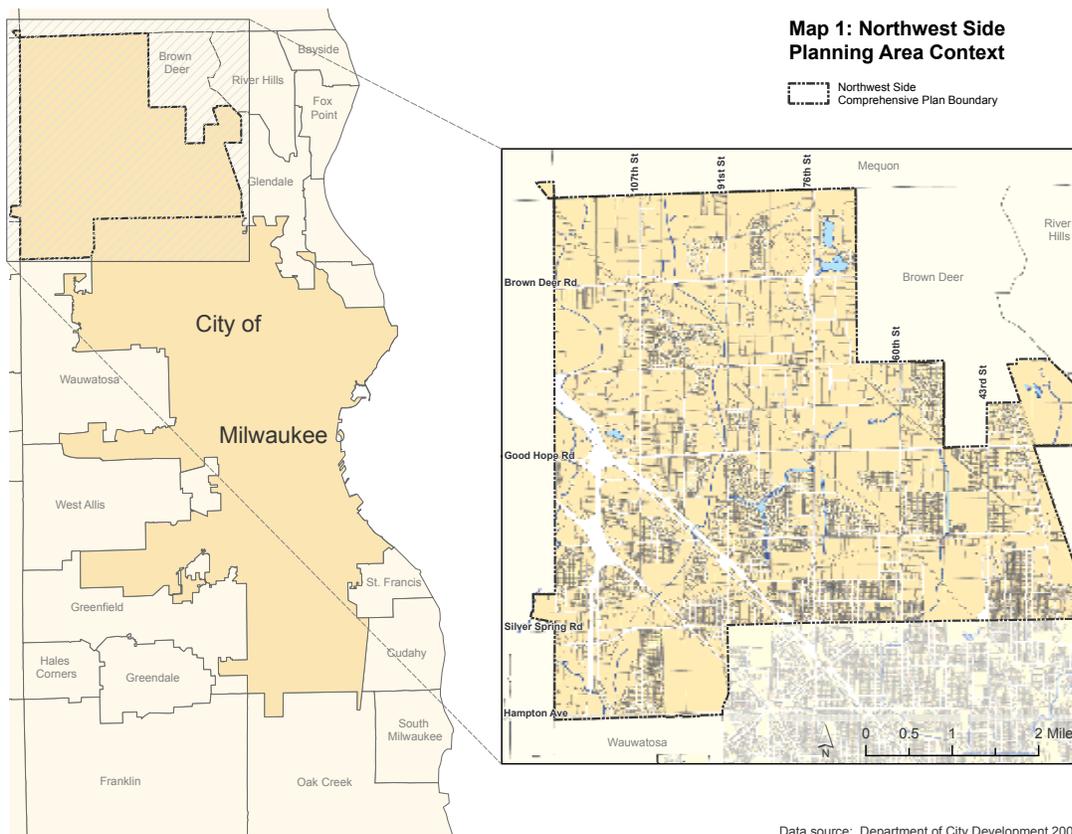


CHAPTER 1: INTRODUCTION

The Northwest Side Area Plan is the result of a community-based planning effort designed to recognize current neighborhood assets and plan for future development or redevelopment. Easy access to freeways, commercial corridors, and industrial and office parks are among the area's strengths, as well as the numerous community organizations, businesses and resident groups that contribute to the quality of the neighborhoods. The Northwest Side represents a transition from the urban character of Milwaukee to the suburban nature of surrounding communities. This suburban style development is found in the western portion of the neighborhood, and is characterized by larger lots, larger homes, and an exclusion of sidewalks. The Plan establishes priorities for strengthening neighborhood housing, business, retail, industrial, transportation, and recreational assets. The Plan also promotes investment and provides guidance for public and private development initiatives.

The City and County limits bound the plan area on the north, west, and east. On the south, the area is bounded by Hampton Avenue from 124th Street to 91st Street and Silver Spring Drive from 91st Street to 27th Street. Refer to Map 1: Plan Area Boundaries.



Planning Context and Purpose

The purpose of the Northwest Side Plan is to evaluate the assets and opportunities of the area in order to guide new development that builds upon its resources. The long-range purpose of the Northwest Side Area Plan includes four goals:

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

STATE OF WISCONSIN: PRINCIPLES OF SMART GROWTH

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Figure 1: Principles of Wisconsin's "Smart Growth" Legislation, §66.1001 Wisconsin Statutes

To achieve these goals, the Plan establishes priorities for enhancing and building upon existing neighborhood assets and infrastructure. By increasing the level of interaction with City staff and elected officials, implementing a community-wide development strategy, and creating a method for discussion among area stakeholders, the Northwest Side will strengthen its presence in the City of Milwaukee.

This Comprehensive Neighborhood Plan serves as a guide for both the short-term and long-term redevelopment of Milwaukee’s Northwest Side. It seeks to preserve the unique qualities of the neighborhood and direct new development that will improve the value and identity of the community. The Plan includes goals and objectives, an analysis of trends, redevelopment standards and policies and implementation strategies. Also included in the Plan is a summary of the public participation process.

City Comprehensive Plan Structure

The Northwest Side Area Plan has been prepared under the authority of Wisconsin’s Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as “Smart Growth” legislation. The 1999 Wisconsin Act 9, and subsequently 1999 Assembly Bill AB 872 and 2001 Wisconsin Act 16, revised planning legislation for all communities in the State. The Smart Growth legislation provides a framework for developing comprehensive plans, procedures for adopting such plans, and requires that any program or action of a community that affects land use must be consistent with the community’s comprehensive plan. The principles of Smart Growth legislation are listed in Figure 1.

Upon adoption, all land use decisions must be consistent with the goals, objectives and policies outlined in the Northwest Side Comprehensive Area Plan.

The City of Milwaukee’s comprehensive planning process has been structured to recognize the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City’s Comprehensive Plan consists of two components (refer to Figure 2): a Citywide Policy Plan and a series of Area Plans. The Northwest Side Area Plan is one of these Area Plans.

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly.

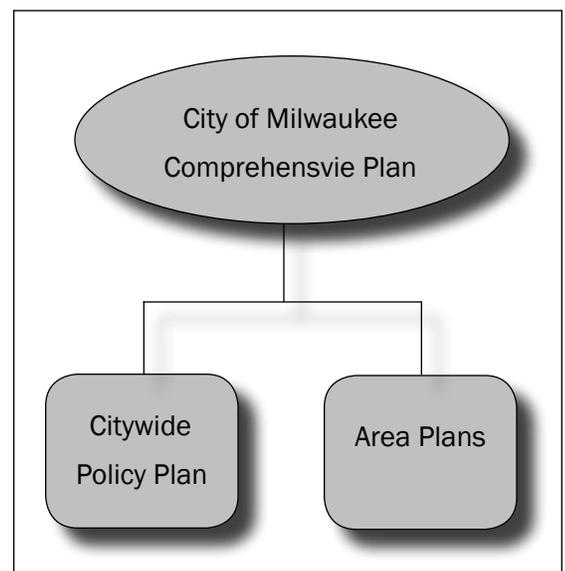


Figure 2: City of Milwaukee’s comprehensive planning structure

By structuring recommendations first for the whole area, then for specific districts and corridors, and finally for particular sites, policy recommendations can be easily referenced based on the specifics of a reinvestment proposal (refer to Figure 3).

Chapter 1: Introduction and Chapter 2: Existing Conditions, Information Gathering and Analysis	Provides a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results.
Chapter 3: Land Use Policy	Identifies the types of uses, related policies, and redevelopment strategies planned for the Northwest Side area as a whole.
Chapter 4: District and Corridor Recommendations	Outlines more specifically where and how those policies and strategies should be implemented within the neighborhood, and provides additional design guidelines specific to those locations.
Chapter 5: Catalytic Projects and Programs	Identifies a number of specific sites within the neighborhood and recommends several alternative scenarios for the development of those sites.
Chapter 6: Implementation	Identifies phasing, priorities, and responsible parties

Figure 3: Northwest Side Area Plan structure

Contract Structure

The contract between the City and the consultants was structured to create teams of stakeholders who would provide guidance throughout the process. After the initial phases of information gathering and analysis, community sessions were held. This included conducting stakeholder interviews and focus group meetings, distributing household surveys, administering an image preference survey, and holding three community charrettes (half-day workshops). This information was utilized to formulate policy recommendations. Once the plan was drafted, it was presented to the public for review and comment. A final version was then completed for public hearings and adoption.

Contract Management Team

The Contract Management Team (CMT) was comprised of funding partners with organizational interests in the Northwest Side. These included representatives from Agape Community Center, Alexian Village, Christian Faith Fellowship Church, Direct Supply, Inc., Goodwill Industries of Southeastern Wisconsin, Granville-Brown Deer Chamber of Commerce, Havenwoods Economic Development Corporation, the Housing Authority of the City of Milwaukee, the Northwest Side Community Development Corporation,

the YMCA of Metropolitan Milwaukee, and the City of Milwaukee Department of City Development. The CMT met to review the information gathered, provide direction for public participation, offer guidance on plan development, and provide feedback about draft versions of the plan. The team's firsthand knowledge of the area and its issues helped to guide the development of the Plan. The CMT will play a major role in the partnerships needed for implementing the plan recommendations.

Planning Advisory Group

The Planning Advisory Group (PAG) consisted of a wider range of stakeholders including landowners, agency leaders, business owners and operators, and residents within the Northwest Side. Committee members were asked to participate in the plan development process as a representative cross-section of interested parties. Members met with the project manager and consultants when issues arose that required specialized knowledge. Prior to holding sessions open to the public, participation sessions were conducted with the PAG so they could provide feedback on not only the issues, but also the process and content of the upcoming public sessions. The PAG ensured that those with a vested interest in the development of the plan had an opportunity to comment on all aspects of the planning process.

Planning Process

The development of the Northwest Side Comprehensive Area Plan included the gathering of information regarding the existing conditions of the neighborhood in order to provide a comprehensive look at all factors that will affect investment and growth of the area. Extensive public participation was solicited throughout the process to

CONTRACT MANAGEMENT TEAM



• Agape Community Center



• Alexian Village



• Christian Faith Fellowship



• Direct Supply



• Goodwill Industries of Southeastern Wisconsin



• Granville-Brown Deer Chamber of Commerce



• Havenwoods Economic Development Corporation



• Housing Authority of the City of Milwaukee



• Northwest Side Community Development Corporation



• YMCA of Metropolitan Milwaukee



Residential neighborhoods



Industrial land bank



Little Menomonee River corridor

determine public opinion on issues facing the future of the Northwest Side.

PLAN GOALS AND OBJECTIVES

The following goals and objectives are intended to be a broad guide for the implementation of the community's vision based on the underlying philosophy of the neighborhood plan.

Residential Goals

- Strengthen and improve the existing neighborhood fabric.
- Increase owner-occupancy throughout the Northwest Side planning area.
- Create a diversity of housing choices for residents in the neighborhood.

Commercial Goals

- Create successful retail destinations that utilize existing commercial land and infrastructure.
- Enhance the marketability of commercial districts to promote economic stability and growth.

Industrial Goals

- Build on the existing success of newer industrial districts to ensure competitiveness with other industrial land in the metro area.
- Support industrial uses with commercial services, walk-to-work options, and improved transit.
- Create industrial districts with marketable features and welcoming, "campus" identities.

Institutional, Public and Open Space Goals

- Encourage new and highlight existing public spaces within a comfortable walking distance of every residence and business.
- Create or redevelop civic and institutional places that are welcoming places for people to gather and serve as visual or symbolic landmarks for the community.
- Encourage integration of significant greenspace within redevelopment areas.

- Encourage the interconnection of green spaces within the planning area.

Transportation, Parking, and Infrastructure Goals

- Create a hierarchy within the public right-of-way that successfully accommodates mass transit, automobiles, bicycles, and pedestrians.
- Improve the visibility of transportation alternatives.
- Maintain and connect the street network to maximize route alternatives.
- Make walking safe, attractive and convenient.

NEIGHBORHOOD CONTEXT

Community Boundaries

The boundaries of the Northwest Side are the City limits to the north; the City limits to the east; Hampton Avenue, 91st Street, and Silver Spring Drive to the south; and the City limits to the west. Refer to Map 1.

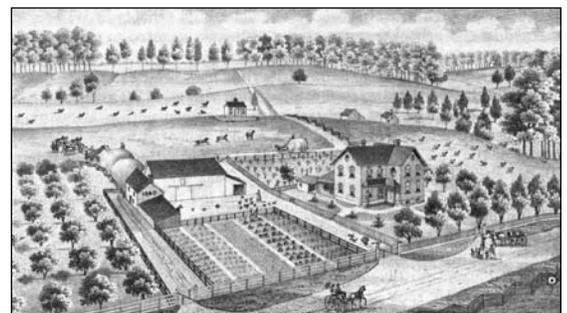
Location within the City

This plan area includes the most physical land area in the City with numerous economic development opportunities. There are many diverse residential neighborhoods and the area serves as a transition from dense urban housing to suburban housing choices similar to those in surrounding municipalities. The Northwest Side Area Plan is surrounded on three sides by other municipalities. To the north is Ozaukee County and the City of Mequon, to the east is the Village of Brown Deer and the City of Glendale, and to the west is Waukesha County and the Village of Menomonee Falls.

Physical and Cultural History

Much of Milwaukee’s Northwest Side is commonly referred to as Historic Granville because it was formerly the Town of Granville. The date of territorial legislative approval for the Town of Granville was January 13, 1840,¹ and by 1876, the town encompassed approximately thirty-six square miles.

Granville quickly became known as the most productive agricultural town in Milwaukee County. As late as 1950,



Source: *Trading Post to Metropolis, Milwaukee County's First 150 years*

1 Aderman, Ralph M., ed. [Trading Post to Metropolis: Milwaukee County's First 150 Years](#). Oconomowoc, Wisconsin: C.W. Brown, 1987. p.7.

the Town retained twenty-nine of its original thirty-six square miles² as rural farmland, with some hints of residential, commercial, and industrial sprawl – large lots, no sidewalks, and separate parking areas. The remaining seven square miles had been annexed by City of Milwaukee and the Village of River Hills. Granville maintained its farm quality until 1956, when the City of Milwaukee annexed the entire area and incorporated it as part of the City.

After the annexation in 1956, the City of Milwaukee promoted its new acquisition as “Milwaukee’s suburb in the city.”³ The availability of undeveloped land led to a rapid and expansive growth of this area, and has resulted in land patterns that are typical of suburban communities. In particular, the Northwest Side is characterized by moderate-density single-family housing, single-use zoning, and uses that are dependent on the automobile. The scale of development – including roads, parking areas, office and retail – is significantly larger than occurs in more compact urban areas of the City.

Many factors have contributed the current make-up of the area. Market forces and development trends resulted in many large scale residential-rental developments to be constructed on the Northwest Side. These developments attracted many residents of the central city, resulting in a population shift towards the Northwest Side.

Previous Northwest Side Plans

Since 1980, two previous neighborhood plans have been developed. The most recent plan from 1987 focused on “preservation” of Milwaukee’s housing, jobs, neighborhoods, services, and tax base rather than a focus on massive new development. The plan also emphasized job creation, improved living conditions, and coordinating with area agencies on project implementation. Much of the plan was based on the 1981 plan of balancing urban and suburban development within the Northwest Side while correlating the rate, type, and location of future growth (development) with citywide needs and demands. This concept of balancing development is valid today and continues to be a premise for district policy recommendations and the catalytic projects.

² Ibid p.60.

³ Ibid p.57.

Recent Significant Developments

The area has seen significant new development and redevelopment in the recent past. Projects have included residential, commercial, civic, and open space land uses. All of these developments have had a positive effect on the surrounding community. The following list includes many of these recent significant developments:

- Granville Station – The former Northridge Mall site has been renamed ‘Granville Station’. Redevelopment has occurred on the west end of the site with the construction of a new Pick n’ Save grocery store, a Menards home improvement store, and various outlot developments.
- Numerous single-family housing developments - The majority of new-construction single-family residential for the whole City is located on the western side of the planning area. The homes in these subdivisions have an assessed value of \$250,000 and above.
- Industrial developments - The Northwest Side of Milwaukee continues to include many large industrial corporations. The available land in the area allows the City to compete with industrial parks in the surrounding suburban areas due to land price, access, and available parking. This area is also better served by transit than surrounding areas, offering employers better access to workforce.
- 76th and Good Hope Road - This intersection has seen a great deal of change. Home Depot and other outlot buildings have been built on the southeast corner. The strip mall on the northeast corner has been redeveloped into Density Youth Plaza. This development will include recreational spaces for youths and young adults, job training, family resources, and a new high school. The Plaza is operated by Christian Faith Fellowship Church, an active community leader in the area.
- Park Place - A significant office and retail development along I-45 freeway interchange that offers an alternative to the urban style office choices in other parts of the City.
- Direct Supply, Inc. - Located in the Havenwoods area, Direct Supply has experienced significant growth. The company intends to expand their facility and provide a significant number of new jobs in coming years.
- Metro Center Auto Mall - This regional automobile sales center, located at 107th and I-45, has shifted many automobile sales from the 76th Street corridor.



Granville Station



New single-Family development



Park Place



Streetscaping in the Havenwoods neighborhood (Silver Spring Drive)

- Aldrich Chemical - Located on Teutonia Avenue, Aldrich Chemical is a significant employer in the area. This international company produces and sells a broad range of organic and inorganic chemicals.
- Public housing improvements in Thurston Woods (Berryland) - In 2002, the Housing Authority of the City of Milwaukee (HACM) renovated the Berryland housing development. Improvements included new porches, sidewalks, and site lighting. Agape Community Center is also housed within the Berryland development, providing support and services for the neighborhood.
- Havenwoods Silver Spring Drive streetscape (ongoing) - Havenwoods Economic Development Corporation (HEDC) has worked with the City and State to improve the streetscape along Silver Spring Drive. Improvements will have a positive effect on the business climate and pedestrian environment along this street. HEDC is also a strong partner with the City of Milwaukee in improving the business and residential climate of the neighborhood.
- Kohl Park (ongoing) - Milwaukee County is working together with local residents and business owners to develop Kohl Park. The parkland, donated by the Kohl family, is located along County Line Road between 76th and 91st Streets. This land is just south of the Mequon Nature Preserve. Long range plans include linking Kohl Park to the Oak Leaf Trail system to the east and to the Little Menomonee River Parkway that runs north-south through the western portion of the planning area.
- Job Corps (ongoing) - The City and State are implementing a Job Corps development along 60th Street. Job Corps is a no cost educational program administered by the U.S. Department of Labor for young people between the ages of 16 and 24 to learn a trades, earn a high school diploma or GED, and get help finding a good job.
- John C. Cudahy YMCA - Opened in 2000, the John C. Cudahy YMCA is the first YMCA in the country built specifically to promote the arts. This is a very unique Y that offers music, art and theater programs where other Ys offer fitness and youth sports. Programs are available for all ages and abilities. The John C. Cudahy YMCA also offers full-day child care, afterschool programs and summer day camp.