

Chapter 2: PLANNING PROCESS AND INFORMATION GATHERING

PLANNING PROCESS AND INFORMATION GATHERING

The development of the Near West Side Comprehensive Plan has included the gathering of information regarding the existing conditions of the neighborhood in order to provide a comprehensive look at all factors that will affect investment and growth of the area. Public participation has been extensive throughout the process to determine public opinion on issues facing the future of the Near West Side.

CONTRACT STRUCTURE

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

Contract Management Team

The Contract Management Team (CMT) was comprised of funding partners with organizational interests in the Near West Side. These included representatives from Marquette University, Marquette University High School, Avenues West Business Association, West End Development Corporation, and the City of Milwaukee Department of City Development. The CMT met to review information gathered, provide direction for public participation, offer guidance on plan development and review the plan through the creation process. The team's first hand knowledge of the area and the issue discussions have helped to guide the development of the Plan.

Study Advisory Committee

The Study Advisory Committee (SAC) was comprised of a wider range of stakeholders including land owners, business owners and operators, and residents within the Near West Side. Committee members were asked to participate in the plan development process as a representative cross-section of interested parties. Prior to holding sessions open to the public, participation sessions were conducted with the SAC so they could provide feedback on not only the issues, but also the process and content of the upcoming public sessions. The SAC ensured that those with a vested interest in the development of the plan had an opportunity to comment on all aspects of the planning process.

MAPPING

The majority of information gathered regarding the existing conditions of the Near West Side had a geographic component. As a result, a vast majority of the information is presented in a mapped format. The following discusses the information and analysis based on the corresponding map created.

Existing Land Use

A data search combined with a field survey was conducted of all existing uses within the Near West Side as **illustrated on Map 6 (page 16)**. Single Family Residential uses were classified as any residential structure utilized by one family. These uses were concentrated in the Martin Drive, Valley, Merrill Park, and Park View neighborhoods. While single family residential units were found in all areas of the Near West Side, in other neighborhoods, they were either a very small concentration of residences or mixed in with duplex and multi-family structures. Due to the extensive dispersal of single-family residences among higher density residential and non-residential land uses, there are very few blocks with a cohesive residential fabric.

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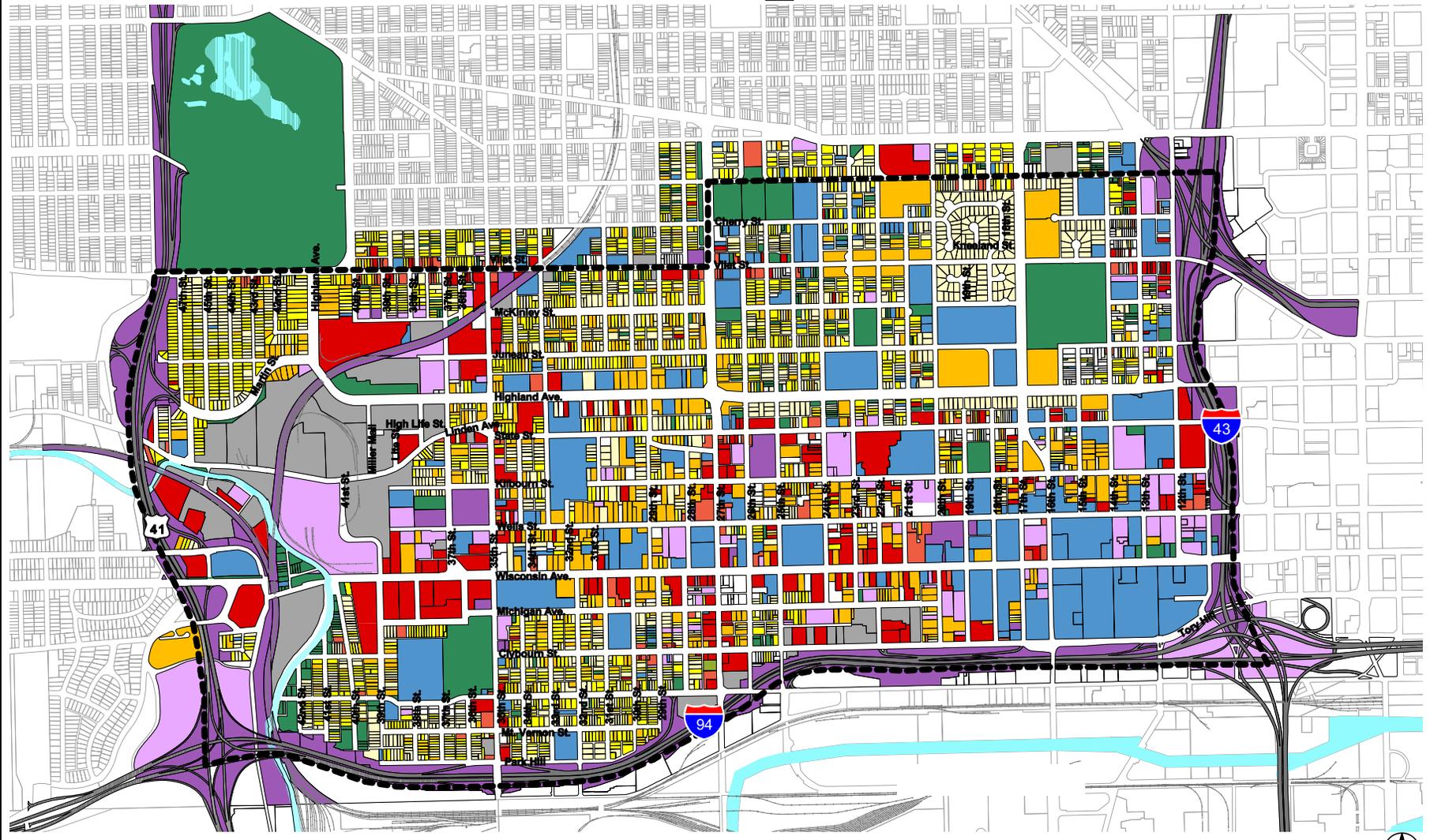
Duplex Residential is classified as any structure with dwelling units for two families. In the Near West Side, these units were found to be concentrated in the Midtown neighborhood but also in all neighborhoods of the area. These structures include the many large, greater than 2,000 sq. ft., single-family homes converted into duplexes such as the units found in Cold Springs Park, which have been well maintained or recently restored.

Multi-family residential includes structures with 3 or more residential dwellings. Found throughout the Near West Side, these multifamily structures are concentrated in the Concordia and Avenues West neighborhoods and include apartment buildings originally built to meet the demands of the then growing health care industry. As further detailed in the Market Analysis, the numerous amounts of efficiency and one-bedroom apartments have created an over supply in the current market. The lower than median rents in the area have attracted an increasing number of low-income residents with high levels of social service and infrastructure needs.

Commercial land uses are those whose primary purpose is the retail sale of goods and/or services or office space. Mixed Uses are classified as those uses with both residential and commercial uses in the same structure. Commercial and mixed uses are found mainly along the primary corridors of the area including Wisconsin Avenue, 27th, 35th, Vliet, Wells and State Streets. Over the years as the number of consumers decreased, commercial uses spread out along these corridors resulting in an excessive amount of vacant storefronts showing very little investment in maintenance and improvements. Industrial land uses include any use for the manufacture, production, or assembly of any product for sale or distribution to consumers. Industrial uses are concentrated in Miller Valley and in the southern portion of Avenues West.

Transportation and Utility uses are those lands utilized for serving residents and moving products. Parking includes any land dedicated for the parking of motor vehicles. Open Space and Park uses include all City and/or County owned facilities used for both passive and active recreation as well as any community gardens or natural features areas left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state or federal building or facility.

-  **Planning Area Boundary**
-  **Single Family Residential**
-  **Duplex Residential**
-  **Multi-Family Residential**
-  **Mixed-Use**
-  **Commercial**
-  **Industrial**
-  **Transportation, Communication, Utilities**
-  **Parking**
-  **Institutional**
-  **Open Space & Parks**
-  **Vacant Land**



MAP 6 - EXISTING LAND USE



Zoning

Generalized zoning districts for the area are **illustrated on Map 7 (page 18)**. Zoning analysis allows for a comparison between the existing uses of an area and the potential new uses that could occur based on the uses permitted by right for each zoning district. As recommendations were made regarding future land use designations, a review of existing zoning designations and possible recommendations for changes were determined. As a result of this planning process, no zoning changes were recommended.

Development Opportunities

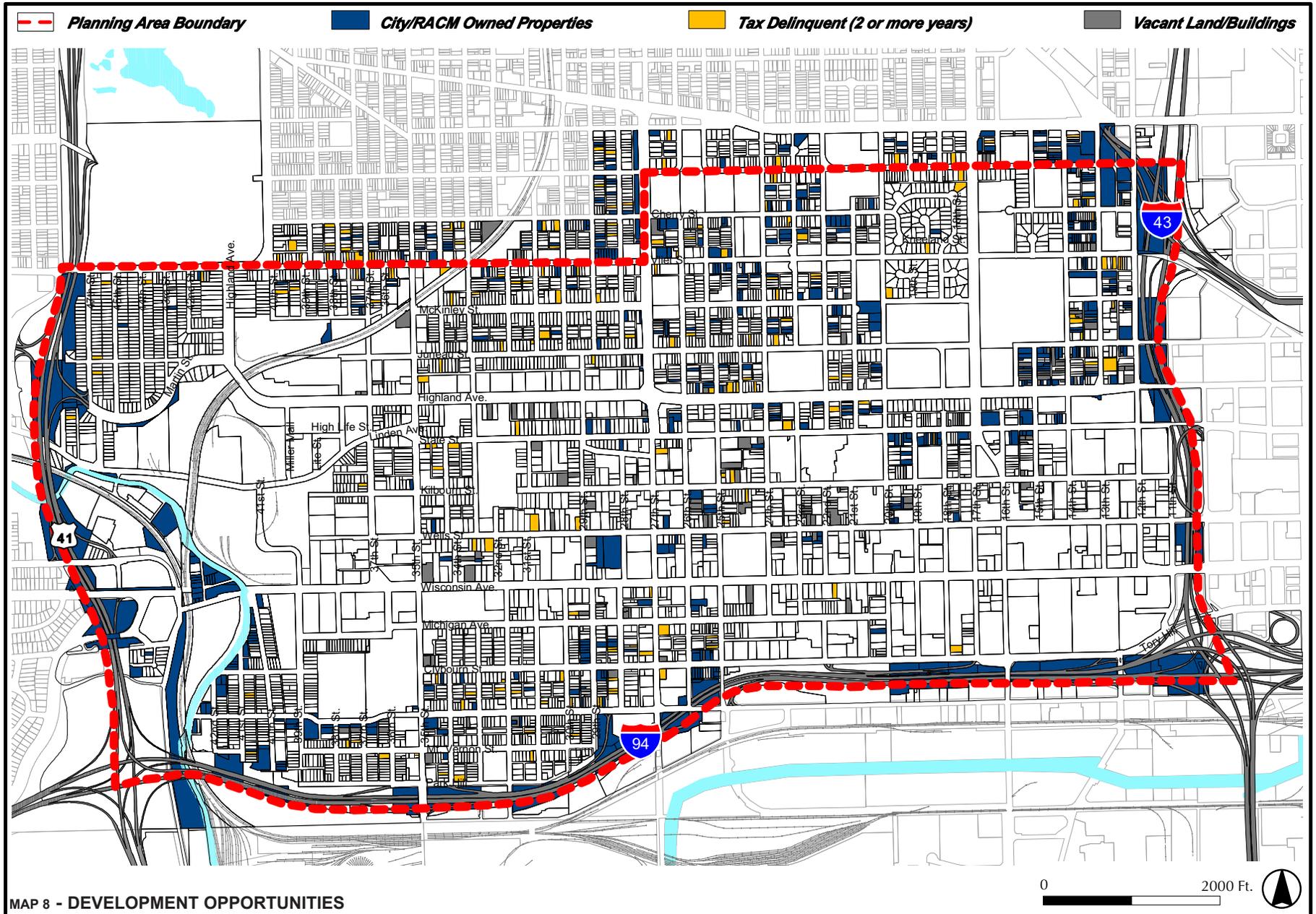
Vacant land and buildings, property that is tax delinquent two or more years and property already owned by the City or the Redevelopment Authority for the City are **illustrated on Map 8 (page 19)**. As part of a later susceptibility for change analysis, the map was used to identify those areas with concentrations of properties where new development needs to occur, is most likely to occur, is most accessible, and offers the greatest opportunity for impact.

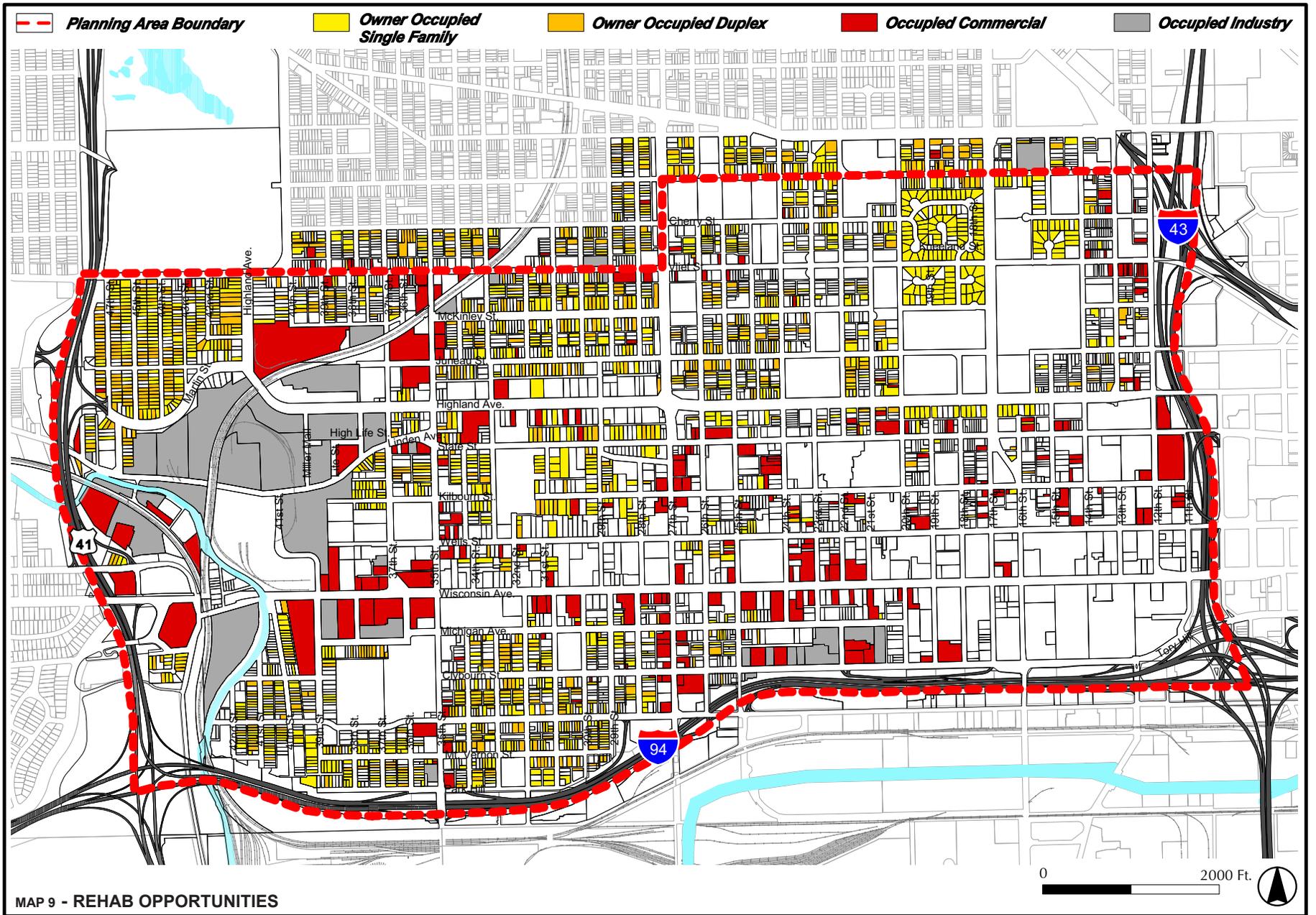
Rehabilitation Opportunities

Properties which are owner-occupied residential or are occupied commercial and/or industrial sites are **illustrated on Map 9 (page 20)**. As part of a later analysis, the map was utilized with field surveys to determine which locations would benefit most from rehabilitation programs.

Program Areas

Targeted areas for a particular type of service and/or resource are **illustrated on Map 10 (page 21)**. Business Improvement Districts, Tax Increment Financing Districts, Targeted Investment Neighborhoods, and Catalytic Project Areas are located along Wisconsin Avenue, 27th Street, Wells Street and Vliet Street, west of 35th Street. Knowing the location of these districts helped to determine where future districts could be utilized to implement the recommendations of the plan as well as highlight programs/resources available for rehabilitation and new investment.





Other Regulatory Districts

Historic designation of parcels at the national and local levels are **illustrated on Map 11 (page 23)**. Given the high concentration of historic designation in the Concordia and Cold Springs Park neighborhoods, the possibility exists to extend the district designations north and south, to create larger historic areas that could help with the rehabilitation efforts of existing historic structures. However, a detailed historic analysis of any proposed expansion area would be necessary to ensure that National Register requirements for expansion would be met.

Service Districts

Police and sanitation districts, as well as schools and fire stations are **illustrated on Map 12 (page 24)**. By graphically showing the districts responsible for providing service, it was determined if services needed to be improved through consolidation and/or collaboration.

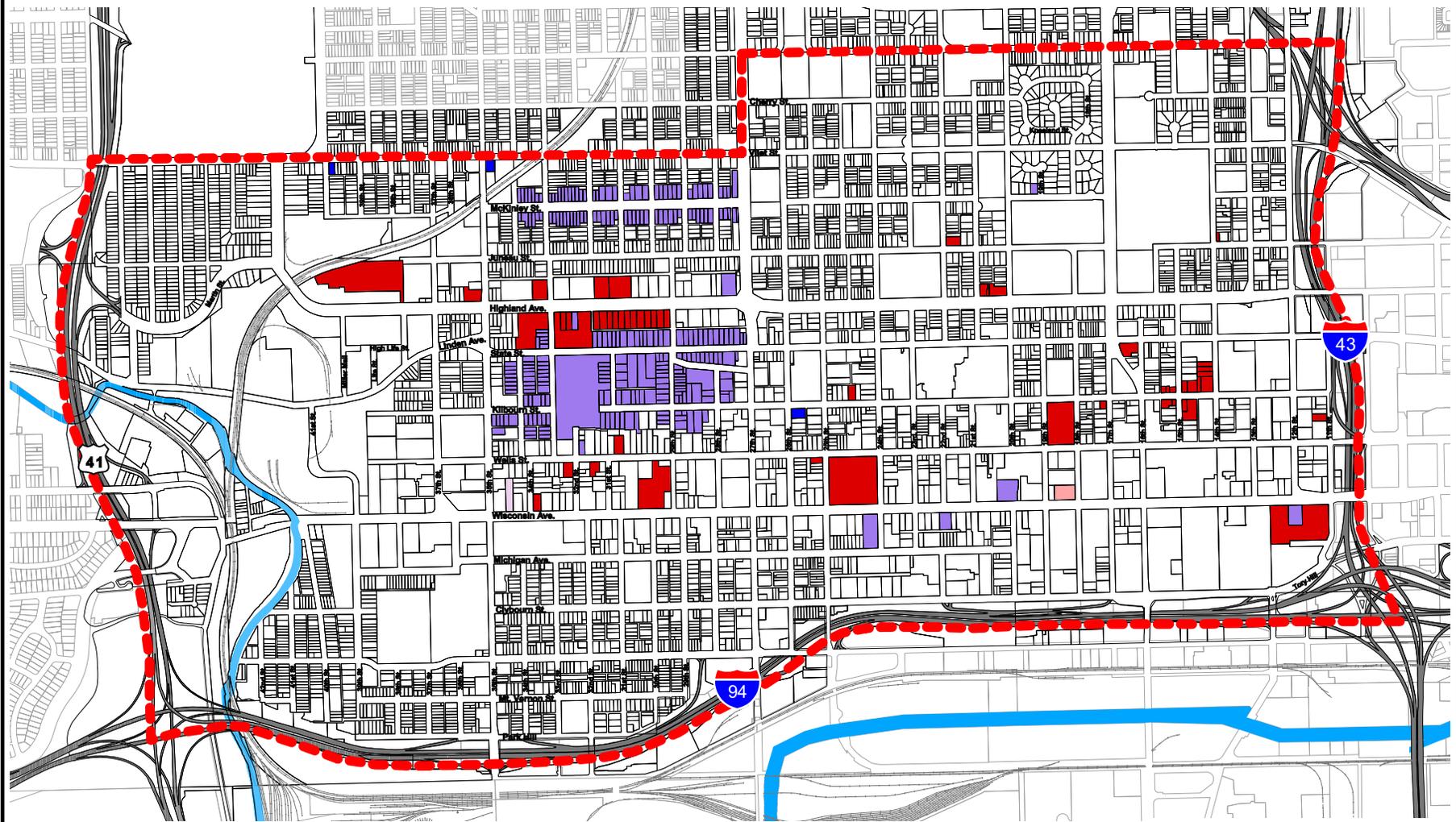
Streets

Functional classifications of roads are **illustrated on Map 13 (page 25)** to provide a general idea of the traffic pattern within the area. Traffic counts for arterial roads helped to indicate potential problem intersections and the amount of road travel. As the market analysis and future land use designations were conducted, the street map also helped determine which type of uses would be compatible with the existing character of the streets.

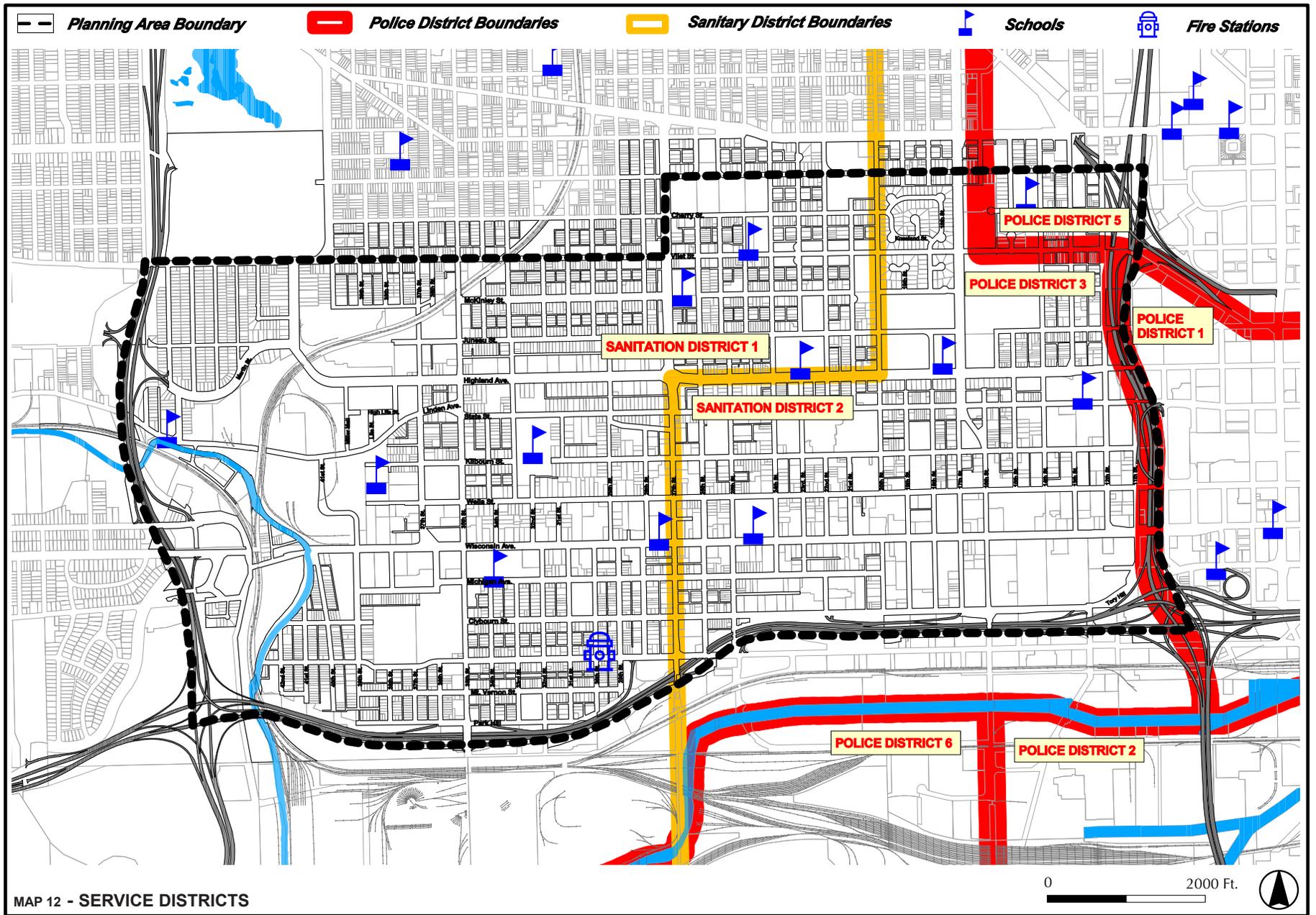
Transit Routes

The existing bus routes run by the Milwaukee County Transit System are **illustrated on Map 14 (page 26)**. Daily total on and off counts illustrate the level of ridership at key transfer intersections. The area is well served by existing bus routes along the major roads- any person trying to find an MCTS route will have to walk no more than 3 blocks.

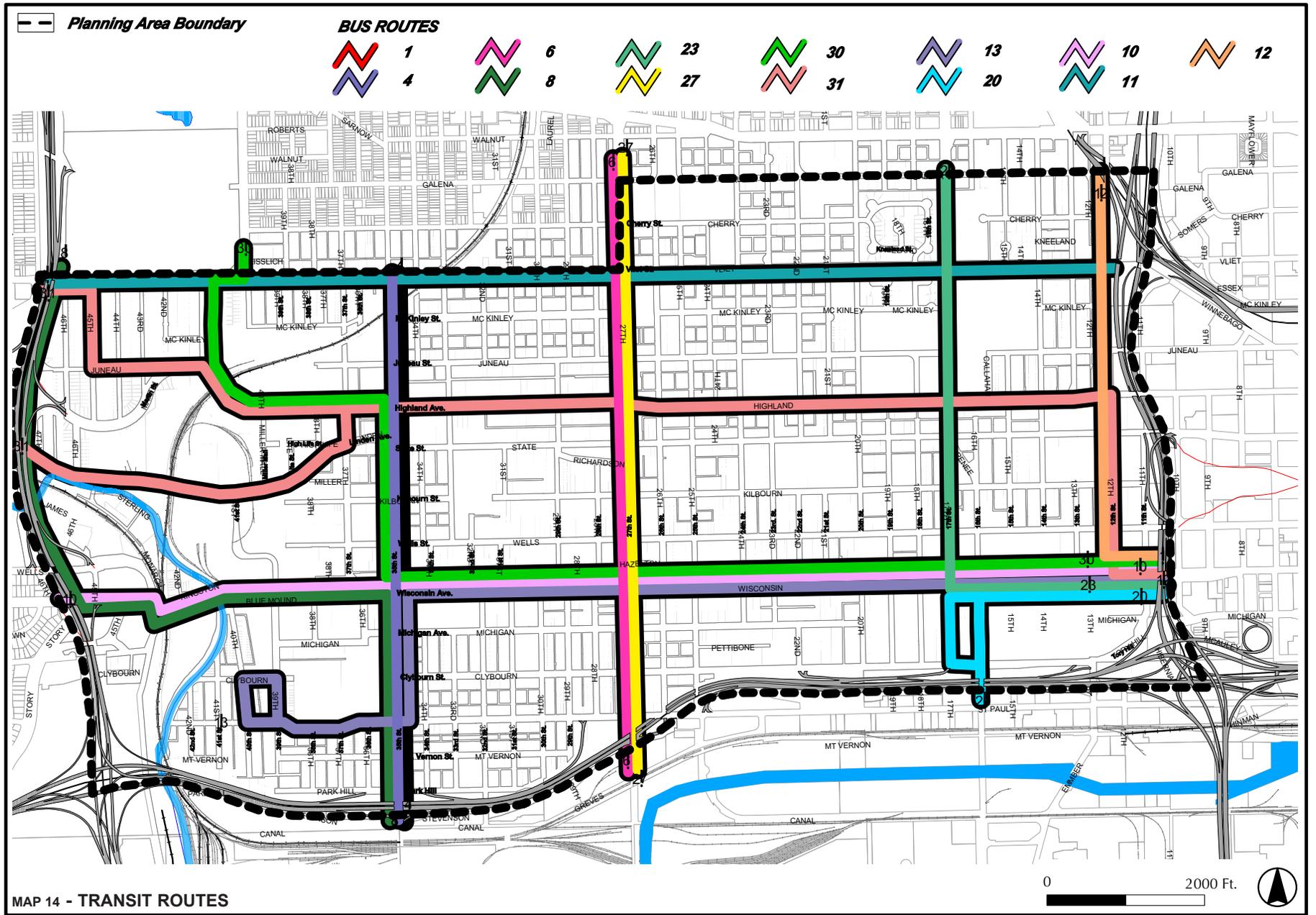
-  **Planning Area Boundary**
-  **On the National Register of Historic Places (NRHP) and locally designated**
-  **On NRHP, but not locally designated**
-  **Not on NRHP, but locally designated**
-  **Eligible for NRHP and locally designated**
-  **Eligible for NRHP, but not locally designated**



MAP 11 - OTHER REGULATORY DISTRICTS



MAP 12 - SERVICE DISTRICTS



MARKET ANALYSIS

The Market Analysis considered the existing economic characteristics of the neighborhood and identified the market opportunities and corresponding challenges for housing, commercial, office, and tourism development within the Near West Side.

The analysis was based on interviews with over 50 stakeholders in the planning area, a panel discussion with Milwaukee area developers, a focus group with real estate practitioners and developers who have been active in the Near West Side market, and an analysis of demographic and economic data. The primary data sources utilized were the City of Milwaukee, Department of City Development, Year 2000 U.S. Census, Claritas Inc. and the University of Wisconsin-Milwaukee Employment and Training Institute (UWM-ETI). The following is a general summary of the findings and conclusions of the Near West Side market analysis.

While the market analysis has drawn some conclusions and made recommendations regarding certain land uses and locations within the neighborhood, these recommendations are based on economic data and developer opinions. Later in the planning process, findings from this section were considered to develop recommendations and guidelines.

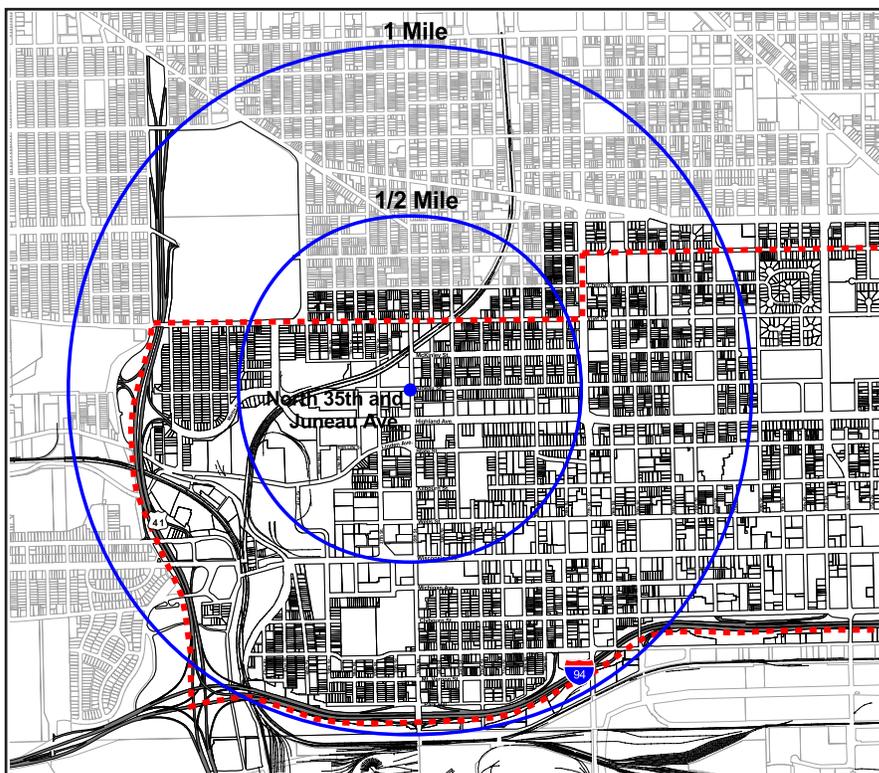
Housing and Residential Development Findings and Conclusions:

1. Interviewees indicated that there is an oversupply of one-bedroom and studio rental apartments in the Near West Side. The areas with the greatest oversupply are Concordia, Midtown and Avenues West.
2. Interviewees indicated the conversion of studio and one-bedroom units to larger units and/or condominiums would be beneficial to the neighborhood. Also beneficial would the demolition of apartment structures that are without significant historic or architectural value and are severely deteriorated, have abandoned units, or are chronic sources of neighborhood crime and drug abuse.
3. U.S. Census data indicated an overall Near West Side residential vacancy rate of 13.1%. Interviewees indicated that vacancy rates in some of the apartment buildings reportedly exceed 25%.
4. City Assessor's data indicated that predominantly single-family neighborhoods in the western and central portion of the Near West Side are stabilizing and are experiencing property appreciation equal to or exceeding City-wide rates. The neighborhoods with the greatest appreciation of single-family and duplex property values are Concordia, Cold Spring Park, and Merrill Park.
5. Merrill Park, the Valley, and Martin Drive are particularly attractive neighborhoods for first-time and lower-income homebuyers because of the affordability of single-family and duplex housing.
6. While Parkview has been a successful "move-up" single-family neighborhood, assessor's data indicated that property values in Parkview are depreciating relative to City-wide values. The area would benefit from comprehensive rehabilitation and maintenance to prevent further deterioration.
7. Interviewees indicated that housing in predominantly single-family home and duplex neighborhoods in the Near West Side should benefit from economic development in the Menomonee Valley.

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8. Interviewees indicated that there is potential for condominium-style redevelopment in the neighborhoods closer to Downtown, Aurora Sinai Medical Center, and Marquette University. Areas with potential for this type of residential redevelopment are King Park and State Street between N. 14th and 20th Streets.
9. Interviewees indicated that fear of crime and concern about the large number of group homes and other social service agencies creates uncertainty in the marketplace and discourages individual reinvestment in the neighborhoods.
10. Interviewees indicated that insecurity about the future disposition of certain lands (i.e. City on a Hill, Indian Community School, Ameritech) in the Near West Side further fuels instability in the marketplace.
11. The consulting team recommends that City Programs should continue to foster rehabilitation and owner occupancy of single and two family homes.

Commercial Development Area #1: - N. 35th Street Corridor Findings and Conclusion



Area # 1

1. The existing retail space is estimated between 200,000 and 300,000 square feet. Both Claritas and University of Wisconsin Milwaukee Employment and Training Institute (UWM-ETI) data indicate that Area 1 could support approximately 330,000 square feet of retail space, including a supermarket with 40,000 to 60,000 square feet. However, the raw figures for supportable area are somewhat misleading in that they assume that a significant portion of sales that could potentially go towards businesses in Area 2 would be directed towards Area 1. The two trade areas have a significant overlap and are not both able to support the full complement of neighborhood businesses that the raw figures suggest.

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2. Area 1 is too spread-out and does not have a recognizable identity as a unified commercial district. The area would benefit from consolidation of the district between Wisconsin Avenues and Vliet Street. An appropriate mix of residential and street level commercial storefronts would help create a mixed use identity and help unify the area.
3. A large percentage of the customer base for Area 1 arrives by automobile. Growth of the Area is dependent on capturing more commuting customers. Commercial redevelopment must have adequate parking and access in order to attract employee-based and commuter business.
4. A key potential commercial development site in Area 1 is the Ameritech property on the west side of N. 35th Street between the south side of Wells Street and Kilbourn. In terms of market potential, this has the most site potential for a full-service grocery store in the Near West Side.

Commercial Development Area #2: Wisconsin Avenue, Wells Street, and N. 27th Street Findings and Conclusion



Area # 2

1. The current retail space is estimated to be between 200,000 and 300,000 square feet. Market data indicates that Area 2 could support approximately 300,000 square feet of retail space. However, the raw figures for supportable area are somewhat misleading in that they assume that a significant portion of sales that could potentially go towards businesses in Area 1 would be directed towards Area 2. The two trade areas have a significant overlap and are not both able to support the full compliment of neighborhood businesses that the raw figures suggest.
2. The former hotel site at the southwest corner of Wisconsin Avenue and S. 27th Street should function as the "entrance" to Avenues West. In terms of serving an immediate neighborhood, this site would be a suitable site for a full-service supermarket with a minimum of 40,000 square feet. Additional land would need to be acquired to provide convenient parking and access

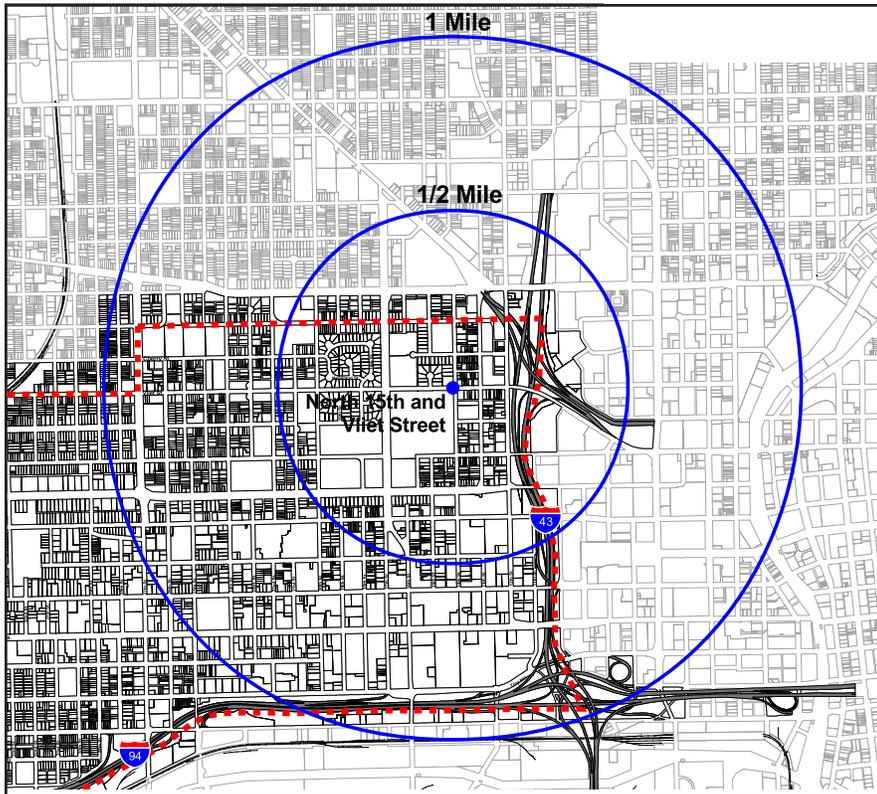
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unless unconventional techniques such as rooftop parking and/or two story shopping floors were applied.

Note: The consultant team concluded that a supermarket could not be supported within both the Area 1 and Area 2. The Near West Side could clearly support one full-service store, but not two. Either the N. 27th Street and W. Wisconsin Avenue area or N. 35th Street and W. Wisconsin Avenue area would be a suitable location for a store, although the N. 35th site offers the potential for better access and more parking.

3. The consultant team concluded that the Wells and Wisconsin corridors between N. 20th and N. 27th Streets could support service stores that serve Downtown, Marquette University and Aurora Sinai Medical Center. Examples include printing and office supply businesses, furniture stores, and computer stores.
4. The Commercial Area #2 is in need of and could support a quality sit-down restaurant. The preferred location would be on Wisconsin Avenue where there would be the highest level of access and visibility.
5. Many interviewees indicated that N. 27th Street between Wisconsin Avenue and State Street should evolve into a neighborhood-oriented specialty district. The appearance and quality of merchandise should also be improved. Based on both market data and the physical characteristics of the corridor, the consultant team concluded a specialty district could be supported.
6. A consolidated campus-oriented business district is currently supported around Marquette University. The consultant team concluded there are opportunities for the district to also serve employees working at Aurora Sinai Medical Center and the many ancillary professional offices and health care facilities in the area.

Commercial Development Area #3: Vliet Street Between I-43 and N. 14th Street Findings and Conclusion



Area # 3

1. Market data indicates that the trade area potentially served by businesses on Vliet Street between I-43 and N. 14th Street could potentially support 100,000 square feet of retail space.
2. There is not adequate market demand in the trade area to support a supermarket at this location.
3. The consultant team concluded that the current use of the buildings for furniture sales is a good interim use for the area and could be expanded/built upon with other higher end furniture/hardware shops. The appearance and quality of merchandise could also be improved to appeal to the Downtown office and Medical Center markets.
4. Many interviewees indicated that the Vliet Street area could experience "spill-over" benefits from the proposed Pabst Brewery redevelopment as a mixed-use entertainment complex. The location and historic character of the commercial buildings on Vliet Street make them suitable for mixed-use commercial / entertainment / residential redevelopment.

NATIONAL PROJECT REVIEW

As the Near West Side Area Planning team formulated ideas for the creation of projects that would bring additional reinvestment to the area, they looked to success stories from around the country. There are many examples where a single project or combination of projects has been successful in revitalizing communities. All such projects were made possible using a collaborative effort from city, residents and the private entities and formulation of result-oriented strategies that involved:

- Strong public-private commitment and involvement
- Long-term vision for a better future for the communities
- Strategic plans to implement the vision
- Monitoring bodies for plan implementation
- Funding through a variety of sources

The following projects may or may not be directly applicable to the Near West Side but the overall approach were considered and certain specifics found applicable to the area.

Urban Residential Development

Denver Dry Building, Denver, Colorado

This urban redevelopment project involved renovation of a historic building into a mixed-use, mixed-income project made possible by a public-private partnership. The project resulted in economic growth and revitalization of the Downtown area.



The Denver Dry Goods department store was Denver's premier retail store for over half of a century. Originally a three-story building, it was renovated into a six-story building during the first quarter of the twentieth century. Denver Dry is located in the city's Central Business District on the 16th and California Streets.

The building was purchased by the May Company in 1987 and the store was closed in the same year. In response to public outcry regarding its potential demolition, the building was bought by the Denver Urban Renewal Authority (DURA) and was marketed to several different developers. In 1990, Jonathan Rose, President of Affordable Housing Development Corporation (AHDC), decided to develop the building. DURA subdivided the building into separate condominiums, helping potential developers obtain financing by decreasing their overall risk. Retail and office space were located on the ground floors and housing on the upper floors. The building includes 115,000 square feet of retail space, 28,700 square feet of office space, 51 rental apartment units (40 Affordable Housing units and 11 Market-Rate apartments) and 66 for-sale Market-Rate condominiums.

The total cost of the project was approximately \$48 million. The developers obtained a private loan for \$40.7 million (85% of total funding), private sources provided \$25 million, and public agencies provided the additional \$15.5 million loan. Other sources of funding for this project came from tax credit equity (\$4.7 million), cash equity (\$2.3 million), and grants (\$60,000).

All the rental apartment units are fully occupied, and the for-sale market-rate units have been sold. This project has resulted in creation of additional jobs, retail space, and downtown housing. Twenty historic buildings within 16 blocks of this development have been renovated using Denver Dry's

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mixed-use, mixed-income model. Each of these projects has provided additional housing and shopping opportunities for the downtown community.

The Burnham Building, Irvington, New York

This redevelopment project involved a vacant industrial building which was renovated into a mixed-use project. The adaptive reuse of this building has resulted in revitalization of a part of the Main Street and has yielded economical and environmental benefit to the residents living and working in Irvington.



The Burnham Building, an old wood frame and masonry structure, was built in 1881 on the corner of Main Street directly across from the railroad station. This historic building was vacant for more than 10 years and was on the verge of being demolished.

From 1998 to 2000 the building was redeveloped into a new public library along with 22 units of affordable rental housing. The adaptive re-use of this vacant building was made possible by a unique public-private collaboration that involved the Village and its residents, County and State governments, a non-profit organization and a local for-profit developer. The extensive citizen participation was able to raise \$1.5 million from private donations. The

Village raised \$700,000 from a tax-exempt bond issue and \$1,250,000 in private contributions for this project.

The redevelopment of the building was combined with transit-oriented development, main street revitalization, historic preservation and "green" material and systems in a mixed-use building. The ground floors have been redeveloped into the new Village Public Library. The upper floors have been developed into affordable and low income housing for a combination of village employees and residents, and families on the County's Section 8 waiting list.



This project has resulted in economic and environmental benefits bringing residents within walking distance from place of work, shop etc. The adaptive re-use of this industrial building has helped to transform and revitalize a section of Main Street adjacent to a train station and is in the heart of a redeveloping Hudson River waterfront area.

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Elizabeth HOPE VI, Elizabeth, New Jersey



This project involved revitalizing an old, historically significant, urban neighborhood into a mixed-income community. In addition to redeveloping the area's public housing site, Elizabeth HOPE VI Program included the acquisition and redevelopment of various scattered sites in order to economically restore the blighted neighborhood. The project created new opportunities for families with varying incomes. The HOPE VI funds include funds from local and state housing programs, Urban Enterprise Zone Program, HOME,

Low Income Housing Tax Credit Program, Federal Home Loan Bank-Affordable Housing Program. The project required design and planning, community and focus group meetings. The project created family-friendly civic spaces that included parks and pedestrian walkways.

Downtown Plan, Portland, Oregon



In Portland, a downtown plan was established in 1973 when a coalition of businesses and community organizations united in an effort to counter the flight of retail, jobs, and housing from downtown. To promote market-rate housing Portland utilized tax abatement. To promote affordable housing, it utilized federal housing dollars, tax increment financing (TIF), block grants and direct assistance to non-profit housing. The first major tax abatement project was a multihousing development along Willamette River. It was

four story apartment building on the river and a first major market-rate rental development.

By 1990s, a local developer built housing on a derelict rail yard in downtown Portland. City of Portland invested \$150 million in infrastructure improvements. Now called the Pearl District, it became the Soho area of Portland with lots of art galleries and young artist residents.

Urban Commercial Development

Old Town Monrovia, Monrovia, CA

This is an example of a revitalization project where a strong cooperation between the city, business community and residents resulted in a development plan for revitalizing the city, beginning with the historic downtown. The project has created a strong feeling of community pride for the residents and has converted a dying downtown into a pedestrian-friendly and event oriented community.



During the early years of Monrovia's history, Myrtle Avenue was the heart of a small residential community that was losing business due to competition with newer shopping centers. More than half of the storefronts were left vacant. During the late 1970's, the City government and the Chamber of Commerce made a commitment to revitalize the city, beginning with the downtown. Two years of meetings with businesses and residents resulted in a decision to reinvest in Myrtle Avenue as a small-scale local shopping area. One million dollars was spent on the street beautification of

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Myrtle Avenue that included enhanced lighting, street furniture, attractive signage and ample rear parking. Traffic was reduced to two lanes with widened sidewalks, decorative paving, narrowed intersections and mid-block crossings to reduce speeds and improve pedestrian safety and enjoyment. Commercial loans were made to strengthen local businesses.

Monrovia, with a population of 37,000, has maintained its small town character and charm with a mix of uses. It is predominantly retail with small shops and services, along with a major supermarket, restaurants, cafes and small offices, including medical uses and bank branches. Library Park includes the city's library, play areas and a bandshell. Other civic uses are City Hall, including the fire and police stations, the post office, and a community center. Surrounding uses include high-density residential, large commercial and industrial business locations.



Today, the merchants at Myrtle Avenue have established a loyal following. A strong merchants association has helped locally owned businesses to compete against chain stores and malls. Large crowds are drawn every year to the summer concerts in Monrovia's Library Park that has become a central focal point for socializing and creating a sense of community. There is a long-term collaboration and commitment by the city, businesses and citizens on the Vision 2020, developing a strategy for continued improvement to the area.

Downtown Plan, Denver, Colorado

This is an example of downtown growth and development that is a result of a combination of public and private cooperation, past successes and a plan enacted in 1986.

A non-profit business organization that works to keep the downtown healthy was formed in the 1950s and is known today as Downtown Denver Partnership. In 1984, Mayor Frederico Pena appointed a steering committee to oversee the creation of the Downtown Plan. The Plan, issued in 1986, outlined five critical needs for downtown:

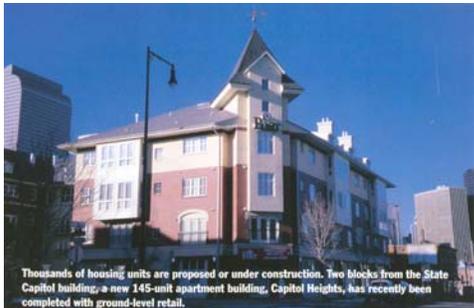
- Maintaining a vital retail center
- Developing people connections among activity centers
- Improving access
- Enhancing distinct districts
- Providing housing

Lower Downtown (LoDo), the birthplace of Denver, is considered the most distinctive area in the city. The Downtown Plan emphasized the importance of enhancing and developing districts such as LoDo. LoDo was rezoned from industrial to mixed use in 1981 and was declared a local historic district in 1988. The Downtown Denver Partnership created a Lower Downtown Business Support Office that encouraged renovations. This was done with the financial support from preservation groups and State of Colorado. More than 20 buildings in LoDo have been renovated since 1991, and there are now around 1,400 housing units in the area. Buildings throughout downtown has been restored or renovated into office and retail space.

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The success of Downtown Denver is leading to redevelopment in the surrounding neighborhoods. Their population grew from 58,000 to 65,000 over the last decade with thousands of new housing units planned or under construction. In the Capitol Hill neighborhood, a 145-unit apartment building recently has been completed. The project includes ground floor retail with residential units above.



Downtown Denver and surrounding neighborhoods have experienced a transformation in the last decade. The collective imagination and vision, collaborative public-private partnership, and city-led, consensus-driven Downtown Plan have guided Denver towards growth, development, and recovery from the hard times in the 1980s.

Memphis Peabody Place, Memphis, Tennessee

This is an example of a project where the historic buildings that represented the heritage of the city were renovated into a mixed-use development. The project acted as a catalyst for adjacent renovations and new development.



The project involved restoration of large historic buildings in downtown Memphis. The historic buildings taking up an entire city block in the heart of downtown form the Memphis Peabody Place mixed-use development. The 500,000 square-foot complex consists of residential units, office space, restaurants, retail shops, entertainment facilities, art museum and culinary school. The project involved restoration of a hotel built in 1842 and its conversion into 156 apartment units. The 1891 Richardsonian Romanesque building was renovated into office use on the upper floors with retail on the ground level. A former department store consisting of three buildings consist of 46 residential units, office space, retail shops, and a food court. A former movie house, built in 1914 has been restored into a microbrewery and restaurant. An alley in the middle of the block has been transformed into a shopping lane and an outdoor space for urban events.

This project was carried out through investment incentives, such as tax breaks, that can make historic renovation economically feasible. As a spin of effect, more than \$2 billion in investment activity is underway in downtown Memphis that includes a new 300,000-square-foot entertainment and retail center, a new Triple-A minor league baseball park, and an expansion of the convention/performing arts center.

Bridgescourt, Emeryville, California



A former industrial zone was redeveloped into a residential and retail complex. This complex includes 220 residential units in three-story structures above ground-floor parking and retail. The project financing involved revenue bonds, grants and tax credits. The developers reserved 91

units for below-market-rate rentals and devised a rent-to-own program. The project blends well with the surrounding industrial buildings, some of which are being transformed into artist's live work lofts.

Transportation Programs

Ronstadt Transit Center, Tucson, Arizona



The project involved creating a bus station handling 5,000 passengers a day, in a low-scale urban neighborhood. It was built of recycled brick from demolished buildings on a 2.7-acre site. This bus

station can accommodate up to 18 buses. 600 square feet was enclosed for ticket booths and restrooms. This center has played an active part in neighborhood revitalization.

PUBLIC PARTICIPATION



Residents, employers, landowners, business operators, and all interested parties had an opportunity to participate throughout the planning process. Methods of public participation included personal interviews, written surveys, Internet interaction, and public meetings. The following summarizes the results of the household surveys, community image preference survey, focus groups, and community charrettes. Full reports from each session are included in the appendix.

Community Household Surveys

The household survey was used to gather information from those who live, work or own property in the Near West Side. Questions were constructed to assess the characteristics and habits of residents, the character of commercial areas, and ways to improve the neighborhood. The results of the household survey provided insight on the day-to-day activities of residents and workers and were used in concert with other public opinion information and analyses to create development goals and guidelines for the Near West Side area.

Various methods were used to distribute the household survey including volunteers and multiple community organizations. The West End Development Corporation mailed the survey to over 1100 stakeholders. Household surveys were provided at each session where the image preference survey was administered and was also made available on-line at the Department of City Development website. A total of 191 surveys were tabulated.

The household survey consisted of ten questions. While there were several yes/no questions, most questions asked participants to select their answers from a brief list, or to provide their own. The following discussion highlights the results of the survey. The tabulation of all responses is included in the appendix.

Survey Conclusions: The tabulation of household surveys has revealed the following about the respondents and the Near West Side.

- Over 78% of respondents were residents of the Near West Side.
- Over 82% of resident respondents were owners and over 71% had no children.
- Over 68% of resident respondents used their personal vehicle to get to work.
- Only 7% of resident respondents felt threatened or somewhat threatened during the day in their neighborhood and only 32.3% had this opinion at night.
- Over 57% of respondents indicated that the appearance of storefronts needed significant improvements followed by business signage (41.8%), cleanliness of streets and sidewalks (42.9%), and the presence of police or security (40.8%).
- Respondents indicated that the commercial uses they utilized the most in the area included gas stations (63.9%), and pharmacies (60.7%).

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- Respondents indicated that the most needed businesses for the Near West Side included grocery stores (49.7%), sit-down restaurants (46.6%), and hardware stores (45.3%).
- Respondents indicated that improved condition of storefronts (63.4%), higher quality of products being sold (61.3%), and increased variety of stores/products (57.0%), would increase their use of businesses in the Near West Side.
- Over 79% of respondents indicated increased home ownership would improve the Near West Side, followed by increased property maintenance/code enforcement (63.8%) and increased employment opportunities (51.8%).

Image Preference Surveys

Image Preference Surveys (IPS) sessions were held in the Near West Side between December 2002 and February 2003. Persons from the area were invited to two at-large sessions, while the remainder of the sessions were held during the meetings of various organizations in the neighborhood.

Individual images of a particular land use type or attribute were shown and the audience asked to rate the image between 5 and -5, a 5 being the most positive and a -5 the most negative. The scoring was based on whether the person liked the image and whether they believed the type of land use attribute shown was desirable for their neighborhood. The 67 images were separated into four categories; Residential, Commercial, Public Spaces and Parking.

After the scoring of the individual images and groups of the images, a discussion was held regarding why audience members preferred certain images to others. Participants were asked to explain the particular aspects of an image that they found either desirable or undesirable. The discussion provided a means of determining which aspects of an image were actually causing a high or low score.

A total of 174 IPS survey forms were completed during the sessions. The surveys from all sessions were tabulated to determine the average score for each image. Results helped to create more representative land use and design policies for the Comprehensive Plan. The highest and lowest ranked images within each of the four categories are shown below. The image preference survey results and discussions are included in the appendix.

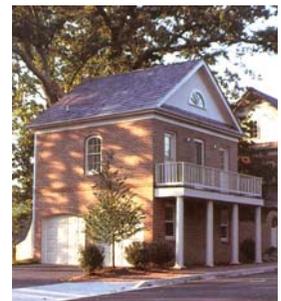
A) Residential Images Ranking of individual images



Highest Score 3.37



Second Highest Score 2.48



Third Highest Score 2.40

Residential images shown to the public generally identified various housing types including both single family and multi-family structures. The three highest scoring images represent two-story structures that are in keeping with the architectural style of the existing neighborhoods. The highest

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scored image represents a duplex with front porch, the second highest, single family homes with front porches, and the third, an accessory dwelling unit, or granny flat, above a garage.



Lowest Score -1.53



Second Lowest Score -1.44



Third Lowest Score -0.80

The three lowest scored images represent housing styles and attributes that the public does not like or believes is not desirable for the Near West Side. Multi-family structures out of scale with the adjacent single family homes ranked the lowest among these images. The second lowest scored image is of contemporary single family structures with chain-link fences. Structures with garages facing the street, houses to the rear, ranch style homes and lack of sidewalks are undesirable residential characteristics as shown in the third lowest scored image.

B) Commercial Images Ranking of individual images



Highest Score 3.66



Second Highest Score 3.50



Third Highest Score 3.00

Commercial images illustrated various types of structures along commercial roadways. The most desirable commercial images include structures which are urban in nature, such as the commercial building that received the highest score. This building has pedestrian scale signage and large window displays. Buildings close to the street, with two or more stories were preferred. The second highest scored image represents a corner commercial building with office on the second floor and the third highest a traditional commercial corridor with signage and lighting. These images represent vibrant, well-maintained pedestrian oriented commercial uses which are similar to some of the more traditional commercial corridors within the Near West Side.



Lowest Score -3.35



Second Lowest Score -2.87



Third Lowest Score -2.79

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The lowest scored image shows a blank exterior wall of a grocery store. The massive, unarticulated wall including lack of windows create a very uninviting atmosphere. Similarly, the heavy traffic and massive, auto-oriented signage of the second lowest scored image also creates an atmosphere which is not desirable for the area. The third lowest scored image of a chain restaurant in an older strip mall, reiterates the opinion that commercial uses similar to traditional commercial structures are more desirable than more suburban, auto-oriented commercial buildings and sites. It should also be noted that these commercial images were the lowest scoring images of the entire image preference survey.

C) Public Spaces Images Ranking of individual images



Highest Score 3.66



Second Highest Score 3.65



Third Highest Score 3.58

Images of public spaces shown to the audience identified parks, plazas and open spaces, but also included various sidewalk environments and the public spaces created by building placement. The two highest scored images represent open spaces and plazas where people can gather. The third highest image is of a well landscaped walkway with abutting buildings and outdoor dining. Both the second and third highest scored images demonstrate how intimate and secure public spaces can be created through the proper use of building placement and design.



Lowest Score -2.65



Second Lowest Score -1.57



Third Lowest Score -0.86

The three lowest scored images represent characteristics of public spaces which the public does not believe are desirable for the Near West Side. These images represent spaces which are ignored by the adjacent buildings, allowing no way for the people within the buildings to interact with the public areas. The lowest scored image is a walkway with adjacent building. With no windows, doors or architectural elements on the building and no pedestrian scale lighting in the right-of-way, the public area is devoid of any vibrant activity, except automobile traffic. The second lowest scored image is of a common open space area in a residential development that is only contained grass. The homes lack porches, large windows and doorways which restrict access to the open space area. The third lowest scored image is of an intersection with no activity other than traffic. The lack of buildings and the distance between them are the primary characteristics which give this area a feeling of desolation.

D) Parking Images

Ranking of individual images



Highest Score 2.63



Second Highest Score 2.55



Third Highest Score 2.38

Parking images shown during the IPS consisted of off-street and on-street parking, screening of parking lots and parking structures. The highest rated image, showing on-street perpendicular parking in what appears to be a residential area, reflects a desire for very intensive screening of on-street parking. This image shows a very well landscaped parking area with mature trees. The second highest rated image shows dense screening of off-street parking with ornamental fencing and layered landscaping. The third highest image shows metered, angled on-street parking.



Lowest Score -2.53



Second Lowest Score -1.69



Third Lowest Score -0.43

The lowest scored parking images consist of surface parking lots adjacent to the street with little landscaping and no fencing. The second and third lowest scoring images also indicate that expansive parking lots typical of shopping centers are not desirable for the Near West Side area.

Focus Groups

Three focus group meetings were held between November 18th and November 20th of 2002. The first focus group consisted of apartment owners and managers, the second group consisted of business owners, and the third group consisted of real estate developers. The purpose was to gain the perspective of these stakeholders on the assets, areas in need of improvement, and development potential/directions for the Near West Side. The focus group sessions ran approximately 2 hours each and were held at Marquette University and Marquette University High School.

Several themes emerged as follows:

- The area has shown some improvement, but there are still real and perceived issues of safety that are impeding development. The perception is worse than the reality, however.
- The area's proximity to downtown is an asset that needs to be better exploited.
- Increased home ownership is key to the development of the area. A more stable, middle-income resident population will help attract businesses that serve the needs of those residents.
- Development of businesses in the Menomonee Valley would be a catalyst for revitalizing the Near West Side. Jobs in the Valley could result in more home ownership on the Near West Side as well as attract businesses that would service the needs of Valley employees and new homeowners.
- The presence of Marquette University, Miller Brewing, and Harley-Davidson is an asset that needs to be better utilized to attract people and business to the area.

- Parking in the area is inadequate and needs to be addressed before businesses can be attracted to the area.
- "Curb appeal" (how the area looks) is critical to attracting homeowners, businesses, and customers
- There is a market for amenities such as a quality grocery store and other businesses that serve the needs of the immediate neighborhood.
- The 27th Street bottleneck between State and St. Paul makes it an undesirable place for business development. Safety is also an issue in the area. Owner occupied housing development such as townhouses, row houses or condominiums is most likely the best development use surrounding the 27th Street corridor. Businesses that service the needs of those residents could then be attracted to the area.
- The proximity to the freeway system makes it easy to get to the area, and to get from the area to other parts of the city and the metropolitan area.
- The area has a "historic charm" because of its older homes. However, there are some property maintenance issues.
- Government, specifically the City, has to play a lead role in the redevelopment of the area by showing not only an interest in, but a commitment to revitalization by helping to remove blight, acquiring properties for demolition and making the parcels available to developers, addressing transportation issues (such as the 27th Street bottle neck, making Wells Street and State Street two-way streets and providing adequate parking for businesses' customers). By taking this lead, the City will build momentum and create confidence attracting developers, residents and businesses alike.

Community Charrettes

On March 13th and 15th 2003, two community charrettes were held on the campus of Marquette University. The purpose of the charrettes was to present information gathered, give an opportunity to have discussions regarding the existing conditions, and allow input on the future character of the area.

The presentation included findings and comments from the market analysis, stakeholder interviews, focus groups, and image preference/household surveys. Smaller groups were formed and given 25 to 30 minutes to discuss existing potential issues or new projects. They marked these areas on a map. The discussion centered around each of the four different land use types: residential, commercial, transportation, and public/semi-public. The groups then presented the issues or projects they felt needed the most attention. The following summarizes the key overall themes. The full summary of each charrette is included in the appendix.

Charrette Overall Physical Projects Themes:

- Expand Concordia historic district.
- Create a mix of student and faculty housing near Marquette University.
- Redevelop 27th Street commercial corridor with pedestrian oriented, mixed uses with local specialized businesses.
- Redevelop 35th Street commercial corridor as more auto-oriented.
- Redevelop Wisconsin Avenue and 27th Street intersection for grocery store.
- Redevelop Vliet Street from 12th to 14th Street as central neighborhood node.
- Create Transit Oriented Development (TOD) at Wisconsin and 35th Street that includes mixed use buildings and could center around Harley/Miller tourist information.
- Redesign Wells and State Streets for two-way traffic.
- Maintain and enhance all bridge crossings/connections between Near West Side and Downtown.
- Provide bike/ pedestrian connections to Hank Aaron Trail.

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- Create designated and/or separated bike lanes along Highland Avenue.
- Create bike lanes/Menomonee River trail network throughout Near West Side.
- Provide a Transit Connector along Wisconsin Avenue.
- Improve existing and/or provide new facilities and programs at existing parks.
- Improve Wisconsin Avenue streetscape from Marquette University to the west.
- Redevelop the Indian Community School site for community facility.
- Create gateways at major locations (Wisconsin Avenue and 37th Street, freeway interchanges).

Charrette Overall Policies/Administration issues:

- Increase residential code enforcement throughout Near West Side.
- Rehabilitate deteriorating single-family housing stock.
- Convert apartments to affordable condominiums.
- Regulate compatibility among new housing and the existing neighborhood character.
- Create more owner-occupied housing.
- Restrain social services expansion.
- Prohibit/restrict big-box uses - ensure commercial buildings are in scale and character with existing neighborhoods.
- Allow existing street restrictions to remain where they continue to deter drug and prostitution activity.
- Increase perception that the Near West Side is safe.
- Improve maintenance of city-owned property.
- Increase the efficiency of mass transit.
- Increase the amount of green space throughout the Near West Side.