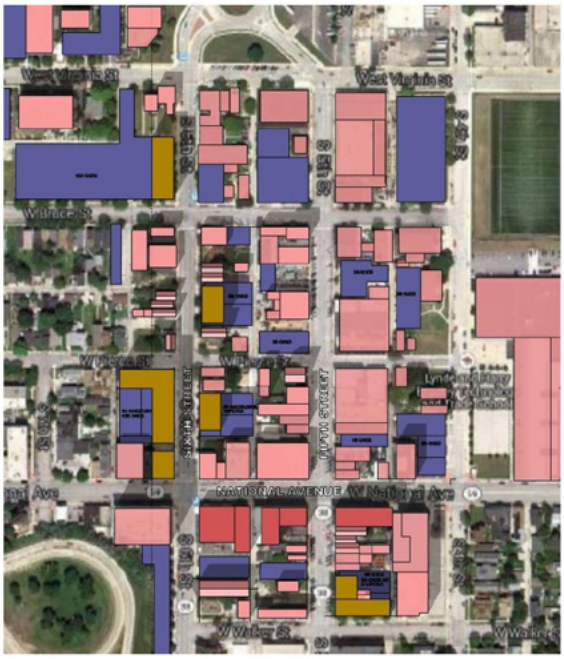
Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

6TH STREET- northend

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014



NEW CONSTRUCTION
6 BUILDINGS - 230,000SF
COMMERCIAL SPACE = 15,600SF
HOUSING = 190 TO 200 UNITS

RENOVATIONS
3 BUILDINGS - 84,000SF

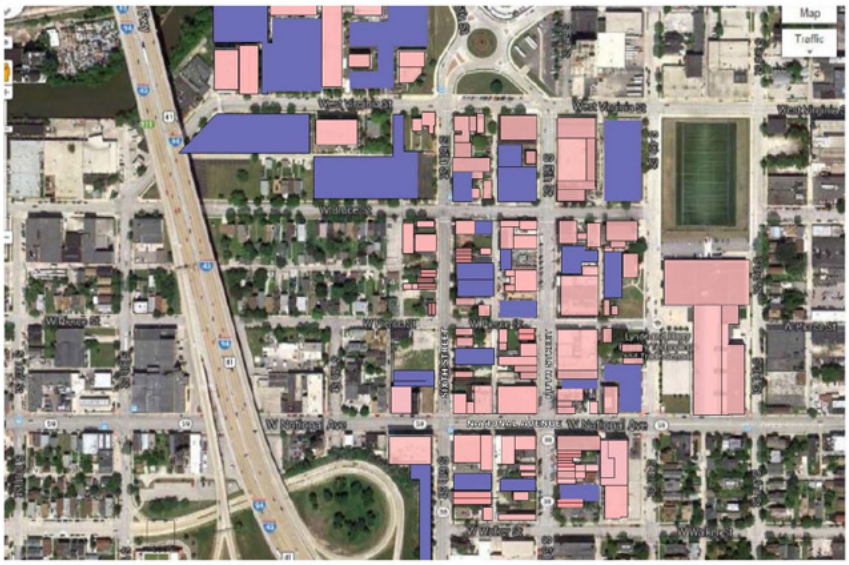
CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014

Chapter 6: Appendix

6.2 Building Opportunity Study (Continuum/ Hispanic Center/ Esperanza Unida



Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

EXISTING CONDITIONS

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014

BUILDING 8
RENOVATION EXISTING
BERN BLGD - 523 W NATIONAL
TOTAL 30,200SF

BUILDING 9
RENOVATION EXISTING BERN
BLDG - 511-517 W NATIONAL
TOTAL 34,000SF

BUILDING 6
RENOVATION EXISTING
BUILDING - TOTAL 19,800SF
16-18 UNTS - NO PARKING

BUILDING 7
4 FLOORS - TOTAL 43,200SF
0 SF COMMERCIAL & 40 UNITS
2 FLOORS PARKING - 90 CARS
(Requires demolition of 1 building)

NATIONAL AVENUE

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014

BUILDING 1
4 FLOORS - TOTAL 20,000SF
5,000SF COMMERCIAL & 12 UNITS

BUILDING 2
5 FLOORS - TOTAL 72,000SF
8,000SF COMMERCIAL & 56 UNITS
2 FLOORS PARKING* - 128 CARS

BUILDING 3
5 FLOORS - 23,500 TOTAL SF
1,300SF COMMERCIAL & 24 UNITS
2 FLOORS PARKING* - 100 CARS
(Requires demolishion of 1 building)

Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

*PARKING = 1 floor below ground,
1 floor on grade plus
green roof play area

6TH STREET- southend

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014

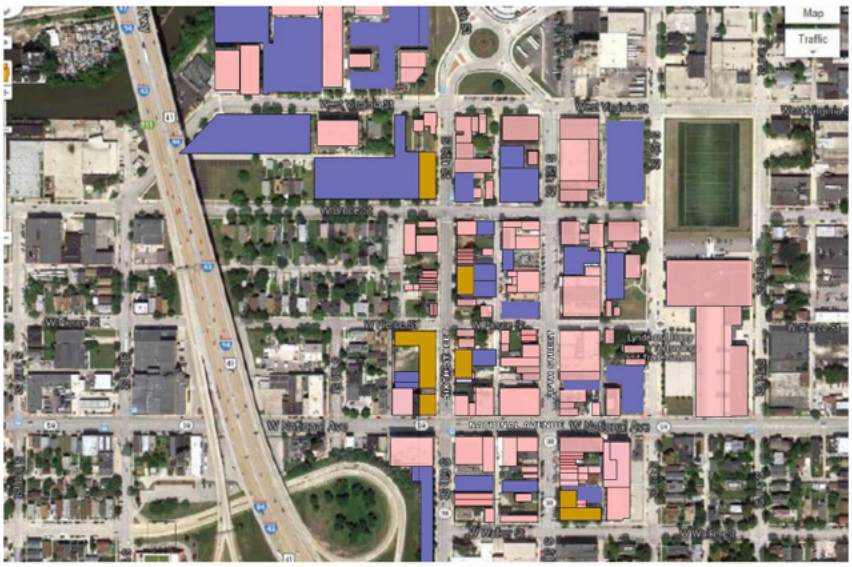
Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

6TH STREET- southend

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014



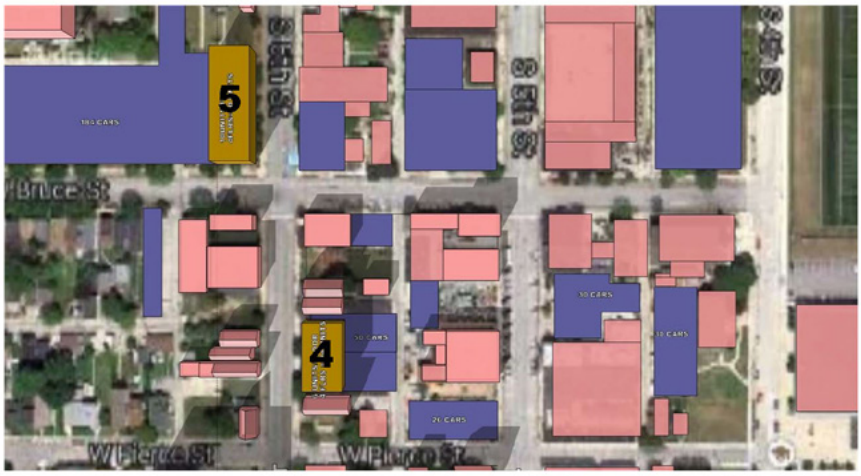
Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

PROPOSED INFILL BUILDINGS

CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014



BUILDING 5
4 FLOORS - TOTAL 48,000SF
0 SF COMMERCIAL & 40 UNITS
EXISTING SURFACE PARKING

BUILDING 4
5 FLOORS - 24.800 TOTAL SF
1300SF COMMERCIAL & 24 UNITS
1 FLOORS PARKING - 50 CARS

Purple = Surface Parking Lots
Red = Existing Buildings
Yellow = Proposed Buildings

6TH STREET- northend

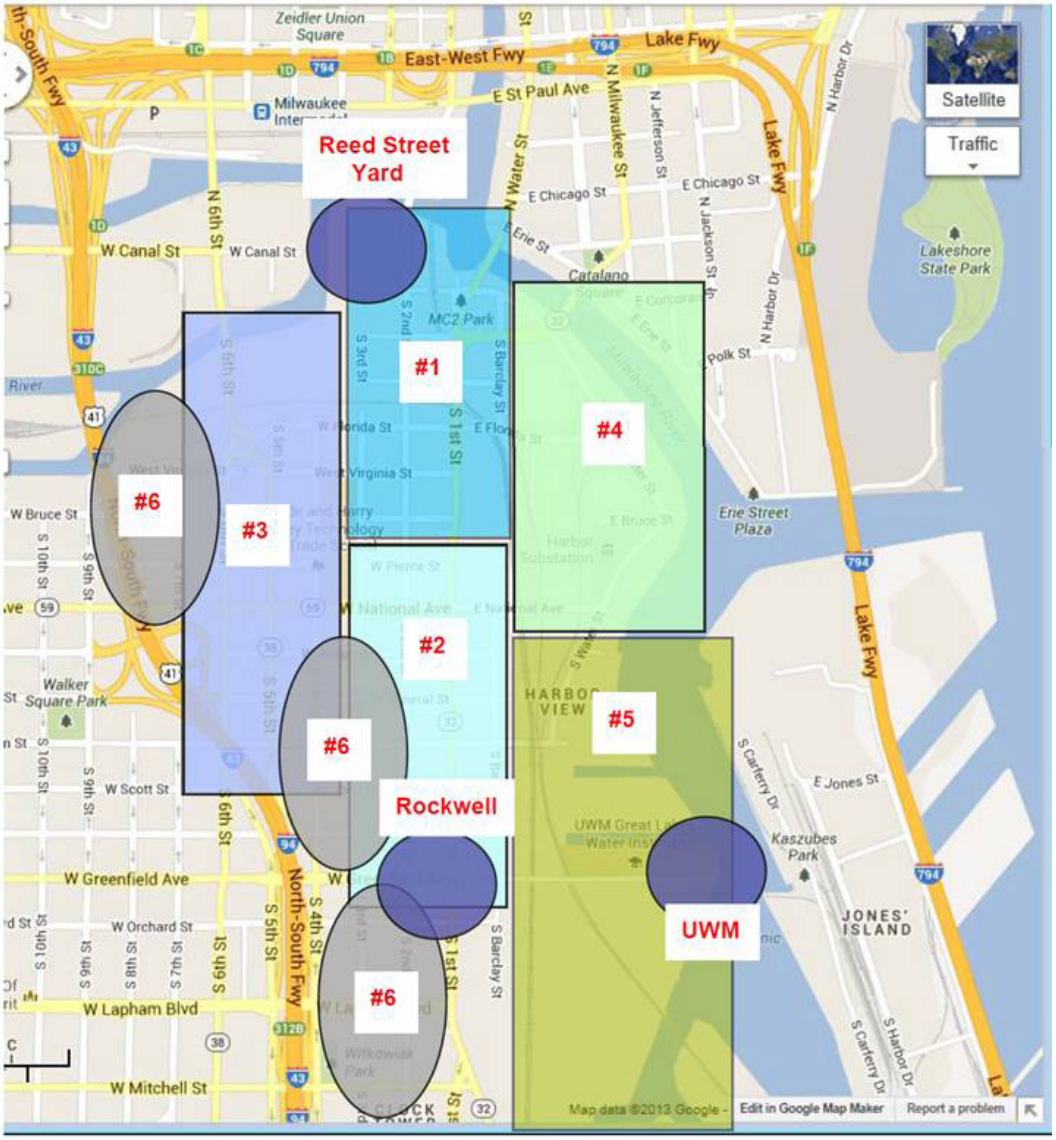
CONTINUUM
ARCHITECTS + PLANNERS, S.C.

REDEVELOPMENT PLAN
6TH & 5TH AND NATIONAL AVE

CAP M1402-02
Date: 2/17/2014

Plan Advisory Group Sub-areas

#1 1st & 3rd - River to Bruce
#2 1st & 3rd - Bruce to Greenfield
#3 4th & 6th - River to National
#4 1st to River - River to National
#5 1st to River - National to Mitchell
#6 Residential Areas



Chapter 6: Appendix

6.3 Summary of Survey Comments

The City of Milwaukee has a strong tradition of planning with the community, not just for the community. Therefore, public involvement and a very open process has become the hallmark of city plans.

Five rounds of public involvement were conducted during the planning process.

1. Five Plan Advisory Group meetings were held between July and October, 2013 and attended by a total of 44 people.
2. A public meeting held on December 10, 2013 at the Global Water Center was attended by 58 people. A survey at the meeting was taken by 19 attendees.
3. Two in-depth workshops focused on:
4. South 5th/6th Streets and West National Avenue on Jan 30, 2014
5. East Florida and South Water Street on Apr 7, 2014.
6. Five Plan Advisory Group meetings held on July 14, 2014, October 7 & 9, 2014 were attended by a total of 41 people.
7. A public meeting sponsored by the Walker's Point Association was held on October 28 and attended by 59 people.

Attendee counts are based on sign-in sheets.

Round One

Instead of having one large Plan Advisory Group discussing all of Walker's Point, the planning area was divided into six sub-areas and meetings were held for each sub-area. The same sub-area were used for Round 3.

See Figure to right.

Each meeting began by explaining the planning process, reviewing current conditions such as land use, urban design, and parking, and reviewing existing plans. A large scale map was provided indicating properties that were:

1. Susceptible to change
2. Recently the site of substantial investment
3. Bars and restaurants
4. Parking

A series of questions were asked of each group and a note taker wrote or drew on the map and using tracing paper. Questions focused on urban design, land use, parking, street edge and streetscaping, parks and open space, and other topics raised by participants.

Notes from these meetings were analyzed to develop the presentation material for the second round of public meetings.

Round Two

The second round of public participation was a public meeting at the Global Water Center on Dec 10, 2014. The sign-in sheet shows that 58 people attended. A PowerPoint with ideas from Round One was presented. Much of the same material was provided on wall charts at an open house before the meeting. Participants could provide comments in three different ways: a survey was provided with multiple choice answers, an open ended comment form elicited written responses, and the discussion following the presentation was recorded.

Summary of quantitative responses

Based on the survey results, the participants most strongly favored a new full-service grocery store, a new local historic district, more multi-family housing, and more bike/ped/running paths. More than 70% of respondents identified these as desirable amenities.

Other very popular responses that were identified as favorable by more than 60% of respondents included a new deli / specialty food store, a "complete street" on 5th St., affordable housing, small plaza or pocket park with seating, streets with improved streetscaping, public parking, diverting trucks off of 5th St, and a streetscaping program for 5th St. including banners. It's notable that multi-family affordable housing was the only housing type to score above 50% favorable responses when residents were asked what types of new housing they would favor in Walker's Point.

Respondents also expressed a preference for more bars and restaurants, a new drug store, maintaining manufacturing as important land use, creating a "complete street" on Florida St., a new dog park, all forms of parking (structure/garages, surface parking lots and streets), and an arts program related to 5th St.

All of the items noted above were scored as favorable by more than half of respondents. Some other responses were interesting as well. New lunch spots and a hardware store were identified as being needed in the district by 42% of respondents. 42% of respondents also wanted to see more condos and market rate apartments. Again, this response might not reflect opposition as much as a preference for affordable housing which was identified as desired by 63% of respondents. "Affordable" was not defined. Under green space, 42% of respondents saw a need and opportunity for children's play area and community gardens. Although not a majority, this was a desire heard at the first round of workshops.

As part of the Creative Corridor concept, 42% of respondents favored improving Paliafito Park. Only 26% favored trying to shift angle parking to the center of the street. This last concept was mentioned at the meeting, but not favored by a majority of residents.

Summary of qualitative responses

Summarizing qualitative responses is often a challenge precisely because it gives respondents to a chance to express unique feedback and personal interests. But the questionnaire specifically asked for locations as part of the plan's efforts to drill down to specific actions. These responses summarized below need to be considered in the context of the quantitative responses.

Good locations identified for more bars and restaurants were: along National Ave. between 2nd and 8th streets., on 2nd St. north of Florida, 5th St., in-fill locations on 1st and 2nd. Types of restaurants favored included: farm to table, diverse, and more inventive restaurants on 2nd St.

Locations for neighborhood commercial included: a grocery store under an office building, a deli/specialty food store on 5th St., retail/apparel/accessories along 1st and 2nd streets emphasizing national chains on 1st St. and local businesses on 2nd St.

It was suggested to create a historic district on 2nd St through 6th St. Protect individual historic residential buildings. Use the designation selectively for well-established "Main" streets.

Multiple people repeated their preference for retaining manufacturing. Locations included: the new Reed St. Yards business park, south of National Ave, in a manufacturing district, and along Pierce St. and S. 2nd St. One person responded that new residential and services should not infringe on manufacturing areas. Strategies included: offering tax breaks, creating a special manufacturing district, encouraging light, advanced manufacturing w/ tax credits, and promoting industry through the construction and development of housing and schools to assist with differing shifts of employees.

Respondents encouraged multimodal transportation and discouraging the use of cars. This included emphasizing bike and ped transportation and creating bikeways in the Harbor District and on 5th St. and pursuing complete streets on 1st St. and National Avenue.

More multi-family residential development was envisioned on: 5th St. south of National Ave., along 1st St and in vacant lots, and away from historic districts. Comments favored mixed types of residential and mixed incomes, and single family and row houses.

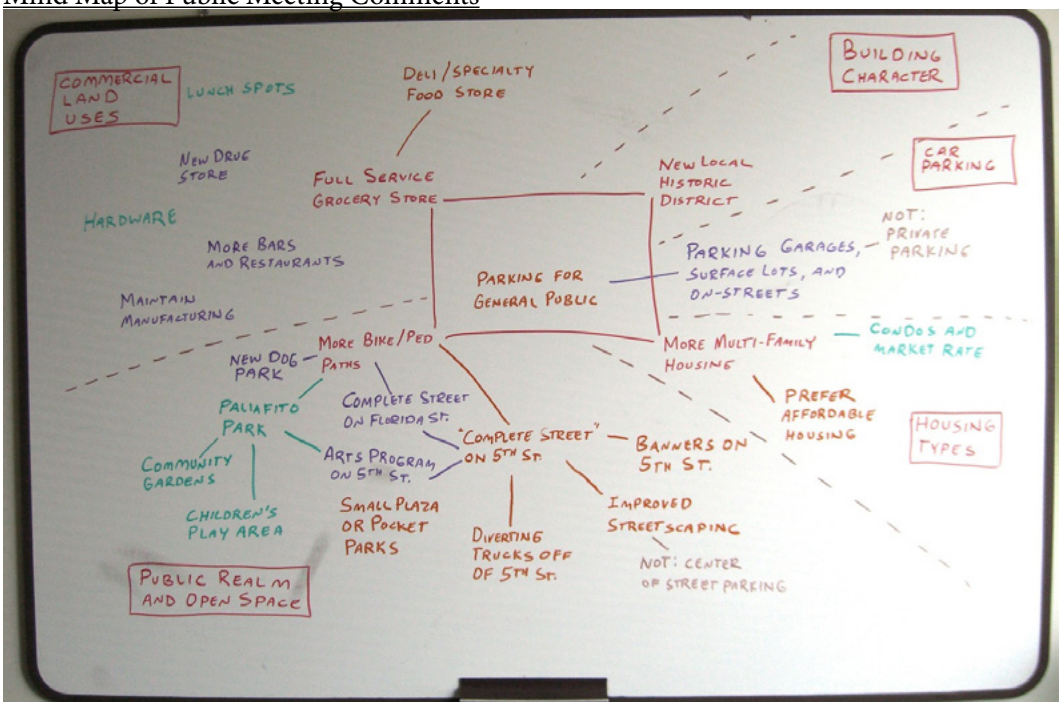
Green space comments sought: a dog park between Pierce and Bruce / 7th and 8th Streets, converting a rail to a "High Line" (Manhattan) type of park, green infrastructure to support industry, roof top gardens with contact hanging gardens, converting parking to green spaces and access along the water.

Parking was identified as a problem: near Global Water Center, near some businesses, near restaurants (2), near bars, and everywhere (3). Suggested parking strategies included parking on freeway land. Comments opposed alternating (side of street?) parking, and interim parking. Parking on 2nd St. south of National Ave. is not being used.

Improving Paliafito Park in the Creative Corridor was identified as a good idea. Residents encouraged creative activities and additional green space to bring life to the neighborhood.

The analysis of the responses, ideas and preferences expressed at this meeting largely formed the basis for synthesizing the recommendations in Chapters 3 and 4 and the focus areas in Chapter 5 of the Action Plan. In order to summarize the results of the meeting, a "mind map" was prepared to visually organize the information and identify major themes. The strength of the responses is indicated in color ranging from most important being red through orange, and blue, with green being least important, but still positive. Brown items received a negative response. The red boxes on the periphery of the chart are themes delineated by dashed brown lines.

Mind Map of Public Meeting Comments



Commercial land uses. Participants expressed a strong need for a local full service grocery store and more neighborhood-type retail and services generally. They favored retaining manufacturing, although a number of participants noted that some types of manufacturing would be best in industrial areas. More restaurants and bars are fine in existing commercial corridors.

Building character. Participants value the historical nature of Walker's Point and are interested in a local historic district, but some comments indicated that it should be done selectively. There is a palpable concern that particular old buildings may be lost as new development continues, especially in the 5th and 6th and National area, and along 2nd Street.

Parking. Participants strongly favor parking of any type as long as it is available to the public. More parking for private uses only is not favored. Some comments identified the opportunity for alternatives to parking such as public transit, bike/pedestrian improvements, and specifically an extension of the future Streetcar.

Housing types. Participants support the growth of multi-family housing in Walker's Point and they favor affordable housing over condos and market rate. "Affordable" should be read as not expensive, not necessarily subsidized through tax credits or other means. It was pointed out on the survey that participants previously said that existing single-family and duplex neighborhoods should be preserved.

Public realm and open space. This is the largest theme and reflects Walker's Point's lack of green space. Participants favored "complete streets" that would use the public right-of-way as green infrastructure to manage stormwater and to provide some vegetated amenity. The district has no large parks, so efforts to provide small parks or plazas, play areas, and dog parks all received positive responses. Ideas for focusing these efforts on the Creative Corridor / Corridor Creativo on South 5th Street and on Florida St. as a new east-west connector, were well received. The 5th Street concept details such as a renewed Paliafito Park and image enhancement through an outdoor arts program and banners were also favored. Moving parking to the middle of the street was not favored.

Round 2 Meeting Participants wait for the Presentation

Round Three

After getting feedback on an initial set of concepts, the Plan turned to two focus areas.

- 5th/6th Streets and National Avenue. A property-specific meeting that focused on the nexus of these streets was held on Jan 30, 2014 at Arts at Large, a local educational non-profit. The meeting results informed the section in Chapter 5 addressing the Creative Corridor. Seven people attended including landowners, two developers, and the alderman.

- East Florida Street. A charrette where participants worked around three tables with tracing paper over an oblique aerial photograph was held on Monday, Apr 7, 2014. The planner led off with a brief PowerPoint and a series of questions that was developed in advance with the Wisconsin Cold Storage Creative Placemaking Team. This meeting emphasized creative thinking on the part of developers, educators, the alderman, and artists.

The three tables' output included three drawings and 8 pages of notes, all of which was synthesized into one drawing utilizing the best ideas.

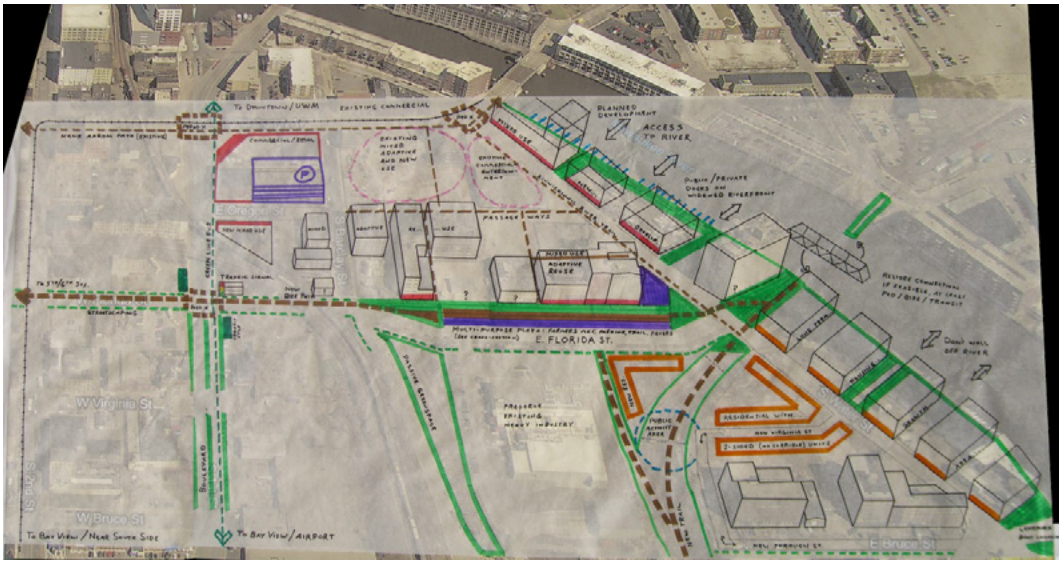
The drawing in the previous figure was then used as the basis for a discussion at the Round Four plan advisory group on July 14, 2014 which was attended by 23 property owners, developers, and city staff.

The recommendations developed during this process for this portion of the neighborhood are included in the section of Chapter 5 focusing on Florida Street.

Meeting Participants Charrette Tables

Base Aerial Photo

Synthesized Charrette Findings



Round Four

Round Four was a series of Plan Advisory Group meetings. A PowerPoint was presented with first draft recommendations and an overview of the process thus far. Topics of discussion or recommendations included:

1. Raising the bar for the quality of development, though a historic district may not be the answer. Explore an architectural review board on South 2nd St.
2. Access from downtown to S. 2nd St. should be improved, including a route via Clybourn.
3. Create a village with more families, creativity, and fewer bars.
4. Calm or divert traffic that uses West Mineral St. as a shortcut through the neighborhood east of 5th St. Improve the bike path.
5. There is a fear that increasing commercial rents will drive out small and start-up businesses.
6. Chicago sets land aside for industry.
7. Don't reserve more land for industry. We need population growth and flexibility to develop.
8. Consider Sydney Harbor in Australia as a model for docklands.
9. South 1st St. is fast because it has parking lanes where people don't park, so the travel lanes on the street feel very wide.
10. Integrate water and energy industries into the port area.
11. Not sure about limiting land uses to industrial in the Harbor District plan area east of 1st St.
12. Leave the port area land use issues for the Harbor District plan.
13. One-hour parking is not helpful. Two hours is the minimum.
14. Complain to the Department of Neighborhood services about weed and building maintenance issues.
15. Paliafito Park will see a major upgrade and should be included in this Plan.
16. Include city's ReFresh plan strategies for green infrastructure in neighborhood development.
17. Consider a phased approach to South 5th St. where north of National Ave. would receive the quick minimalist approach and the south of National Ave. would see improved sidewalks, bump outs and longer lasting repaving.
18. Look into the cost of banners as a potential neighborhood identity project.
19. Adult entertainment is a licensing issue. A few are in favor, many are concerned.

Round Five

The final public meeting was held on Oct 28, 2014 to present plan recommendations. Some of the most relevant comments for additional follow-up were:

1. Extend the street car south from Downtown south to the airport.
2. Deal with fumes from the Milorganite plant at MMSD's Sewage Treatment plant on Jones Island. It's an internal operation and scrubbing technology is available.
3. What about a bridge to the Third Ward at East Florida St.?
4. Don't let all of Walker's Point become trendy.
5. Preserve old buildings, especially on South 5th/6th Streets and National Avenue.
6. How would the rail abandonment work?
7. How will the Plan be implemented?

Chapter 6: Appendix

6.4 2015 UWM SARUP Urban Development Studio Presentation: Concepts for a Creative Corridor

Walker's Point 5th and 6th Streets Revitalization

Julee Mitchell
Urban Design Studio

- Codman Square Case Study
- Possibilities for Walker’s Point Site
- Ideas about Placemaking

Codman Square, Boston

Keys to Success:

- Preserve urban green space.
- Promote opportunities for green retrofit.
- Provide balance in active housing development.

Housing Development

TNT has 300 housing units (source: 2000 census), with plans for a potential 100+ additional units in the next 2-4 years.

Levedo Building. Photo by Kaid Benfield

Opportunities For Green Retrofits

Codman Square

A multi-site urban garden:

- Promotes physical activity and neighbor interaction.

  Neighbors of all ages will be able to relax, converse, play and learn in new open, green areas.

- Encourages healthier eating.

  The community garden will encourage and facilitate eating fresh, local food.

- Provides learning opportunities.

  Collaborations with urban greenspace groups and local schools will bring learning opportunities to our neighborhood.

- Engages youth in employment opportunities.

  Environmentally-focused internships for teens will provide youth opportunities to learn skills to equip them for work in the green economy.

Codman Square

Preserve Green Space

Tucker Street urban farm. Photo by Kaid Benfield

A pocket park, Google Earth

A garden on a formerly vacant lot, photo by Kaid Benfield

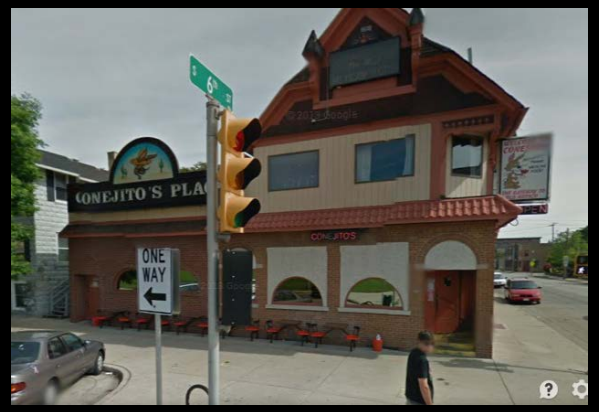
Codman Square

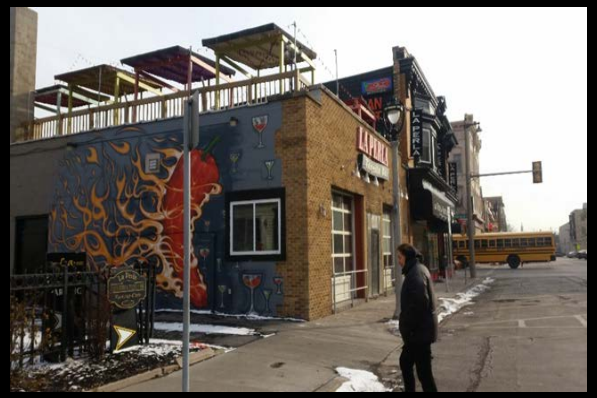
Community Pride

Codman Square

Walker’s Point Focus Area

Site Character

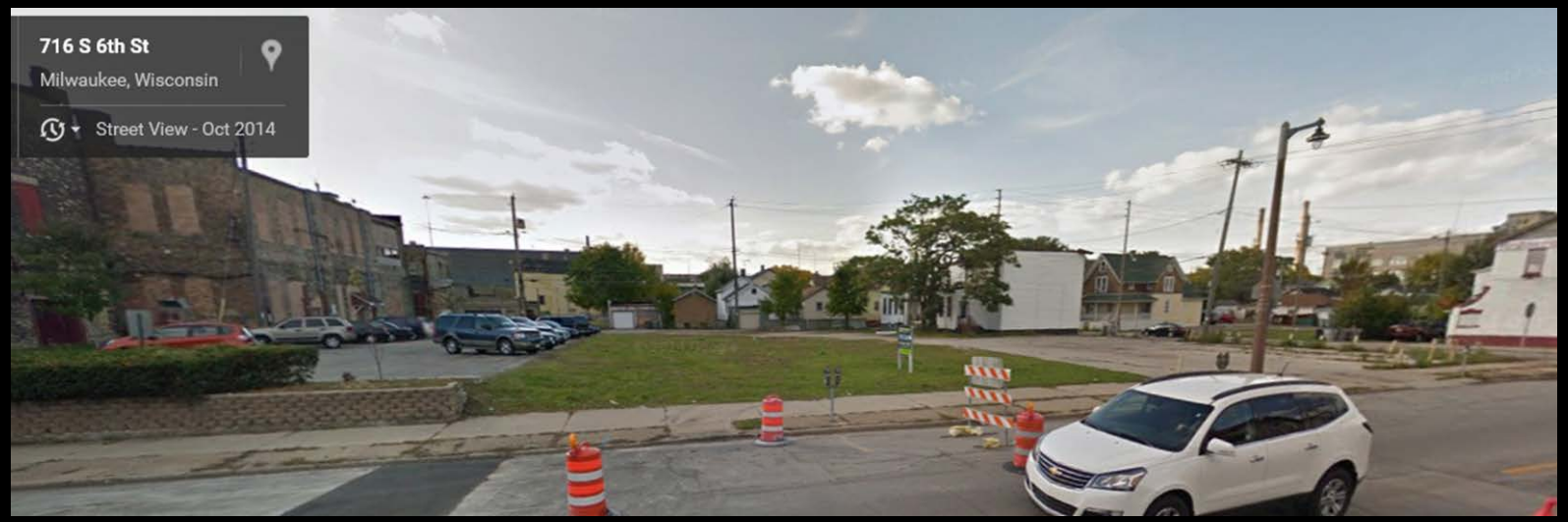




Mixed Use

- Commercial use on street level and housing on top
- Balance of single and multi- family housing choices
- Opportunity for new “Green” development

Potential Community Gardens



Potential Gathering Spaces

Potential Pocket Parks

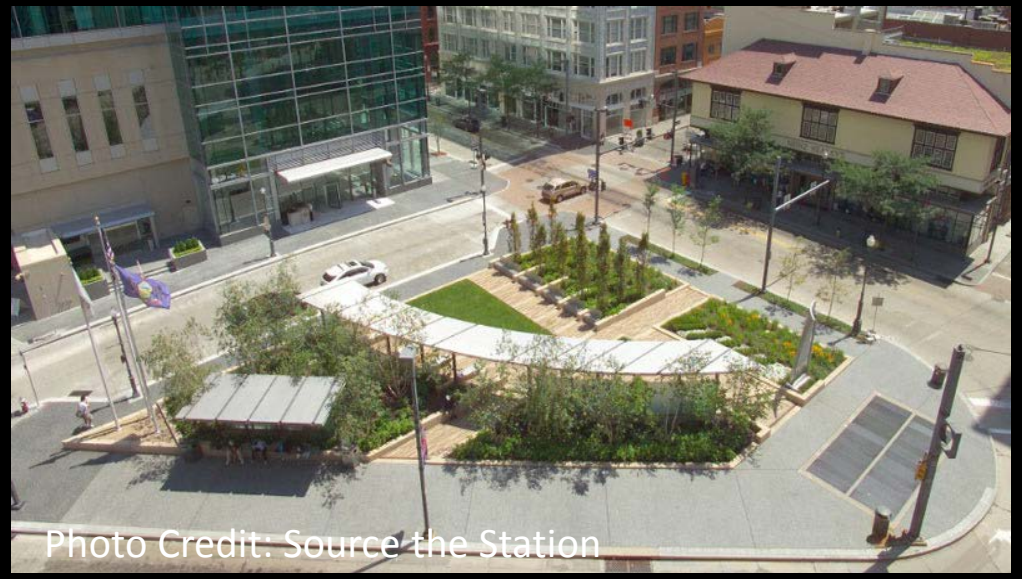


Photo Credit: Source the Station

Balfour Street Park, Sydney

A few more ideas about place making.

Place Making

American landscape architect Heather Ring
Union Street Urban Orchard
in Bankside, London.

Place Making

'The Nest'
A timber pavilion presented by the Finish Institute and designed by students and in-house architects from the Aalto University Wood Program.

Public Art to Tell A Story

Heike Bottcher, Kunsthof Passage, Dresden

Fence panels of historical images inspired by Mexican papel picado (cut paper) techniques. Fabricated of powder coated steel. Each panel: 3′ X 5′. Commissioned by the City of El Paso Museums and Cultural Affairs Dept.

Public Art to Tell A Story

A series of mosaics in Vancouver document important historic, social and cultural threads of the area. The project was called the “Footprints Community Art Project” (2001)

1907 Anti-Asian Riots Vancouver, BC

The Whitchurch Mosaic Arts Trail in Shropshire was created between 2007-9 by local community groups.

Credits:

Codman Square, Boston

http://www.citylab.com/work/2012/10/what-neighborhood-revitalization-actually-looks/3627/

Bankside, London

Posted 4th July 2010 by Darryl Moore

- See more at:
http://www.artplaceamerica.org/articles/principles-of-creative-placemaking/#sthash.Y2GjbJXs.dpuf

Vancouver, BC

The Footprints Community Arts Project
http://vancouvervisions.com/tag/the-footprints-community-arts-project/

Whitchurch, Shropshire

Whitchurchmosaics's Blog
Just another WordPress.com weblog
https://whitchurchmosaics.wordpress.com/category/whitchurch-mosaics/

Chapter 6: Appendix

6.5 Historic Preservation Fact Sheets - National Register and Local Designation

National Register Historic District Facts:

The National Register of Historic Places is a federal program established by Congress, which operates under the National Park Service branch of the U.S. Department of the Interior. The program has been in existence since 1966 and is administered in Wisconsin through the Division of Historic Preservation and Local History of the Wisconsin Historical Society in Madison.

The National Register is the official list of the country's cultural properties worthy of preservation. It is part of a nationwide effort to support and coordinate public and private activities that identify, evaluate and protect cultural resources. It does this primarily by recognizing properties as significant (encouraging pride of place), making special financial incentives available (tax credits) for restoration and rehabilitation and offering limited protection (Section 106 review) from the harmful effects of federally assisted projects.

Listing in the National Register imposes few restrictions on a property. A National Register property may be demolished, altered or sold just like any other property without any special review or approval requested. There are no requirements that a National Registered listed property be open for tours or public inspection.

If a property owner seeks historic tax credits, all rehabilitation work would have to be carried out in accordance with the Secretary of Interior's Standards for Rehabilitation. These standards are a special set of design guidelines intended to prevent insensitive alteration to a historic structure. An owner is not obligated to take advantage of the historic tax credits. Those who do use them find it makes their projects more financially feasible. Information and applications can be found on the Wisconsin Historical Society's website at www.wisconsinhistory.org.

If an owner of a depreciable National Register property wants to demolish it, he/she is required to capitalize the demolition costs as part of the cost of the land rather than deduct them from his federal income tax as he/she would otherwise be allowed to do.

Local Historic Designation Facts:

There are currently no locally designated historic districts in the Walker's Point area.

Local historic designation is a municipal program established by the Common Council in 1981. The program created a Historic Preservation Commission, a 7-member panel that is appointed by the Mayor. It currently operates under the City Clerk's office.

The Historic Preservation Commission seeks to identify properties important to the cultural history of the City of Milwaukee and protect them from demolition or insensitive alteration. It does this by recommending properties for designation by the Common Council and imposing special controls over the issuance of demolition and building permits.

To be eligible for designation by the Historic Preservation Commission and Common Council, a property must be located in the City of Milwaukee and must be of historic, architectural or cultural significance. A property is considered to be of significance if it retains integrity of location, design, setting, materials, workmanship, and association. There are currently ten criteria by which the Commission evaluates a property. A property may meet one or more than one criteria for designation.

The principal benefit of historic designation is the degree of protection it affords a property from demolition or harmful alteration. Once designated, exterior alterations are reviewed by the Historic Preservation Commission and have to be approved before work can begin. In its review, the Commission attempts to ensure that the historic character of a designated property is not compromised by inappropriate changes and those properties important to the cultural and historic heritage of Milwaukee are not demolished without consideration of all feasible alternatives.

Since the historic designation is a legal process, the historic status is recorded with the Register of Deeds and all subsequent owners will be subject to the same review requirements. This affords the greatest degree of protection available for historic structures in Wisconsin.

Information about the local historic designation process is located on the city's website: www.city.milwaukee.gov/hpc.

Chapter 6: Appendix

6.6 Near South Side Plan Catalytic Project #3 - Create a Cultural, Arts and Entertainment District

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 designated historic and 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 branch of the Milwaukee Ballet School; 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.

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 consider the creation of a Business Improvement District (BID). 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 frontage 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 coordination and involvement among multiple responsible parties to implement this project.