CHAPTER III: NEIGHBORHOOD LAND USE
STRATEGIES AND POLICIES

This chapter describes strategies and policies to be applied throughout the Third Ward Neighborhood (except the Maier Festival Park and Lakeshore State Park). They are organized by land use, starting with policies for all land uses. Following this chapter, Chapter 4 defines six districts and four street types and specifies recommendations for each.

3.1 OVERALL STRATEGIES AND POLICIES (APPLIES TO ALL LAND USES)

A. Vision
The Third Ward is an evolving neighborhood with a historic district of late 19th and early 20th century warehouse buildings. These open floor plan industrial loft structures, which offered flexibility to their original users, are again adapting to a mix of new uses: residential, office, retail, educational, and cultural. As demand for space exceeds the capacity of these buildings, development is growing into adjacent vacant and underdeveloped lands. The existing development pattern of mixed uses and strong definition of the public realm (streets and open spaces) contribute to the attractive character of this unique urban area and should guide the expansion and build out of the Third Ward Neighborhood.
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B. Use Policies

Appropriate Type and Mix
Allow a wide range of retail, service, light manufacturing, warehousing and residential uses typical of those found in the peripheral portions of the downtown, notwithstanding other recommendations in this plan. Heavy and intense manufacturing and related industries should be prohibited.

Encourage mixed-use, infill development on vacant and underutilized parcels.

Encourage integrating first floor retail, offices, and commercial uses into mixed-use or residential buildings, in that order of preference.

New, large industrial and manufacturing facilities with more than one truck loading dock are discouraged.

New developments should provide long term parking to meet the needs of their occupants. Large surface parking and storage lots associated with new developments should be prohibited.

Stand alone fast food services should be prohibited.

Drive-thru establishments and stand alone gas stations should be prohibited.

Existing commercial warehousing

Future large surface lots should be prohibited

Stand alone fast food and drive-thrus should be prohibited

The Downtown zoning code and Third Ward Neighborhood Design Guidelines should be amended to effectuate these recommendations

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Density
The density of development should be high enough to fill out the blocks and give definition to the streets and open spaces. A range of 30 – 110 dwelling units/acre is recommended. This density is consistent with the existing pattern of mid-rise buildings (of 30 to 70 feet in height) with a high degree of parcel coverage. Higher density developments may be located at specific landmark sites incorporating well-defined public spaces if particular objectives are set or exceeded. For specific information regarding the location of landmark sites, see Chapter 4. Landmark sites are defined in the “Buildings” subsection below. These higher density developments should cluster around well-defined public amenity spaces such as parks, piazzas, courtyards, and the Riverwalk.

Location
Mixed-use development generally implies that uses will not be separated by location.

Chapter 4 provides strategies for specific corridors and six districts within the Plan area.
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C. Form Policies

Additional information on form policies is found in the Historic Third Ward Neighborhood Design Guidelines and the Historic Third Ward Riverwalk Guidelines.

**Block**

Encourage development that reconnects and completes the pattern of streets and blocks where the city grid has been disrupted by street closings or is incomplete. Where the street and block pattern is being re-established, some intentional variation from perfectly straight, orthogonal streets is permitted to create both a sense of place and a functional street hierarchy.

Include alleys, small streets and lanes in the street and block pattern.

Street layouts and parking regulations should support short-term neighborhood visitor parking.
Diversity, many facades per block with commercial activities built to the property line.

Parcel and site plan
Encourage parcel sizes typical of the historic district. The historic district was platted with a variety of lot sizes that eventually led to a development pattern with several buildings per blockface. This pattern offered opportunity for greater variety and a more interesting city street.

Where developments occur on larger parcels, reflect historical scale by a variety of plan and design features. Encourage multiple individual street entrances and residential unit entrances spaced 20-30 feet apart to create the feeling of a traditional fine-grained street. Other building design elements can contribute to this feeling as well. See the Historic Third Ward Neighborhood Design Guidelines. Buildings or their entrance transitions (also see the Residential section) should be generally located at the property line to define a street edge, forming an attractive pedestrian environment that fronts the street.

Along street facades, site enhancements and building entrance transition elements supporting pedestrian comfort and contributing interest to the street are required.
Service should be provided from an alley, secondary street, or during off hours.

Curb cuts are discouraged particularly along “Shopping Streets”, along all streets, except Water St. and Erie St. where buildings back onto the river, in order to maintain the highest level of pedestrian comfort. “Shopping Streets” are defined and identified in Chapter 4.

On site parking should be accessed from an alley or a secondary street.
Buildings

In Area A - Historic Third Ward District, heights of new buildings should be comparable to that of adjacent historic buildings in a manner further specified in “The Third Ward Neighborhood Design Guidelines 2006 edition.”

Elsewhere, multi-story buildings with a minimum height of 30 feet should be required and a maximum height greater than the width of the fronting street right-of-way is not recommended. Stated alternatively, the ratio of building height to street width should not exceed 1:1.

Buildings should reinforce existing patterns and assist in forming the fabric of the city and neighborhood. The Third Ward should continue to be a collection of a limited number of building types dressed in a wide variety of styles, expressing varying sensibilities, but generally forming a consistent fabric.

Landmark sites and their development offer opportunities for reconsideration of most form policies and design guidelines under prescribed conditions. They should be evaluated on a case-by-case basis. A landmark site is a prominent or well-known location or unique development opportunity that calls for a special design. Landmark sites should be reserved for superior cultural and architectural expressions befitting the significance of these sites.

All renovations and new construction of buildings and sites shall be of the highest quality architectural design and construction.

Historic facades should be retained if deemed pivotal or contributing to the Historic District designation and incorporated as a part of any expansion or redevelopment project.

Skywalks should be prohibited.
D. Redevelopment Strategies

Historic building restoration and rehabilitation are strongly favored over demolition. Incorporate existing pivotal and contributing buildings as a part of a development site.
3.2 Residential Uses

A. Vision
The residential vision of this Plan and the Third Ward Neighborhood Design Guidelines is for new residential development that will generate a sense of place and a socially functioning neighborhood. The vision will be realized by providing a broad range of multi-family housing types designed to create or enhance the vitality and safety of the street, sidewalks, and public spaces. This new housing will encourage a lively all day environment and perpetuate societal care and concern for civility in public behavior. In this densely developed environment, public spaces woven into the neighborhood will enhance social interaction and thus, residents will become neighbors, and a collection of buildings will become a neighborhood.

B. Use Policies

Types and Mix
Housing in the Third Ward has typically meant industrial loft structures converted to apartments or condominiums. New rental or owner-occupied building types should include a mix of row houses, townhouses, multi-family buildings, live-work units, group residences, mixed-use projects, and penthouse units.

This diversity of types should provide broad market appeal and attract a range of incomes and lifestyles including: student dormitories, apartments or condos for singles or married couples without children, baby boomers just past their child raising years and active elderly people. People with children who prefer a pedestrian-oriented, urban lifestyle should be able to find attractive housing options, too.
Upper floor residential uses are encouraged above ground floor retail and pedestrian-oriented commercial uses.

**Density**
High densities are recommended: 30 -110 dwelling units per acre. These densities are consistent with many successful traditional urban neighborhoods of Boston, San Francisco, Chicago, etc. and Milwaukee’s lower east side. These densities will support public amenities, local neighborhood services, and diverse urban cultural and entertainment venues within walking distance.

**Location**
Housing built in accordance with these policies and the Design Guidelines is an appropriate use anywhere in the Third Ward that the marketplace can justify it. Live/work building types, in particular, are encouraged on Mixed Use or Shopping Streets.
C. Form Policies
See also Section 3.1 Overall Strategies and Policies and the Historic Third Ward Neighborhood Design Guidelines.

Buildings
Activate the street and create an attractive pedestrian environment with multiple residential entrances along the street frontage. Individual entrances are required for each ground floor or first floor unit in addition to main entrances for upper level units.

Incorporate some type of green space in new residential developments. Roof gardens, terraces, courtyards or other semi public/private space are encouraged.

Entrance transitions are required along street facades, (stairs, gardens, terraces, stoops, etc. The front façade of the building may be set back 0’-8’ to accommodate the landscaped transition.

Large unadorned blank walls are prohibited. Use architectural techniques such as corbelling to detail the wall where fenestration is not possible.

Ground floor units should be raised a half story above the street to increase the privacy of the dwelling unit and should be required to have windows that overlook the street.

Parking
Long term resident parking should be included within the development, underground, behind or above ground floor street fronting retail / commercial tenant space. Parking for urban housing should be provided in a minimum ratio of 1 space per dwelling unit (1:1).
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3.3 Retail, Commercial, and Industrial Workplaces

A. Vision
The Third Ward already has many features in common with major developments referred to as “lifestyle centers,” a popular trend in retailing. These features include a mix of regionally and locally attractive retail businesses and restaurants, neighborhood services, shops, cafes, and entertainment venues in a setting with pedestrian amenities and a town square or main street feeling. To these, the Third Ward adds genuine historic buildings and a growing residential component. The plan envisions growing additional regional and local businesses on this base.

The neighborhood should have many types of workplaces: large corporate employers, small businesses and sole proprietors. Locating these in close proximity to each other facilitates collaborations, mutual support and synergistic relationships.

B. Use Policies

Appropriate Type and Mix
Mix workplace uses with residential uses to expand the opportunity to walk to work.

At the street level, retail, eating and drinking establishments, and other pedestrian oriented uses are encouraged.

On upper floors, offices, research facilities, showrooms and light manufacturing uses are encouraged.

On any floor, studios, workshops, live-work units, showrooms and other small businesses are encouraged.

When ownership changes, existing large low-rise manufacturing buildings in the Ward should be replaced with new construction for different uses or adapted for merchandising, office, research, light manufacturing, studio or workshop uses.

The ground floor street façade of multi-story parking structures are the preferred location for large footprint retailers.

As recommended in the Downtown Plan, seek 50 square feet of retail area per resident.
Location
See Chapter 4 for recommendations regarding specific locations.

Retail uses are allowed anywhere in the Third Ward, but are particularly encouraged to concentrate on the ground floor of mid-rise buildings on Shopping Streets as described in Chapter 4 and the ground floor street façade of multi-story parking structures and along the riverwalk.

Businesses with regional appeal such as boutiques, restaurants, showrooms, galleries and museum shops that contribute to the destination shopping experience are allowed anywhere in the Third Ward, but are especially encouraged in the Historic District as described in Chapter 4.

Newly proposed retail and neighborhood service locations should be located centrally in relation to residential areas. Locate these within a convenient five-minute walk of residences, often interpreted as about 1200 feet or about three to four bocks.

Retail activity should be concentrated with activity on both sides of the street, at the street level.

Corner locations are preferred as they are visible from two streets.
C. Form Policies

Additional information on form policies is found in, Section 3.1 Overall Strategies and Policies, the Historic Third Ward Neighborhood Design Guidelines and the Historic Third Ward Riverwalk Guidelines.

Parcel and site plan

Perimeter block development patterns will bring commercial activity to activate the street edge.

Buildings

Large, unadorned blank walls are prohibited. Large display windows and entrances are required along street facades.

Existing low-rise manufacturing buildings in the Third Ward will coexist with surrounding new uses for the time being. However, when ownership changes occur in these buildings, the adaptively reused building must significantly enhance the design quality and street appeal of the original structure. A Master Development Plan including site and building use and design intent is required.

Parking

Long term tenant parking should be included within the development, underground, behind or above ground floor street fronting retail / commercial tenant space.
3.4 Civic, Cultural and Institutional Uses

A. Vision
Civic, cultural and institutional uses should continue to be important components of the Third Ward Neighborhood. Their importance can be measured in terms of greater employment opportunities, additional visitors, and added prestige as well as enriching social and cultural life in the neighborhood. These uses should add value to the entire neighborhood.

B. Use Policies

Location
Civic, cultural and institutional uses should be located along mixed-use streets, green streets or on upper floors along shopping streets.

C. Form Policies
Additional information on form policies is found in, Section 3.1 Overall Strategies and Policies, the Historic Third Ward Neighborhood Design Guidelines and the Historic Third Ward Riverwalk Guidelines.

Parcel and Site Elements
For some civic, cultural and institutional uses, associated public spaces may be desirable. Building facades should form an enclosure to define the public space on at least three sides, unless a portion of this requirement is completed by adjacent structures or those across a street.

Buildings
Large unadorned blank walls along the street are prohibited. Large display windows and entrances are required along street facades. Ornamented surfaces may be an acceptable alternative.

Parking
Long term parking for employees and visitors should be included within the development, underground, behind or above ground-floor street-fronting interior activity areas.
3.5 **Open Space**

*A. Vision*

The Third Ward is a unique juxtaposition of high-density urban form and significant natural elements. It is surrounded by water on three sides. The proximity of recreational, economic, civic, and ecological resources presents a tremendous opportunity. However, visual access to open space, water, and the Riverwalk is limited in places, and direct public access to the lakefront is currently prohibited at times during summer months.

The vision for public open space in the Third Ward is to integrate these assets in many ways. Open spaces can serve as gathering places, provide for social engagement, and promote a sense of identity in new developments. Public access points to the Riverwalk and Lakewalk should reconnect people to a sense of place and history. The end result will be a living environment where residents and visitors live and learn, work and play.

**The Benefits of Creating Good Public Spaces**

Good public open space can improve the quality of life through the following benefits:

1. *Support local economies*
2. *Attract investment*
3. *Attract tourism*
4. *Provide cultural and recreational opportunities*
5. *Encourage volunteerism, community engagement and stewardship.*
6. *Reduce crime*
7. *Improve pedestrian safety*
8. *Increase use of public transportation*
9. *Improve public health*
10. *Improve the environment*

*Source: Project for Public Spaces (PPS)*

Gathering place
Bryant Park, NY
**B. Use Policy**

Continue construction of the Riverwalk and Lakewalk (as shown in the current Lakeshore State Park Plan) to provide continuous physical access to the water’s edge.

New public access points to the Riverwalk and Lakewalk should be publicly owned or have a public easement, and be easily recognized as being for public use.

Link proposed bike and recreational trails to other existing trails and continue them through the Third Ward.

While the uses of each public space need to be appropriate to its size and context, all of them should be designed and equipped to support the needs of all users (active adults, children, and the elderly).

Locate open spaces where they are easily accessible and can be seen by all potential users. High-density residential development should have small adjacent public spaces, and clear visual access and routes to larger spaces such as the river and lake.
**C. Form Policy**

Design new Riverwalk and Lakewalk access points to attract a variety of activities. (Follow the Historic Third Ward Riverwalk Guidelines).

New Riverwalk sections should provide a physical connection and design relationship to those existing in the historic district.

Integrate cultural, natural and historic resources into the design of public open spaces.

Define public spaces internal to the neighborhood by having building facades form a sense of enclosure. Facades on 75% of a public space’s edges, including buildings across a street, will contribute to making distinct places.

Provide a feeling of security and safety to potential users with appropriate levels of lighting and visual access from surrounding streets and windows.

Offer an environment that is physiologically comfortable. Regard sun, wind, shade, and sounds.

Design the spaces with equal attention to place as an expression of visual art, nature, history and social interaction.

Public open spaces should be beautiful from the perspective of the external observer as well as engaging for those who are in the space.

The Third Ward should provide a wide variety of open space types or forms including:

1. **Streets**
   These have functional purposes, offer pedestrian amenities, and provide added areas for greening the area. Streets are as much a part of the public realm as parks are.
2. **Small streets**

Small streets function as alleys, but are much more than the back of the lot. These streets, also called English mews, Dutch woonerfs, and lanes provide an outdoor place that may be closed to traffic at times. During those times, children are free to play in these small streets. Impromptu social encounters often take place, strengthening neighborhood ties.

3. **Urban piazzes**

These plazas have definite, articulated edges, located at commercial nodes where streets meet or transition to open space. They have a highly visible, sunny location, abundant seating with diverse orientations, and are often paved in intricate patterns with stone and brick. A piazza at a landmark location may be accomplished or enhanced by using the parking lane along a street.

4. **Squares**

Squares are often centrally located within a district, bound by streets on all sides, typically include a balance of hardscape and green space, public art, fountains, and monuments, and visually contained with buildings around it’s edges.
5. **Neighborhood Parks**
These can take many sizes and forms, or be of formal or informal, linear, geometric, irregular, active, or passive places in order to respond to the unique needs and opportunities of the Third Ward.

6. **Programmed Spaces**
These spaces, often within one of the others are specifically identified as play areas, gardens, active recreation fields, and educational exhibits.

7. **Green Linkages**
These corridors create an interconnected system of various types of green spaces, help to shape city form and buffer incompatible uses, reduce public cost for built infrastructure (stormwater management, flood control, etc.) protect ecological diversity and preserve essential ecological functions.

8. **Elements**
Elements are abundant seating, planters, trash receptacles, lighting, public art, special surfaces, food service, and water features that lead to an accessible, safe, comfortable place.

9. **Stoops**
Stoops are the extended steps from a sidewalk to a townhouse or row house. They are examples of entrance transitions from the public to the private realms. Stoops provide good seating for socializing, people-watching and keeping “eyes on the street”, all of which enhance safety of the public realm.
**D. Redevelopment Strategies/Action Items**

New developments should include semi public/private courtyards, green roofs, rain gardens and other methods of stormwater management and energy efficiency.

Where new developments are proposed, provide street trees to increase the tree canopy.

When developing new public open spaces, engage in a public participation process that involves local stakeholders, and identify sources of funding, partnerships, and local advocates to create an ongoing management and maintenance program.

**Attributes of Successful Open Space**

1. **Access and Linkages.** A successful space is easy to get to and get through; it is visible both from a distance and up close. Clearly defining the edges is important. Accessible places are ideally convenient to pedestrians and public transit.

2. **Comfort and Image.** Public space ought to be clean, safe, and attractive. Giving people choices about where they’d like to sit is important.

3. **Uses and activities.** Different activities can take place in a public place at the same or different times. Ideally, the space should be used for passive and active activities throughout the day. People of different ages should be attracted to the space.

4. **Sociability and civic engagement.** Places where people connect and interact in a shared environment contribute to the life of a neighborhood.

*Source: PPS*
3.6 TRANSPORTATION AND PARKING

3.6.1 Transportation
Water Street, Milwaukee Street, and Plankinton Avenue move unobstructed through the Third Ward Neighborhood in a north-south direction. They are major traffic carriers into and out of Downtown and support public transit routes. In the east-west direction, Clybourn is continuous, albeit mostly one-way westbound, and forms the neighborhood’s northern border with the rest of Downtown along I-794. Chicago Street, although terminated by the Milwaukee River on the west, and St. Paul Avenue which is terminated by I-794 on the east are the major east-west traffic carriers. Other streets are local access streets. Each of these streets receives specific recommendations in Chapter 4.

During the planning process local residents raised a concern about fast moving traffic along Water and Milwaukee Streets.

A. Vision
The transportation vision for the Third Ward is all about the traditional function of streets as extremely flexible, multi-modal, multi-directional transportation facilities. While streets will vary in the degree to which they emphasize moving motor vehicle traffic efficiently, every street and it’s associated right-of-way and improvements in the Third Ward will be a part of the public space as well. The plan seeks to extend this transportation vision into the currently underdeveloped eastern portions of the Third Ward.
B. Use Policy
Extend streets where the street grid has been interrupted or is incomplete. These extensions will improve access and clarify connections between neighborhood districts. Reconnecting streets will provide pedestrians and motorists with alternative routes that will ease congestion at peak periods and improve circulation and access.

Where the street and block pattern is being re-established, some variation from perfectly straight, orthogonal streets is allowed to create both a sense of place and a functional street hierarchy.

While streets will vary in the degree to which they are used to move motor vehicle traffic efficiently, every street and its associated right-of-way and improvements in the Third Ward should be used as a setting for various activities and social interactions, to conveniently park cars, to comfortably walk along and across, to wait for and catch a bus or a tram, to bicycle and lock up a bicycle, to pause for window shopping, eat lunch, or bump into a neighbor or colleague. Streets in the Third Ward are part of the public space, economic, and social network of the Third Ward.

C. Form Policy
All street designs should regard the pedestrian as well as the motor vehicle. While tradeoffs will inevitably occur, pedestrian comfort is a crucial concern if streets are to be activated.

Employ traffic calming methods to assist pedestrians in safely crossing busy streets.

In the next chapter, each Third Ward street is categorized as one of four street types and recommendations are presented for each street type.

Where appropriate, include bicycle lanes on streets, especially where the street is part of a larger bicycle route. See Appendix for map of Hank Aaron State Trail and others.

Provide bike racks at convenient locations throughout the neighborhood.

D. Redevelopment Strategy
Recommendations for specific street improvements are described in Chapter 4.

The State of Wisconsin Department of Transportation has recommended a new design for the I–794 Interchange at Lincoln Memorial Drive when it needs to be reconstructed at some point in the
future. This Plan strongly recommends re-examining alternatives that will provide added acreage for new development, including replacing the interchange with an at-grade conventional intersection or modern roundabout.

The following street extensions continue the recommendations of the 1986 Third Ward study and the 1999 *Milwaukee Downtown Plan*.

- Extend Jackson Street south to Polk Street.
- Extend Harbor Drive south to Erie Street, completing an east edge to the neighborhood.
- Extend Menomonee and Corcoran Streets east to Harbor Drive.
- Extend VanBuren Street from Corcoran Street south to Erie Street.
3.6.2 Parking
The elevated I-794 freeway and current Federal Highway Administration policy leaves potentially valuable land underneath the freeway available for little but surface parking. These areas are unattractive and littered, creating a barrier between Downtown and the Third Ward.

Currently, there is greater demand for on street parking in the western area near Water Street and Broadway. During peak times, parking is available, though somewhat limited. Two parking structures built as a result of the 1987 study have satisfied some of the demand.

Events at Maier Festival Park impact the neighborhood heavily during the summer months. Yet, for the remainder of the year, large paved and gravel lots adjacent to the park stand idle.

A. Vision
The Third Ward Plan sees parking as good in the sense that it enables customers, employees, audiences, guests, and others to conveniently visit the Third Ward while providing residents with practical transportation choices. At the same time, the plan sees large, surface parking lots, especially along streets, as contrary to the overall transportation and development vision of the neighborhood. Integrating parking into the neighborhood’s urban development pattern is one of the chief goals and challenges of this plan.
B. Use Policy
Street parking should be used for short term parking needs. Street parking in commercial areas must be regulated to accommodate visitors to these establishments.

Parking for new development must be provided on site.

Areas under and near I-794 should serve the parking needs of employees and visitors headed toward Downtown and Third Ward businesses, Maier Festival Park, Lakeshore State Park, and the Italian Community Center grounds after they are redeveloped. Specific uses include, public (shared) parking structures under freeways, and public (shared) parking structures integrated with major new development near the freeways. These parking areas would have continuous demand by serving businesses during the week and lakefront and festival visitors during evenings and weekends. This idea is further detailed in the North Commercial District section of Chapter 4.

C. Form Policy
On site parking should be underground or in structures with street edge retail or residential uses.

Curb cuts on shopping streets and on the formal landscaped sides of Green Streets should be prohibited.

Curb cuts on other street types should be limited to two per blockface, preferably accessing service alleys.

Curb cut widths are limited to 20 feet.

See Chapter 4 for individual street form policies.

D. Redevelopment Actions and Strategies
Currently, I-794 and the areas under and adjacent to it pose a nuisance for nearby development and pedestrians walking between the Third Ward and other Downtown areas. Parking lots need attractive screening and landscaping. Unpaved areas need to be landscaped and maintained. Many areas are now covered by weeds or bare dirt. Litter needs to be cleaned up often. The design of new freeway bridges and lighting underneath need to be attractive. These issues need to be addressed during the freeway reconstruction and when these areas come up for governmental action.

A new detailed parking study should be commissioned to review, within the context of this Plan, how large existing surface parking lots in the District could be replaced in a manner serving the needs of businesses in the area and the festivals.