

Chapter 2: The Planning Process: Existing Conditions, Information Analysis

Chapter 2 summarizes the information gathering and analysis that was completed for the Southwest Side planning area.

The chapter describes the existing conditions and trends within the area to provide a comprehensive look at the factors that have and will affect the development of the Southwest Side such as demographics, economics, land use, and transportation.

The chapter also provides an overview of all the public involvement activities that were conducted throughout the process.

2.1 Public Involvement

Public participation is the cornerstone of the planning process. It brings stakeholders of every kind (residents, elected officials, business owners, students, employees) to the table and provides an open forum for the creation and support of ideas.

A strong outreach effort and input yielded valuable insight into significant issues of importance to Southwest Side residents. This input is essential as it forms the basis for plan recommendations.



August 2009 planning and design charrette



November 2009 open house

Public participation events included interviews, community surveys, image preference surveys, interactive informational meetings, a planning and design charrette and a public open house.

The Mash Up

In fall of 2008 the planning team held its first public meeting. Nineteen members of the community gathered at Alverno College to become familiar with the planning team and process, and to share observations and feelings about the planning area. After a slide presentation and general discussion, the group broke into smaller units to participate in a planning technique called a “mash up.” The term mash up refers to combining information from a variety of sources.

Participants used large land use maps to identify areas of concern, areas that have positive attributes, opportunities, and other issues. Information was conveyed by writing and drawing on the maps.

The mash up succeeded in not only helping the planning team and participants learn from each other, but also about each other.

Detailed comments are summarized on the map on the next page. Some of the overall themes that participants identified follow:

Some multi-family complexes are poorly designed and don't fit the traditional pattern of the neighborhood.

The existing commercial areas are good, but need storefront restoration, landscaping, and traffic management.

Small neighborhood commercial areas with family-owned businesses are appreciated and add to the sense of neighborhood, but they're not always well planned.

The area has particularly attractive residential neighborhoods, some with unique designs and a strong sense of place.

There could be a stronger relationship between Alverno College and neighborhood commercial areas.

Growth at the two hospitals has been good for the area and should continue.

The parks are nice, but underutilized. Coordinated trails might help.



Image Preference Survey (IPS)

The Image Preference Survey (IPS) is a planning technique that helps interpret how respondents would like their neighborhood to look and feel in the future. Eighty-four images from the neighborhood and elsewhere depicting various types of residential, industrial and commercial development, public space and parking areas were projected on a screen.

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

A total of six IPS sessions were held in the Southwest Side during the

first half of 2008. IPS sessions were held in such settings as Alverno College's Kellogg Room, libraries, and schools. A total of 91 IPS survey forms were completed and returned during the sessions.

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

IPS Residential

Participants very strongly preferred residential images of individually styled traditional single-family houses.

The photos show houses that are placed on a typical sized city lot, with architecture, landscaping and a front yard creating a formal consistent relationship to the street and the public.

These characteristics are frequently found in the in the Southwest Side plan area, although in many neighborhoods similar looking homes are repeated.





When garages and large driveways dominated the front façade and front yard, ratings dropped off, although this image was still rated positively.



Compatibility with the surrounding neighborhood was important, but when architectural styles were repeated, ratings dropped off while staying in the positive range.



The only image of single family housing employing a modern architectural style received mixed reactions.

Images that did not adhere to these general principles ranked low. The lowest ranked image, which depicts a manufactured home, may also reflect negative attitudes toward the prospect of adding manufactured housing communities to an area that currently has only such community.



Other low ranking images show examples of design concepts from the 1960's and 70's where either an automobile entrance dominates the front façade or buildings are oriented toward one another and away from the street.





Multi-family homes received mixed ratings among participants. The front façade of the multi-family structure in this image, which rated positively, creates the visual impression of several individual, single family homes. It rated lower than images that had a more formal relationship to the street instead of a huge set back, which is not a traditional residential development pattern.



This four-unit residence from the Southwest Side scored positively. Although the building has minimal architectural detailing, the front porches and balconies and high level of upkeep contribute positively to the buildings surroundings.

Other multi-family images included three images of large apartment buildings and an image of a modern high-rise building. The apartment building images each received a median score of zero indicating mixed responses and caution. The high-rise building, which represents a departure from the building stock typically found in the Southwest Side, rated negatively, but not as poor as the lowest rated residential images discussed previously.

IPS Commercial

As the IPS transitioned to the topic of commercial development, large multi-family buildings with residential above commercial uses scored positively.

This may indicate that participants' preferences with regard to development in commercial areas differed from existing residential areas where mixed use buildings would look out of place. These indicate that the plan should explore the potential for integrating mixed use, multi-family residences into commercial redevelopments.





The highest-rated commercial images include an outdoor café, a mid-sized grocer with extensive landscaping and an outdoor café, and an outdoor market.

The consistency of these high ratings and discussion with respondents indicate a desire for pedestrian scaled commercial spaces and an alternative to the auto-oriented development prevalent in the Southwest Side.



This observation was reinforced by the negative ratings received by an image of a big box store with a large parking lot. Images of the area's existing traditional storefronts also rated negative.

To the contrary, other surveys performed during the community outreach process indicated that residents had a preference for these traditional commercial areas. This discrepancy may be influenced by the fact that the images of traditional commercial areas lacked any significant urban design amenities and depicted significant highways in front of the stores.



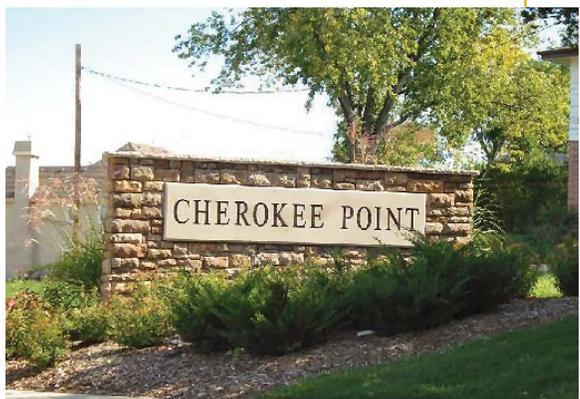
IPS Industrial and Business

Images of business parks and industry that were well landscaped rated well.



IPS Signage

Images of low profile monument signage and small, unique signs on buildings were favored over pole signs.



The pole sign for Leon's Frozen Custard, which some consider to be a landmark of the Southwest Side, was rated neutral.





IPS Streets, Sidewalks, Parking

Images of streets that were highly rated featured visually interesting sidewalks with street trees or street furniture.

Streets with either planted boulevards or benches were also highly rated. Ensuing discussion with respondents underscored a common desire to replace significant paved areas with other surfaces or landscaping.



Images depicting paved parking lots extending to the sidewalk were disliked, and this practice is already prohibited by the City's zoning code. The conditions of road surfaces were also judged to be strongly in need of repair.

A multi-functional parking structure with first-floor retail integrated into the parking structure was featured in the most favored parking image.

The lowest-rated parking image depicted a strip mall with no landscaping that is located in the Southwest Side.

IPS Sustainability

Sustainability-themed images rated very highly in general.

One of the highest rated images overall in the survey depicted a side yard where turf has been replaced with plantings and stormwater channels.

Images of other sustainable techniques such as creek bed restoration, porous paving, community gardens, and rain barrels all scored highly, indicating that sustainability should be a guiding theme of this plan.





Public Spaces and Parks

The highest rated public space and park images were of lush, well kept open space.



Formal parks with areas for sitting and walking were the most popular among participants.

Respondents noted that most people don't use the parks and that parks that had other public amenities and multiple uses received the most use.

An image of a small, publicly owned and non-profit managed pocket park was also highly rated. This joint approach could serve as a guide to park ownership and management throughout the Southwest Side and the Milwaukee County park system.

Community Survey

The community survey was made available to the public through the plan website and in hardcopy at various public locations. It was designed to give the planning team a snapshot of participants' attitudes toward the Southwest Side.

The total number of survey respondents was 146.

It's important to note that this survey is not a random sample of the population; it is a sample of people who participate in civic processes such as planning meetings.

Therefore, it's not surprising to find that participants have a greater tendency to be homeowners without children than the overall population.

Key findings include:

Residents

A large percentage of respondents (32%) have lived in the Southwest Side area for over 20 years.

Eighty-nine percent of respondents are homeowners, which exceeds the City average home ownership rate of 45%.

Respondents gave the following reasons as to why they live in the Southwest Side:

a) Appearance of neighborhood (70%);

b) Safety / security (51%);

c) Affordable housing (40%); and

d) Being born/raised in the area (39%).

The significance of appearance as an influencing factor reaffirms the results of the Image Preference Survey outlined in the previous section.

Most households do not have children under the age of 18 (62%).

Retail and Commercial Areas

Elements of commercial areas that were indicated as favorable included:

- a) The amount of parking (44%);*
- b) Clearly defined crosswalks (39%);*
- c) Walkability (37%); and*
- d) Cleanliness (37%).*

Respondents indicated that the Southwest Side's commercial areas could be improved through:

- a) Enhanced police presence (20%);*
- b) Streetscaping (20%); and*
- c) Appearance of storefronts (16%).*

Respondents indicated that the most frequented businesses in the area include:

- a) Gas stations (96%);*
- b) Fast food restaurants (85%); and*
- c) Grocery stores (76%).*

The most desired types of businesses include:

- a) Sit-down restaurants (50%);*
- b) Bookstores (32%); and*
- c) Entertainment uses (28%).*

Businesses that participants do not wish to see in the Southwest Side include:

- a) Check cashing establishments;*
- b) Bars and taverns;*
- c) Liquor stores; and*
- d) Dollar / thrift / convenience stores.*

99% of respondents drive to do their usual shopping.

Most (51%) indicated that they shop at big box stores.

The same proportion (51%) of participants also indicated that they sometimes shop at neighborhood retail stores.

Sustainability

The highest rated long-term sustainability issues include:

- a) Education (65%);*
- b) Air and water quality (65%);*
- c) Energy usage (60%); and*
- d) Stormwater management and flooding (54%).*

General Comments

Participants indicated that they would characterize the residential neighborhoods as nice with well-maintained homes. However, some of the area's commercial areas could use improvement.

High taxes, quality of schools, and property crime were cited as concerns, but overall the area was reported to be a safe, nice place to live.

Many people have lived in the Southwest Side for decades and there are many City workers living in the area.

Planning and Design Charrette

On August 18, 2009 the planning team facilitated a public charrette to generate ideas and concepts regarding the retrofit of a commercial corridor (see page 35).

The site, located between Howard Ave. and Loomis Ave. along the eastern edge of 27th St., is located within a significant, primarily auto-oriented corridor within the Southwest Side.

The site currently contains a mix of vacant car dealerships, a strip mall, a manufactured home community, a historic hotel, and several service businesses.

"Retrofit" is a term for employing a new model for development that uses urban design attributes in the redevelopment of places that are located in underperforming commercial corridors. It is also a way to integrate new uses within existing development, take advantage of large blighted sites, and introduce a mix of uses in more compact development rather than stand-alone single use buildings.

The goal of the charrette was to come up with ideas on how to build and support an identifiable place to which people would be attracted. These benefits could be in the form of more walkable neighborhoods, greater connectivity between areas,

and more compact, efficient development that includes a mix of uses. These characteristics aid in reducing automobile dependence and promoting other forms of transportation such as bicycling and walking.

Those in attendance were split into four teams, each with six community participants and a planner to help facilitate discussion. Each group generally devised similar concepts for the redevelopment.

The most prevalent concepts centered on creating connections, improving conditions for pedestrians and bicyclists, and introducing housing and other amenities.



Aerial photo of charrette site



August 18, 2009 design charrette



27th St. edge, charrette site

Some of the concepts generated by the charrette teams included:

Reduce the size of paved areas.

Link the area to create a continuous network of green spaces. Create connections between the site and the adjacent Wilson Park Creek, and expand this as green space for walking, biking or naturalization.

Incorporate energy efficient techniques for site development and buildings.

Include other uses such as housing, public space and a library.

Create a connected circulation system interior to the site.

Require high quality design in landscaping, buildings, etc.

Provide quality goods and services so that people can shop locally, and conversely, create a development that is of such unique character it will be a destination for others.

These concepts were used in creating the S. 27th Street Catalytic Project in Chapter 5 of this plan.

Interviews

Interviews with various stakeholders provided insight to challenges, opportunities, and new planning efforts in the Southwest Side area.

Open House Summary

A public information meeting on the Southwest Side Area Plan was held November 17, 2009 at the Teaching, Learning and Technology Center at Alverno College.

Elected officials, plan advisory group members, residents, business owners and Alverno staff and students attended the meeting.

The meeting included an open forum for discussion and two presentations on the plan.

Plan exhibits and draft copies of the plan chapters were available at the meeting.



2.2 Demographic and Economic Overview

Please note that Census data was used in this section to compare and contrast the Southwest Side with the City and County. Newer and different data sources were used for the market study section.

Population

The Southwest Side population is relatively stable. According to Census 2000, the Southwest Side's population was 54,766, a decline of 1,291 residents or 2% since 1990. In contrast, the City of Milwaukee's population decreased by approximately 5% during the same time period.

Population by Race and Ethnicity

On the Southwest Side, the Hispanic population was 5,039 persons, comprising 9.2% of the total population. The 2000 non-Hispanic population comprised 46,658 (85.2%) white individuals, 967 (1.8%) African-American individuals, 859 (1.5%) Asian or Pacific Islander individuals, and 1243 (2.3%) individuals who were American Indian, in another race category, or considered themselves to be two or more races.

By comparison, approximately 12% of the total 2000 population within the City of Milwaukee was Hispanic. The City's non-Hispanic population was composed of the following racial groups: 45% white, 37% African-American, 3% Asian or Pacific Islander, and 3% American-Indian, other, or those who consider themselves two or more races.

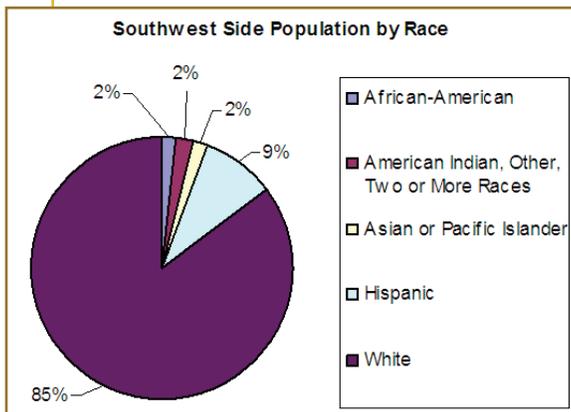


Figure 2.1

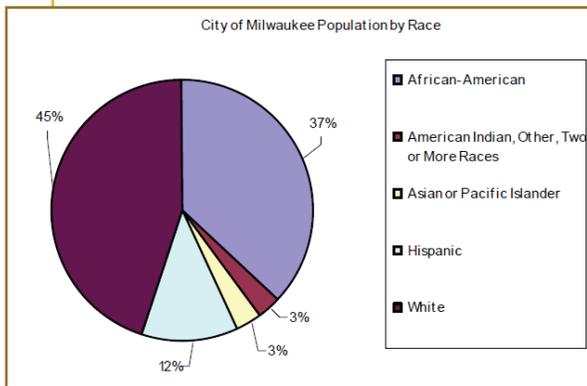


Figure 2.2

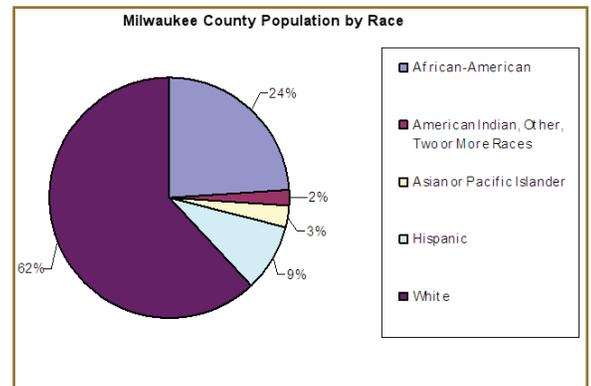


Figure 2.3

Source for Figures 2.1, 2.2, and 2.3: Milwaukee DCD Census Tract Data (US Census 2000) www.mkedcd.org/planning/data/

Population by Age and Sex

According to the 2000 Census, the population of the Southwest Side by sex is similar to both the City of Milwaukee and Milwaukee County. The Southwest Side population is 47% male (25,672) and 53% female (29,094). Both the City of Milwaukee and Milwaukee County populations were 48% male and 52% female.

The median age for the Southwest Side was 38.9 years which was higher than the City or County. Those between the ages of 25 and 44 years were the largest age group in the Southwest Side comprising 31% of the population. Those

aged 45 to 64 years old comprised 21% of the population and those 65 years and older comprised 20% of the Southwest Side's 2000 population. Children 5 to 17 years of age made up 14% of the population while young adults aged 18 to 24 comprised 8% of the population. The smallest group comprised those under 5 years of age, making up 6% of the Southwest Side population.

As shown in Table 2.1, the Southwest Side has a much higher proportion of residents 65 years and older than both the City of Milwaukee and Milwaukee County and a much smaller proportion of children of school age.

	Sex			Median Age (in years)			Age						
	Male	Female	Total	Male	Female	Total	Under 5	5-17	18-24	25-44	45-64	65 +	Total
Southwest Side	47%	53%	100%	37.1	40.9	38.9	6%	14%	8%	31%	21%	20%	100%
City of Milwaukee	48%	52%	100%	29.4	31.8	30.6	8%	21%	12%	30%	18%	11%	100%
Milwaukee County	48%	52%	100%	32.3	35.2	33.7	7%	19%	11%	30%	20%	13%	100%

Table 2.1 Population by Age and Sex Source: Milwaukee DCD Census Tract Data (US Census 2000)

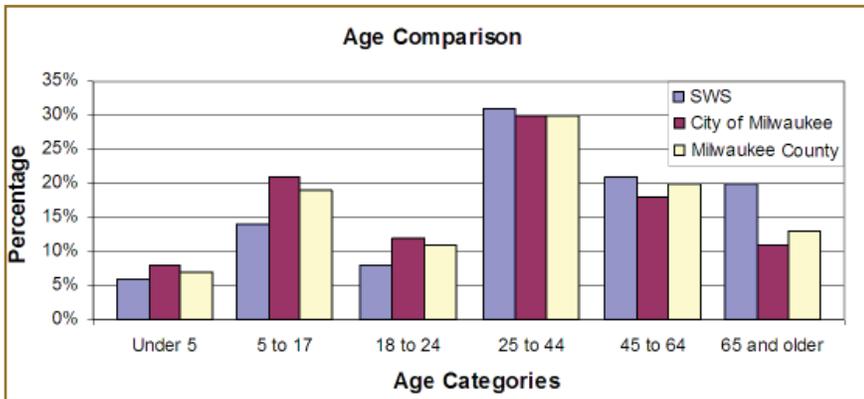


Figure 2.4 Source: Milwaukee DCD Census Tract Data (US Census 2000)

Educational Attainment

In 2000, of all Southwest Side residents 25 years of age or older, 17% had less than a complete high school education, 37% were high school graduates, 21% had some college, 7% had an associate degree, 13% had a four year college degree, and 5% had a graduate or professional degrees.

only and an equal proportion that had some college or an associate degree. The Southwest Side had a similar proportion of residents to that of the City of Milwaukee with college or graduate degree, but lower than the County's proportion.

As seen in Table 2.2, compared to the City and County, the Southwest Side had a smaller proportion of residents who had not completed high school, a much higher proportion who had completed high school

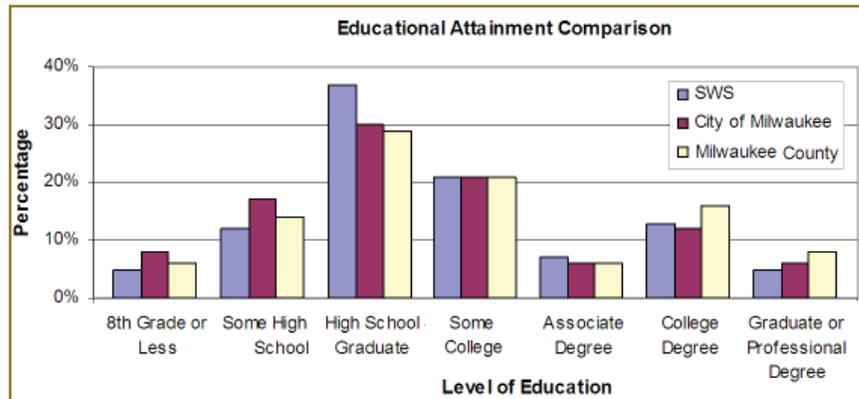


Figure 2.5 Source: Milwaukee DCD Census Tract Data (US Census 2000)

	Level of Education							Total Persons 25 +
	8th Grade or Less	Some High School	High School Graduate	Some College	Associate Degree	College Degree	Graduate or Professional Degree	
Southwest Side	5%	12%	37%	21%	7%	13%	5%	100%
City of Milwaukee	8%	17%	30%	21%	6%	12%	6%	100%
Milwaukee County	6%	14%	29%	21%	6%	16%	8%	100%

Table 2.2 Educational Attainment Source: Milwaukee DCD Census Tract Data (US Census 2000)

Households

Household Size

In 2000, there were an estimated 24,588 households and 54,344 people living in households in the Southwest Side. The average household size was 2.2. The City of Milwaukee had a total of 232,188 households and an average household size of 2.5, while Milwaukee County had 377,729 households and an average household size of 2.4.

Household Income

The median household income for the Southwest Side was \$41,311. This was higher than both the City of Milwaukee and Milwaukee County. The proportion of persons below poverty in the Southwest Side was considerably lower than the proportion in the City or County. The Southwest Side had 6.2% of its population below poverty while the City of Milwaukee had 21.4% and Milwaukee County had 15.3% below the poverty threshold. In 2000, the poverty threshold was \$8,959 for a single person under the age of 65 without children and \$8,259 for a single person aged 65 or older.

The Southwest Side has a high median income and correspondingly low poverty rate in comparison to the larger City and County. The poverty rate is less than one-third of that for the City and less than one-half that of the County.

	Average (Mean) Household Income	Median Household Income	Persons Below Poverty	
			Number	Percent
Southwest Side	\$46,011	\$41,311	3,417	6.24%
City of Milwaukee	\$40,875	\$32,216	123,666	20.72%
Milwaukee County	\$48,868	\$38,100	140,100	14.90%

Table 2.3 Household Income Comparison
 Source: U.S. Census Bureau, Census 2000; www.census.gov/hhes/www/poverty/threshld/thresh00.html (poverty threshold for family unit of one person under and over 65 without children used)

Household Type

Households with children (5,915) comprise 24.1% of all Southwest Side households. Of these households, 70.8% are married and 29.2% are unmarried.

A higher percentage (30.5%) of households has children. 46.9% of Milwaukee households with children are married and 53.1% are unmarried.

In Milwaukee County, 37.5% of households have children, 66.8% of which are married and 33.2% are unmarried.

Compared to the City and County, the Southwest Side has a relatively small proportion of households with children and a low rate of households that are unmarried with children.

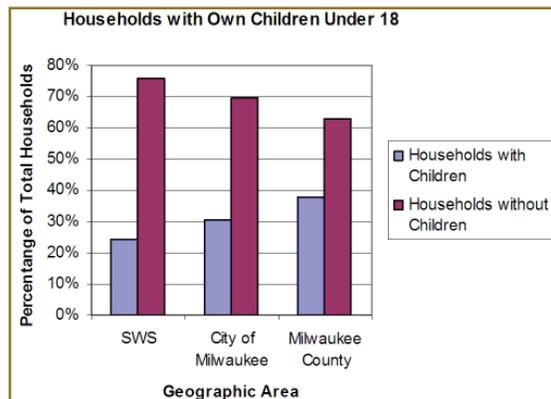


Figure 2.6 Source: Milwaukee DCD Census Tract Data (US Census 2000)

Housing

Housing Vacancy and Tenure

Out of a total of 25,339 housing units on the Southwest Side, 97% (24,588) are occupied. Of these, 61% (14,992) are owner occupied and 39% (9,596) are renter occupied.

In comparison, the Southwest Side has a substantially larger proportion of owner occupied housing units compared to both the City of Milwaukee and Milwaukee County (45% and 53% respectively).

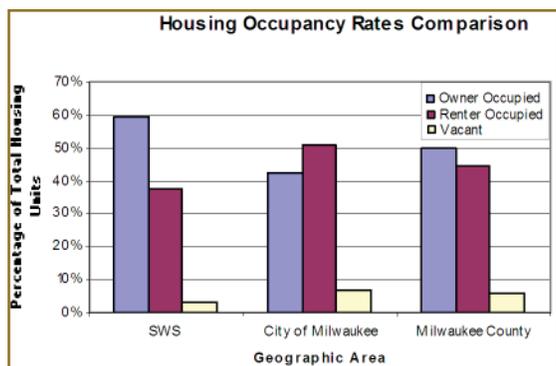


Figure 2.7 Source: Milwaukee DCD Census Tract Data (US Census 2000)

The overall housing unit vacancy rate on the Southwest Side of 3% is less than the City of Milwaukee's vacancy rate of 6.8% and Milwaukee County's rate of 5.6%. Most of the housing unit vacancies in the Southwest Side were reported in rental or 'other' units.

Southwest Side Housing Vacancy Rates		
	Number	Percent of Total
Total Units	25,339	100%
Occupied	24,588	97%
Vacant	751	3%
Tenure		
Owner-occupied	14,992	61%
Renter-occupied	9,596	39%
Total	24,588	100%
Vacancy Status		
For Sale	114	15%
For Rent	282	38%
Already Rented or Sold	55	7%
For Seasonal Use	35	5%
For Migrant Workers	0	0%
Other	265	35%
Total	751	100%
Vacancy Rate		
Owner		1.50%
Rental		2%
Total		3%

Table 2.5 Source: Milwaukee DCD Census Tract Data (US Census 2000)

Employment

Workers by Industry

In 2000, the educational, health and social services industry was the major source of jobs (54%) in the Southwest Side. In comparison, the City of Milwaukee employs 23.3% of its workers within this industry while Milwaukee County employs 23.7%.

The Southwest Side's high proportion, which is more than double that of the City and County, is partially influenced by the location of Alverno College, Aurora St. Luke's Medical Center, and St. Francis Hospital within the area. No other industry employs more than 9.0% of the Southwest Side's employment base and the majority of industries employ less than 4%.

Workers by Industry - Place of Work						
Southwest Side		City of Milwaukee		Milwaukee County		Industry
Total Workers	Percent	Total Workers	Percent	Total Workers	Percent	
35	0.2%	948	0.4%	1,117	0.2%	Agriculture, forestry, mining
10	0.1%	529	0.2%	568	0.1%	Armed forces
163	1.0%	7,282	2.8%	14,399	3.1%	Information
421	2.6%	11,622	4.5%	16,780	3.6%	Public administration
689	4.3%	17,902	7.0%	16,780	3.6%	Finance, insurance, real estate
627	3.9%	10,981	4.3%	19,406	4.2%	Other services (except public)
412	2.5%	9,518	3.7%	18,609	4.0%	Construction
274	1.7%	7,521	2.9%	27,438	5.9%	Wholesale trade
584	3.6%	22,679	8.8%	44,086	9.5%	Professional, management, administrative services
1,129	7.0%	21,980	8.6%	31,738	6.8%	Entertainment, accommodations, food services
8,735	54.0%	59,869	23.3%	109,997	23.7%	Educational, health and social services
1,455	9.0%	25,394	9.9%	45,807	9.9%	Retail trade
1,206	7.5%	47,396	18.5%	81,820	17.6%	Manufacturing
408	2.5%	13,152	5.1%	27,438	5.9%	Transportation, warehousing, utilities
16,175	100.0%	256,773	100.0%	463,924	100.0%	Total, Industry

Table 2.6 Source: UWM ETI, 2005: U.S. Census Bureau Data; www4.uwm.edu/ETI/workforce/business.cfm?which_state=55&which_county=55079 * This table refers to the number of workers in the Southwest Side. These workers may or may not be residents of the Southwest Side.

Labor force/worker characteristics

Workers Earnings

According to 2000 Census data, 26% of the Southwest Side's 16,156 workers who reported earnings (in the industries mentioned on the previous page) made between \$30,000 and \$49,000 per year. Fifty-eight percent of workers made \$29,000 or less per year. Fourteen percent made \$50,000 or more per year.

Means of Transportation

Of the 16,167 workers who reported means of transportation to work in 2000, 12,330 (76%) drove alone, 1,880 (12%) carpooled, 828 (5%) used mass transit, and 1,129 (7%) used other means. Planning participants noted that mass transit is not serving this area well enough. People would use mass transit if good service were provided.

Labor Force Characteristics

The Southwest Side is on par with both the City and County when

considering persons 16 years of age and older who are in the labor force.

While the labor force characteristics are relatively similar in all three areas, the unemployment rate in the Southwest Side is generally lower than in the City and County. As of 2000, the unemployment rate was reported to be an extremely low 2.5% in the Southwest Side. At the time, the unemployment rate was 6% in the City and 4.5% in the County.

Southwest Side Worker Earnings 1999		
	Number of Workers	Percent of Workers
Less than \$10,000	2,460	15%
\$10,000 - \$19,999	3,388	21%
\$20,000 - \$29,000	3,484	22%
\$30,000 - \$49,999	4,149	26%
\$50,000 - \$74,999	1,494	9%
\$75,000 or more	815	5%
Other	366	2%
Total	16,156	100%

Table 2.7 Source: UWM ETI 2005: U.S. Census Bureau data

Labor Force Characteristics - Persons 16 and Older						
	Southwest Side		City of Milwaukee		Milwaukee County	
	Number	Percent	Number	Percent	Number	Percent
Labor Force Population (ages 16-65)	44,749	100%	442,845	100%	718,569	100%
Not in Labor Force	16,106	35.99%	159,793	36.08%	248,881	34.64%
In Labor Force	28,643	64.01%	283,052	63.92%	469,688	65.36%
In armed forces	28	0.06%	229	0.05%	431	0.06%
In civilian labor force	28,615	63.95%	282,823	63.87%	469,257	65.30%
Employed	27,488	61.43%	256,244	57.86%	436,878	60.80%
Unemployed	1,127	2.52%	26,579	6%	32,379	4.51%

Table 2.8 Source: Milwaukee DCD Census Tract Data (US Census 2000)

2.3 Market Analysis Summary

Introduction

For purposes of this analysis, market and demographic data related to the Southwest Side is assessed independent of and in comparison to the larger City of Milwaukee and the neighboring communities of West Allis and Greenfield.

In an effort to document anticipated demographic shifts within the Southwest Side and surrounding area, current figures, as of 2009, within both the Southwest Side and the City of Milwaukee will be contrasted with 2014 projections. Projections have not been made beyond this time frame as the degree of accuracy in which market potential can be assessed would be reduced.

Market data for this analysis were obtained from ESRI Business Analyst, a nationally recognized provider of market and demographic data. This market overview and analysis has been provided to determine the general trends, supply, demand, and potential for residential and commercial uses. This analysis examines the Southwest Side's competitive position within the market, identifies the issues the community is facing and will likely face, and creates a foundation to assist with future land use designation and planning objectives.

Demographic Overview

It is estimated that the Southwest Side and the City of Milwaukee have declined in population by approximately 1.2% since 2000. Over the next five years, however, both the Southwest Side and the larger City are projected to experience positive growth reaching a 2014 population of 56,454 and 592,648 respectively.

It is estimated that households earning less than \$50,000 will decrease significantly while the number of households earning more than \$50,000 will increase significantly.

Significant growth is also projected to occur among households aged 25 to 34 and 54 to 75.

An increase in higher income households within these two age groups may indicate a growing demand for multi-family rental and for-sale housing within the Southwest Side.

Residential Market

Home Sales

The Southwest Side experienced its most significant period of population growth in the post-WW II era leading into the 1970's, and has a significant amount of housing from this time as a result. The majority of housing units in the Southwest Side area are owner-occupied, single family homes with two to three bedrooms. As evidenced by 2009 construction permits, the majority of new housing in the largely built out Southwest Side area has been infill, single-family housing.

Since 2005, home sales and prices in the Southwest Side have declined 34% and 20% respectively. This decline has been more significant than that of West Allis or Greenfield. Single family homes in the Southwest Side and West Allis are typically smaller and more affordable than homes in neighboring Greenfield. The sales prices and the number of sales for two-family homes, which includes townhomes, rowhouses, and condominiums, have dropped more precipitously than that of single family homes.

Rental Housing

Rental units comprise approximately 40% of the Southwest Side housing stock and are projected to remain a significant component of the local housing market. Lease rates, which range from between approximately \$0.65 and \$0.95 per square foot, are generally lower than in neighboring

Greenfield, but on par with properties in West Allis. Local rental housing is affordable to the majority of Southwest Side households. Monthly rent for a typical two-bedroom unit requires a household to earn less than 80% of the market area median income.

Housing Demand

In 2014, given the income requirements and target age groups for each housing type, it is projected that there will be a demand for an additional 47 single family homes and over 1,000 two-family units. There is a surplus of over 370 apartment units. For this demand to be met, adjustments will have to occur within the local, regional, and national housing markets.



Labor & Employment

An overview of the Southwest Side's large employers underscores the importance of health care and other service related industries to the market area economy.

In addition to being a significant employer, the health care industry is one of the few industries that has grown over the last nine years. Health care combined with other service related industries to add over 450 jobs to the local economy.

Growth in these sectors will likely represent the largest source of demand for commercial space in the Southwest Side.

Commercial Market Summary

The Southwest Side has a mix of retail development scattered throughout the area, the majority of which is concentrated along the 27th Street corridor.

Opportunities for new retail development may be limited given the Southwest Side's proximity to surrounding retail concentrations in West Allis, Greenfield, and adjacent portions of the City.

Although the Southwest Side retail market is fairly saturated, the General Merchandise and Clothing and Clothing Accessories retail categories appear to have a significant unmet retail demand. The ability to capture this demand will depend on the needs of individual retailers, the availability of development sites, and the physical characteristics of those sites.

For example, the development of new retail in the General Merchandise category within the Southwest Side will likely require the development of a community level retail center on a site of at least 15 acres.

Office Market Summary

An assessment of local and regional labor and employment trends indicates that the health care industry may represent a potential source of demand for new office space within the Southwest Side.

Office space in the Southwest Side is currently being offered at rates that are near or slightly below the larger Milwaukee office market average.

Given the vacancy rate of neighboring submarkets, vacancies in the Southwest Side are at or slightly above the larger market average.

Industrial Market

The demand for industrial space within the Southwest Side has declined in recent years as users of industrial space have downsized or relocated to other areas. It is estimated that Southwest Side employment in the manufacturing sector decreased by over 1,900 (-36%) between 2000 and 2009.

Though vacancy rates have increased over the last year and new construction has slowed, the Milwaukee industrial market appears to be stabilizing. Given site availability and employment projections, new construction of industrial space is not likely to occur in the Southwest Side.

See Appendix 1 for the entire Market Study.

2.4 Existing Land Use and Character

The predominant land use in the Southwest Side is residential (72.3% of the area) and follows a pattern of traditional American urban development.

As the area transitioned from agriculture to urban uses in the 1920's, the typical grid street and block system developed, along with regular platting, compact development, regular front setbacks, and sidewalks. These early neighborhoods had alleyways that serviced rear parking.

A belief in the benefits of nature brought Jackson Park and tree-lined streets. As time progressed, some new neighborhoods shifted from straight streets to curved and drive-ways instead of alleys.

Yet the urban pattern of compact development, a mix of uses that includes commercial, civic, industrial, and parks, and a character that is very clearly associated with pride of ownership continued. Almost 40% of the plan area was built during 1950 – 1959.



This predominant pattern included large, auto-oriented commercial corridors. Along strips and some single properties, parking encroaches upon the sidewalk, and pavement has replaced landscaping.

Used car lots on commercial or residential corners are now replacing the major auto dealerships that once lined 27th St.

Type of Use	Acres	Percent of Total
Residential (Single Family, Duplex, and Multi-Family summed together)	3,311.8	72.3%
Commercial	307.1	6.7%
Mixed-Use, Commercial and Residential	33.3	0.7%
Manufacturing, Construction, and Warehousing	73.3	1.6%
Transportation, Communications, and Utilities	68.0	1.5%
Public Facilities (Schools, Churches, Airports) and Parks, Open Space	756.2	16.5%
Vacant Land	29.2	0.6%

Table 2.4 Source: City Property data 2009

2.5 Maps of Existing Conditions

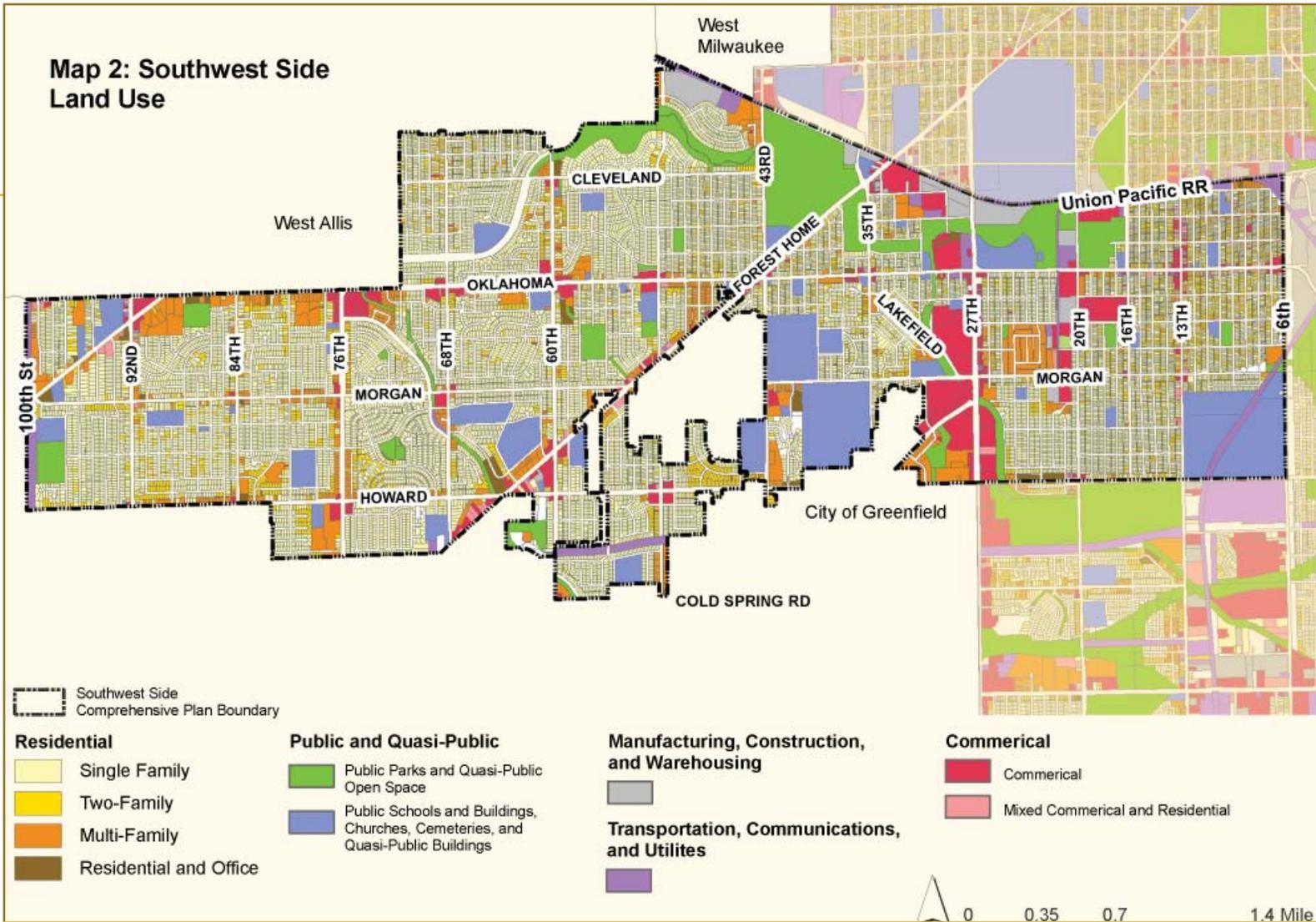
Combined and Separated Sewer Areas

Within Milwaukee Metropolitan Sewerage District area, 95% uses separate sewers for stormwater and sanitary use. The remaining 5% has combined sewers where both stormwater and sanitary sewage are collected in the same pipe system.

The Southwest Side area has approximately 6% of its land in the combined sewer system area and 94% within the separated sewer system area. The separated sewer area is a priority for the City of Milwaukee in addressing water quality as required by the State of Wisconsin.

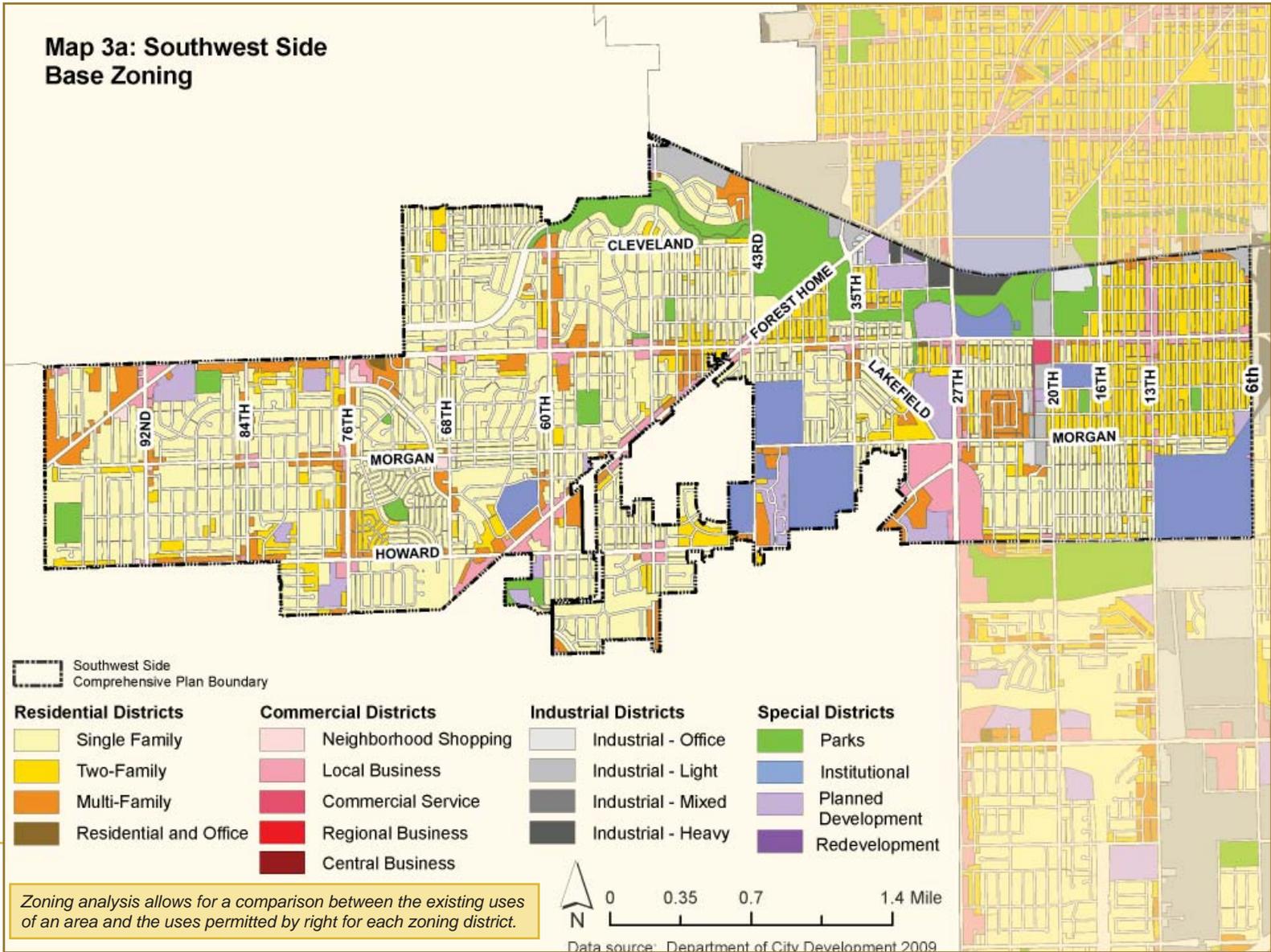
The following maps prepared by the Department of City Development provide additional information about neighborhood conditions, existing services and programs, and potential development opportunities.

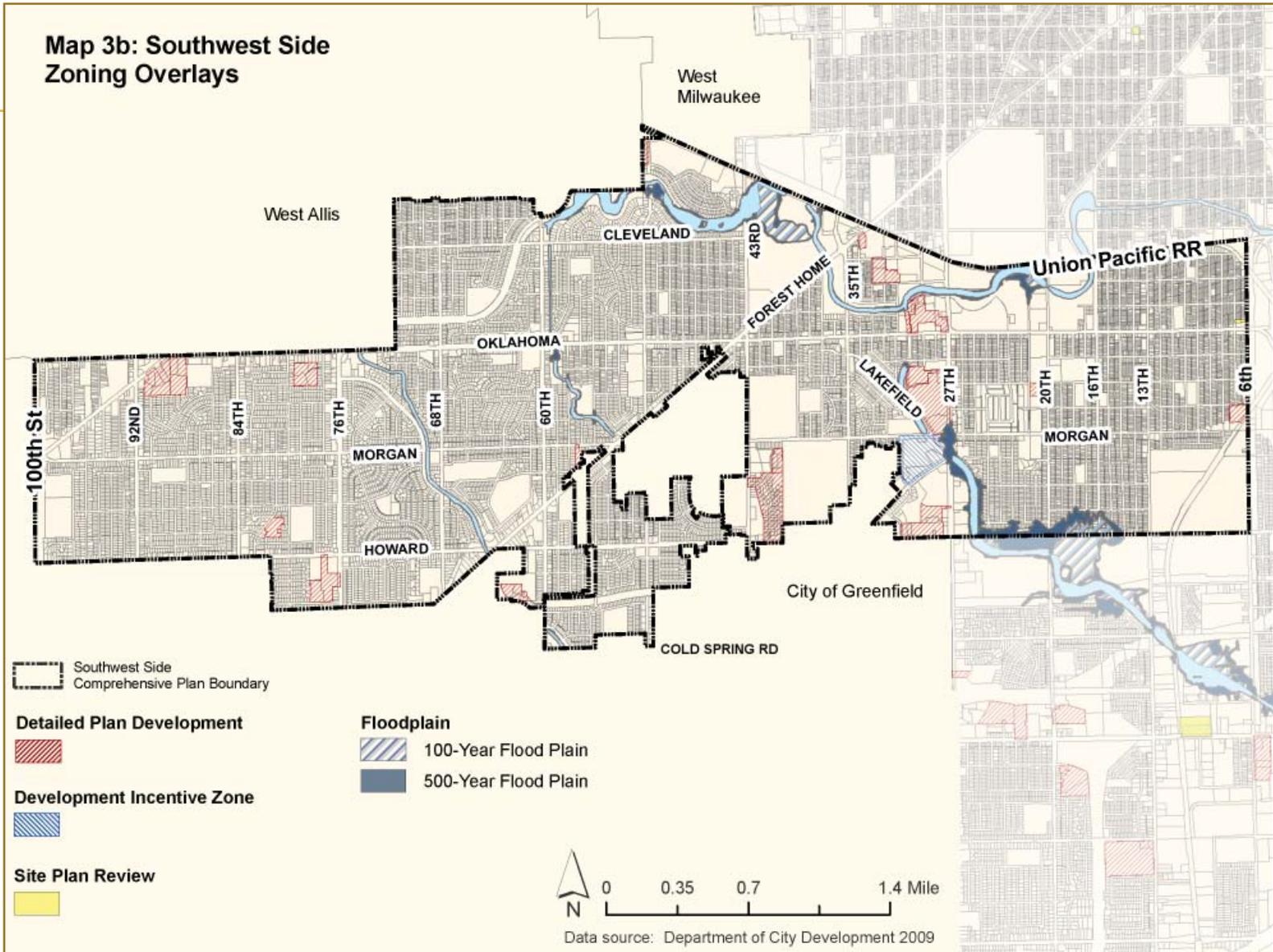
**Map 2: Southwest Side
Land Use**



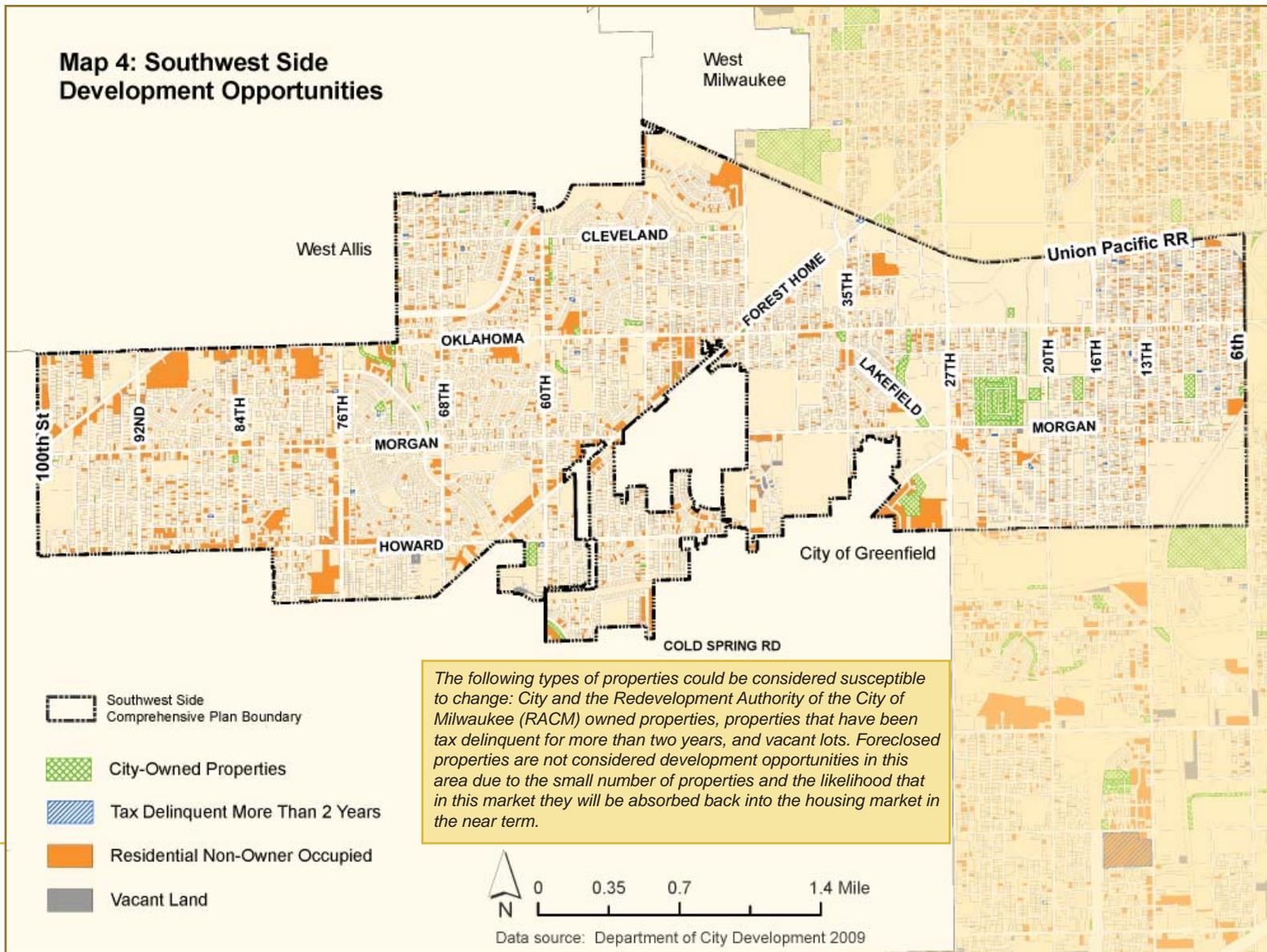
Single-family residential uses include any residential structure utilized by one family. Duplex residential includes any structure with dwelling units for two families. Multi-family residential includes structures with three or more residential dwellings. Commercial land uses provide office space or retail space for goods and/or services. Mixed uses are both residential and commercial uses in the same structure. Transportation and utility includes areas dedicated to the movement of residents and/or products. Parking is comprised of land used for the parking of motor vehicles. Open space and park use includes all City and/or County owned facilities used for passive or active recreation, as well as any community gardens or natural features left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state, or federal buildings and facilities.

Map 3a: Southwest Side Base Zoning

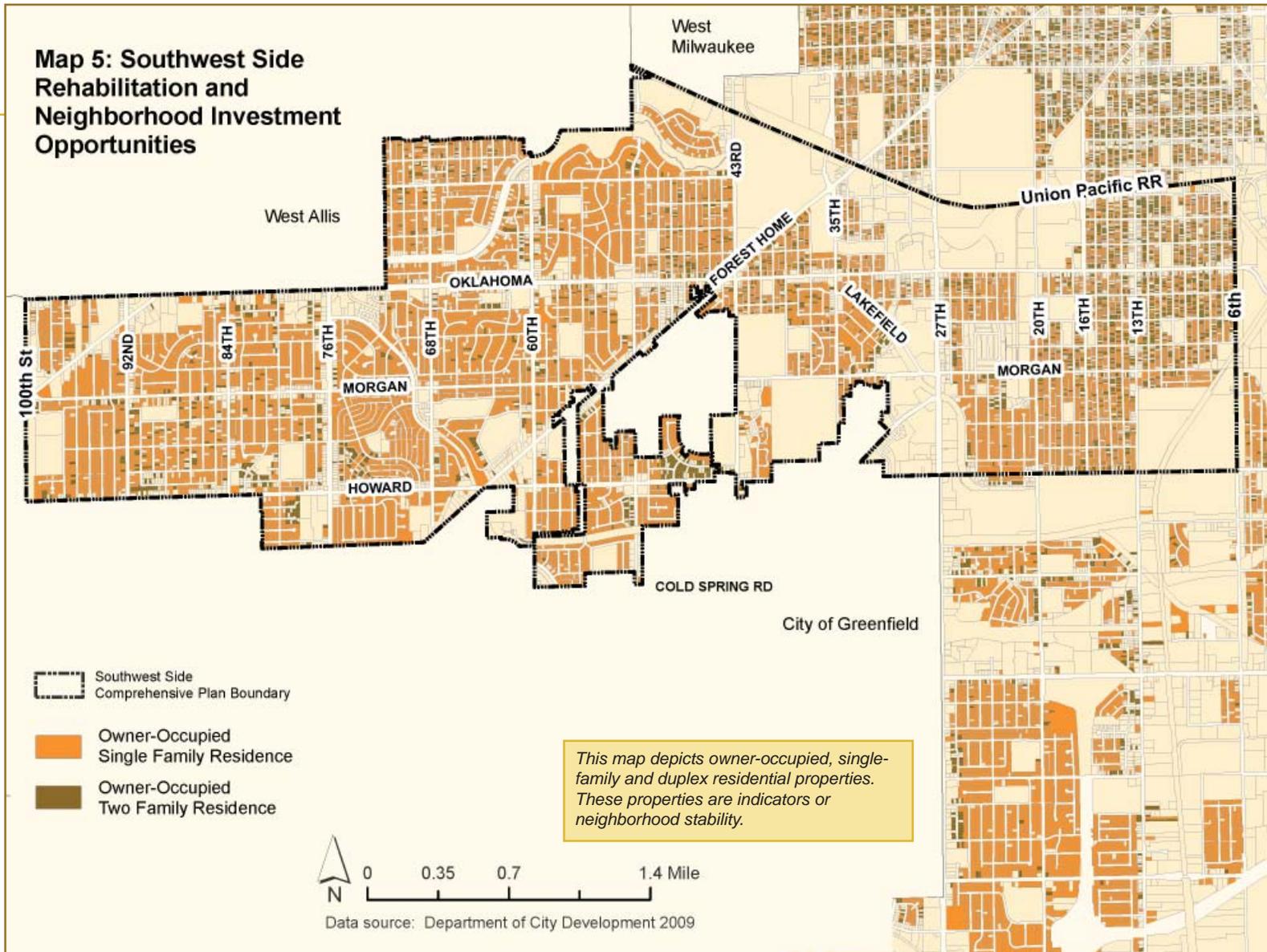




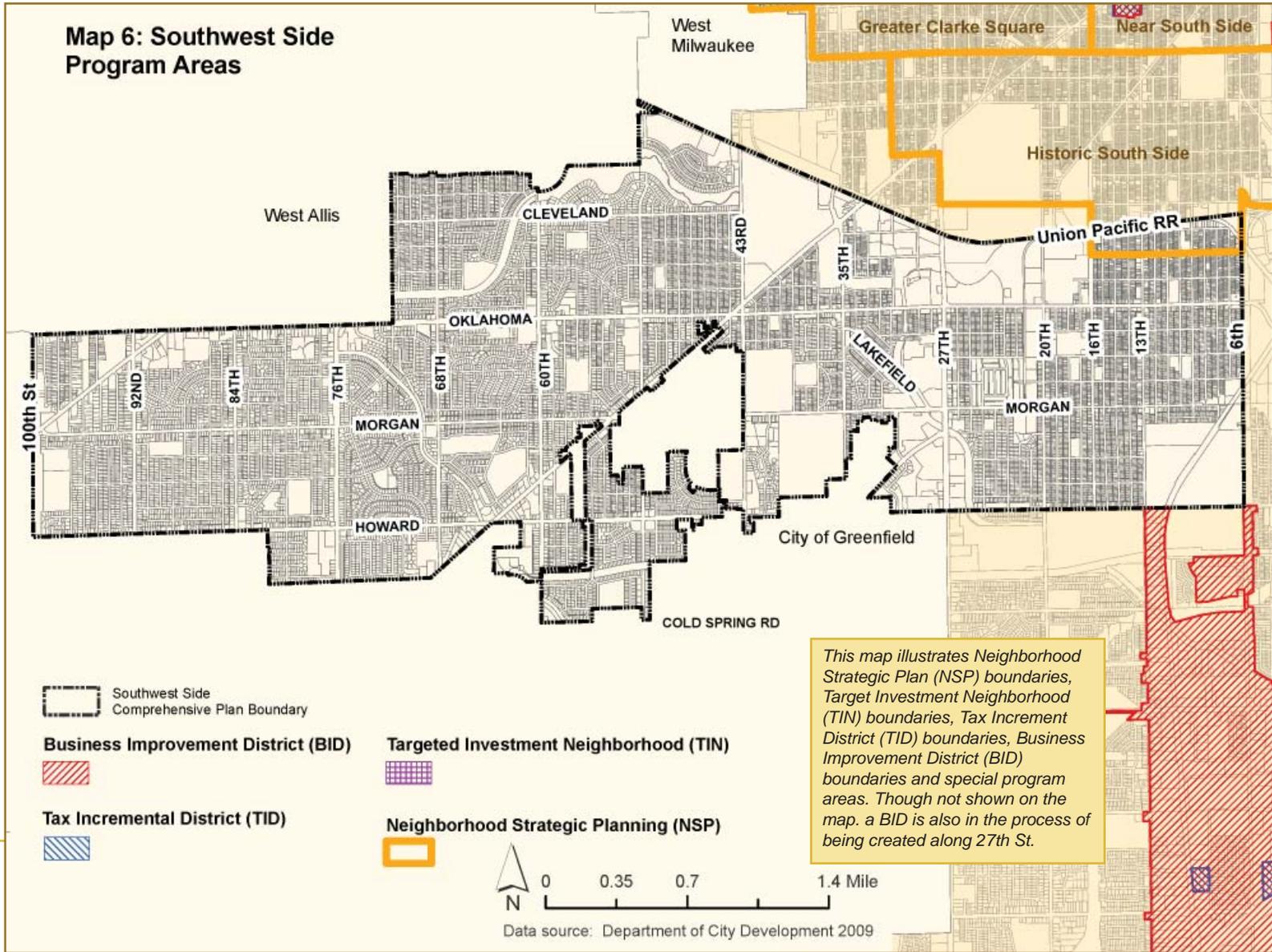
Map 4: Southwest Side Development Opportunities

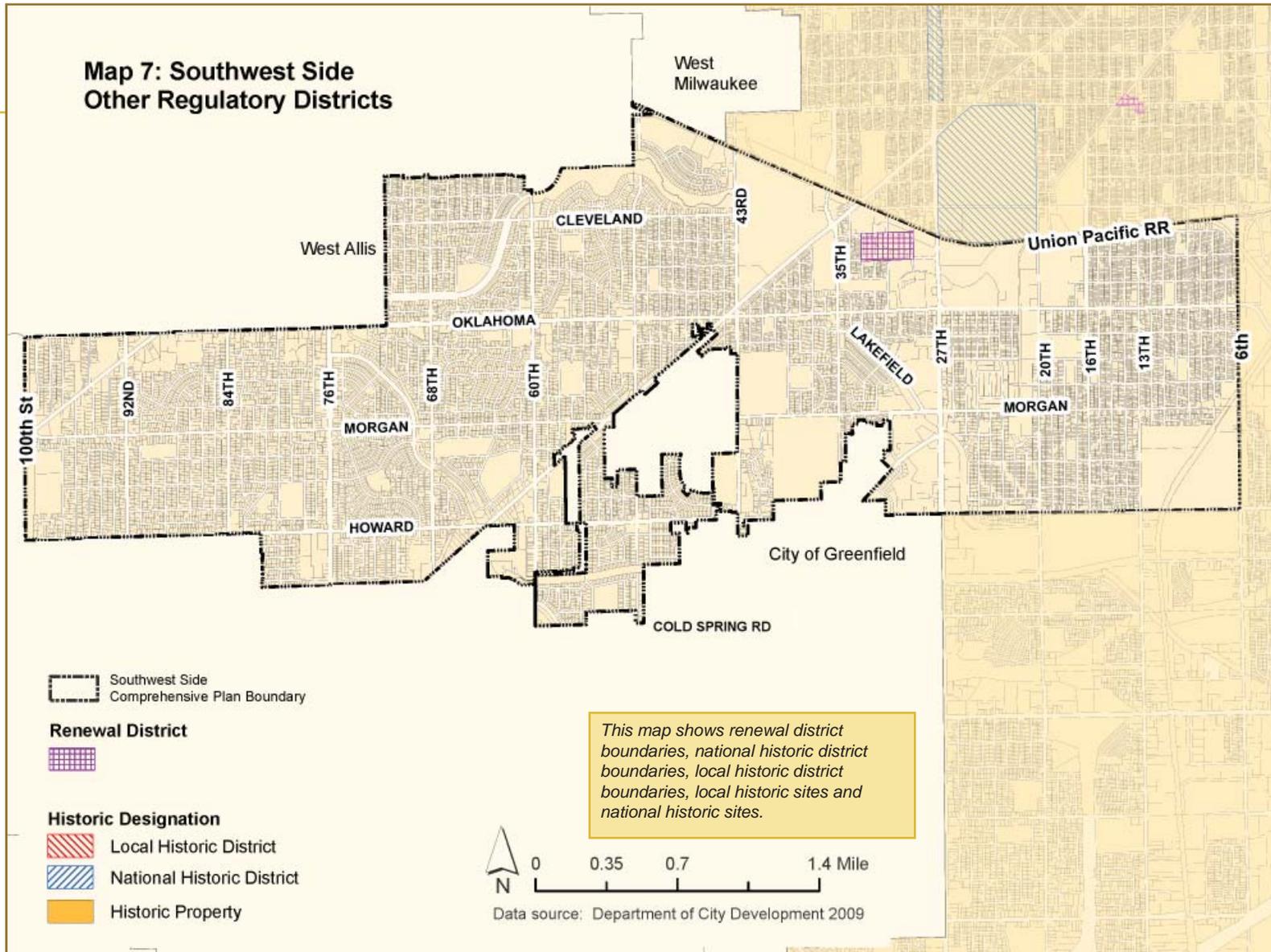


The following types of properties could be considered susceptible to change: City and the Redevelopment Authority of the City of Milwaukee (RACM) owned properties, properties that have been tax delinquent for more than two years, and vacant lots. Foreclosed properties are not considered development opportunities in this area due to the small number of properties and the likelihood that in this market they will be absorbed back into the housing market in the near term.

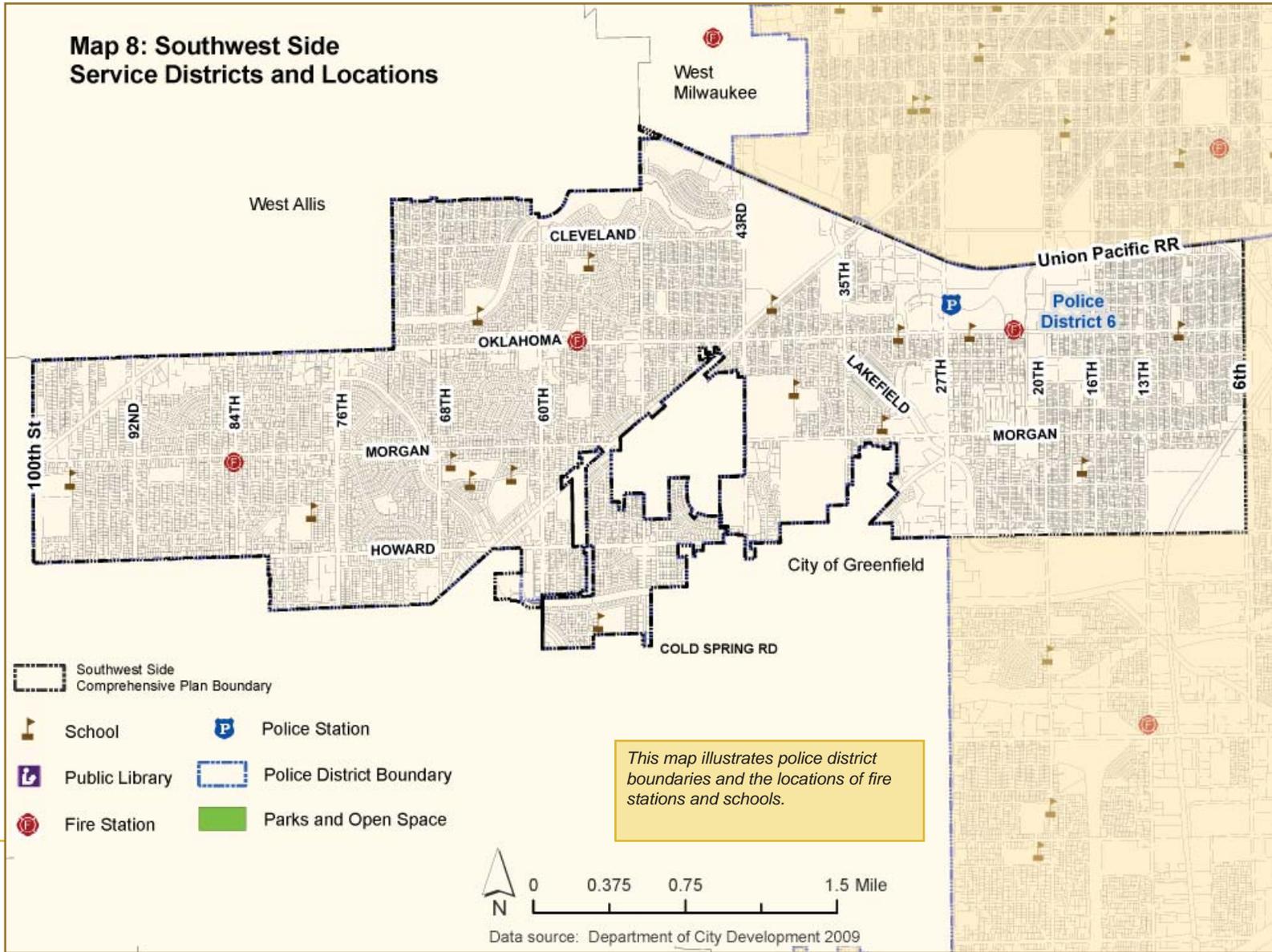


Map 6: Southwest Side Program Areas

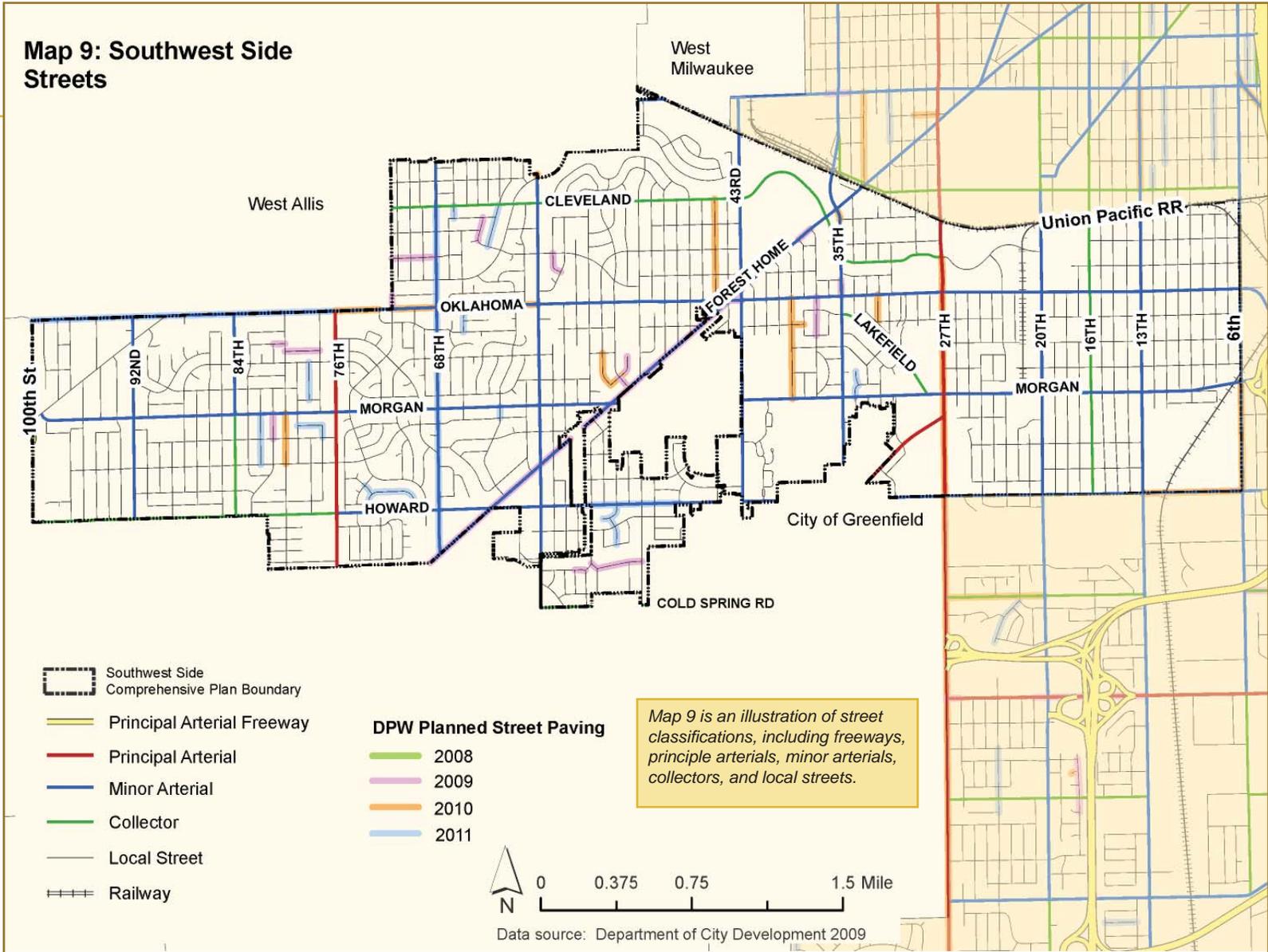




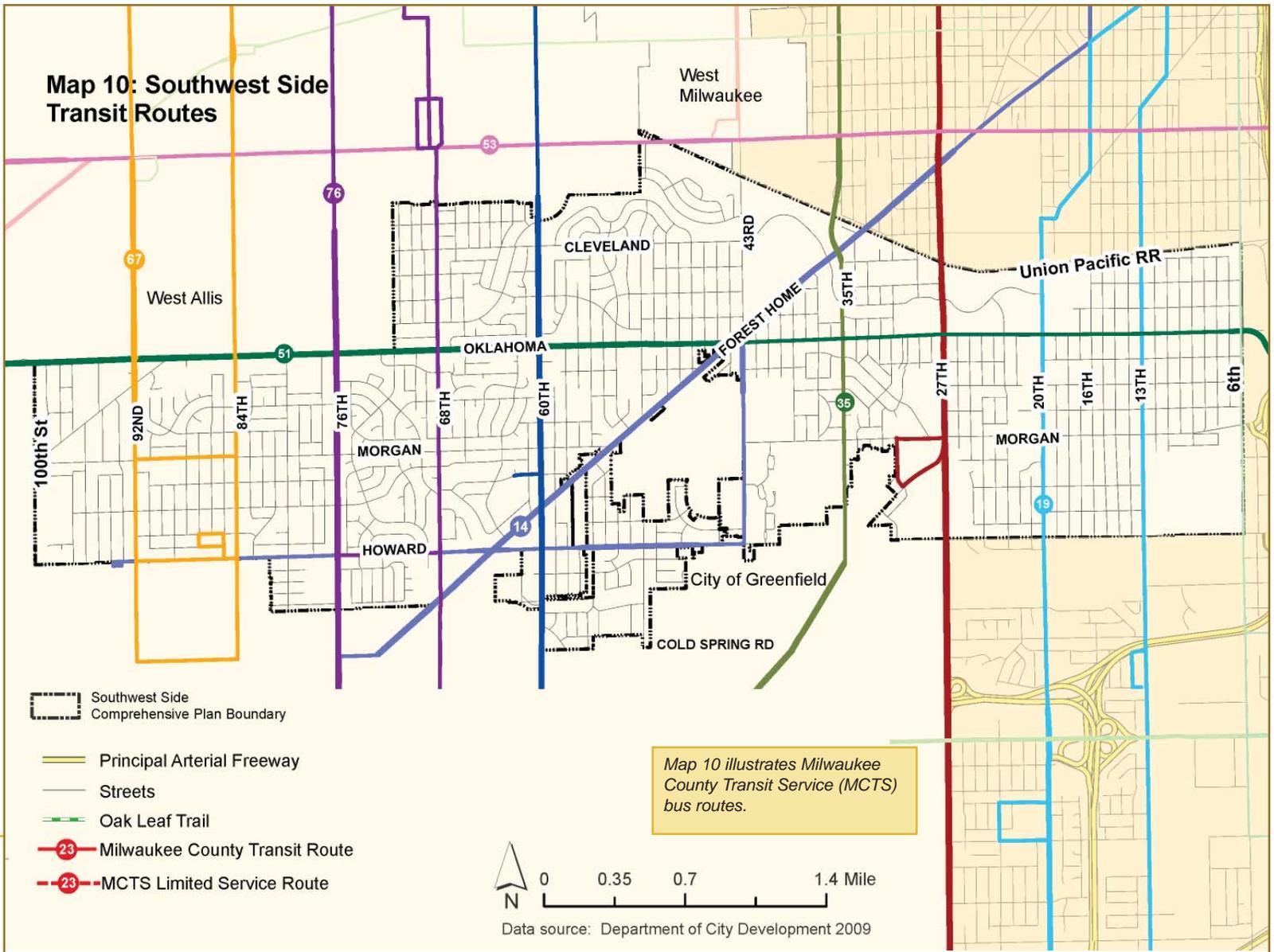
Map 8: Southwest Side Service Districts and Locations



Map 9: Southwest Side Streets



Map 10: Southwest Side Transit Routes



2.6 National Projects Review

The planning team selected the following nationally recognized model projects and program strategies as references for redevelopment in the Southwest Side. They were selected for their relevance to particular conditions, opportunities and goals identified for the planning area.

Some of the models address commercial revitalization and focus on the retrofit of underutilized commercial corridors.

Other models concern environmental issues with the goal of reducing the volume and improving the quality of stormwater runoff. These models serve as a starting point to further creative ideas, discussion, and actions.

Idea 1	Ten principles for reinventing America's suburban strips
Idea 2	Reuse of automobile dealerships
Idea 3	Ten principles for reinventing neighborhood retail
Idea 4	Chicago's green alleys
Idea 5	Green schools

Project Idea 1

Ten Principles for Reinventing America's Suburban Strips

Authors: Michael D. Beyard and Michael Pawlukiewicz

For: The Urban Land Institute (ULI)

Commercial strip development is ubiquitous across the United States, particularly at the urban edge and suburban areas. This publication documents the results of ULI sponsored charrettes conducted with leading design professionals, economic development and real estate experts, and public planners. The intent of these forums was to examine the forces impacting suburban strips and recommend strategies to enhance the sustainability and evolution of these commercial corridors.

Three prototypical suburban strips, (emerging, mature and deteriorating) in the Washington DC area were examined with the premise that many comparisons can be drawn and the primary lessons learned are transferable to other communities nationwide.

The following principles for reinventing these strip developments are elaborated in the report.

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



Potential for the Southwest Side Area Plan

Commercial corridors in the Southwest Side range from neighborhood shopping to strip malls to large centers with many single-use buildings. Most are primarily auto-oriented, often with little to no pedestrian connections or bicycle accommodations. They represent different prototypes in terms of scale, patterns, and age.

These principles can help guide the emerging 27th Street BID and other local business organizations to realize the benefits of retrofitting large, single-use commercial corridors into newer development models.

These benefits can be in the form of more walkable neighborhoods,

greater connectivity between areas, and more compact and efficient development that includes a mix of uses.

In addition, a compact development pattern reduces automobile dependence and promotes other forms of transportation such as bicycling and walking.



Project Idea 2

Reuse of Automobile Dealerships

Authors: Sasha Pardy

For: CoStar Group Real Estate Information

The slow economy of 2008 resulted in 900 auto dealerships closing across the US, according to the National Automobile Dealers Association. There is a projected loss of an additional 900 dealerships for 2009. At most risk are domestic brands (the Big Three) and especially dealerships selling just one brand of domestic cars. Eighty percent of dealership closures were among those selling domestic brands.

It is projected approximately 25% of auto dealerships on the market will be bought or leased by a traditional automobile user. The remaining 75% will need to be repositioned for some other use.

One option is to reuse the auto dealership through the consolidation of several dealers, but this method is complex and expensive due to franchise laws. Other reuse opportunities include vehicle retailers like motorcycle, boat, ATV, or RV dealers.

Shopping center or big box retail is the next most-likely use for these sites, as auto dealerships are typically located along highly desirable retail corridors. Some of these properties may be attractive to speculators looking for distress-priced Class A parcels to hold for future use.

The average US auto dealership consists of a 15,000-18,000 square foot building on 4-5 acres. If an estimated 900 dealerships close in 2009, approximately 13-16 million square feet of building space and 3,600-4,500 acres will become vacant.

A creative approach is to split auto dealership sites into smaller parcels. In Scottsdale AZ, for example, some commercial brokers are listing an auto dealership as three parcels: one with vacant land; one with part of the show room with land marketed as office / flex space with room for expansion; and the final piece of showroom as retail / office space with land.

The book, *Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs*, mentions three concerns for the re-use of auto dealerships:

- 1) *Many are in suburbs or exurbs where it is difficult to integrate these sites into a new mixed-use project;*
- 2) *Many have soil contamination from leaking underground storage tanks; and*
- 3) *Developers aren't looking for new building projects in the current economy.*

Some sources, like The Daily Green, propose auto dealerships be reused as a New Town Center, or as a business / community center. Others propose using the auto dealerships as green space or for farm markets. The most important consideration is to identify what the community desires in the auto dealership space.

Potential for the Southwest Side Area Plan

There is a concentration of auto dealerships in the Southwest Side, particularly along 27th Street. Some of the dealerships may consider splitting the parcel to establish smaller, different uses.

Or conversely, some auto dealerships may consider land assembly for larger opportunities.



Project Idea 3

Ten Principles for Reinventing Neighborhood Retail

Authors: Michael D. Beyard, Michael Pawlukiewicz and Alex Bond

For: The Urban land Institute, (ULI)

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

Thanks to a renewed interest in urban lifestyles there are now opportunities for neighborhood commercial spaces. Expectations should, however, be tempered by the realization that rebuilding these urban retail street locations is a long, difficult, and complex effort.

The marketplace is crowded with new competition. Retail trends now include e-commerce, theme retail centers, as well as outlet malls and discount megastores. It is difficult to attract capital and community attitudes about change can hinder reinvestment commitments. Despite the challenges the ULI recognizes the dormant value and potential impact inherent in these locations.

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

Three prototypical urban commercial streets, (elongated, discontinuous and devastated), in the Washington DC and Baltimore area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide.

The report elaborates the following principles for rebuilding neighborhood retail:

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

Potential for the Southwest Side Area Plan

The area around 13th St. and Oklahoma Ave. is a typical neighborhood commercial district. Some of the neighborhood retail in this area continues to thrive, while a few vacancies occur. New tenants in the area are new Hispanic and Indian groceries and restaurants. Retail remains a challenge however, as several once promising tenants have recently shut down and moved on.

Forest Home Ave. has a discontinuous string of storefronts mixed with residential, smaller office buildings, and small used car lots. This condition has deterred the formation of an effective and cohesive business association to date, though the perception of crime has on occasion drawn these businesses together. This ULI publication and the principles therein can help to guide redevelopment efforts if and when the businesses organize to collectively advance the interests of strengthening and reinvesting in these neighborhood retail streets.

Project Idea 4

Chicago's green alleys

The Chicago Green Alley Handbook
Authors: City of Chicago and Illinois Department of Transportation with acknowledgements to Hitchcock Design Group, Knight E/A, Inc, Hey and Associates, Inc, and S.T.A.T.E. Testing, LLC

The City of Chicago, under the leadership of Mayor Richard Daley, has a goal to become one of the greenest cities in the US. Chicago is using green alleys as one method to help reach this goal. A green alley allows the infiltration of water through the use of permeable paving.

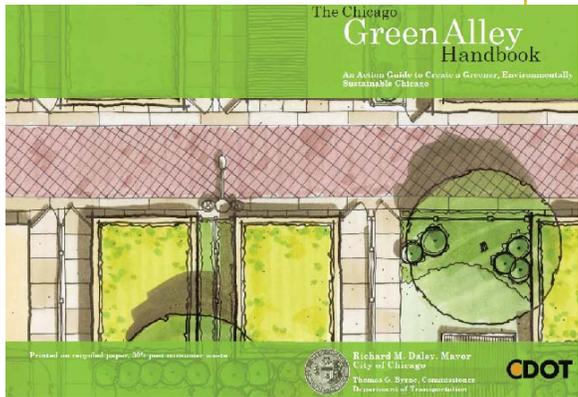
The benefits of green alleys include a reduction in the quantity of stormwater entering the sewers, an improvement in water quality, a reduction of basement flooding, and less icing in winter.

Chicago emphasizes the use of green alleys in combination with other best management practices (BMPs) which include:

- a) *Rain gardens;*
- b) *Tree plantings;*
- c) *Native landscaping;*
- d) *Rain barrels or cisterns;*
- e) *Green roof; and*
- f) *Bioswales.*

In cases where soil or other conditions preclude the use of green alleys, it is recommended to consider using recycled materials (concrete, slag, or rubber for example) or highly reflective, light colored paving that minimizes heat absorption and reduces the urban heat island effect.

The urban heat island effect occurs when urban areas feel warmer as a result of asphalt roads and roofs absorbing heat. This results in extra energy usage to cool buildings.



Chicago has projected that 80% of the stormwater within a green alley area will infiltrate, while only 20% will flow to sewers. Chicago has over 1,900 miles of alleys, most of which are not directly connected to sewers and subject to flooding during intense rain.

A green alley requires periodic maintenance to continue peak performance.

The manual suggest four alley techniques:

- 1) *Proper alley grading to encourage water to move out of the alley and into street sewers;*
- 2) *Permeable pavement to allow water to infiltrate;*
- 3) *High albedo pavement to reflect sunlight and minimize heat; and*
- 4) *The use of recycled materials in alleys (recycled concrete or rubber for example).*

Potential for the Southwest Side Area Plan

The Southwest Side contains the Kinnickinnic River, Honey Creek, and Wilson Park Creek. There are periods of lowered water quality in this area, which could benefit from additional stormwater BMPs.

City-owned properties, like HACM's Southlawn for example, could consider the use of green alleys as periodic alley reconstruction is scheduled. That would allow strips or entire surfaces of permeable pavement to be implemented in alleys in a demonstration pilot project.

If the pilot proves to be successful, both financially and environmentally, then it could be replicated in other areas. Forward-thinking private businesses might consider permeable paving in new developments or expansions.

The City of Milwaukee has over 415 miles of alleys which could potentially benefit from green alleys.

Project Idea 5

Green Schools

Interview: City of Milwaukee Department of Public Works, Forestry and Environmental Services

Context and Incentive:

Green Schools is a joint effort between the City of Milwaukee Department of Public Works (DPW) and the Milwaukee Public Schools to replace typical asphalt playgrounds with more green space. Green Schools was funded with a \$345,000 grant from the USDA Forest Services. Ultimately 10 schools located throughout the City were selected for improvements.

Typically, the project involved removing some of the asphalt play area, planting 3" to 4" caliper trees which are fairly large, and establishing turf. Some of the schools had specialized needs. For example, the Hawley Elementary School has a focus on native plants, so the trees used were native species and some were evergreens.



The Milwaukee Spanish Immersion School (MSIS), another Green Schools project

Source: City of Milwaukee Department of Public Works, Environmental Services Newsletter, Summer 2009

Another similar project resulted from collaboration between the Milwaukee Public Schools, City of Milwaukee DPW, National Parks Service, Environmental Protection Agency and local residents. This collaboration focused on the Lewis Playfield in Bay View.

This playground, which had safety concerns, consisted of a large asphalt lot surrounded by chain link fence. The project resulted in the installation of rain gardens, trees, turf and minimal chain link fencing due to funding from the City, Environmental Protection Agency, Milwaukee Metropolitan Sewerage District, and the Brico Fund.

The Lewis Playfield project initiated renewal in the area and fostered community-building.



Lewis Playfield
Source: *City of Milwaukee Department of Public Works website*

Potential for the Southwest Side Area Plan

Milwaukee is already proving that it can successfully implement Green Schools and green playgrounds. The Southwest Side has a 4 acre playground at Southlawn, a 3 plus acre asphalt playground at the former French Immersion School, and other playgrounds scattered throughout the area.

These playgrounds should consider green upgrades, especially since the Southwest Side has concerns with stormwater runoff. Playgrounds in proximity to the three waterways, Kinnickinnic River, Honey Creek and Wilson Creek, should be of greater concern.

Both the Southlawn playground and Lewis playground sites exhibited some safety concerns.

As grant funding becomes available, more playgrounds should pursue green opportunities.