

CHAPTER V: CATALYTIC PROJECTS AND PROJECT AREAS

The Plan identifies four catalytic projects or project areas.

These projects play a catalytic role in their neighborhood because they:

- Inspire confidence and commitment that leads to additional investment in the neighborhood;
- Boldly create or reinforce the neighborhood’s image, amenity, and sense of place;
- Represent substantial new investment in and of themselves; and,
- Do all these things in a manner that furthers the neighborhood’s attractiveness and overall community development goals.

While the Southeast Side is characterized by mature and stable neighborhoods, community workshops revealed several strategic development opportunities that are “subject to change,” and merit more in-depth attention. These parcels tend to be underutilized and don’t currently contribute much to their surrounding neighborhoods. Planning and prioritizing redevelopment of these sites has the promise of increasing both economic opportunity and value to the community. Properly planned and orchestrated, these high profile projects have significant potential to stimulate reinvestment momentum that could revitalize and in some cases reinvent these locales with major benefits to the surrounding community.

Four catalytic project areas are presented in this chapter. Each project area is smaller than the district in which it is located. The project areas are subject to both the general principles of Chapter 3 and policies for its respective district listed in Chapter 4.

Drafts of each catalytic project area were presented at its own focus group, revised, discussed at length by the Contract Management Team and reviewed by the Plan Advisory Group.

The format used to present each project describes an overall redevelopment vision, the development rationale, current conditions, overall objectives, specific recommendations and design concepts, responsible participants, and projected timing.

Each forward looking concept is packaged to allow it to move toward implementation with a sense of direction and feasibility. Still, it is understood that they are subject to refinements and adjustments as they go through the usual project planning, design, financing, and approval process.



Walkable Town Center concept along Layton Ave.

5.1 Catalytic Project #1: Layton And Howell Town Center

Vision

“Throughout the world, commercial services of all types have been relocating to airport areas in order to attract a dual customer base of travelers and local population,” according to John D. Kasarda, Distinguished Professor at the University of North Carolina and author of “Airport Cities & the Aerotropolis: New Planning Models.”

“Major airports are key nodes for global production and enterprise systems, offering them speed, agility, and accessibility. They are also powerful engines for local economic development attracting aviation-linked businesses of all types to their environs. These include, among others, time-sensitive manufacturing and distribution; hotel, entertainment, retail, and exhibition complexes; and office buildings that house regional corporate headquarters and air-travel intensive professionals.”

The vision for the Layton and Howell Town Center is that it becomes the downtown of this Airport City for General Mitchell International Airport.

“Cluster rather than strip development should be encouraged along airport transportation corridors with sufficient green space between clusters. Residential mixed-use developments for airport area workers and frequent air travelers should be designed to human scale encouraging social interaction and sense of neighborhood.

In short, aerotropolis development and “smart growth” should go hand-in-hand.”

Several underutilized parcels generally located south of Layton Ave. and west of Howell Ave. offer the opportunity to develop a large, multi-use development that builds on the success of existing businesses.

The Town Center concept envisions a new commercial center supported by a new local street grid, convenient sidewalk connections, a public square, and a bike path. The focus of the Town Center as a place and a destination will include new entertainment, retail, office, hotel, conference and training center, and specialized housing land uses.

Two crucial components of the Town Center are accessibility from the airport and downtown Milwaukee via high quality bus rapid transit -- as called for in the mayor’s transit plan -- and that all of the developments are easily walkable from each other. Busy travelers and business people will be able to access all the resources they need and return to the airport, without needing to rent a car.

The synergy created between the Town Center and General Mitchell International Airport will foster more and higher quality development than otherwise possible.

Current Status

Several underutilized parcels located south of Layton Ave. and west of Howell Ave. offer the opportunity to create a Town Center development. The large 44-acre area south of Layton Ave., west and north of Holmes Avenue Creek and east of 6th Street is occupied by a partially utilized truck distribution facility, a dry cleaning shop and two older one story office buildings all significantly set back from Layton Ave. The south half of this area has large vacant parking lots.

Across Layton Ave. to the north is another vacant parcel of approximately 10 acres bounded by Park Creek on the north, Holmes Avenue Creek on the east, Layton Ave. on the south and 5th St. on the west. A very attractive fast food restaurant is located along the Holmes Avenue Creek edge.

Major access to both sites is from Layton Ave. which connects to I-94 approximately 12 blocks to the west. The creeks are currently storm water channels lined with concrete. These creeks flow northwest to Wilson Park. These parcels are zoned commercial and industrial-light.

Objectives

The market study, (Friedman, 2007), discusses the transition Layton and Howell Avenues are undergoing as “a relatively new and emerging retail/commercial corridor”. It further describes new development as piecemeal and scattered. The Layton and Howell Town Center

concept is a prescription to cluster commercial activity and organize future growth. As a catalyst in the community the project would:

- Provide a new community focus.
- Increase land values.
- Improve the image of surrounding neighborhoods.
- Provide a nucleus for expansion of pedestrian linkages to new and existing housing and green spaces.
- Encourage investment in new and reinvestment in existing hotel properties.

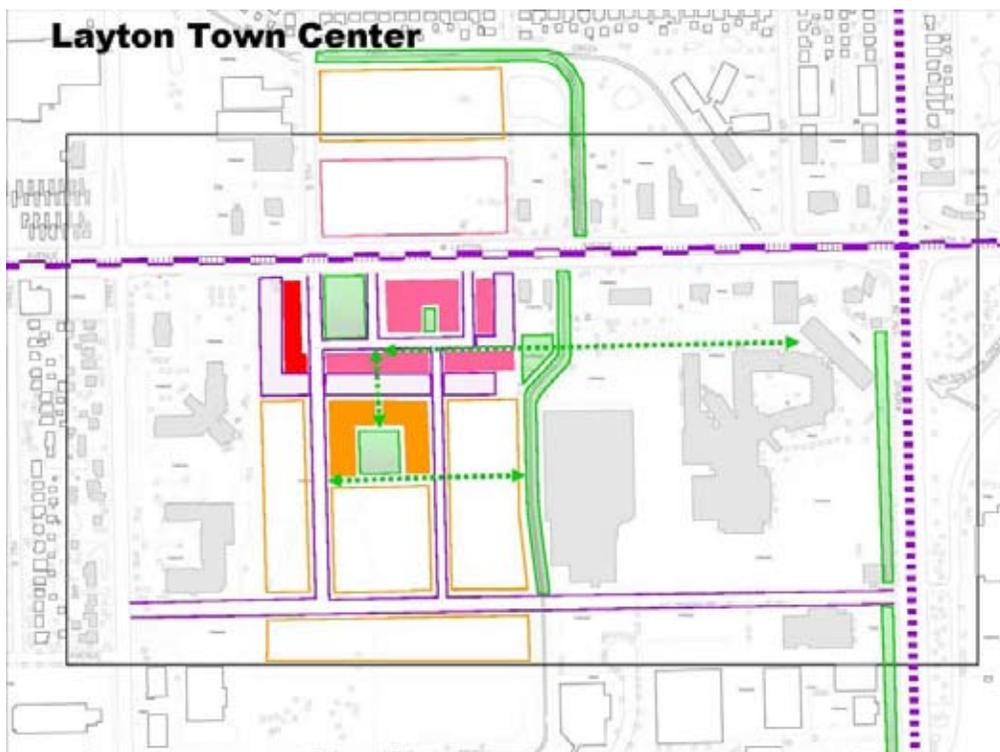
Specific Recommendations

The Layton and Howell Town Center concept features new street connections, a new public square, a cluster of new retail stores and multi story mixed use building types.

The illustrations show one design option of how the Town Center could be located and organized on the 44 acre site south of Layton Ave. Like any catalytic project, the actual project may vary or be staged to respond to market conditions, but the spirit of the project should not change.

A street pattern is extended into the site to form a well connected neighborhood:

- Carpenter Ave. would run from 6th St. east to Howell Ave.;
- 5th St. could extend from north of Layton Ave. into the site to Carpenter Ave.;
- A new segment of 4th St. would also be dedicated between Layton Ave. and Carpenter Ave.;
- Additional short street segments would further subdivide the parcels.





A public square defined by streets including Layton Ave. on the north, and 5th St. on the west would give the Layton Town Center a focus, a point of arrival and help to define it as a place, a destination.

Surrounding the public square at street level would be retail stores along streetscaped sidewalks so that the place created is pedestrian scaled.

All the streets would provide curbside parking for customers. Additional shared customer parking would be provided in a narrow ring of parking lots wrapping around the Town Center and connecting back to Layton Ave. at east and west. Clear gateways would provide pedestrian access to the retail shops. Tenant parking built beneath the retail would be accessed by ramp from the back.

To create an active Town Center, these buildings need to be mixed use with upper level offices, housing

and hotel uses, as possible options.

This neighborhood nucleus should be reinforced and supported by extension along the street grid to the south and to the east. New housing should be considered to form a transition to the existing single family neighborhood to the west and the hotel uses to the east. Multi-family apartments, elderly housing, and townhouses should be closely and graciously connected to the Town Center to encourage walking.

The streets must also to provide connections to green spaces including the existing creek system. There is momentum to naturalize these channels by removing the concrete lining and improving the visual quality of these creeks as well as encouraging non flood period use as green space. The system should provide hiking and biking trails that pass beneath Layton Ave. and connect the large parcel on the north side of Layton Ave.

By way of extension a similar development scenario should occur north of Layton Ave. on the 10-acre parcel. Again the street frontage should be edged by multi-story mixed use with street retail. The fast food restaurant could remain. Parking should be placed in a band behind the shops. At the north end, multi-family residential or hotel development would take advantage of an environmentally restored creek system that would ultimately connect to Wilson Park to the northwest.

A newly landscaped Howell Ave. would connect the Town Center to the front door of General Mitchell International Airport, completing a continuous environment from Howell Ave. and Grange Ave. to 6th St. and Layton Ave.

Encourage the provision of bike racks at all businesses and loaner bikes at hotels.

Responsible Parties

- Property Owners
- Developers
- Airport Gateway Business Association (AGBA)
- Department of City Development
- Department of Public Works
- Milwaukee County
- Milwaukee Metropolitan Sewerage District
- General Mitchell International Airport
- Elected Officials

Timing

In the Airport Gateway Business (AGBA) District current development interest and several large underutilized parcels offer an opportunity to quickly advance a strategy to rigorously upgrade key locations along Layton and Howell Avenues. AGBA has already formed a Business Improvement District. A detailed site plan will need to be prepared as a tool for discussion between property owners, elected officials, developers, City departments and the BID Board.





Walkable Town Center concept - bird's eye view looking south across Layton Avenue between 3rd and 6th Streets.

5.2 Catalytic Project Area #2: Army Reserve Site

Vision

The former U.S. Army Reserve property on 2372 S. Logan Avenue is ideally suited for redevelopment, such as multi-family and/or senior housing. Also, the site would benefit from a public connection aligned with Linus St. extended.

If plans for commuter rail connecting Kenosha, Racine and Milwaukee move forward, a passenger rail station has been identified east of this parcel and the area represents an excellent opportunity for transit-

oriented development. Increasing the housing options in the area will help build the customer base for local businesses, especially along Kinnickinnic Ave., while improving the value of residences in the nearby neighborhoods.



Army Reserve site

Current Status

The former Army Reserve has been cleared and the 5+ acre site is ready for development. It is accessible from Bay St., Lincoln Ave., and Lake Parkway (WIS 794).

The proposed passenger station for the Kenosha-Racine-Milwaukee commuter rail extension is at the east end of Lincoln Ave. This new station would likely improve the success of new development, although the redevelopment of the parcel is not contingent upon the station.

To the east of the Army Reserve site lie several City assets. The Port of Milwaukee, an important economic asset, covers a large area with industrial and transportation uses. The Lake Express Ferry takes people and motor vehicles across Lake Michigan, bringing visitors into the City from the east. There is also a contained disposal facility which may ultimately become a natural resource. The rest of the surrounding area includes mostly built-out residential areas to the south and west, along with mainly industrial space to the north.

Objectives

The proposed options will:

- Fulfill needs identified by the market study and public meetings.
- Maintain the neighborhood context while improving the transition between residential neighborhoods and the industrial areas of the Port of Milwaukee.
- Create housing options to build the customer base for businesses in the area, especially along Kinnickinnic Ave.
- Facilitate transit-oriented development in the vicinity of the potential future KRM passenger rail station.
- Traditional urban design patterns are appropriate, but the project should add significantly to the architectural quality of the area.

Specific Recommendations

- Redevelop the former Army Reserve site with multi-family housing.
- Preserve the option to create mixed-use transit oriented development near a future commuter rail station.

Options for the overall Plan for this area include the following:

Transit Oriented Development

If the commuter rail plans go forward, the station east of Bay St. would serve the nearby community and would enhance opportunities for transit oriented development. This would be relatively high density, mixed use, and some green space.

Multi-family residential development should bring more housing options to the area, helping to increase the customer base for the revitalizing businesses along Kinnickinnic Ave. It should also improve the transition between the residential areas and the industrial areas of the Port of Milwaukee, while following guidelines that allow it to develop within the context of the existing neighborhoods.

Any mixed uses including office and retail should not detract from existing businesses, especially those along Kinnickinnic Ave.

In addition to the mixed-use development, a boutique-style inn/hotel should be explored in the area.

The term “transit” in TOD indicates that this option is contingent upon the commuter rail station’s implementation.

Elderly Housing

Public meetings and the market study indicate that there is need for senior housing in the study area and discussions indicate that this type of development is difficult to do in Bay View because of the lack of large developable sites. On-site services could also be included, adding amenities to the neighborhood.



A developer at one of the study focus groups indicated interest in developing senior housing on the site. Communities like Shorewood, Wauwatosa and West Allis have used this strategy to build tax base and density. According to a report in the February 15, 2008 Business Journal, a site about the same size in West Allis was purchased for \$1.7 million and will be home to a \$15 million senior housing complex. Three buildings will range from 2-4 stories with the two smaller buildings providing assisted living.

Other Issues

At a recent community meeting held by Alderman Zielinski to discuss the Army Reserve site a number of other ideas mentioned included enhanced access through the site, and perhaps common open space.

Extending Linus St. through the site could enhance access to the lake-front and a future commuter rail stop. One vision for the extension of Linus Street would be to create a “living street” or a “woonerf” as it is called

in the Netherlands. This would be an area where pedestrians and cyclists have priority over motorists. While auto traffic is accommodated, the needs of car drivers are secondary to the needs of users of the street as a whole. It is a space designed to be shared by pedestrians, playing children, bicyclists, and low-speed motor vehicles.

Neighbors expressed concern about new traffic and requested that most traffic and parking occur on streets other than Logan Ave. Resident parking should be placed within the block out of site of passers by on public streets.

There was much discussion of height. Neighbors preferred that new buildings along Logan Ave. be compatible with the height of existing buildings across the street. They agreed that on the remainder of the site buildings could be a bit taller (about three stories). A four story height is needed to take advantage of lake views.



Solar Village

This concept emerged late in the study process no doubt spurred by rising energy costs and a growing awareness of “Green Building”. This concept to build about 150 sustainable housing units with solar features can be consistent with reducing automobile dependency via Transit Oriented Development and with the idea of mixed use, i.e. providing some elderly housing. The US Green Building Council, (USGBC), has established a comprehensive program to measure a project’s commitment to building “green”.

Use of alternative energy sources, solar, wind and geothermal are credits toward winning the USGBC’s coveted Leadership in Energy and Environmental Design (LEED) project certification.

Providing sustainable and energy-efficient housing can be accommodated on the site.

To emphasize solar features southern exposure, solar access, is critical. For some time, passive solar strategies have been successful in rural settings where unencumbered solar access is readily achieved.



Solar Village concept - Option 1

Note: Graphic illustrates Solar Village layout with single-family along Logan Ave., condominium multi-family along Bay St. and solar townhouses, between.

Now rising energy costs are driving rapid advances in active solar technologies like PV, photovoltaics, for urban areas. These, usually rooftop, PV panels turn sunlight into electricity which can be used directly by the occupant or pushed into the electrical utility grid, making the meter run backwards and crediting the property owner.

The economics of installing photovoltaic should improve significantly as energy costs climb and as new silicon wafer, the major component, production facilities anticipated to come online in the next few years drive down unit costs.

In the meantime incentives for solar and / or sustainable demonstration projects may be available from government or utility sponsored programs.

Responsible Parties

- Developers
- Port of Milwaukee (property owner)
- Department of City Development
- Redevelopment Authority of the City of Milwaukee

Timing/Next Steps

The Redevelopment Authority of the City of Milwaukee should issue a Request for Proposals for this site upon Plan adoption.

Note:
Graphic illustrates Solar Village layout with single-family along Logan Ave., condominium multi-family along Lincoln Ave. and Conway St. with solar townhouses, community gardens and greenspace between.



Solar Village concept - Option 2



Solar Village concept bird's-eye looking east to lake - Option 1



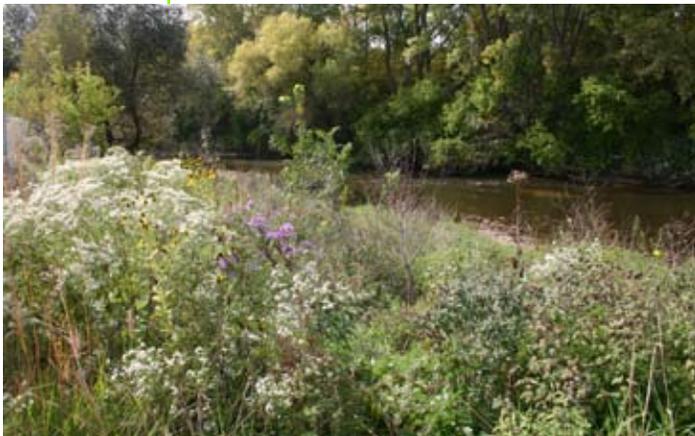
Solar Village concept bird's-eye looking east to lake - Option 2

5.3 Catalytic Project Area #3: Kinnickinnic River Area

162

Vision

This catalytic project area would create a new neighborhood that would provide jobs and housing in a vastly improved natural setting. Sensitive treatment of the Kinnickinnic River's riparian edges could improve the water resource value in this EPA-designated "Area of Concern" while also spurring contextually appropriate economic development. The nearby Menomonee Valley provides a good model that strikes a balance between growing jobs and preserving the natural environment.



Current Status: River

The concrete-lined section of the Kinnickinnic River upstream of the Plan area (between 27th and 6th Streets) is the subject of a channel redesign project for flood management purposes by the Milwaukee Metropolitan Sewerage District (MMSD); there are dozens of homes within the one-percent probability floodplain. It is because of concrete lining in this immediately upstream section that the Kinnickinnic River flows quickly until it reaches the project area. There, it begins to drop out its "trash load" just east of 6th St. This creates an on-going river clean-up need that has been filled in the past by a variety of interests including the Bay View Neighborhood Association, Friends of Milwaukee's Rivers, Sierra Club, Sixteenth Street Community Health Center, United Water Services and others. On-going efforts to clean up trash in and adjacent to the river are indicative of attempts to improve both the environmental and social conditions of the neighborhood.

The sheet-pile section of the river allows the river to be a "working river." Sheet pile is designed to hold back the bank and provide safe navigation. The river is unarmored and in a natural channel at the west end of the project, flowing through a mix of sheet-pile-lined and natural bank sections as it flows east.



There is contamination in the river that will be dredged in 2008 – provided funding is available – between Becher St. at the west end and Kinnickinnic Ave. at the east end to improve water quality and navigation in the Kinnickinnic River. Up to 170,000 cubic yards of contaminated sediments containing PCBs and polyaromatic hydrocarbons (PAHs) – two common types of pollutants found in river sediments – will be removed, providing an 80-foot wide navigational channel 20 to 24 feet deep. In addition, 2,364 feet of existing sheet pile will be replaced.

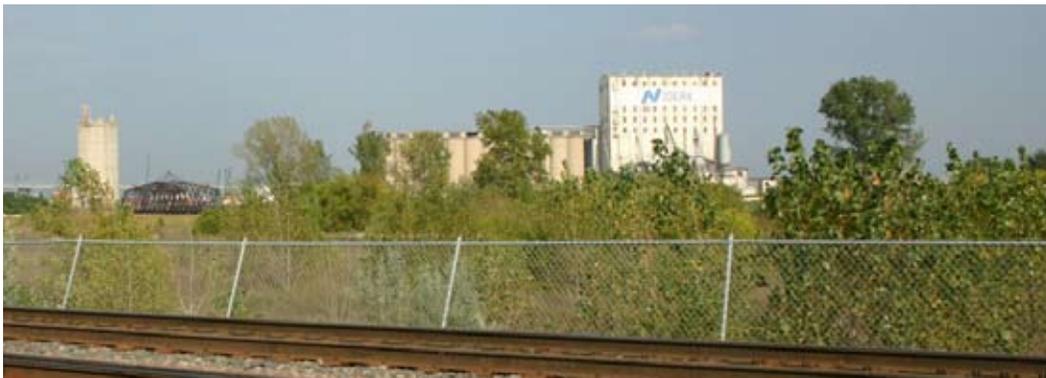
Current Status: Land Use

Land use in this catalytic project area (CP3) contains residential, commercial and industrial establishments as well as vacant land, underutilized properties, and

aging infrastructure. At the south end of CP3, Klement's Sausage Company, Inc. on Chase Ave. has over 250,000 square feet of building space, parking and significant open space. Across the Kinnickinnic River to the west is 23.6-acre Baran Park, home to several baseball and little league diamonds.

Moving downstream along the river, an area at a meander in the river is defined by a number of marine businesses, new and existing housing to the north, and adjacent neighborhoods.

Further downstream there are two vacant, contaminated industrial properties along the Kinnickinnic River known as the former Solvay Coke and the former Grand Trunk sites. The 46-acre Solvay Coke site is owned by a private developer; the 28-acre Grand Trunk site is owned by the Port of Milwaukee. The Solvay Coke site is bordered to the north by Greenfield Ave., to the northeast by railroad tracks and a coal storage area, to the east and south by the Kinnickinnic River, and to the west by more railroad tracks.



Remediation and removal of contamination has occurred at the site, and details on that may be found here: <http://www.epa.gov/Region5/sites/solvaycoke/index.htm>. The Grand Trunk site is an abandoned railroad yard on the south side of the Kinnickinnic River with immediate access to waterways and rail. It has a wetland and plant communities that stakeholders have expressed a desire to protect, and the site may be large enough to allow for the development flexibility entailed in its protection. Both sites may be developed at some point in the future, and would likely capitalize on their proximity to the Kinnickinnic River. Other properties in the vicinity characterized as industrial include the Marine construction company and a rail-truck transfer facility.

A 2.25-mile trail along the Kinnickinnic River is planned to connect the Historic Fifth Ward, Bay View and Lincoln Village. The trail will follow the Kinnickinnic River corridor and will help improve the quality of life on Milwaukee's South Side. See Chapter 2 for reference. The trail will extend west along a bend of the Kinnickinnic River, between Klement's Sausage and the river, into the Near South Side planning area. It will include educational and way-finding signage, public art installations, native landscaping and additional amenities, educational and recreational programming. An extension of the trail west on 6th Street through the Kinnickinnic Parkway is envisioned.

Objectives

Striking a balance between adjacent current and future land uses and the natural environment, this project's objectives are in part guided by: Keys to Great Waterfronts from the Partnership for Public Spaces:

- Create a new neighborhood that would provide jobs and housing in a vastly improved natural setting.
- Encourage and provide space for UWM's Great Lakes WATER Institute, UWM's School of Freshwater Sciences and the proposed Freshwater Technology Center.
- The waterway is a public resource: Honor the form while promoting the natural and working functions of the Kinnickinnic River as it courses from the west through the project area, through the Milwaukee estuary north of Jones Island, and east into Lake Michigan; naturalize river edges where viable.
- Redevelop underutilized riverfront land to create a green, accessible waterway as a focus for public use and economic development.
- Create multiple destinations: Use zoning to create transition from industrial uses at harbor to mixed, residential, and greenspace uses upstream.
- Use parks to connect destinations, complete bicycle and walking trails, and optimize regular visual and physical access to the river.
- Design and program buildings to engage public space.

- Support multi-modal transportation.
- Integrate seasonal activities.

Guiding these objectives are planning and design principles recommended in Ecological Riverfront Design. They include:

Planning Principles

1. Demonstrate characteristics of the City's unique relationship to the river in the riverfront design.
2. Know the river ecosystem and plan for a scale larger than the riverfront.
3. Because rivers are dynamic, minimize new floodplain development.
4. Provide for public access, connections, and recreational uses.
5. Celebrate the river's environmental and cultural history through public education programs, riverfront signage and events.

Design Principles

1. Preserve natural river features and functions.
2. Buffer sensitive natural areas.
3. Restore riparian and in-stream habitats.
4. Use nonstructural alternatives to manage water resources.
5. Reduce hardscapes.
6. Manage stormwater on site and

7. Balance recreational and public access goals with river protection.
8. Incorporate information about the river's natural resources and cultural history into the design of riverfront features, public areas and interpretive signs.

These planning and design guidelines help inform the specific recommendations made below.

Specific Recommendations

Based on input from an April 24, 2008 Kinnickinnic River Focus Group meeting as well as prior meetings with stakeholders, a number of specific economic development and environmental protection recommendations emerge that, with care, can be complementary to one another.

These include a future integration of the following, gradually transitioning from green space, waterfront residential and mixed-use development on the west, transitioning through industrial-mixed use and institutional uses to industrial uses consistent with the working Port on the east.

Numbered recommendations refer to specific map locations. Lettered recommendations apply throughout.



Specific Recommendations

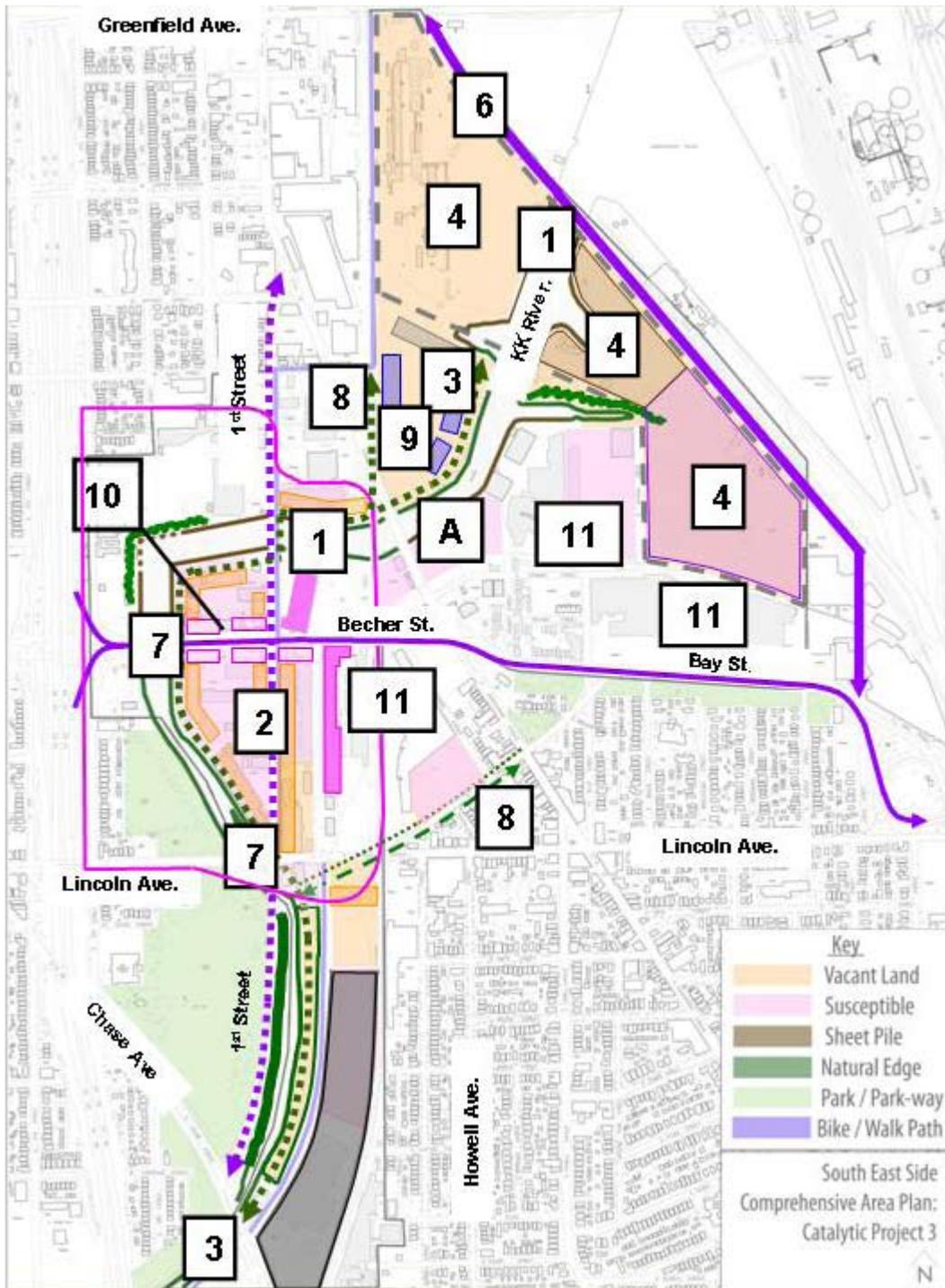
166

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
1	Water-Dependent Businesses	Downstream of 1st St. encourage water-related industries to locate along the Kinnickinnic River corridor, potentially including relocation of the Great Lakes WATER Institute or establishment of a Freshwater Institute.	Require water-related industries to protect the resource they rely upon through riparian buffer and open space set-asides.
2	Waterfront Mixed-Use Commercial / Residential	Rezone for mixed-use development along the Kinnickinnic River near Becher St., and allow marina frontage on the southeast side of the river. Included may be water-oriented condominiums, apartments, elderly housing, and renovated lofts.	Require setbacks and green infrastructure/ green buffers along the river for all structures.
A	In-stream Sediment Removal	Consider and pursue with the US Army Corps of Engineers the need to <i>periodically</i> dredge the channel to ensure long-term navigational needs are met, particularly if condo development with marina frontage occurs.	Periodically remove sediment and dispose of it properly (such as in the Jones Island contained disposal facility) for the benefit wildlife.
3	Public Access	Plan and implement a system of public access to the river that best responds to specific opportunities, including bike/ped paths, river walks, preserved and enhanced natural shoreline and green spaces, and a variety of access points.	Ensure the pathways include a riparian buffer to protect water quality provide habitat where practical, and enhance the visual environment.

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
B	Stormwater Management	During site plan review of all riparian properties, consider green stormwater management and require that stormwater management be integrated with land use and transportation planning.	Ask developers to provide proof of the Kinnickinnic River water quality protection as part of site plan review.
4	Solvay Coke/Grand Trunk	Encourage market-supported industrial development at Solvay Coke and Grand Trunk that's compatible with adjacent land uses by gradually transitioning to those land uses.	Maintain and protect existing natural water and habitat resources and river frontages on Solvay Coke and Grand Trunk properties.
C	Buffers	Require minimum buffer widths that protect aesthetics and respect urban design guidelines that are market-based and will attract new development. Once buffer widths are agreed-to during future project planning, protect them via an overlay district, development agreement and/or design guidelines, similar to protections afforded the Milwaukee River.	Give careful consideration to appropriate buffer widths based on the science of pollutant removal. See Appendix 2 at end of this document for additional information.
D	Flood Management	Inform the MMSD flood management project to manage flooding upstream so as to not cause economic losses or safety hazards downstream.	Inform the MMSD flood management project to consider the impact of that project on trash accumulation downstream of 6 th Street.
E	Stream Bank Armoring	Allow developers to implement stream bank treatments necessary for the adjacent land use to function as necessary.	Use ecologically friendly treatments or enhancements as a preferred choice where stream bank armoring is required.

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
F	Sustainability	Require sustainability features in line with the Mayor's signature of the US Mayors Climate Change Agreement, and promote these features as an enhancement to market green redevelopment.	For new development throughout the watershed, require that developers include additional sustainability features that may protect the river to mitigate stormwater runoff.
6	Industrial Access	Consider the need for new access to former Solvay Coke and Grand Trunk industrial properties along existing railroad tracks, including a new vehicular bridge.	Maintain existing green space along potential new access route to maintain habitat and enhance area aesthetics.
7	Gateways¹	At 1 st St. improve the gateway along Becher St. and Lincoln Ave. to support economic development in the vicinity.	Convert 1 st St. into a parkway with green infrastructure features.
8	Neighborhood Connections	Provide pedestrian linkages and improve bicycle safety.	Ensure linkages and paths respect the natural environment.
9	Institutional Site	Capitalize on the opportunities presented by water-related research businesses.	Encourage water-related research along the Kinnickinnic River.
10	Mixed-Use Commercial / Residential	Encourage complementary co-location of first-floor commercial and upper-floor residential development to help revitalize the area.	This density will allow development in harmony with natural settings.
11	Industrial-Mixed	The land use of subareas not otherwise identified should be industrial mixed.	Compact, mixed use development promotes efficient use of land and shorter commutes.

¹ A gateway provides visual interest and distinction at the edge of a neighborhood, welcoming visitors.



Location of recommendations identified in the previous table.

Economic development and environmental protection recommendations are generally similar, including the need for green buffers along the Kinnickinnic River. Recommendations may differ in the desirable width of the buffers, and so two “bookend” cases emerge. (More information on these is provided in the National Model Projects Review section in Chapter 2).

Case Study 1

Relatively Narrow Green Riparian Buffer (to balance pollutant removal with economic development potential). For example, the Chicago River Corridor Design Guidelines and Standards regulate three zones that include an immediately adjacent riverbank zone, a 30-foot urban greenway zone, and a development zone beyond the greenway zone that allows for economic development potential. Convened under the guidance of the Department of Planning and Development, the goal of the guidelines and standards is to enhance the river’s attractiveness as a natural and recreational resource while respecting the needs of residential and business developers.



Case Study 2

Relatively Wide Green Riparian Buffer (to maximize pollutant removal with perhaps less intensive economic potential). For example, the Willamette River Greenway Program administered by the Oregon Parks and Recreation Department requires minimum setbacks ranging from 100 to 150 feet from the mean low water level. The greenway program is consistent with the state's "Goal 15: Willamette River Greenway" which mandates consideration of scenic qualities, protection of the vegetative fringe; it also requires a greenway setback. An American Heritage River recognized for "voluntary and community-based efforts to restore and protect the environmental, economic, cultural and historic values," the state of Oregon is able to receive federal assistance on the Willamette's behalf to carry out revitalization plans.

Whether a wide or a narrow buffer is ultimately selected, in both the Chicago and Willamette River examples, up front citizen/ stakeholder participation played key roles to location-sensitive greenway establishment, helping to mold and shape the greenway to fit the context and needs. In fact, the Center for Watershed Protection recommends, in "Principle No. 17," that buffers be variable width, naturally vegetated buffer systems along perennial streams, and that they should encompass critical environmental

features such as the 100-year floodplain, steep slopes, and freshwater wetlands.

The planning process for this catalytic area should continue to further define riparian buffer needs and seek coalescence, allowing the width of the buffer to widen and narrow as context allows. In some places, green spaces should be preserved; in other places, the buffer width may need to narrow to balance development and environmental protection. In the end, the environment can be a catalyst for economic development, and economic development can be an engine that drives protection of the Kinnickinnic River. The key to success will be to be as opportunistic as possible in preservation efforts.

Responsible Parties

- City of Milwaukee
- US Army Corps of Engineers
- Milwaukee Metropolitan Sewerage District
- Riparian Landowners and Developers
- Friends of Milwaukee's Rivers
- Other Trail and River Advocates and Non-profit Organizations

Timing

Project-level planning for this catalytic area is necessary and should begin as opportunities arise, provided funds allow. This is a complex effort that will require getting the involvement of numerous responsible parties.



“Smart growth” river edge neighborhood concept



“Smart growth” river edge neighborhood concept - bird’s-eye view looking northeast toward the port.

5.4 Catalytic Project Area #4: 440TH Redevelopment Area

174

Vision

This catalytic project would redevelop the former 440th Air Force Base in a manner consistent with the Local Redevelopment Authority's (LRA) recommendations for a 102-acre site at the southwest corner of General Mitchell International Airport (GMIA). The LRA was formed in 2006 to study and make recommendations for base reuse, and is composed of members from Milwaukee County and the City of Milwaukee government. If approved and provide future requirements are met, base reuse would provide airport expansion capacity, jobs, and economic development opportunities.

Current Status

In March 2008 the LRA put forth a Preferred Reuse Plan as part of its Final Base Redevelopment Plan: General Mitchell International Airport – Air Reserve Station (IAP ARS). The US Air Force (USAF) is likely to accept the LRA's Preferred Reuse Plan, and this catalytic project is consistent with the LRA's plans. The USAF is currently preparing an Environmental Assessment of the property – a step required prior to civilian reuse.



Objectives

Specific goals of the LRA are provided in the box that follows and are assumed objectives for this catalytic project.

Goals Statement

The Milwaukee 440th Local Redevelopment Authority is responsible for developing a vision for the reuse of the General Mitchell International Airport Air Reserve Station and to develop a specific plan of action to achieve this vision. In order to guide the redevelopment planning and implementation, the 440th LRA hereby adopts the following goals for the Reuse Plan:

- Provide enhanced opportunities for business growth and development.
- Maintain an open and transparent planning and implementation process.
- Coordinate redevelopment with other on-going planning processes in the region.
- Develop realistic and fiscally responsible Intermediate and Long-term Reuse Plans, recognizing and acknowledging that the runway envisioned by the FAA and County-approved Airport Master Plan will be an essential component supporting long term regional growth.
- Capitalize on the development opportunities for the 440th lands recognizing the inherent value of the site to aviation related activities while remaining flexible throughout the redevelopment planning process.
- Incorporate economic feasibility and appropriate environmental standards as key elements of the intermediate and long-term reuse planning process.

Adopted 8/21/2007

Specific Recommendations

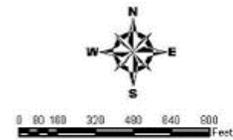
The LRA selected the alternative known as “Alternative A – Aviation Reuse” as its Preferred Reuse Plan.

The northern portion (56 acres) of the 102-acre property would lend itself to long-term airport reuse, and includes a number of buildings and a large aircraft parking area. As currently envisioned, 37 of the 56 acres would be for aviation uses inside the GMIA fence, including corporate aircraft hangars, aircraft maintenance fixed-base operations, air cargo and aircraft manufacturing. Uses outside the fence are envisioned on 18 of the 56 acres and could include aviation career training, aircraft logistical services, electronic/mechanical repair services and office support functions for airport businesses. The market will ultimately drive the overall mix of development inside and outside the fence.

The remaining 46.2 acres are ultimately designated for the construction of a new runway and would only be used for



Source: GMAARS and RKG Associates, Inc.



interim leasing as described in the Intermediate Plan.

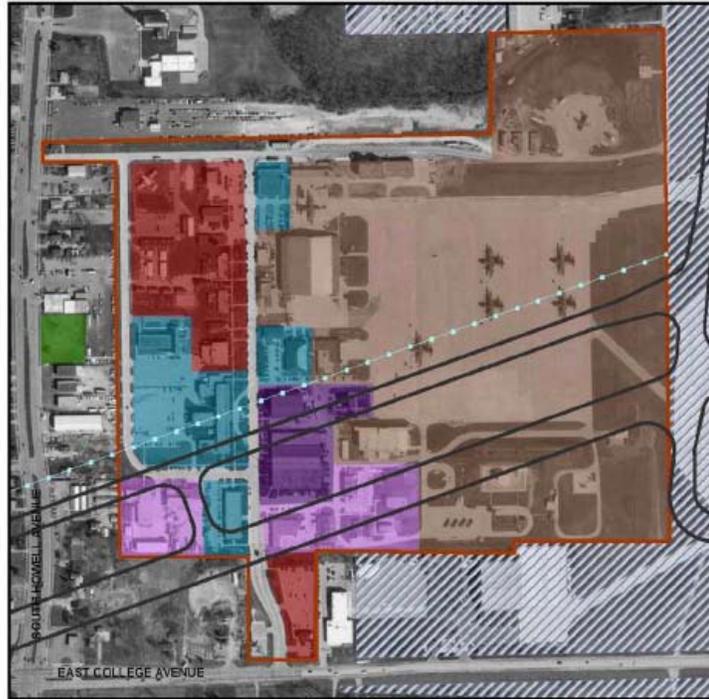
All redevelopment is contingent on final Department of Defense clean-up of the site.

Responsible Parties

- Local Redevelopment Authority
- General Mitchell International Airport
- Milwaukee County
- City of Milwaukee
- US Air Force

Timing

Timing is dependent on the USAF's completion of the Environmental Assessment and clean-up, transfer of property ownership, and market forces that would drive redevelopment of uses on the northern portion of the property. If air traffic grows at the projected rate, the southern portion of the property might be needed for future runway construction between 2016 and 2021.



Source: GMIAARS and RKG Associates, Inc.

