

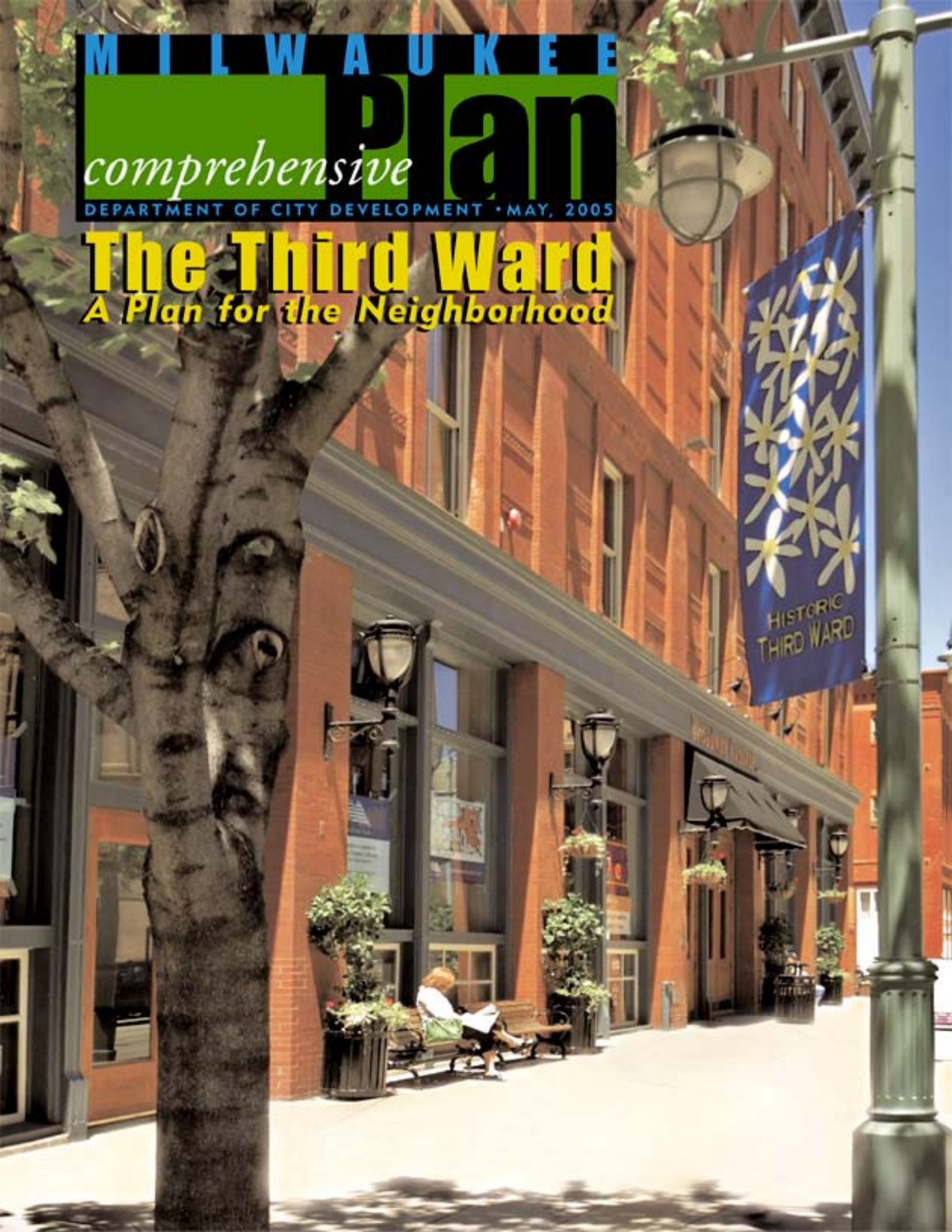
MILWAUKEE

*comprehensive* **Plan**

DEPARTMENT OF CITY DEVELOPMENT • MAY, 2005

**The Third Ward**

*A Plan for the Neighborhood*



## City of Milwaukee

Office of the City Clerk

200 E. Wells Street  
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

**FILE NO: 041781**

**Resolution approving the Third Ward Neighborhood Comprehensive Plan as an element of Milwaukee's Overall Comprehensive Plan. (DCD)**

Whereas, One step in the City of Milwaukee's ("City") comprehensive planning process is the creation of plans for areas of the City, sometimes referred to as neighborhoods; and

Whereas, A new comprehensive plan has been prepared, titled the Third Ward Neighborhood Comprehensive Plan ("Plan"); and

Whereas, The Plan was prepared with the Historic Third Ward Association as a funding partner; and

Whereas, Pursuant to Section 66.1001, Wisconsin Statutes, the City Plan Commission adopted the Plan and recommended adoption to the Common Council; and

Whereas, Approval of the Plan by the Common Council will establish the Plan as a guide for the City regarding the use and development of property within the area, encourage common understanding and coordination among levels of government and private interests and facilitate implementation of the Plan; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Third Ward Neighborhood Comprehensive Plan as an element of the City's Overall Comprehensive Plan and as recommended by the City Plan Commission, a copy of which is attached to this Common Council File; and, be it

Further Resolved, That the Third Ward Comprehensive Plan as approved shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of land use and physical development issues; and, be it

Further Resolved, That the Department of City Development, the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the Plan; and, be it

Further Resolved, That the Commissioner of the Department of City Development is authorized and directed to send copies of the Plan to the parties identified in it as having responsibility for implementation of the Plan for their reference and use.



I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on May 20, 2005, published on April 15, 2005.

*Ronald D. Leonhardt*

Ronald D. Leonhardt  
City Clerk

June 03, 2005

Date Certified

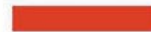
# Third Ward Neighborhood Comprehensive Plan

*If a city's streets look interesting, the city looks  
interesting; if they look dull, the city looks dull.*  
-- Jane Jacobs

James Piwoni, AIA  
with



AMERICAN DESIGN  
INCORPORATED  
Architectural Services



\_\_\_\_\_

# Third Ward Neighborhood Comprehensive Plan

## *Acknowledgements*

**City of Milwaukee**  
**Mayor Tom Barrett**

### **Common Council**

Ald. Willie Hines, President  
Ald. Ashanti Hamilton  
Ald. Joe Davis  
Ald. Mike D'Amato  
Ald. Robert Bauman  
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City of Milwaukee  
Business Improvement District #2

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Also to the many members and staff of the Historic Third Ward Association, and to HTW residents and the general public who participated in this planning process.

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### **Acronyms**

#### ***DCD***

*Department of City  
Development*

#### ***BID***

*Business Improvement  
District*

#### ***HTWA***

*Historic Third Ward  
Association*

#### ***ARB***

*Architectural Review  
Board*

#### ***HTW***

*Historic Third Ward*

# Third Ward Neighborhood Comprehensive Plan

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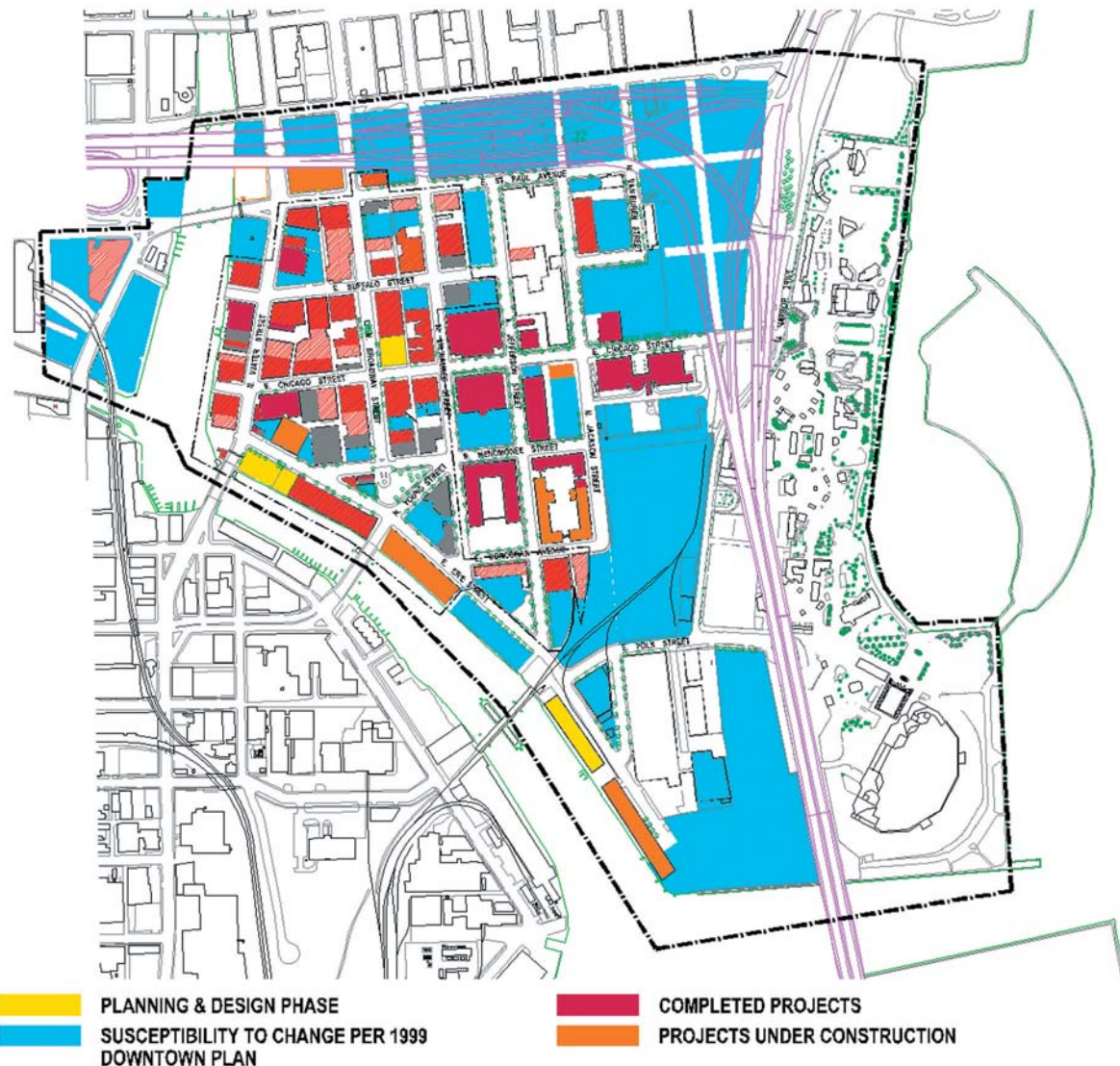
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# CHAPTER I: INTRODUCTION

1

The Third Ward is an eclectic mix of residential, industrial, retail, educational, and cultural land uses located in the southeastern corner of Downtown Milwaukee. Substantial new developments in the eastern and southern areas of the Third Ward prompt the need to prepare an overall vision for the area. Based on current trends, demand for new construction

in this area will continue. This plan will guide new development in underdeveloped or underutilized areas in a context that is different than that within the historic boundary in the Third Ward. New development should respond to the historic district, natural areas, and cultural resources with its own unique and complementary character.



## DEVELOPMENT STATUS PLAN

THIRD WARD NEIGHBORHOOD COMPREHENSIVE PLAN



### ***1.1 CITY COMPREHENSIVE PLAN STRUCTURE***

The preparation of this *Third Ward Neighborhood Comprehensive Plan* has been done under the authority of Wisconsin’s Comprehensive Planning Law, Wis. Stats. 66.1001, more commonly referred to as the “Smart Growth” law. The Smart Growth law provides a framework for developing comprehensive plans and requires that any program or action of a community that effects land use must be consistent with the community’s comprehensive plan. Therefore, upon adoption, all land use decisions must be consistent with the goals, objectives, and policies outlined in this *Third Ward Neighborhood Comprehensive Plan*.

The City of Milwaukee’s comprehensive planning process has been structured to recognize the different levels of interest – the need to plan for the entire city as well as its smaller geographic areas. Consequently, the City’s Comprehensive Plan consists of 2 components: a citywide policy plan and multiple area plans. This *Third Ward Neighborhood Comprehensive Plan* is one of these area plans.

This plan updates and supercedes the *Historic Third Ward Urban Design and Development Potentials Study, 1986*, and the portions of the *Milwaukee Downtown Plan, 1999*, that concern the Third Ward Area.

## 1.2 PLAN PURPOSE

The purpose of the *Third Ward Neighborhood Comprehensive Plan* is to evaluate the assets and opportunities of the area in order to guide new development that builds upon these resources. There are two components of this planning effort. The first is this Neighborhood Plan.

The second part consists of the *Historic Third Ward Neighborhood Design Guidelines*, an update to the 1990 design guidelines. The guidelines establish design and development standards for the undeveloped areas of the Third Ward. The Historic Third Ward Association Architectural Review Board will use these updated design guidelines in its review of new project proposals.

### THE HISTORIC THIRD WARD neighborhood design guidelines



From 1990 Original Edition By:  
James Piwoni, AIA  
David Reed  
Doug Ryhn



Revised 2005 Edition:  
James Piwoni, AIA

Graphics and Layout By:  
Jennifer Fletcher

Area Maps By:  
American Design, Inc.



## 1.3 HOW TO USE THIS PLAN

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly. Chapters I and II provide a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation results. Neighborhood Land Use, Chapter III, identifies the types of uses and related policies planned for the Third Ward as a whole. Chapter IV, Districts and Corridors, specifies geographically where those land uses are located and provides additional design standards specific to these locations.

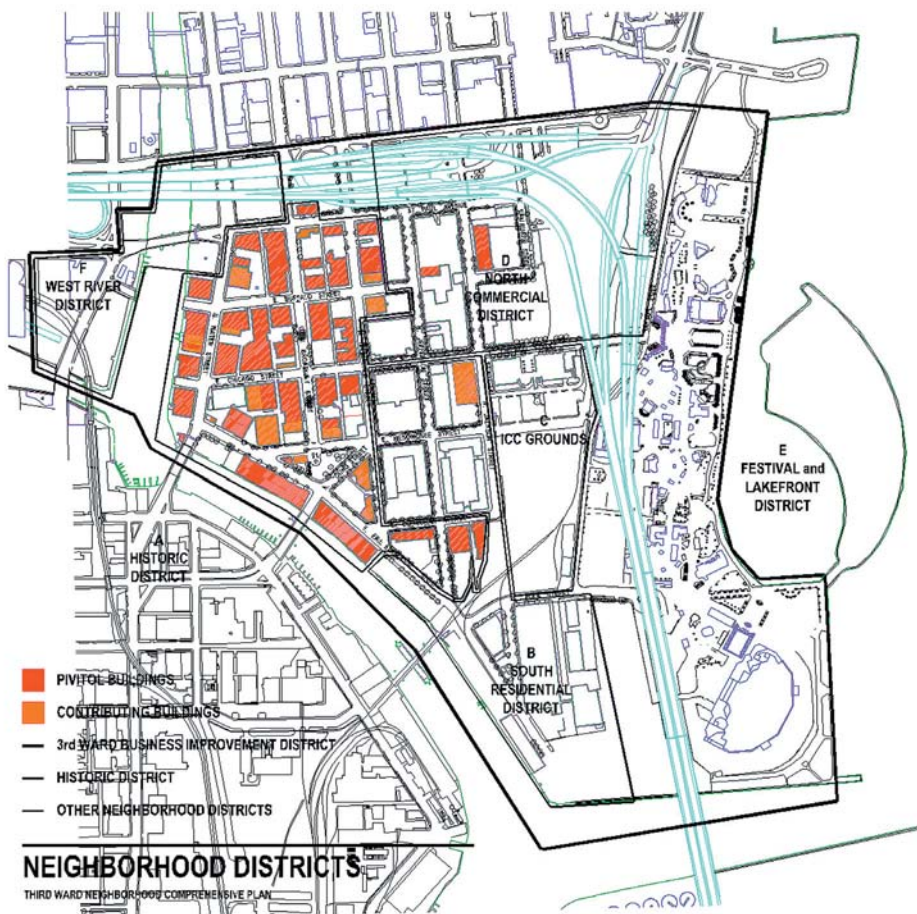
The Redevelopment Strategies and Actions sections recommend short and long-term site-specific projects that logically follow the goals for the districts and make recommendations for the development of those sites regarding land use and form. Inside the back cover is a summary map of the comprehensive plan.

These detailed recommendations are organized by district within the neighborhood Plan area.

These districts are:

- \* Area A – Historic Third Ward District
- \* Area B – South Residential District
- \* Area C – Italian Community Center
- \* Area D – North Commercial District
- \* Area E – Festival Grounds and the Lakefront
- \* Area F – West River District

The completed Plan and its recommendations for land use and form policies will provide guidance regarding redevelopment in each of the districts. The *Historic Third Ward Neighborhood Design Guidelines, 2005*, and the *Third Ward Riverwalk Design Guidelines, 1998*, are to be used in conjunction with this Plan.



### 1.4 PLANNING PROCESS

This Plan is the outcome of a collaborative planning process consisting of 4 main components:

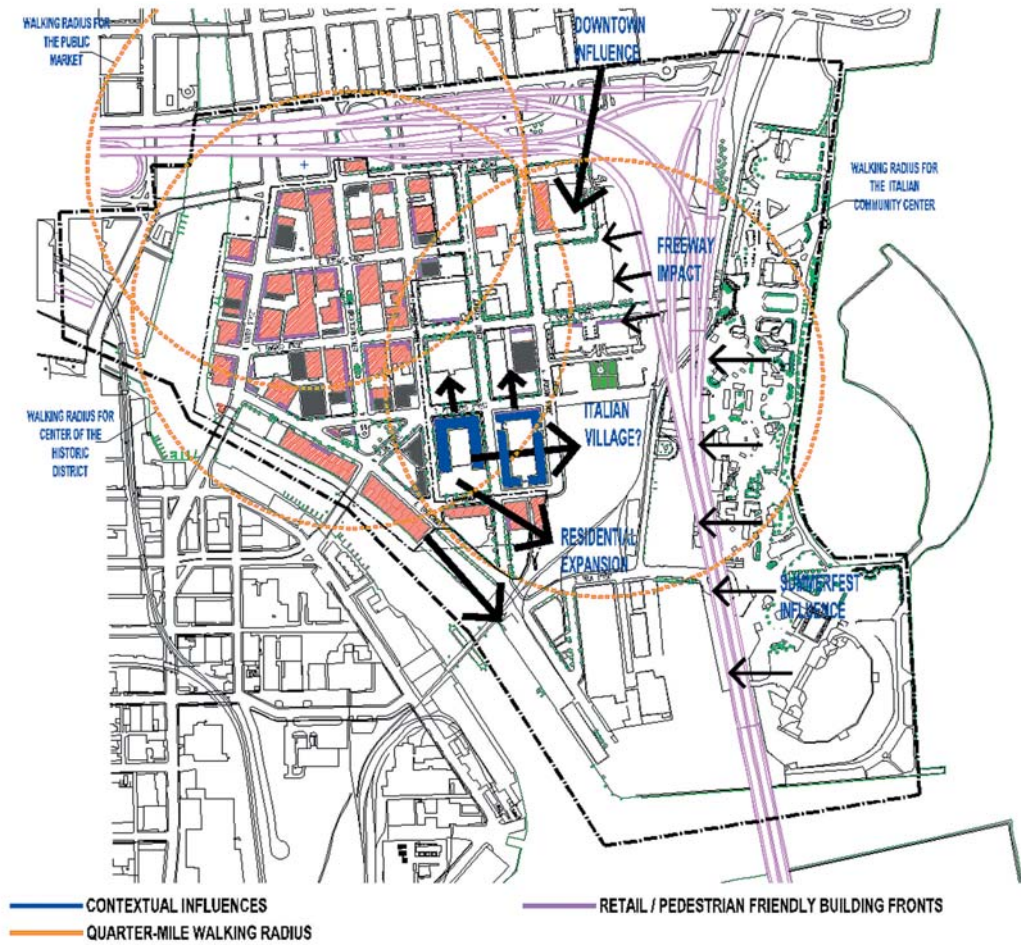
- \* Analysis Phase
- \* Visioning Phase
- \* Synthesis Phase
- \* Review and Approval Phase

During the Analysis phase, physical, demographic, economic, land use and regulatory information and development trends are gathered from interviews, focus groups, and published sources help to provide an information base.

During the Visioning Phase, public meetings and workshops are held to identify present and future opportunities and the area’s susceptibility to change.

The Synthesis Phase forms the recommendations based on the previous work on the Plan.

Finally, the Review and Approval Phase takes the near final Plan back to the community and presents it to various City entities for ultimate adoption.



### LAND USE INFLUENCES

## 1.5 PLAN GOALS AND OBJECTIVES

The primary goal of this Plan is to promote the efficient, economical and productive use of land, buildings, and watercourses in ways that build on the policies set forth in the 1999 *Milwaukee Downtown Plan*. The overall goals and objectives outlined in the Downtown Plan are:

- \* To increase the amount and variety of downtown housing.
- \* To expand the number of destination venues.
- \* To provide alternative travel and commuting options.
- \* To promote walking as the primary mode of accessible, safe, and attractive transportation.
- \* To achieve maximum benefit from major private and public investment.

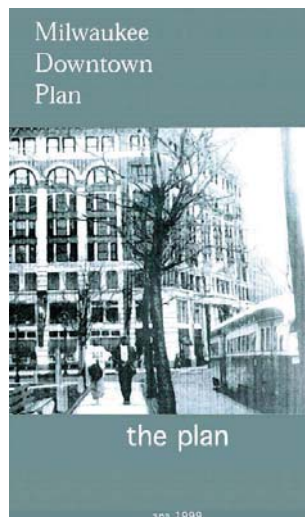
The *Milwaukee Downtown Plan, 1999*, identifies objectives specifically related to the redevelopment of the Third Ward area. These include:

- \* A new public market to serve specialty foods and a destination venue.
- \* Most redevelopment activity to occur on surface parking areas, including those of Maier Festival Park.
- \* Mixed-use buildings should contain residential and office uses.

- \* The Riverwalk should continue and connect to the Lakewalk.
- \* The addition of several neighborhood parks.

Overall goals of this *Third Ward Neighborhood Comprehensive Plan* also include:

- \* Build upon strengths of the neighborhood.
- \* Provide a predictable regulatory process.
- \* Optimize the long-term value of public and private investments.
- \* Generate consensus among businesses, property owners, residents and associations.
- \* Provide interconnected systems of green spaces, alternative transit, and public access to all waterways.
- \* Guide the urban design of the eastern portion of the neighborhood for vibrant, urban development.
- \* Optimize the assets and development trends already in place.





*Personalized dwelling*

## ***1.6 PRINCIPLES OF SMART GROWTH***

Smart growth principles encourage communities to develop a vision and set standards for development that respond to community values. Because of its unique history and setting, in the Third Ward this vision focuses on architectural beauty and distinctiveness. The vision and standards encourage the construction and preservation of buildings that prove to be assets to a community over time, not only because of the services they provide, but also because of the unique contribution they make on the outside to the look and feel of a city.

Smart growth principles, as applied here, recognize the value of infill development as determined by their accessibility, their physical orientation to, and relationship with, other buildings and open space. By creating high quality communities with architectural and natural elements that reflect the interest of all residents, there is greater likelihood that buildings, and therefore neighborhoods, will retain their economic vitality and value over time. In doing so, the infrastructure and natural resources used to create these areas will provide residents with a distinctive and beautiful place that they can call “home” for generations to come.

*Neighborhood architectural distinctiveness*



**1.7 NEIGHBORHOOD CONTEXT**

**A. Physical**

The Third Ward neighborhood is located in the southeastern corner of Downtown and northeast of the Walker’s Point neighborhood. It is generally bound by I-794 to the north, the Milwaukee River to the west and south and by Lake Michigan to the east. The planning area is 284.9 acres. It is easily

accessible from the Amtrak station, I-94, and I-43 freeways. Watercourses, bikeways, and bus routes also provide additional transportation options. Currently, much of the area in the eastern half consists of underutilized buildings, low-rise buildings and surface parking lots.



*The Third Ward has clear boundaries and substantial open land*

***B. Historic District***

Early residents of the Third Ward neighborhood were mostly Irish and Italians immigrants. The neighborhood became a regional wholesaling and manufacturing center in the 19th century. Now, brick multi-story warehouses and former industrial buildings contribute to the district's architecturally significant character as Milwaukee's finest concentration of nineteenth and early-twentieth century buildings.

Rich ornamentation of mercantile buildings expressed in terra cotta, metal and stone display motifs ranging from Victorian Gothic to Sullivanesque to Art Deco, and includes a substantial number of neo-classical designs. The historic and architectural significance of the historic district was recognized by its listing in the National Register of Historic Places in 1984.

*Terra cotta facade ornamentation*





### **C. Cultural Resources**

Civic, cultural and institutional uses are important components of the Third Ward neighborhood. They offer a diverse palette of enriching social, cultural, and educational activities.

- \* The Italian Community Center is a vital civic institution that seeks to promote and maintain the Italian heritage that was brought to the area by Italian immigrants. The ICC also serves as a meeting and festival hall for the entire metropolitan area.
- \* The Broadway Theatre Center is host to 3 theater companies: the Skylight Opera Theatre, the Chamber Theatre, and Bialystock & Bloom use these theatres for productions. The original theater first opened its doors in 1959, and has a vital role in the performing arts in Milwaukee.
- \* The Milwaukee Institute of Art and Design (MIAD) was formed in 1974 from the original Layton School of Art and Design established in 1920. Of the 630 full time students who are enrolled at MIAD over 160 students live in the Third Ward.

- \* A new public market is under construction in the Historic Third Ward on the northeast corner of Water Street and St. Paul Avenue. It will feature 24 vendors inside and 19 outside. Nearby Commission Row has been the focus of market activity for over one hundred years.
- \* Summer festivals at the Henry W. Maier Festival Park are popular entertainment destinations that draw hundreds of thousands of people from throughout Wisconsin and beyond. Summerfest, billed as the world's biggest music festival draws over 800,000 visitors to the "Big Gig".

Many galleries, museums, shops, and entertainment and dining venues are also found in the Third Ward.



*Gallery night in the Third Ward*



*More locations, events, business, and shopping listings and locations can be found at: [www.historicthirdward.org](http://www.historicthirdward.org)*

# CHAPTER II: THE PLANNING PROCESS AND INFORMATION GATHERING

## 2.1 ORGANIZATION

The planning process for this *Third Ward Neighborhood Comprehensive Plan* included in depth information gathering regarding current conditions, neighborhood development issues, redevelopment opportunities and the ongoing work of existing organizations, in order to provide a comprehensive look at all factors affecting growth, investment, and quality of life issues in this area.

## 2.2 ANALYSIS

A complete review of eleven existing plans for the area informed the planning process on issues other groups in the area are focusing on. The review also identified common issues from each of the plans. (See Appendix for a list of plans). The general consensus among the reviewed plans revealed these commonalities.

- A. Provide public access to the Lakewalk, Riverwalk, and Lakeshore State Park.
- B. Create linkages between trails, walks, and outdoor recreational opportunities.
- C. Provide interconnected, walkable, pedestrian-friendly streets and green
- D. Extend the existing street system, where possible.
- E. Provide a mix of land uses in new compatible developments and infill sites.
- F. Improve the edge between the Maier Festival Grounds and the rest of the neighborhood.

THIRD WARD NEIGHBORHOOD PLANNING REPORTS ANALYSIS MATRIX

Note: Bold type indicates initiatives ongoing. Italics indicates initiatives completed.

Development Objective Design Objective	Bonifica Study	Millenium Plan	Third Ward Guidelines	Lakefront Access Study	1985 Third Ward Plan	Riverwalk Guidelines	1994 Lakefront Plan	1999 Downtown Plan	Island State Park Plan	Hank Aaron Trail	Menomonee Valley Plan
<b>GOALS AND OBJECTIVES PART I</b>											
A											
B											
C											
D											
E											
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V											
W											
X											

See Appendix for a larger format matrix

**THIRD WARD NEIGHBORHOOD PLANNING REPORTS ANALYSIS MATRIX**

Note: Bold type indicates initiatives ongoing. Italics indicates initiatives completed.

Development Objective	Design Objective	Bonifica Study	Millenium Plan	Third Ward Guidelines	Lakefront Access Study	1985 Third Ward Plan	Riverwalk Guidelines	1994 Lakefront Plan	1999 Downtown Plan	Island State Park Plan	Hank Aaron Trail	Menomonee Valley Plan
<b>GOALS AND OBJECTIVES PART II</b>												
1	High Quality Image / Formal Elegance - A Grand Vision	●	●				●		●			
2	Source of Pride for the City / Cultural Monument / Distinct Place	●	●	●		●	●					
3	Encourage a Mix of Compatible Uses: Cultural, Retail, Hotel, Office, Residential	●	●	●	●	●			●			
4	Expand Lakefront Public Greenspace, Promenade, Lakewalk, Public Access	●	●		●			●		●		
5	Concentrate Energy along Select E-W Streets, (Chicago and Polk)	●	●	●					●			
6	Van Buren Street as a Connector and Spine with Larger Blocks on East	●										
7	Organize Parking District Wide, Parking Next to Freeway	●				●						
8	Improved Vehicular Access	●	●			●			●	●		●
9	Extend Street Grid at Italian Community Center Grounds	●		●	●							
10	Redesign Harbor Drive to Define Summerfest and Improve Image and Access.	●	●						●			
11	Jackson Street as a Connector and Focus for Residential Neighborhood	●			●							
12	Develop Buffer Along Summerfest and Freeway	●	●		●				●			
13	Scenic and Recreational Pedestrian Places Along the River	●			●	●	●			●	●	●
14	Riverfront Retail Development	●		●	●	●	●		●			
15	Promote Neighborhood Greenspace for Outdoor Passive & Active Recreation	●	●	●	●	●						
16	Extend Chicago Street Public Corridor For Neighborhood Access to Lakefront		●		●	●				●		
17	Adaptive Reuse of Existing Buildings Retaining Unique Image / Heritage			●	●	●	●		●			
18	New Infill Development Compatible with District's Special Image and Character			●	●	●			●			
19	<i>Chicago Street Recognized as Collector - Main East West Traffic Route</i>	●	●		●	●						
20	<i>Broadway Reclassified as Local Street - Pedestrian Emphasis</i>				●	●			●			
21	Open Closed Street - Van Buren to Chicago	●		●		●						
22	Open Closed Street - Jackson to Polk	●		●		●						
23	Parking Structures for Longer Term Use, (Employees, Residents).	●		●		●						●
24	Street Parking for Short Term Use, (Customers).			●		●						
25	<i>Commercial Use Along Streets for Ground Floor of New Parking Structures</i>			●		●			●			
26	Chicago Street Improved to Provide Special Identity / Pedestrian Improvements				●	●						
27	<i>Marked Gateway to District- Water and St. Paul @ River</i>			●		●						

28	Mark Gateway to District- Water, Broadway, Jackson & Milwaukee at St. Paul			●		●						
29	Boat Slips Along the River					●	●	●	●			●
30	<i>Reinforce Catalano Square as a Destination Green Space for Pedestrians</i>					●						
31	Pedestrian Bridge Connection to West Side of River					●			●			
32	Capture Lakefront Recreational and Entertainment Usage & View Opportunities	●	●		●			●				
33	<i>Historic Resouces - District of 71 Building - Uniform Setback at Sidewalk</i>			●		●			●			
34	<i>Historic Resouces - Architecturally &amp; Historically Significant Warehouses</i>			●		●			●			
35	<i>Historic Resouces - NPS Pivotal Buildings to be Retained</i>			●		●			●			
36	<i>Historic Resouces - NSP Contributing Building Retained When Possible</i>		●	●		●			●			
37	Discourage Actions that Obscure or Destroy Historic Details			●		●			●			
38	Encourage Improving Conditions that Prolong the Life of the Properties			●		●			●			
39	Reuse for Comercial Office, Retail, Housing, Food and Drink Establishments	●		●		●	●		●			
40	Reinforce District Identity with New Mid-Rise Buildings Built at the Street Edge	●		●		●			●			
41	Enrich Streets and Public Spaces with Well Designed Pedestrian Amenities	●	●	●		●	●		●			●
42	Activate Commercial Streets with Retail Activities at the Street Edge			●		●			●			
43	Activate All Streets with Entrance Transition Spaces at the Street Edge			●		●			●			
44	Use Street Trees to Help Give Special Identity to Selected Streets		●			●			●			
45	Treat River Edge as Continuous Finished Public Spaces in Series			●		●	●		●	●		●
46	Reinforce District Identity at Boundaries and Portals			●		●			●			●
47	Enrich Streets and Public Spaces with Façade Complexity and Variety			●		●			●			
48	Integrate Characteristic of Ward in Composition of Contemporary Buildings			●		●			●			
49	Clarify and Improve Condition of Appropriate Service Access Areas	●	●	●		●			●	●	●	●
50	Introduce Landmark Features	●	●	●		●			●			
51	Encourage Public Art Instalations		●			●			●			
52	Enhance Pedestrian Connections to Downtown	●	●			●	●		●			●
53	Enhance Pedestrian Connections to Island State Park		●		●			●		●		
54	Enhance Pedestrian Connections to New Art Museum & Grounds		●			●			●			
55	Enhance Pedestrian Connections to Schooner Project		●			●		●				
56	Marked Gateways to District- Street Stub Ends at River					●						
57	Improve environmental quality							●		●	●	●
58	Zoning recommendations								●			●
59	Population density								●			●
60	Intensity of Uses								●			●



Public meeting

Take advantage of opportunities for added river access

### 2.3 PUBLIC PARTICIPATION SUMMARY

Ideas gained through the public participation process have been key in determining plan recommendations that will affect the Third Ward neighborhood. Meetings with stakeholder groups and the general public provided input on important issues and support of the plan’s objectives. The planning team met with the following stakeholders at least one time:

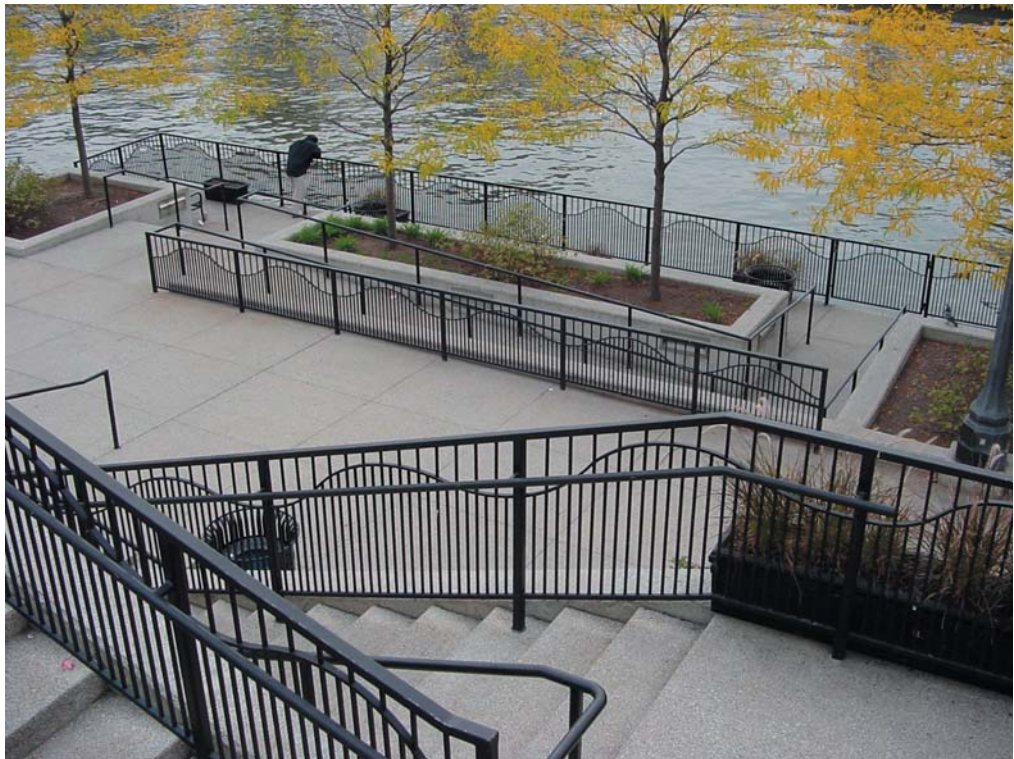
- \* World Festival Inc.
- \* Italian Community Center members
- \* Business owners/Business Improvement District (BID) #2
- \* General public, including residents and stakeholders

- \* Historic Third Ward Association annual meeting participants
- \* Architectural Review Board (ARB BID #21)
- \* DNR (Lakeshore State Park)
- \* City officials

All of the participants provided thoughtful, considered input. Most of the responses can be categorized by issue. These are the issues reported:

#### A. Traffic Calming

- \* Traffic on Water Street and Milwaukee Street is heavy, fast, and creates an undesirable area for pedestrians.



- \* All streets should be pedestrian friendly.
- \* Ensure safe movement for pedestrians. Improve crosswalks.
- \* Provide access for kayaks.
- \* Preserve visual access to unique corridors, streets, buildings and vistas.
- \* Preserve and create green and open space.

**B. Access**

- \* Provide physical access to the river and the lake.
- \* Continue Hank Aaron State Trail (HAST) into the Third Ward to connect with Lakeshore State Park and other bike trails.



**PUBLIC OPEN SPACE / PEDESTRIAN STREETScape EXTENTIONS**

THIRD WARD NEIGHBORHOOD COMPREHENSIVE PLAN

### ***C. Businesses and Neighborhood Services***

Many business owners felt that the Third Ward was a good area in which to attract clients. People enjoy coming into the neighborhood.

- \* Business owners watch over their neighbors by keeping their “eyes on the street”.
- \* All agreed that the following are necessary and desirable and should be “high-end”:
  - o A grocery store
  - o A liquor store
  - o A dry cleaner
  - o A health club
  - o Pet services
  - o A movie theater
  - o A 24-hour newsstand
  - o High-end boutiques.

### ***D. Characteristics of Development***

- \* New developments need to be respectful of the historic context.
- \* Continue the warehouse “look”.
- \* It should be hip, high-end.
- \* A public space like Cathedral Square would be good.
- \* New development and redevelopments should not be too tall; they should keep within the historic context.
- \* No street “canyons”.
- \* No skywalks.

*Loft warehouse look*



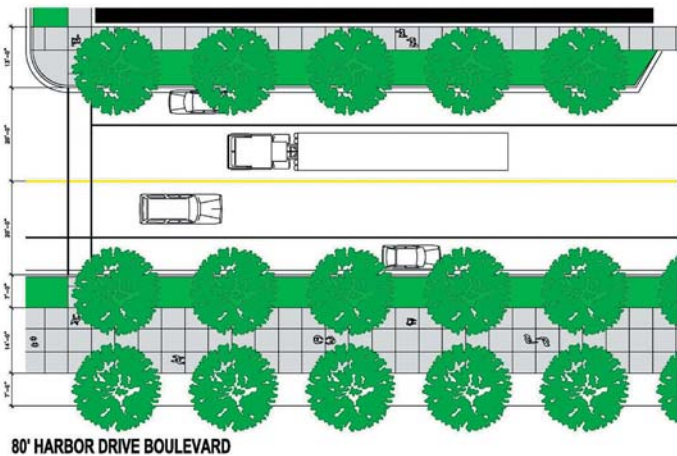


**E. Streets and Parking**

- \* Maier Festival Park traffic needs improvement.
- \* Need short term and long term parking for residents and visitors.
- \* Have some streets that are not open to cars.
- \* The pedestrian-oriented boulevard concept (Harbor Drive alternative) looks great.

*Avoid street canyons*

*Harbor Drive.  
Illustration from  
public meetings*



## 2.4 DEMOGRAPHICS AND ECONOMIC TRENDS

The population of Census Tract 153 grew from 490 in 2000 (U.S. Census) to an estimated 1200 in 2005. The number of households rose from 290 in 2000 to an estimated 900 in 2005. The population has risen dramatically since the 1990 Census, more than doubling in the 10-year period since then. In contrast, the overall City of Milwaukee population decreased by more than 5% in the same time period.

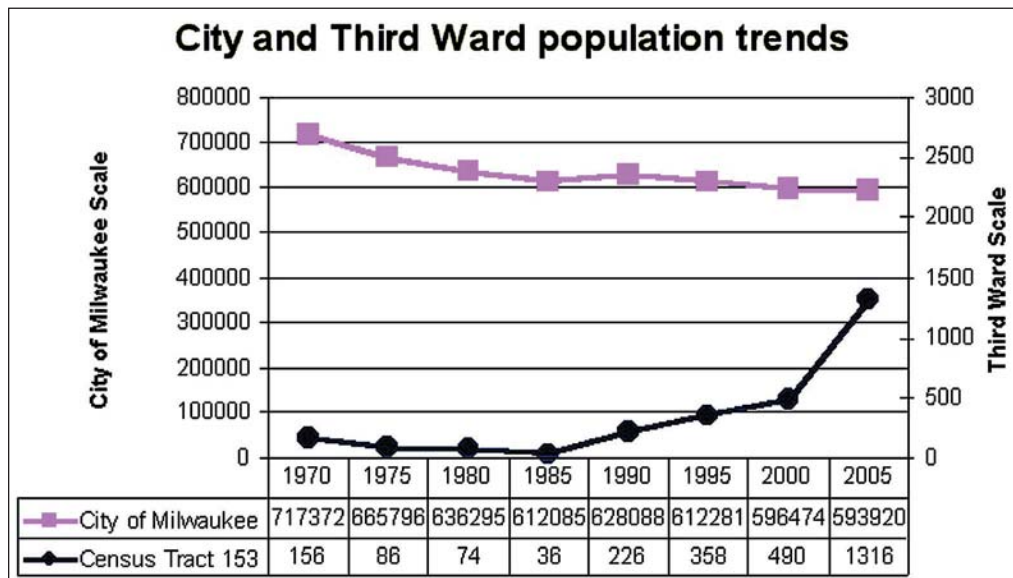
The Third Ward’s population is characterized as young to middle-aged persons in predominantly owner-occupied, one-person households. They are mostly white with a higher educational attainment, a higher percentage of professionals, and a higher income than the average Milwaukee neighborhood.

Data in this section is for Census Tract 153 and for year 2000, unless

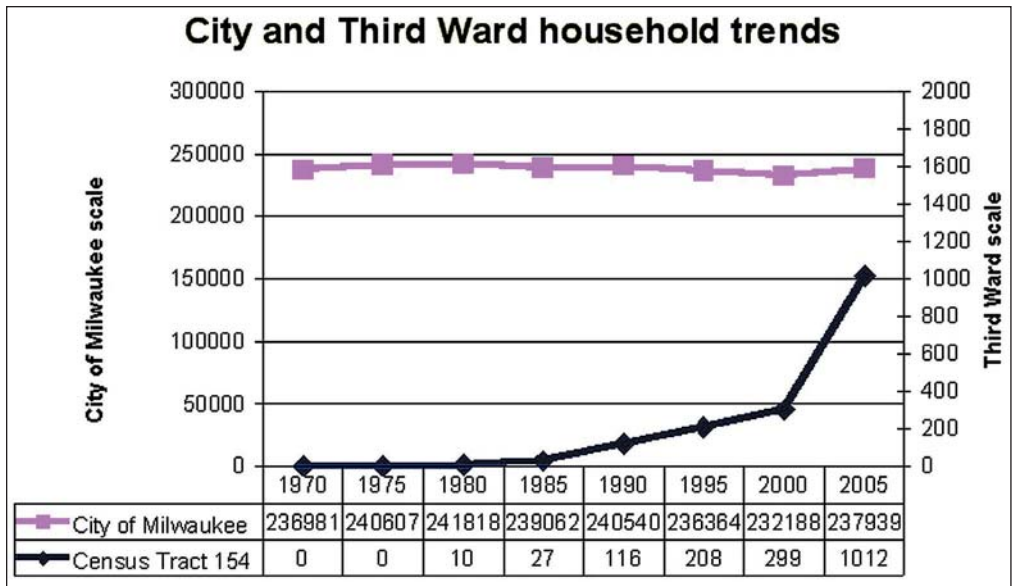
otherwise noted. Census Tract 153 generally shares the same boundaries with the Third Ward Neighborhood, but includes two blocks along the northern edge between Clybourn Street and Wisconsin Avenue and omits all or part of three blocks west of the Milwaukee River. Census Tract 153 is bordered by Wisconsin Avenue on the north, the Milwaukee River on the west, southwest and south, and Lake Michigan on the east. Where the data indicate fewer than 10 persons in a particular category, data were sometimes collapsed or omitted in order to protect the privacy of individuals.

### A. Population

Besides a total increase in population as compared to the population decline experienced by the City, the residential population of the Third Ward differs from the overall City population in a number of ways.





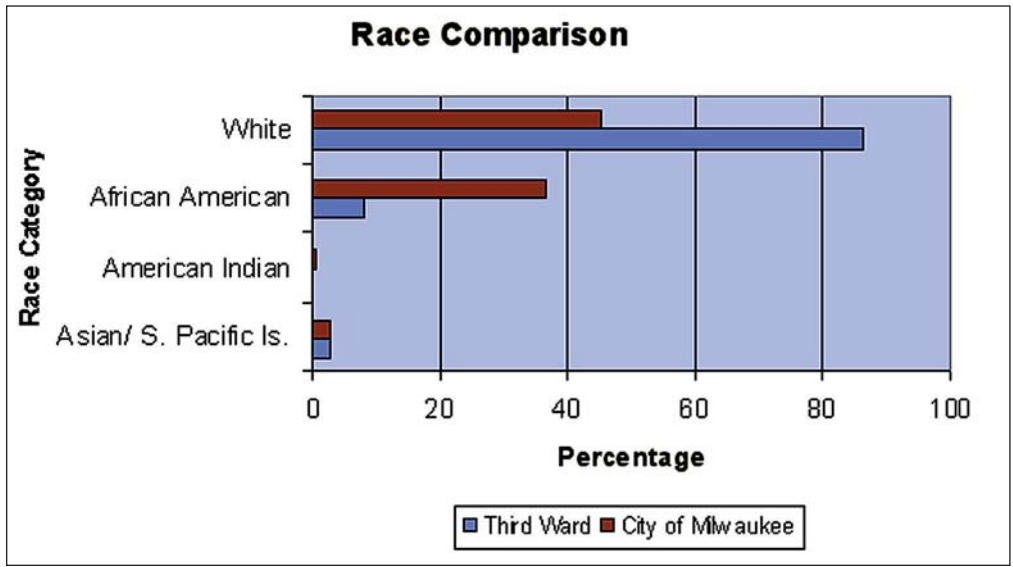


Race

Of all the residents in the Third Ward 86.3% are white, compared to 45.4% of City residents in the year 2000 census. Only 8.2% of Third Ward residents were recorded as African-American, versus almost 37% for the City.

**Population by Race**

Total Population	490
White	423
African American	40
American Indian, Asian, Pacific Islander, Two or More Races, or Other	27

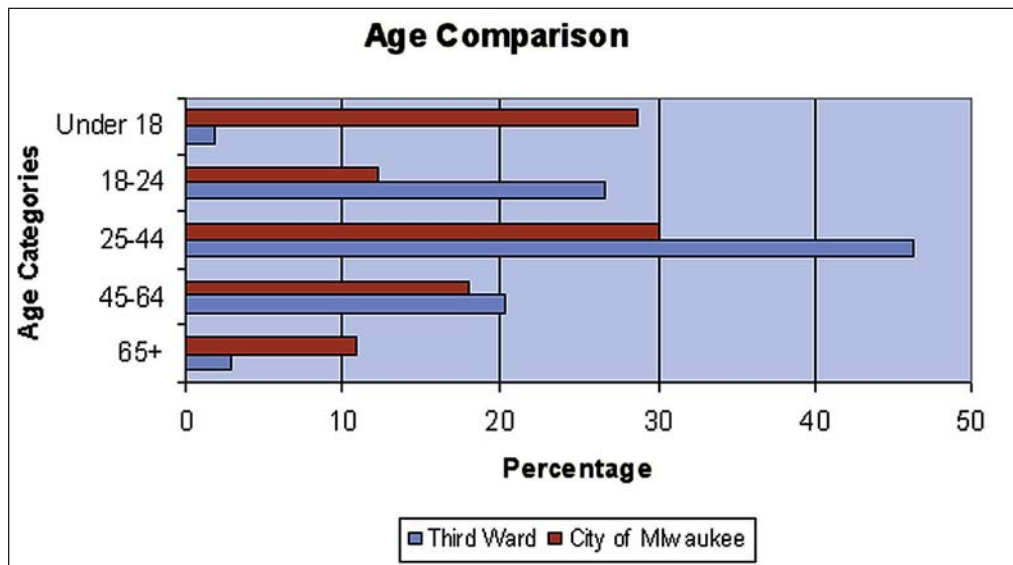


Age

The resident population of the Third Ward has a different age structure than the City of Milwaukee. The Third Ward has few persons under the age of 18, with only 1.8% falling into this age group versus almost 29% of City residents in this age group. Young adults aged 18 to 24 years compose 28.6% of Third Ward residents but only 12.2% of City residents. Those aged 25 to 44 years were the largest age group in the Third Ward at 46.3% versus 30.2% for the City. Only 2.9% of Third Ward residents were aged 65 and over versus 10.9% of City residents. Despite these differences, median ages were similar at 31.7 years for the Third Ward and 30.6 years for the City.

**Population by Sex and Age**

		Number	Percent of Total
Sex	Total	490	100%
	Male	296	60.4%
	Female	194	39.6%
Median Age	Total	31.7	
	Male	33.3	
	Female	30.1	
Age	Total	490	100%
	Under 5	4	0.8%
	5 to 17	5	1.0%
	18 to 24	140	28.6%
	25 to 44	227	46.3%
	45 to 64	100	20.4%
	65 and older	14	2.9%



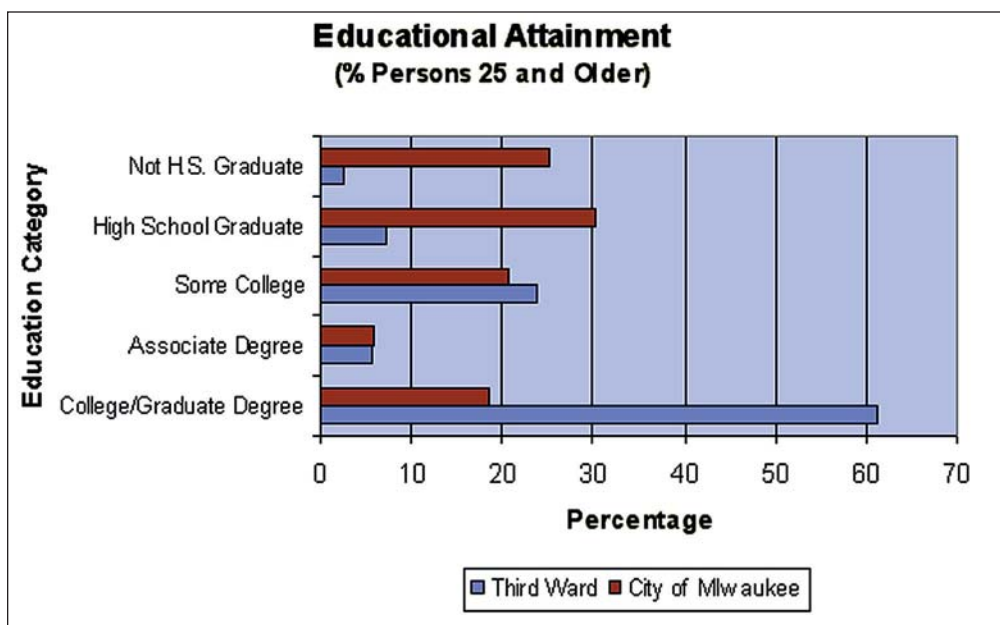
Education

The level of education attained by persons in the Third Ward aged 25 years and over was also markedly different than in the City as a whole. Of all Third Ward residents, 61.1% hold a college or graduate degree

compared to only 18.3% of City residents. Less than 10% of Third Ward residents have a high school education or less versus over 55% of City of Milwaukee residents with a high school education or less.

**School Enrollment and Attainment**

	<b>Percent Number of Total</b>	
Total Persons 25 and Older	381	100%
8th Grade or Less	0	0.0%
Some High School or High School Graduate	37	9.7%
Some College	90	23.6%
Associate Degree	21	5.5%
College Degree	162	42.5%
Graduate or Professional Degree	71	18.6%
<hr/>		
All High School Graduates	372	97.6%
All College Graduates	233	61.2%



**B. Households**

Just as with population characteristics, there are some significant differences in household characteristics between the Third Ward and the City of Milwaukee, including:

Household Size

The average household size in the Third Ward is only 1.3 persons versus 2.5 persons for the City. One-person households comprise almost 74 % of Third Ward households. By contrast, only 33.5% City households were one-person households.

Household Type

As expected with the concentration of one-person households, family households represent only about 16% of all households in contrast to over 58% of City of Milwaukee households. Married couple households made up 14.4% of Third Ward households, versus 32.2 % of City households.

Household Income

In keeping with the higher levels of education attainment in the Third Ward, 1999 median household income was considerably higher than that of the City: \$53,125 in the Third Ward versus \$32,216 for the City. Despite this sizeable difference in median income, both the Third Ward and the City of Milwaukee reported about 21% of households had incomes below the poverty level.

**Household Type**

	Percent	
	Number of Total	
<b>Total Households</b>	<b>299</b>	<b>100%</b>
One Person Households	221	73.9%
Family	48	16.1%
2+ Person Non-Family	30	10.0%
<b>One Person Households</b>	<b>221</b>	<b>100%</b>
Male	125	56.6%
Female	96	43.4%
<b>Total Persons in Households</b>	<b>396</b>	
<b>Average Household Size</b>	<b>1.32</b>	

**C. Housing**

The Third Ward is one of the preeminent areas of the city for high quality multi-family condominiums and rental apartments and is currently experiencing a building boom. From just 2001 through 2005 inclusive, an estimated 713 new housing units will have been added through adaptively reusing historic buildings or new construction. These developments include the Jefferson Block Apartments, Gaslight Lofts, Marine Terminal Lofts, The Harbor Front Condominiums, Hanson’s Landing, The Lofts on Broadway, Riverview Lofts, the Commission House and others.

Vacancy

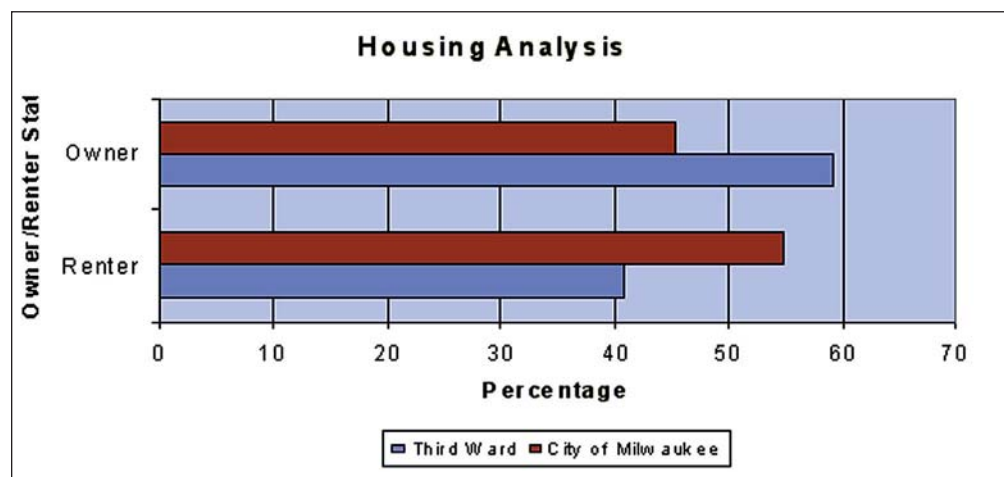
The Third Ward reported an overall vacancy rate of 13.6%, or almost twice the City rate of 6.8%. All of the Third Ward vacancies were reported in rental units.

Tenure

Over 59% of housing units in the Third Ward are owner occupied, while almost 41% are renter occupied. This compares to just over 45% owners and almost 55% renters in the City of Milwaukee.

**Housing Vacancy Rates**

	Number	Percent of Total
<b>Total Units</b>	346	100%
Occupied	299	86.4%
Vacant	47	13.6%
<b>Occupied Units</b>	299	100%
Owner	177	59.2%
Renter	122	40.8%
<b>Vacant Units</b>	47	100%
For Sale	0	0%
For Rent	37	78.7%
Other	10	21.3%
<b>Vacancy Rate</b>		
Owner		0%
Renter		17.3%



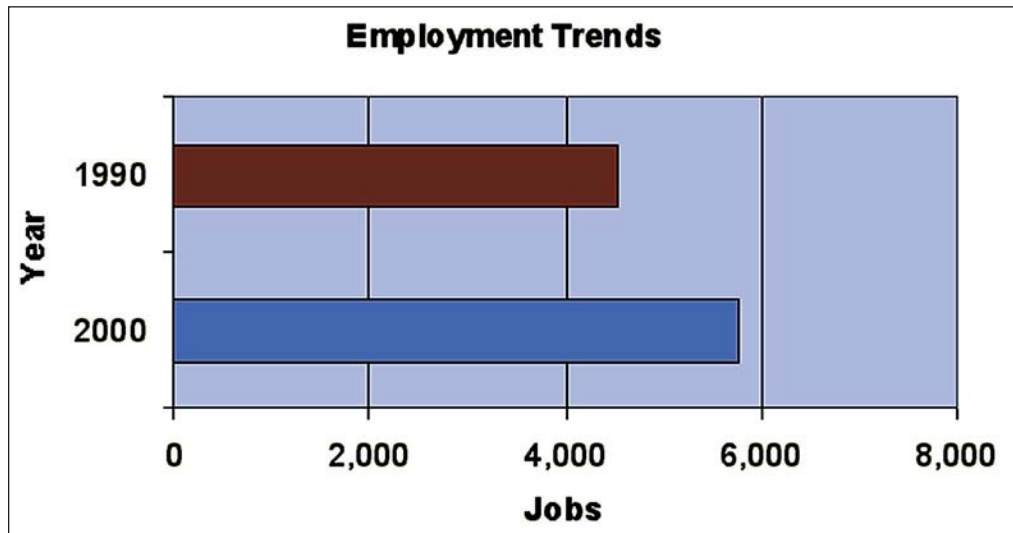
**D. Employment**

The number of jobs in the neighborhood has grown from 4,540 in 1990 to 5,780, an increase of 27% over that 10 year period according to extensive employment surveys done by the Southeastern Wisconsin Regional Planning Commission.

Newspaper articles in the Milwaukee Journal/Sentinel and Milwaukee Business Journal indicate that the firms and jobs created in or relocated to the Third Ward specialize in advertising, graphic design, architectural and urban design, financial planning and other “creative class” industries. Employment at the cultural resources listed in Section 1.7 Neighborhood

Context such as theatres, art schools and festivals, the presence of upscale businesses such as kitchen stores, spas, audio equipment and household furnishing dealers, art dealers, fashion boutiques, and restaurants make the Third Ward one of Milwaukee’s most interesting, dynamic, and attractive destinations.

As a result of this cosmopolitan mix of businesses, the Third Ward has a great number of visitors and tourists, employees and customers, students and teachers, artists and art lovers coming and going throughout the day and evening, enlivening the streets and adding to its unique urban atmosphere.



### *E. Summary*

The Third Ward Neighborhood is experiencing rapid population growth. Most of this growth is in the form of one and two person households composed of younger adults who are well educated with above average incomes and who reside in owner occupied housing. Because of the Third Ward's unique character, location, and development opportunities, there is no reason to think that this trend will not continue.

This small but rapidly growing population suggests a number of needs and opportunities, all of which are achievable. The housing stock will need to continue to expand in order to meet demand. Secondly, the growing population and development will require open space that supports and complements the unique character of this neighborhood. Specialty retail and entertainment

venues will continue to attract customers from a regional market because shoppers are attracted to stylish areas like the Third Ward, creating retail opportunities beyond those of just the resident population.

The higher income and educational levels suggest that the mix of retail opportunities include many of the types of shops already located there: upscale art, trendy boutiques, cafes and restaurants. Potential also exists for an upscale food market as well as specialty take-out restaurants to cater to the well-to-do small households and other downtown workers and visitors. The Third Ward need not compete with the Shops at Grand Avenue, but can complement it by offering the specialty items not found there, thus rounding out the downtown shopping experience.

## CHAPTER III: NEIGHBORHOOD LAND USE STRATEGIES AND POLICIES

25

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 19<sup>th</sup> and early 20<sup>th</sup> 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.

*Renovated Loft Buildings*





**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.



*Existing commercial warehousing*

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



*Future large surface lots should be prohibited*

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.



*Stand alone fast food and drive-thrus should be prohibited*

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.

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

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



*Buildings define public spaces*

*Well defined public space*



### 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.

### ***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.



*Small streets*

*Diversity, many facades per block with commercial activities built to the property line*



*Encourage multiple individual street entrances*



### 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.



*Parking and service from alley*

*Buildings*

Multi-story buildings with a minimum height of 30 feet should be required. A maximum height greater than the width of the fronting street right-of-way should be prohibited. Stated alternatively, the ratio of building height to street width should be prohibited from exceeding 1:1. This recommendation is consistent with the Historic Third Ward Design Guidelines.

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.

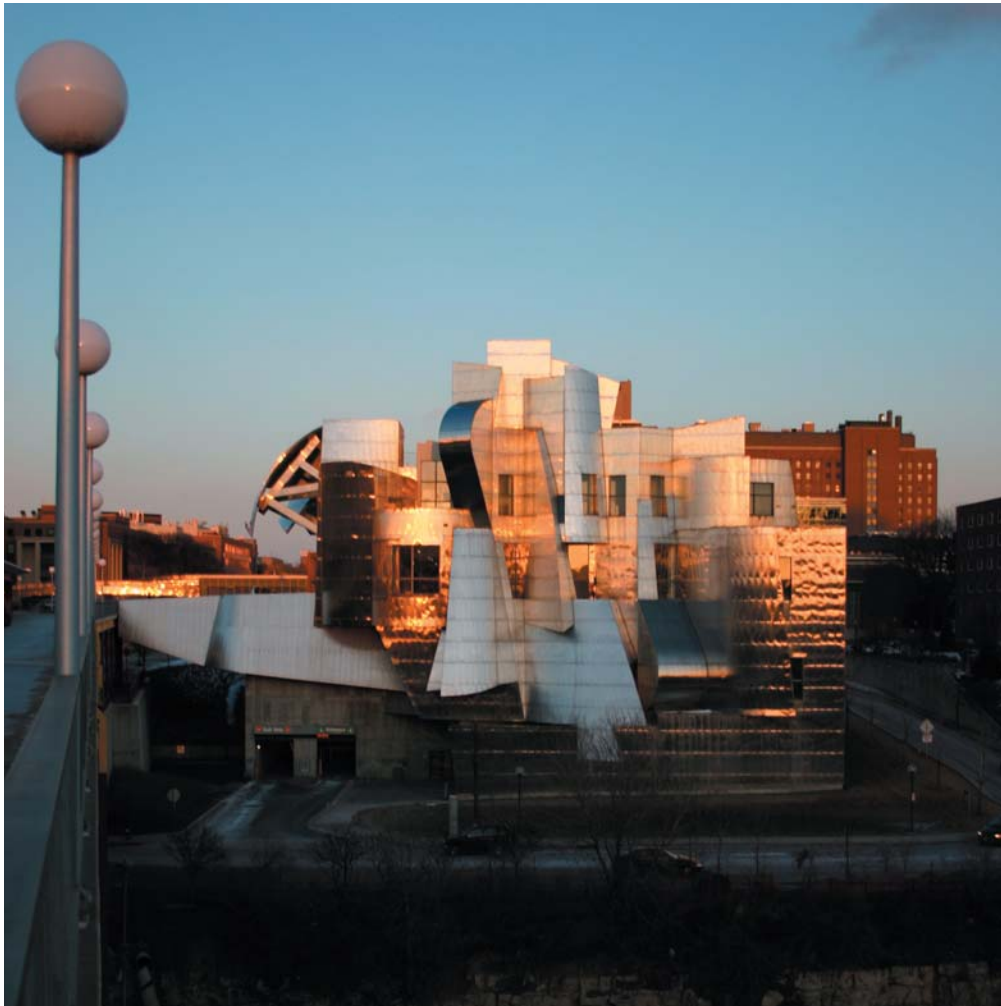
Skywalks should be prohibited.

*Landmark:  
prominent location*



#### ***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.



*Landmark: superior cultural expression*



*Urban townhouses*

### 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.

*Neighborhood public spaces*





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.



*Live/Work units*

*Loft condos over retail*

*Multi-family with penthouse units*



*Raised units and entry court*

*Individual street entries*

***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).

### 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.



*Sidewalk cafes*

*Upper floor offices and showrooms*

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 blocks.

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.

*Street level retail*

### ***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.

*Enhanced light manufacturing building*



### 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.

*Cultural facility with enclosed outdoor public space*



### 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*





*Small public spaces*

### ***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.

### *Social engagement*





### ***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.



*Third Ward Riverwalk*

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.



*Well defined urban plaza*

*Small streets*

*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.



*Elegant urban square*



*3. Urban piazza*

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.



*Elements*



*Street activity settings*



*Playground*



*Flexible park spaces*

### ***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 on-going 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*

*Street tree canopy*



### 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 Street 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.



*Streets are part of a neighborhood’s public space*

**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.

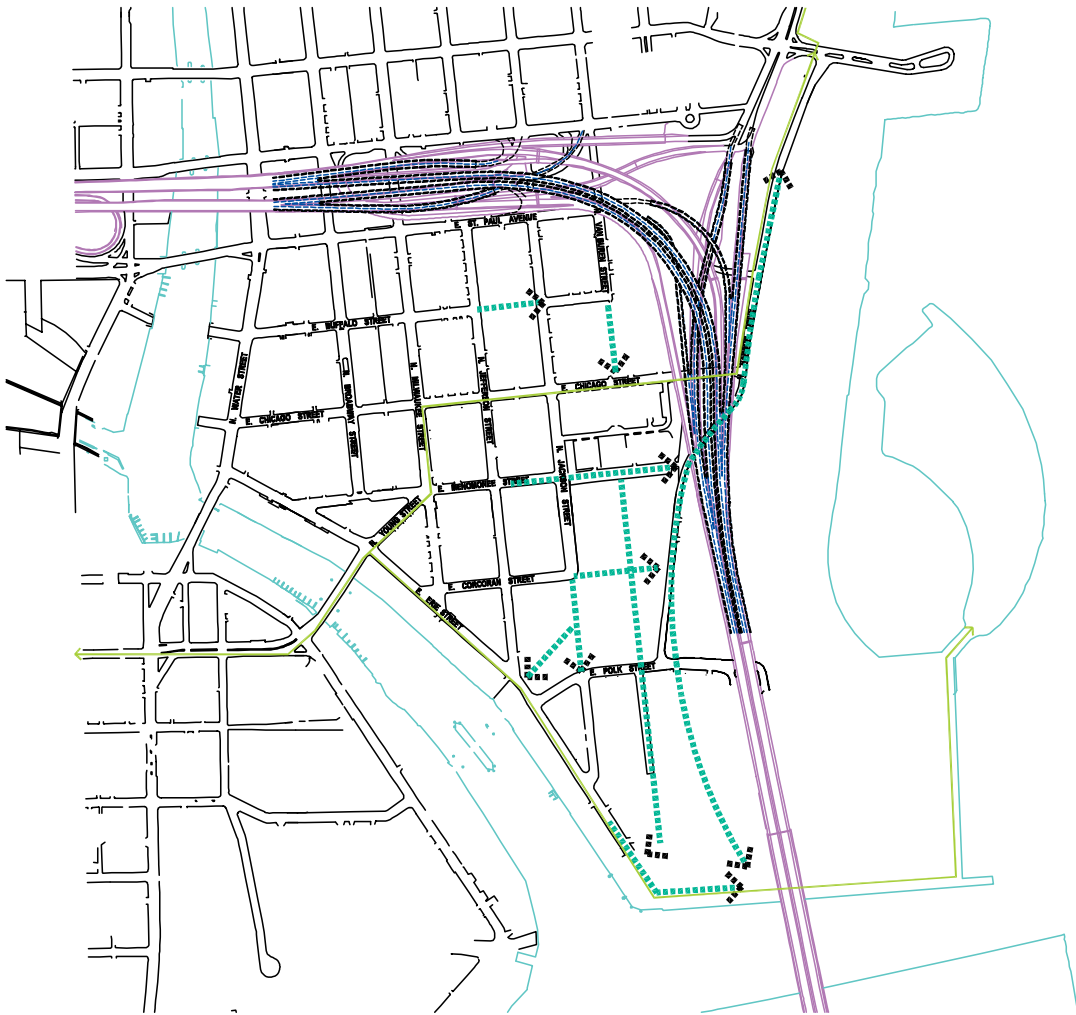
The following street extensions continue the recommendations of the 1986 Third Ward study and the 1999 *Milwaukee Downtown Plan*.

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.



- EXISTING FREEWAY ALIGNMENT
- FUTURE RECONSTRUCTED FREEWAY ALIGNMENT
- RECOMMENDED STREET EXTENSIONS
- HANK AARON STATE TRAIL ROUTE

# PLANNED STREET AND FREEWAY IMPROVEMENTS

THIRD WARD NEIGHBORHOOD COMPREHENSIVE PLAN

**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.



*Parking well integrated into urban pattern*

*Large surface lots*





### **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.



*Alley and service access*

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.

## CHAPTER IV: DISTRICTS AND CORRIDORS

51

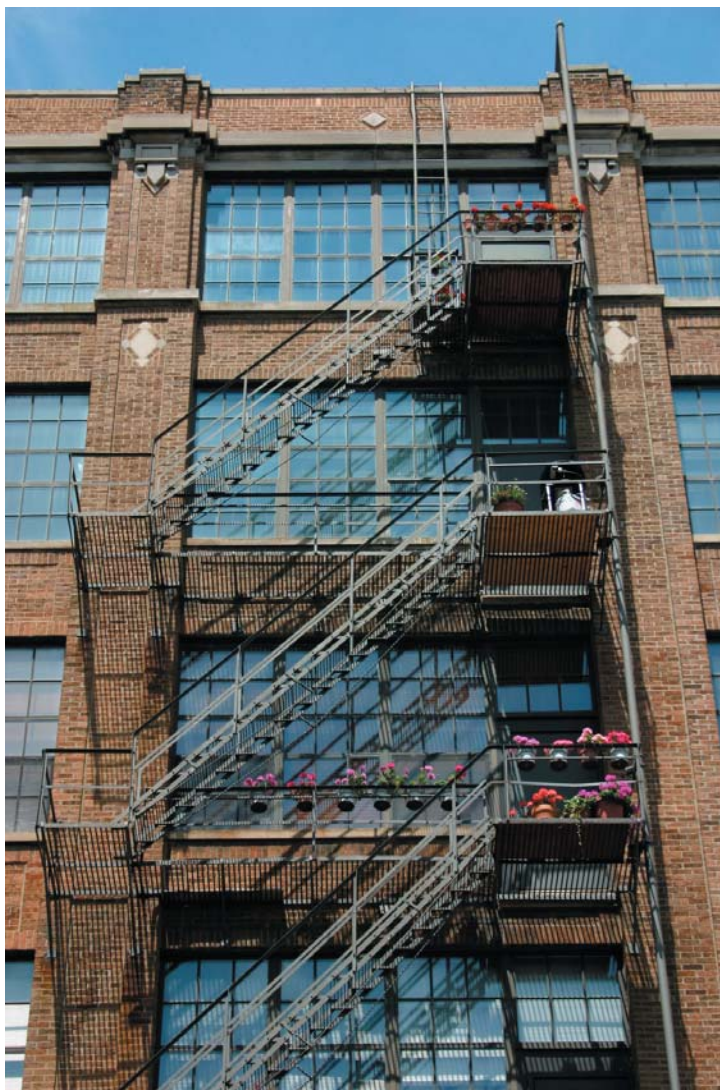
*The Historic Third Ward District comprises designated, contributing and non-contributing buildings dating from the 19<sup>th</sup> and turn of the century. Many of these buildings formerly housed industrial and warehouse uses*

This chapter provides recommendations for specific locations in the neighborhood. It has a section organized by district and a following section organized by corridors. Each corridor is defined as a street and its immediately adjacent properties. The recommendations in these sections may overlap, so both must be consulted to understand the recommendations for a particular location on a street or block.

### *4.1 DISTRICTS*

Unless otherwise explicitly stated, the recommendations in Chapter 3 apply to all of these districts and are, therefore, not repeated here.

The following maps show the location of the districts.

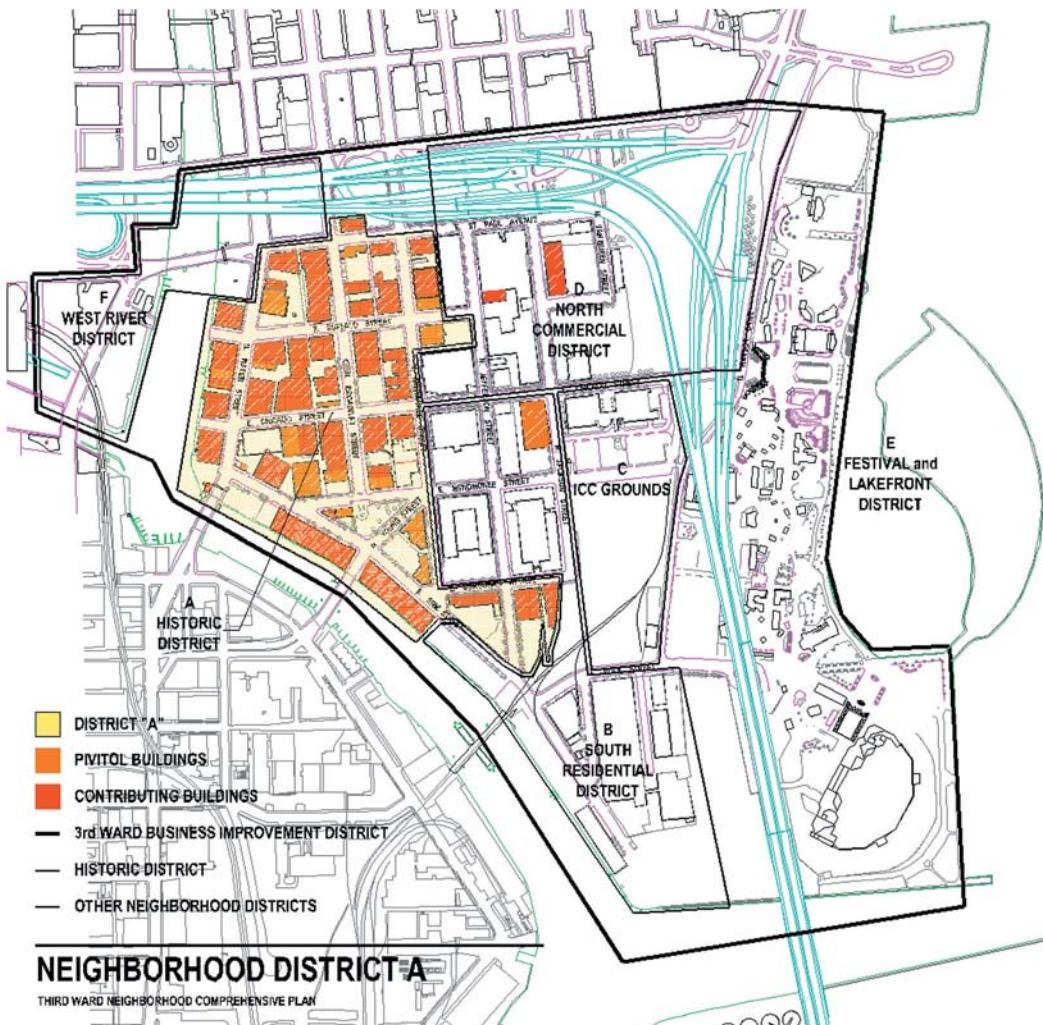


### Area A – Historic Third Ward District

#### A. Current Conditions

The Historic Third Ward District is the heart of the neighborhood and best defines the image and identity of the whole neighborhood. Since the 1987 plan, this district has become a prominent historic and commercial district in the city, after emerging from decades of underutilization. Nearly 80% of the buildings have undergone some level of renovation to accommodate new uses.

The physical character of the neighborhood is established by a significant ensemble of 19<sup>th</sup> and turn of the century industrial and warehouse buildings built up to the street edge. The adaptive re-use of these highly flexible open bay structures has established a new definition of urban neighborhood for Milwaukee. The area is compact and highly urban in use and form. Though the streets are spatially well defined, gaps in the street wall occur and these empty lots are opportunities for high-quality urban infill.



**B. Vision**

The District's in-fill opportunities deserve careful consideration so that appropriately fitting buildings activate the street edge, complete the blockface, and add new elements of contemporary style consistent with

the scale and grain of the historic context. In expressing current design and construction practices, these new buildings will enhance the recognition and appreciation of the authentic historic facades and maintain the district's integrity.

*The Syklight Opera Theater infills a corner site*



### *C. Present Uses*

This district contains a wide mix of uses including commercial (office and retail), general service, food service, light manufacturing, wholesaling and warehousing, entertainment and residential uses.

Some parcels in the eastern portion of the area remain undeveloped and underutilized. Surface parking is the predominant use of these parcels.

One open public space, Catalano Square, is the only inland green space. It is a small triangular parcel located at the southern terminus of Broadway at Menomonee Street. It features green and hard surfaces that are both sunny and shaded at different times. A fountain, public art and seating are effective elements that add to this popular social space.

The increased tree canopy and median improvements on Broadway between St. Paul Avenue and Catalano Square that resulted from the 1990 streetscaping project has resulted in a very attractive public space.



*Land underutilized by surface parking*



*Catalano Square*

***D. Use Policy***

Encourage a change in use from surface parking to mixed-use development.

Along Broadway and Water Street encourage businesses with regional appeal, such as boutiques, restaurants, showrooms, galleries and museum shops that contribute to the destination shopping experience already established in the Historic District.

Encourage a broad mix of commercial, institutional, cultural and residential uses on upper floors of buildings.

***E. Form Policy***

The Third Ward Neighborhood Design Guidelines support progressive and appropriate infill development.

*A restaurant on Broadway*



***F. Redevelopment Strategies and Actions***

Use historic tax credits in the National Register Historic District to promote restoration and adaptive re-use of existing buildings.

Encourage high quality façade improvements, where appropriate, to add quality to the pedestrian realm, especially along Water Street and Broadway.

Traffic signaling and streetscape design improvements at pedestrian crosswalks is strongly recommended to calm traffic.

Integrate ecological considerations with economic and social goals for new riverfront revitalization.

Complete the continuity of the Riverwalk along the entire river edge in this district.

Develop a new public Riverwalk entry plaza at the southern end of Milwaukee Street at Erie Street.

Any blocks not yet improved to the streetscape treatments called for in the 1990 Streetscape plan should be improved when the opportunity arises.

*A City façade grant program is available for eligible projects. Call 414.286.5837 for more information*

*For façade design issues regarding historic buildings and districts, call 414.286.5712*

*Complete streetscape improvements all along Broadway*





*New development designed to fit neighborhood qualities*

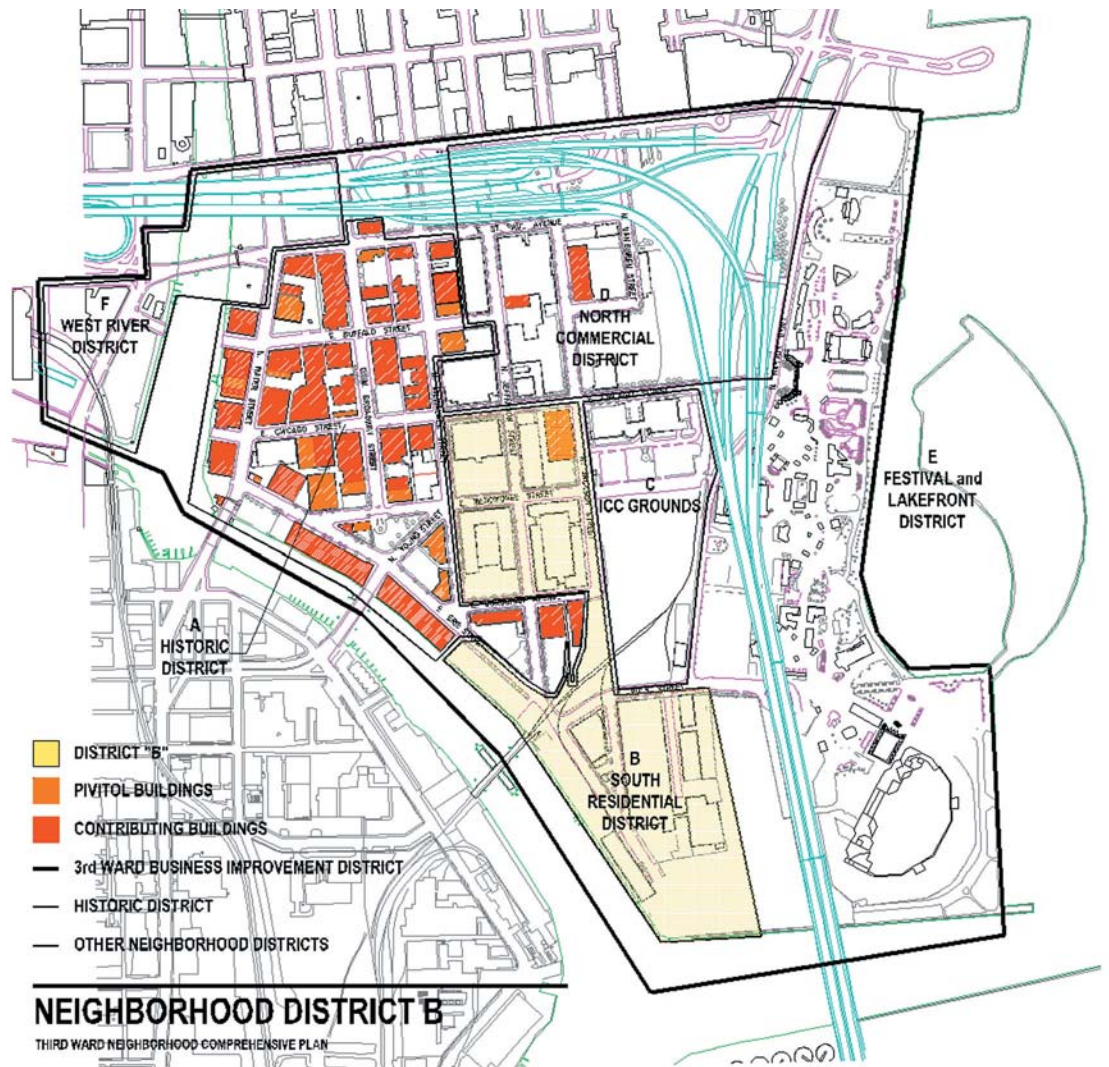
## **Area B - South Residential District**

### **A. Current Conditions**

New, mainly residential, development is occurring in this central and southern district of the Third Ward and replacing previous manufacturing and storage uses as the demand for new housing units increases. The new construction is generally of the same height as that of the historic district, but the scale of single developments are larger.

### **B. Vision**

The vision for the development of the South Residential District is based on extending the qualities that have made the historic district so successful to the east and south. These qualities include integrating ground floor retail, services, and restaurants into the residential mix, where feasible, a respect for the industrial heritage of the neighborhood, and connections, both physical and visual to the Milwaukee River. The recommendations in this section support this vision.

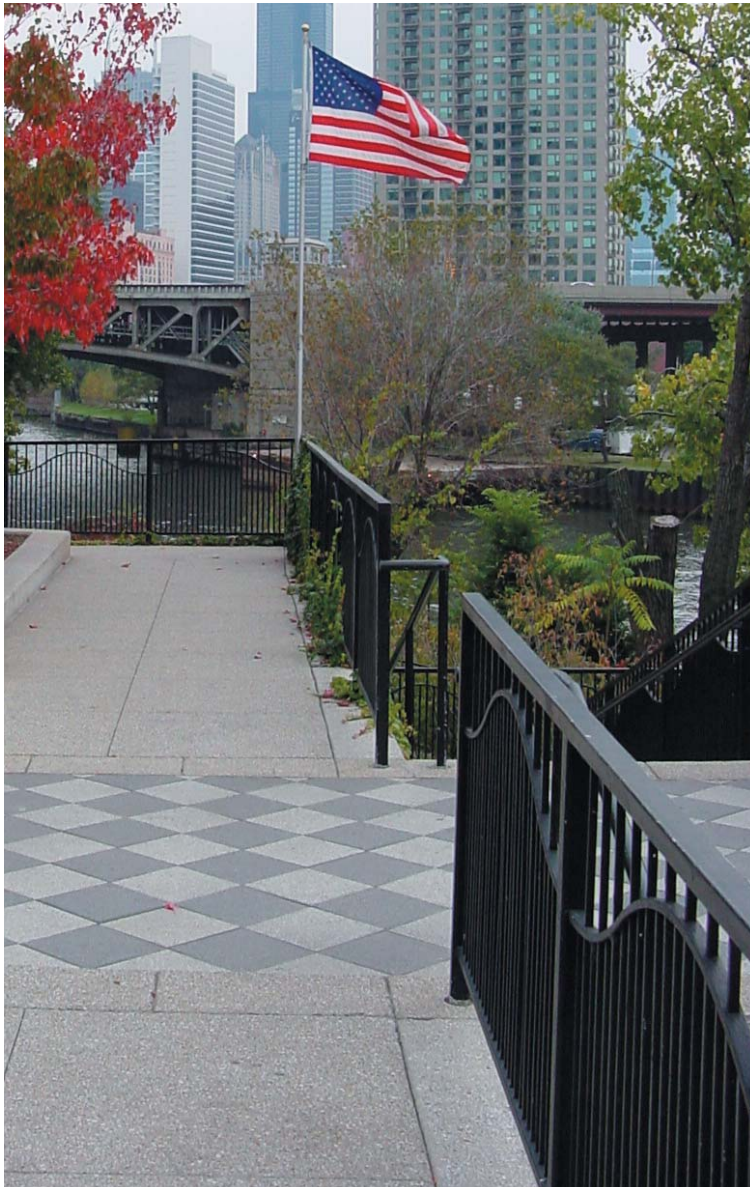




### *C. Present Uses*

This district contains a mix of uses, although not quite as rich of a mix as the historic district. They include commercial (office and some new retail), some general service, some new food service, manufacturing, wholesaling and warehousing, and residential uses.

Several new public access points to the Riverwalk are planned at Milwaukee and Erie Streets, and Jackson and Erie Streets in conjunction with new residential developments.



*Add new public  
Riverwalk access  
spaces*

***D. Use Policy***

Discourage industrial expansion or any new industrial uses in this district. There is no reason to press for existing industrial users to leave. The industrial users pose no serious nuisance concerns at present for those seeking to live an urban lifestyle here. These uses provide a bit of grit, a real life link to the history of the location.

Encourage mixed-use infill development on vacant and underutilized parcels, including surface parking lots.

*Menomonee Street ground floor commercial should include general retail services*



Along Menomonee Street, encourage ground floor commercial uses such as retail, general services, and restaurants in order to provide a continuous pedestrian-oriented shopping street that connects to Broadway.

North of Polk Street between Jackson and Jefferson Streets, create a new green space. Coupled with a small piece of railroad right-of-way across Erie Street along the Milwaukee River, the park would become connected to an extended Third Ward Riverwalk, offering public access to the water's edge

and becoming part of a continuous neighborhood open space system. This site, visually connected to a new Riverwalk plaza and the railroad swing bridge, has the potential to become a powerful place, commanding a deep natural and historic connection.

*See Chapter 5 Catalytic Projects.*



*Well defined public park space*



*Alleys*

*Small streets*

*Individual street entries*

***E. Form Policy***

Reinforce the image and identity of public open space by promoting high quality development along its edges. Retain alley access. Provide new alleys and small interior streets where possible.

A landmark signature site is proposed at the junction of an extended Erie Street and an extended Harbor Drive.

Encourage residential building types where each first level unit has an individual entry from the street.



***F. Redevelopment Strategies and Actions***

At the Milwaukee River and Jefferson Street, develop a publicly accessible connection from the Riverwalk up to the street level. Extend this area across Erie Street into a public open space between Jefferson, Jackson and Polk Streets.



*Reuse the historic swing bridge*

At the end of Erie Street, develop an outstanding public place with a significant work of public art to commemorate where the Milwaukee River and the Harbor entrance meet. A design competition would be in order to seek a high design for this place.

Consider re-use of the historic railroad swing bridge and tracks for commuter rail service and festival transit.



*New public open space at Erie and Polk*

## Area C - Italian Community Center Grounds

### A. Current Conditions

Centered in the eastern half of the neighborhood, the Italian Community Center grounds occupy two contiguous parcels undivided by streets and totaling 15.5 acres. Historically a railroad facility known as “the coach yards”, the grounds are now used as surface parking, except for the community center itself.



***B. Vision***

The vision for this district is an Italian village in terms of density, urban form, and mix of uses. This concept is further developed in Chapter 5: Catalytic Projects.

***C. Present Uses***

This small district contains only a cultural and civic center and surface parking.



*Italian street with midrise buildings*



*Underdeveloped areas shown in the foreground*

***D. Use Policy***

Replace the surface parking lots with new mixed-use development, including commercial (office and retail), hotel, general service, food service, and especially residential uses, under any of a number of scenarios. The role of the Italian Community Center (ICC) could expand by developing a variety of uses. The ICC grounds could certainly continue the trend of residential development now underway west of Jackson Street, as is called for in the 1999 Downtown Plan. Specialty retail and office space could complement any or all of these uses and parking, as a supporting use, would clearly be required for all these development options.

Create social spaces. Streets and public places should be designed to provide opportunities for various levels of personal interaction. Civic spaces such as small piazze, public gardens, courtyards, arcades, loggias and fountains should become an integral part of the motif of the Italian village concept.

Discourage residential uses facing Harbor Drive.

*Public piazza*





### ***E. Form Policy***

*See Chapter 5: Catalytic projects.*

Establish a unique system of connecting streets, blocks and public spaces that extend surrounding streets into the ICC grounds. Match the district's western entrances to Menomonee and Corcoran Streets to maintain physical continuity with the rest of the neighborhood.

Consider the forms, spaces, and visual axes created by different street alignments and the opportunities presented by each configuration. Provide alleys and small local access streets where possible.

New development must be well integrated into the surrounding areas.

The Italian piazza is traditionally marked by a landmark building of a scale appropriate to the size of the setting. A landmark site is suggested at the east end of an extended Menomonee Street intersecting with Harbor Drive.

Primary building facades on the West side of Harbor Drive should front onto the street.

### ***F. Redevelopment Strategies and Actions***

Create a new Harbor Drive as described in Catalytic Projects and the form section above.

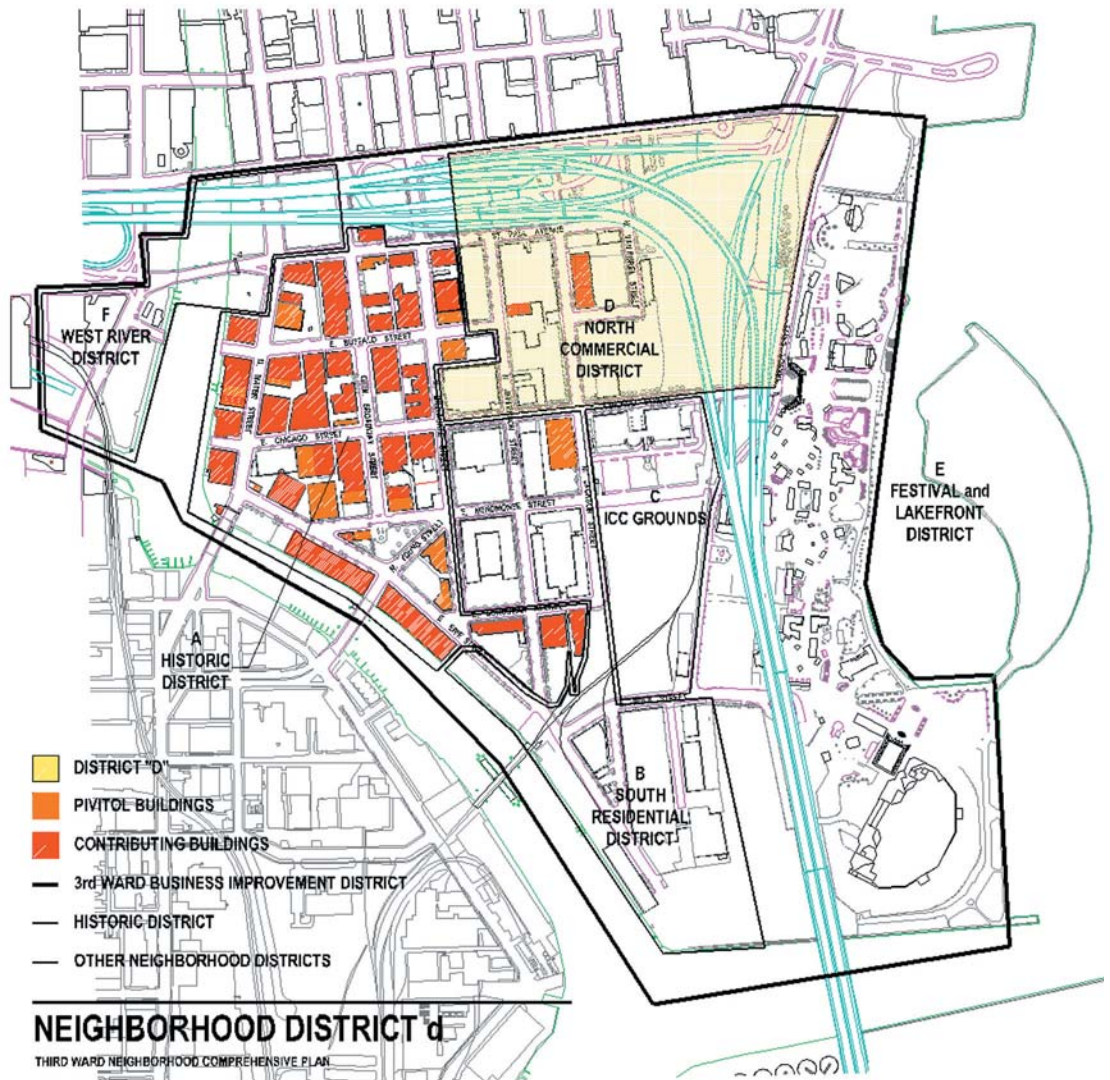


*Unique street layout fitted to ICC grounds. Student model built by Justin Racinowski at the UWM School of Architecture and Urban Planning*

## Area D - North Commercial District

### A. Current Conditions

I-794 dominates the North Commercial District, but also creates a gateway by providing the Third Ward's only direct freeway access. Downtown Milwaukee's financial center and lakefront attractions lie just beyond the elevated freeway to the north and east within easy walking distance.



### **B. Vision**

The vision for this district shifts its focus from an underutilized periphery to a connecting center. The district is seen as a promising location for a gateway to the Third Ward, taller landmark or signature buildings, a major transit station, and a “park once” center where people arriving by car could walk or ride transit to their final destination Downtown, in the Third Ward, and at the lakefront. This vision incorporates the “park once” recommendations of the 1999 Downtown Plan, the gateway recommendations of the 1986 Third Ward Study, and the Milwaukee Connector Study.



*Existing buildings on Jackson Street*

### **C. Present Use**

Among Third Ward districts, this district has one of the less interesting and less productive mix of uses. Uses include commercial (office), manufacturing, wholesaling and warehousing. There is no retail, general services, or residential use in the district.

Although some of the industrial and wholesaling and warehousing uses are well maintained and screened by landscaping, they offer little interest to arriving residents, employees and visitors.

Surface parking is a dominant land use in the district. Although the existing parking supports neighborhood activities, it is a low intensity use with a visually negative impact.

*Signature building at gateway*

***D. Use Policy***

Replace surface parking lots and vacant or underutilized parcels with new development and structured parking. Construction of new parking structures will help meet demands of the neighborhood, Downtown, Lakeshore State Park, and Maier Festival Park. Parking demand on business weekdays combined with festival and entertainment uses at night and on weekends merits these structures, particularly during the festival season.

A public transit connector system between Wisconsin Avenue's corporate core and the Third Ward should stimulate new commercial (general retail, general services, and food service) development along its path.

While commercial (office and general retail) uses are emphasized, residential, institutional, and cultural uses are also appropriate.

Encourage street level uses in a parking structure to include a mix of retail and commercial uses.

The State of Wisconsin Department of Transportation has recommended a new design for the I-794 Interchange at Lincoln Memorial Dr. when it needs to be constructed 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.

*New mixed use development with parking*



### ***E. Form Policy***

One or more buildings along I-794 may be substantially taller than 70' in height to provide views over the freeway, increase the district's relationship to downtown, and justify additional shared parking. This should occur only if the buildings merit special consideration as landmark or signature buildings and not simply as a matter of right. This building form would complement high-rise development across I-794 and not negatively overshadow existing historic structures and local streets.

A south facing public open space should be required and integrated with the planned development of a landmark signature building.

*See Section 5.4 Landmark Sites.*



### ***F. Redevelopment Strategies and Actions***

Support the planning and development of a major public transit project called the Milwaukee Connector. The presently mapped alignment would connect the Third Ward to the rest of downtown and several other neighborhoods via Jackson Street heading southward from Downtown, then looping eastward along Buffalo Street, and heading back northward on Van Buren Street. This plan supports this alternative although other alternatives may be considered, as well, such as extending the line another block south to Chicago Street. This project would be a catalyst for new development and relieve transportation challenges in the Third Ward.

*See Appendix for connection route map.*

Extend Buffalo Street eastward to connect to Harbor Drive. Extend Van Buren Street southward to Chicago Street, using the ICC as a visual terminus in order to complete the street grid, if this connection improves circulation in and around this parking core area.



*New transit hub*

*Required sunny public open space as a part of signature project*

**Area E - Festival and Lakefront District**

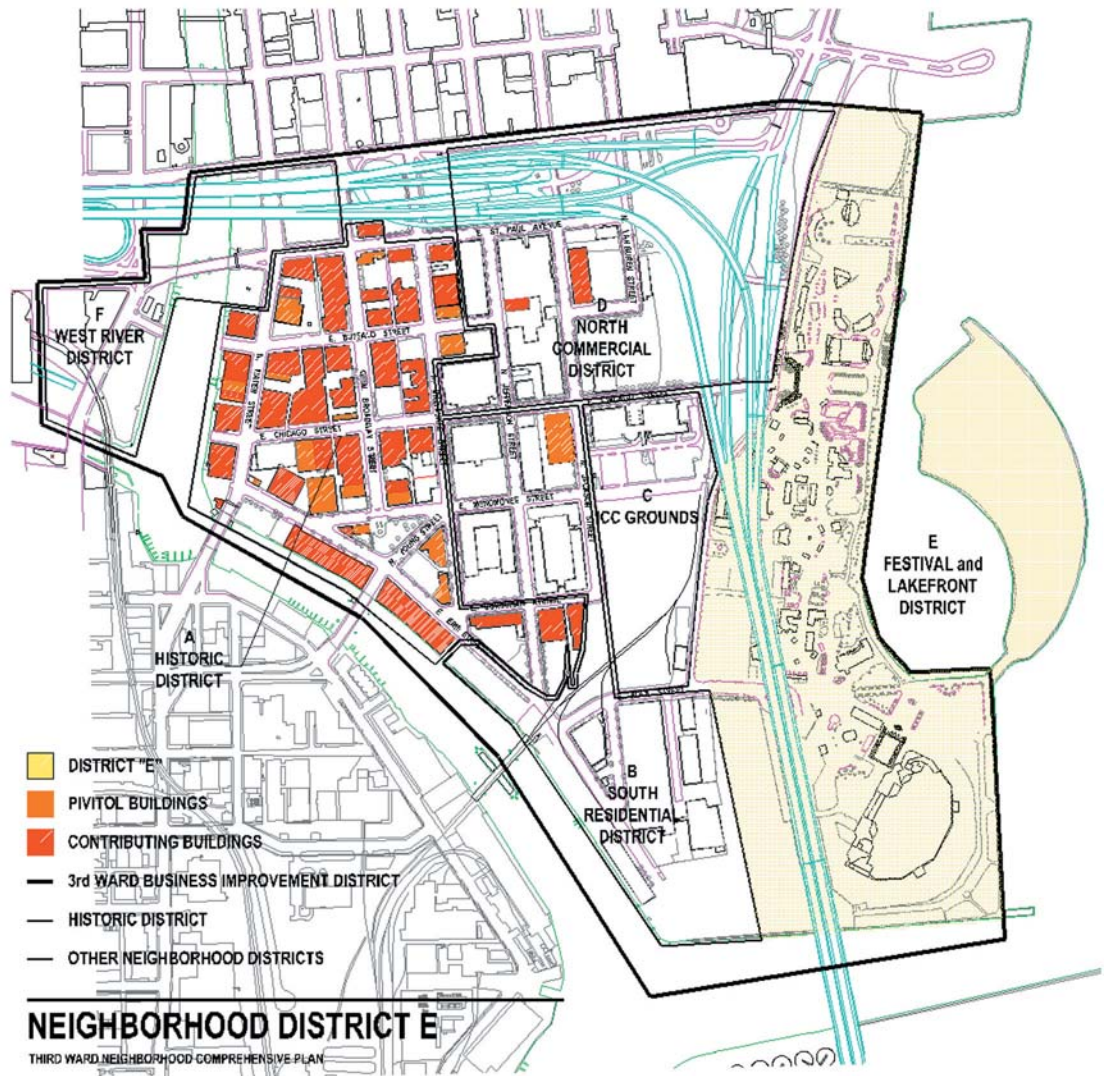
**A. Current Condition**

Although the Business Improvement District (BID #2) includes Maier Festival Park, this Plan does not make recommendations for the interior of this area nor the Lakeshore State Park. The Plan does, however, establish policy and design guidelines for public access points and where the parks interface with other districts in the neighborhood.

**B. Vision**

Design the relationship between the parks and the rest of the Third Ward so that residents and visitors may enjoy the best of urban experience and the recreational and natural assets of this district.

*See Chapter 5 Catalytic Projects for a description of a new Harbor Drive plan.*



**C. Present Use**

This district contains seasonal festivals, surface parking primarily used during the summer months for festivals, and the soon to be developed Lakeshore State Park.

**D. Use Policy**

Maintain present uses.

Respect the Lake Bed Grant land development restrictions.

Almost all of Maier Festival Park and its parking lots east of the proposed Harbor Drive are controlled by Lake Bed Grants and have special development limitations. These controls are enforced by the Harbor Commission and Wisconsin Department of Natural Resources.



*Future Lakeshore State Park island*

***E. Form Policy***

Provide bike and pedestrian public access to walking paths, trails, bikeways, the river, and the lake.

Provide bike/ped year round public access to Lakeshore State Park's new northwest entrance. Maintain year round public access to the Park's existing south entrance.

Maintain bike and pedestrian public access from the intersection of Chicago Street and Harbor Drive eastward to the lake outside of festival season. Assure that this public access is evident to the user.

Design Harbor Drive as a green street in the classic tradition with a double row of trees and wide sidewalk on the east side of the street as described in Chapter 5 Catalytic Projects.

***F. Redevelopment Strategies and Actions***

Design and construct a public plaza at the festival park entrance gate at Polk Street to accommodate the entry and exit of bus riders.

Build a new Harbor Drive with the proposed alignment, pedestrian amenities, increased tree cover, significant landscaping, and public artwork as described in Chapter 5: Catalytic Projects.



*Linear public spaces at the water's edge and Harbor Drive*



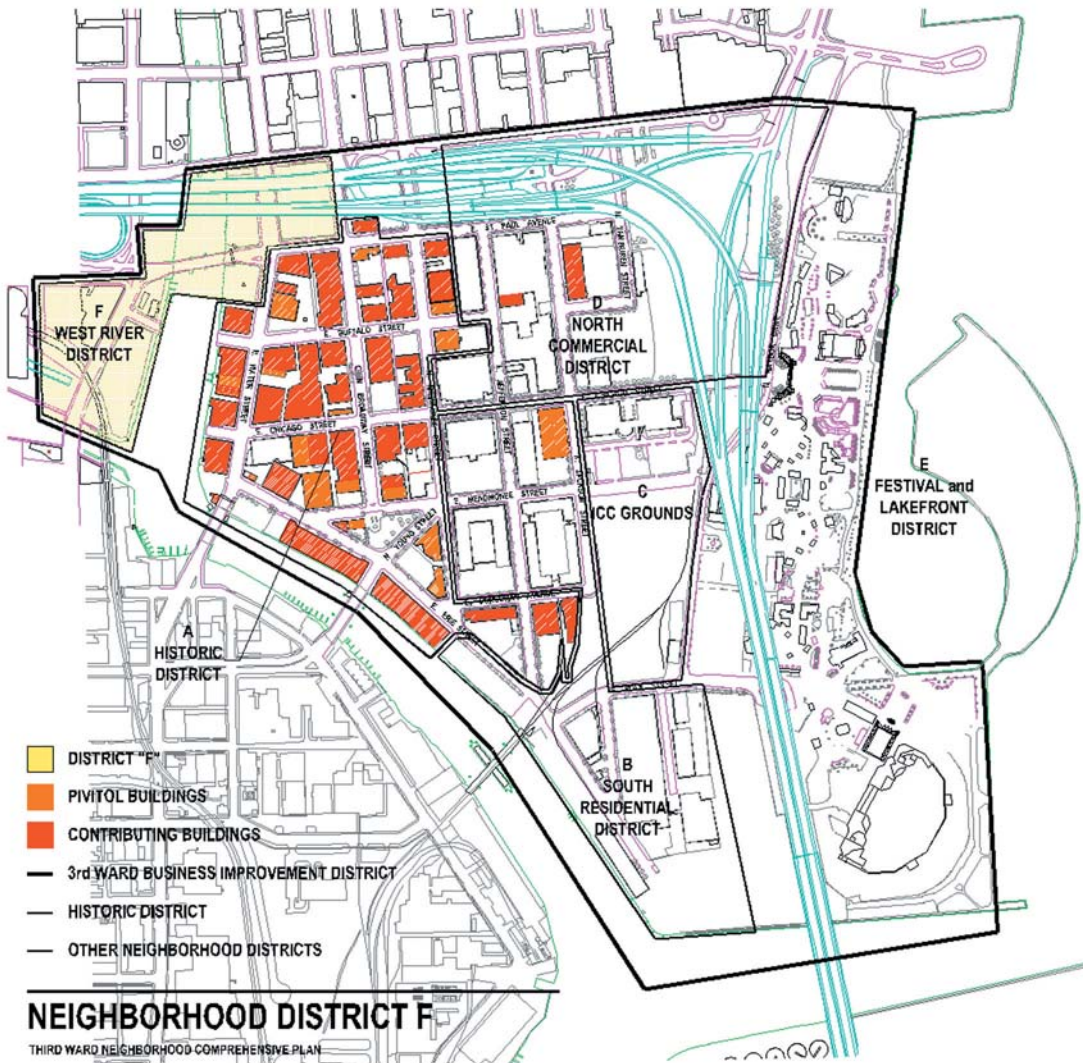


### Area F - West River District

#### A. Current Condition

This part of the neighborhood straddles the Milwaukee River along St. Paul Avenue northwest of the Historic District. It doesn't yet feel like part of the neighborhood. The downtown U.S. Post Office, I-794 and the Plankinton / St. Paul off ramp, and the CP/Soo mainline railroad define strong edges on the west and north, as does the Menomonee River to the south.

Despite recent dramatic projects, the district is still underdeveloped. The I-794 off-ramp flows right onto a one-way St. Paul Avenue resulting in a street that acts and feels more like a highway west of Water Street.



*Existing loft building  
redevelopment  
opportunity*

### **B. Vision**

West of the river, the district should become an attractive mixed use residential area with much the same sense as the historic district. East of the river, unique developments such as the Third Ward River Park, the Public Market, and a future landmark site create the northwest gateway to the Third Ward.



### **C. Present Uses**

Among Third Ward districts, this district has one of the least interesting and least productive mix of uses, though things have been changing. Uses right on the river include a stand-alone gas station, and cap with a semi truck trailer parking lot for the Post Office, a vacant lot, a parking lot, and a new park. Off river uses include a vacant loft warehouse complex, part of the central U.S Post Office and an exciting new Public Market expected to open in 2005.

The creation of the Third Ward Riverwalk system has improved development potential in the district.

There are no retail, general services, or residential uses in the district yet.

*Activated river  
edged*



### ***D. Use Policy***

Encourage the adaptive reuse of the sole remaining industrial loft building and surface parking lots to mixed use residential, especially on parcels along the river. Successful residential developments west of the district demonstrate the concept is feasible.

Discourage any new industrial uses in this district.

Ground floor retail or commercial uses are encouraged along the street.



*A building renovation showing ground floor retail uses*

***E. Form Policy***

The river front site at the southwest corner of Water Street and St. Paul Avenue offers a golden opportunity to mark this key gateway to the neighborhood. A landmark building on this corner could dramatize this threshold to the Third Ward neighborhood.

East of Plankinton Avenue, a second landmark site marks the confluence of the Milwaukee and Menomonee Rivers. A public river edge space marked with a taller building could be desirable if they appropriately commemorate the roles that these rivers played to Milwaukee's earliest inhabitants and accentuate the natural beauty of this significant location.

*Gateway cultural landmark*



***F. Redevelopment Strategies and Activities***

A new Public Market at the northeast corner of N. Water Street and St. Paul Avenue began construction in late 2004.

On the southwest corner of St. Paul and Plankinton Avenues, restore the Hack’s building for mixed-use redevelopment.

Develop the parcel on the northeast corner of St. Paul and Plankinton Avenues as a courtyard building that visually connects to the river.

Study the appropriate location, feasibility and type of new bridge over the Milwaukee River connecting the district to either Chicago or Buffalo Streets in the

Historic Third Ward. This would provide an alternative route to the one-way St. Paul Avenue bridge.

Include new streetscaping improvements with all new developments.

Establish Riverwalk continuity and access on the west side of the Milwaukee River, but consider using trees and natural landscaping to create a more natural looking riverfront.

Expand the Riverwalk into a small public open space, at the point of confluence of the Milwaukee and Menomonee Rivers.



*A new bridge could connect the west river district and the Amtrak Station to Maier Festival Park and the rest of the Third Ward at some point in the future*

## 4.2 Connecting Corridors

This section makes recommendations for specific locations organized by street. The streets are first grouped by type as shown in the following table. To find your street, first look up what type of street it is in the table, and turn to the sub-section for that type of street.

Street types in the order they are presented:

- 4.2.1 Shopping Streets
- 4.2.2 Mixed Use Streets
- 4.2.3 Local Streets Street
- 4.2.4 Green Streets

*If a city's street look interesting, the city looks interesting; if they look dull, the city looks dull.*  
 -- Jane Jacobs



### A. Shopping Streets

A shopping street is characterized by a cluster of commercial businesses that benefit from proximity to each other. Therefore, these types of streets benefit from being high quality pedestrian environments. The neighborhood has three distinct evolving shopping streets. Each has unique strengths and weaknesses. All of them should be reinforced as the Third Ward continues to grow.

Street Name	Type of Street
Broadway	Shopping
Buffalo Street	Local
Chicago Street	Mixed Use
Corcoran Street	Local
Erie Street	Mixed Use
Harbor Street	Green
Jackson Street	Mixed Use
Jefferson Street	Local
Menomonee Street	Shopping
Milwaukee/Young Street	Mixed Use
Polk Street	Green
Plankinton Avenue	Mixed Use
St. Paul Avenue	Mixed Use
Van Buren Street	Local
Water Street	Shopping



### ***B. Mixed Use Streets***

Mixed-use streets:

- Are the most common type of street in the Third Ward.
- Do not have a continuous image characterized by building type or predominant use.
- Balance the need to efficiently carry traffic, offer street parking and provide for an attractive pedestrian environment.

### ***C. Local Streets***

Local streets typically do not carry the volume of arterial or collector streets. They do not extend fully through the Ward and are often terminated by the freeway, the river, or by large multi-block sites. There are two variations: local residential streets and local service streets. Local residential streets may occur on reduced rights of way widths.



*Local service street*

### ***D. Green Streets in the Classic Tradition***

Green Streets underscore the role of streets as public places. The Millennium Plan recognized Harbor Drive as the edge of the festival grounds and its public face to the Third Ward. The 1999 Downtown Master Plan extended Harbor Drive all along the festival grounds to the Milwaukee River.



*Green street linking landmarks*

#### **4.2.1 SHOPPING STREETS**

##### **Water Street** *shopping street*

###### **A. Current Condition**

Water Street has a number of major entertainment destinations including restaurants and a museum.

It is one of the two major arterials channeling traffic through the neighborhood to and from Downtown Milwaukee.

Residents have complained about the speed of the traffic on Water Street.

It was a part of the streetscape improvement project in 1990.

###### **B. Use Policy**

Continue to attract ground floor retail and entertainment uses drawn by the high exposure offered by the arterial traffic volume along Water Street.

###### **C. Form Policy**

Except where existing buildings back onto the river and no other access is practical, discourage street access to off-street parking in order to support pedestrian activity on the existing sidewalk.

###### **D. Redevelopment Strategies and Action Items**

Remodel storefronts and add new infill construction where gaps occur.



### *E. Street Design*

**I.** To slow traffic, particularly where pedestrians cross streets, install curb extensions at intersections to physically narrow the street width.

Change paving materials at intersections to give traffic visual and surface change cues to slow speed.

Reprogram traffic signals to slow traffic.

*Rationale:* These strategies will result in a small decrease in the efficiency of this major arterial, but the benefit will be a safer street for the neighborhood and motorists. This initiative corresponds to the 1999 Downtown Plan recommendation for pedestrian crossing improvements along Water Street and responds to a major concern raised by the residents' focus group.



\* hatch indicates proposed building



***Broadway***  
*shopping street*

***A. Current Condition***

Broadway is the central public space and focal point within the Historic District. The unique streetscape and public amenities installed in 1990 have made this street a busy, yet comfortable place. It has a solid core of unique restaurants and boutiques with a few underdeveloped and undeveloped lots.

The district's historic produce wholesaling district lies between St. Paul Avenue and Buffalo Street. Several new retail businesses and restaurants have opened on this block.



***B. Use Policy***

Broadway's restaurant and specialty boutique theme should be reinforced.

***C. Form Policy***

Between St. Paul Avenue and Buffalo Street, renovate, but never eliminate, the large overhanging awnings. They are a key symbol of the history of this street and will serve a pedestrian shopping street as well as they served the produce business for so many years.

***D. Redevelopment Strategies / Action Items***

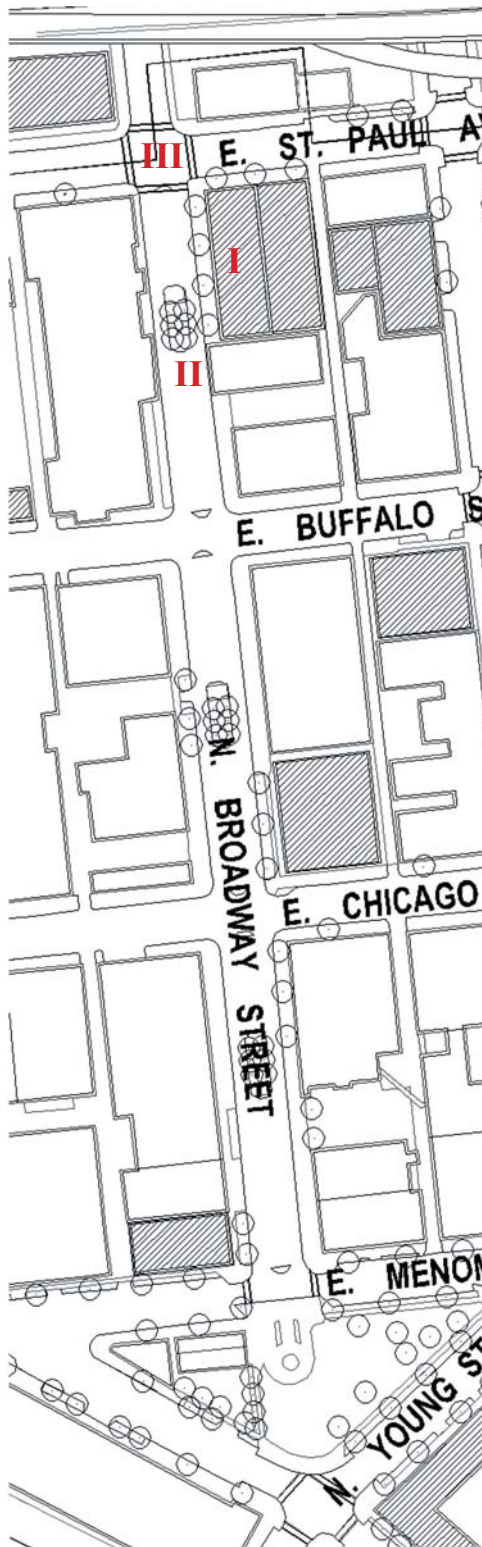
Between Menomonee Street and St. Paul Avenue, add new infill construction where gaps occur and redevelop storefronts. The new public market on the northwest corner of Broadway and St. Paul Avenue will be a significant catalyst in this trend.

**I.** On the southeast corner of Broadway and St. Paul Avenue, incorporate a parking structure into a development with ground floor commercial to extend the pedestrian activity that the market will bring to the east side of Broadway and to fill one of the street's largest gaps.

### *E. Street Design*

**II.** Between St. Paul Avenue and Buffalo Street, if the wholesale produce business relocates from Broadway, the segment should be streetscaped with the same amenities as now found between Buffalo and Menomonee Street. Preserve the character of Commission Row between St. Paul Avenue and Buffalo Street. Any streetscape enhancements should be sensitive to the context of this historic section of the District.

**III.** Enhance pedestrian crossings across St. Paul Avenue.



\* hatch indicates proposed building



## ***Menomonee Street*** *shopping street*

### ***A. Current Condition***

Menomonee Street has possibly seen the greatest improvement in the Third Ward.

From Broadway to Milwaukee Street it was part of the 1990 streetscaping project. It borders Catalano Square, which was significantly enhanced by that project.

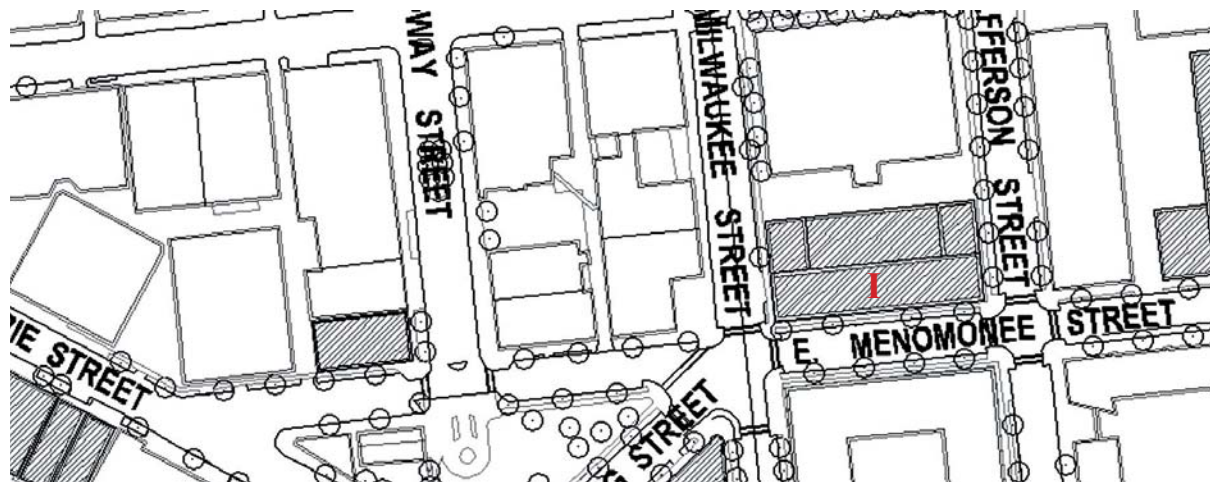
In the late 1980's the Skylight Opera Theater filled a key gap on the northeast corner of Menomonee Street and Broadway.

From Milwaukee Street to Jackson Street, two recent major housing developments with ground level commercial uses have begun to define this street, yet it continues to be dominated visually by surface parking lots.

### ***B. Use Policy***

**I.** From Milwaukee Street east to Harbor Drive (the Italian Community Center grounds), residential units should be located above ground floor commercial space at the ground floor of new buildings to encourage pedestrian movement and street life.

*Rationale:* The 1999 Downtown Plan identified Menomonee Street as central to the Third Ward Neighborhood with the potential to link the Italian Community Center grounds to the Historic District. It gave high priority to this street becoming a location of high pedestrian activity. This compact double-sided shopping street located at the center of the neighborhood can provide for neighborhood supporting retail and services accessible by residents within walking distance and by short-term street parking. A clear pedestrian-oriented corridor



\* hatch indicates proposed building



from the Historic District extending to the south entry court of the ICC and perhaps through to Harbor Drive should build on this mixed retail and residential pattern.

**C. Form Policy**

No additional form policies, other than those in Chapter 3 and the Historic Third Ward Neighborhood Guidelines.

**D. Redevelopment Strategies / Action Items**

The neighborhood should seek an anchor retail store for the development of Menomonee Street. This type of development must conform with the recommendations in this Plan.

**E. Street Design**

Capitalize on the advantage of this street’s relatively low traffic volume and 80’ width, in order to add some parking capacity for the ground floor commercial space.

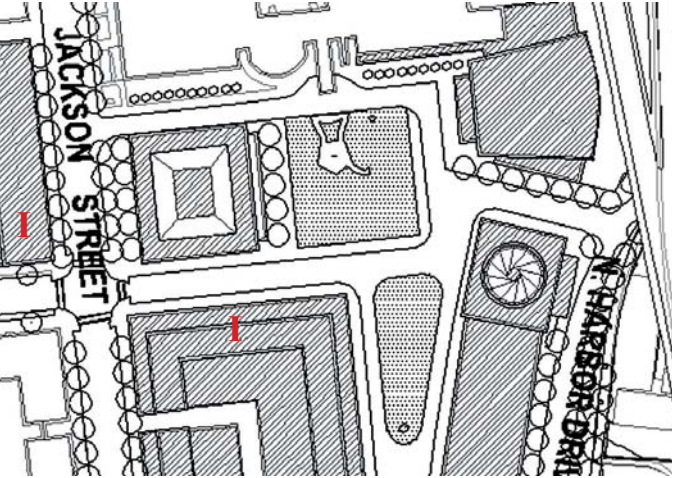
Provide short-term diagonal parking along the south side of the street from Milwaukee Street to Jackson Street.

Retain parallel parking along the north side of the street.

Plant trees on both sides of the street, consider widening the sidewalks, and add other amenities for pedestrian comfort.

Install street lighting consistent with the existing lighting on Menomonee Street west of Milwaukee Street.

From Jackson Street east to Harbor Drive at the Italian Community Center grounds, extend the pattern proposed for Milwaukee Street to Jackson Street. A clear pedestrian-oriented corridor from the Historic District extending to the south entry court of the ICC and perhaps through to Harbor Drive should build on the mixed retail and residential pattern, and high quality streetscaping.



#### 4.2.2 MIXED-USE STREETS

##### **Chicago Street**

*mixed-use street*

###### **A. Current Condition**

This major east-west street connects the Milwaukee River on the west to Harbor Drive to the east, continuing through Summerfest as a pedestrian connection to Lake Michigan when festivals are not taking place.

Chicago Street currently has a double image:

West of Milwaukee Street, it is within the Historic District and is defined by historic mid-rise industrial loft buildings serving primarily commercial uses and a number of residential loft conversions close to the river.

East of Milwaukee Street, lower and newer buildings predominate, some of which are set back from the street edge.

###### **B. Use Policy**

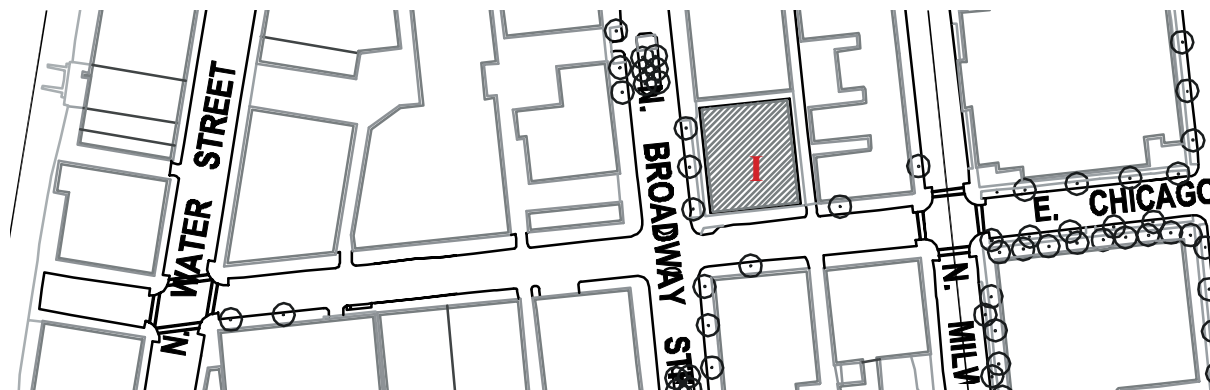
**I.** At Broadway, develop infill buildings to complete the mid-rise Historic District's fabric. From Milwaukee to Jackson Streets, infill with preferably mid-rise development at the street edge to establish continuity.

**II.** East of Jackson Street, on the north side of the street across from the ICC, create a commercial edge, perhaps wrapping a parking structure, to define the street.

###### **C. Form Policy**

New development should continue the urban fabric by building out to the street edge.

The terminus of streets at the river should follow The Historic Third Ward Design Guidelines.



\* hatch indicates proposed building

#### ***D. Redevelopment Strategies / Action Items***

No additional redevelopment strategies / action items to those in Chapter 3.

#### ***E. Street Design***

These street design recommendations for Chicago Street apply to each mixed use street, except where noted. The recommendations for these neighborhood traffic carriers follow the recommendations of the 1999 Downtown Plan.

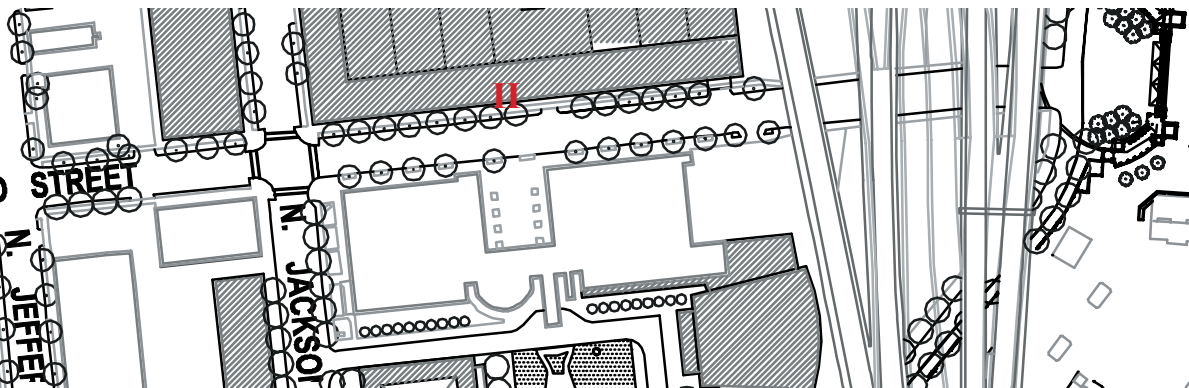
West of Milwaukee Street, no change is recommended within the Historic District. The streetscape project of 1990 has been completed. Here, the historic facades and streetscape elements now in place, largely without street trees, will continue to provide for a visually rich pedestrian environment.

East of Milwaukee Street, outside the Historic District, plant street trees in 8' parkways between the curb and the sidewalk. Coordinate street tree planting with new street lighting consistent with the styling of the Third Ward fixtures and poles. Street lighting style should reflect the industrial aesthetic of the Third Ward. This recommendation applies along each mixed use streets outside of the Historic District.

Buffer the pedestrian zone along these streets with parallel parking along both sides of the traffic zone.

Occupy the parking lane with 6'-8' curb extensions at intersections to slow traffic and to emphasize the pedestrian realm of this urban neighborhood despite the greater street width which accommodates two lanes of traffic moving in each direction.

Install benches, plantings, and other streetscape elements to enhance the public realm.



***Milwaukee / Young Street***  
*mixed-use street*

***A. Current Condition***

The southern alignment of Milwaukee Street onto Young Street is a traffic arterial to Downtown. Like Water Street, it is a speed corridor.

It is generally mid-rise and commercial in character with some lower rise development on the east edge south of Chicago Street. South of Menomonee Street, it opens to a park, Catalano Square.

***B. Use Policy***

**I.** Encourage mixed-use residential and commercial south of Chicago Street and along Catalano Square.

**II.** North of Chicago Street, several infill sites should be developed for commercial use.

***C. Form Policy***

North of Chicago Street, promote mid-rise commercial development. Promote mid-rise residential south of Chicago Street and along Catalano Square, an amenity green space.



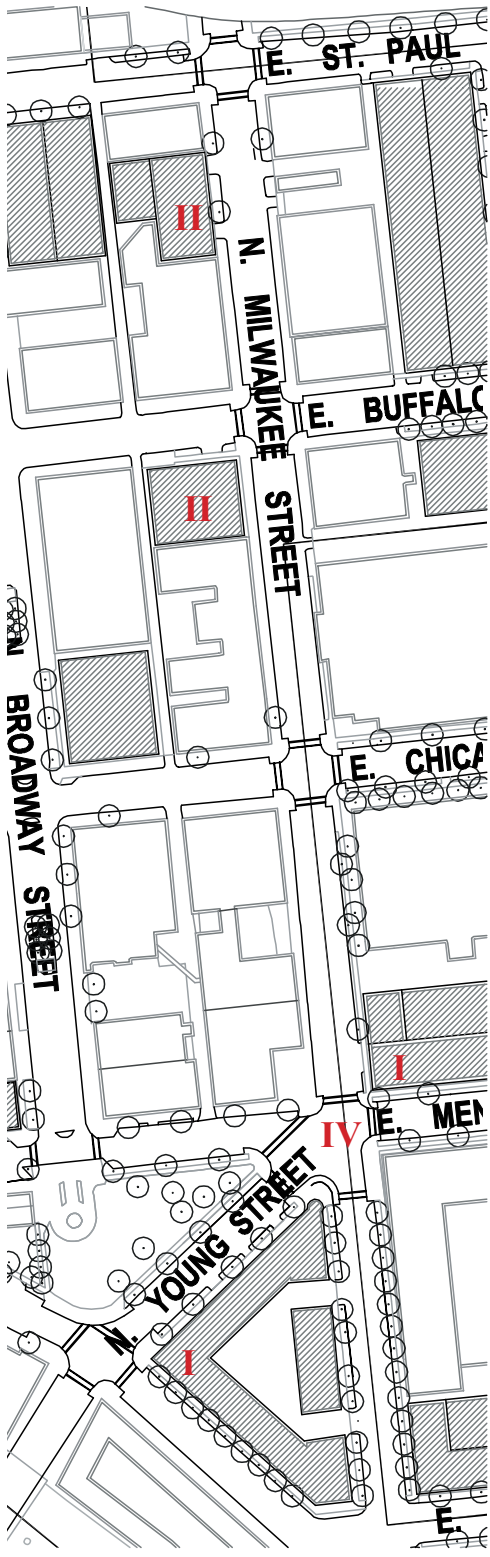
**D. Redevelopment Strategies /  
Action Items**

Use stylistically consistent traffic calming methods for slowing traffic speed and improving pedestrian safety and quality of the street character.

**E. Street Design**

See *Chicago Street design* section.

**IV.** At the five point intersection with Menomonee Street, provide additional traffic calming crosswalk improvements.



\* hatch indicates proposed building



***Erie Street***  
*mixed-use street*

***A. Current Condition***

Erie Street runs parallel to and one-half block north of the Milwaukee River. The river is rapidly transforming from historic industrial storage facilities to residential loft development.

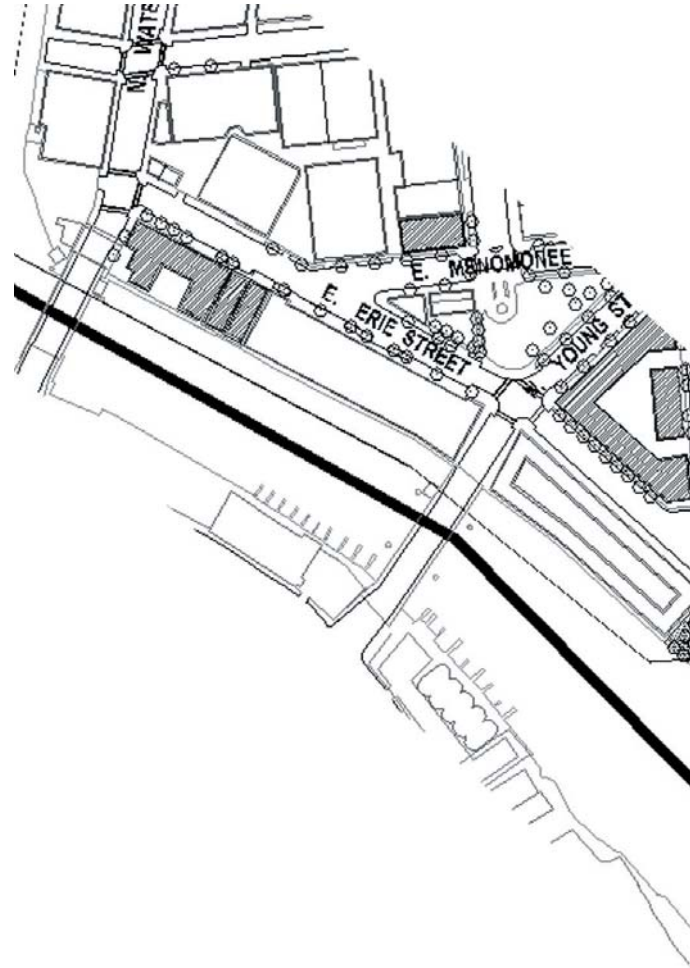
The street's south edge, where defined, is mid-rise in character. The north side is fragmented with low-rise light industrial structures and empty space primarily used for surface parking.

Traffic is seasonally heavy due to the festival bus access and visitor parking provided along Erie Street.

***B. Use Policy***

**I.** Along the south side of Erie Street, continue to transform the river's edge from industrial storage facilities to residential loft development with occasional ground floor commercial.

**II.** On the north side of the street, create a premier, mid-rise, residential street that relates to the river.



**C. Form Policy**

Ground floor townhouses can should form a wrapper for parking interior to the block and a base for upper floor units.

**III.** The bend of this street at the river deserves special design attention as a river access point.

**IV.** A highrise landmark (signature) site is propose north of the bend of the eastern end of Erie Street.

**D. Redevelopment Strategies / Action Items**

No additional redevelopment strategies / action items to those in Chapter 3.

**E. Street Design**

*See Chicago Street design section.*

Extend street tree planting from Maier Festival Park to Catalano Square, particularly on the north side of the street.



\* hatch indicates proposed building



## ***Jackson Street***

*mixed-use street*

### ***A. Current Condition***

Low-rise manufacturing buildings mixed with surface parking lots predominate. A few older mid-rise commercial buildings add to the mix.

New residential units have been added south of Menomonee Street.

### ***B. Use Policy***

**I.** The gateway location at St. Paul Avenue offers an opportunity for a dramatic transformation. Encourage a change in land use from low-rise light manufacturing to office and retail commercial uses.

**II.** South of Chicago Street, residential uses should predominate along the street.

**III.** On both sides of Jackson Street, north of Polk Street, add a public green space to visually and physically connect to the river.

### ***C. Form Policy***

**I.** The gateway location south of the intersection with St. Paul Avenue demands a powerful design statement, perhaps a high rise, and is recommended as a landmark (signature) site.

**IV.** Integrate a south oriented public space with this building.

This place should give a sense of arrival into the district.

*Rationale:* This north commercial plaza along Jackson at Buffalo Street and the south residential park at Polk Street would form two ends of a tree lined street and provide a gateway to the neighborhood.

Continue to define the street edge as development proceeds south on Jackson Street.

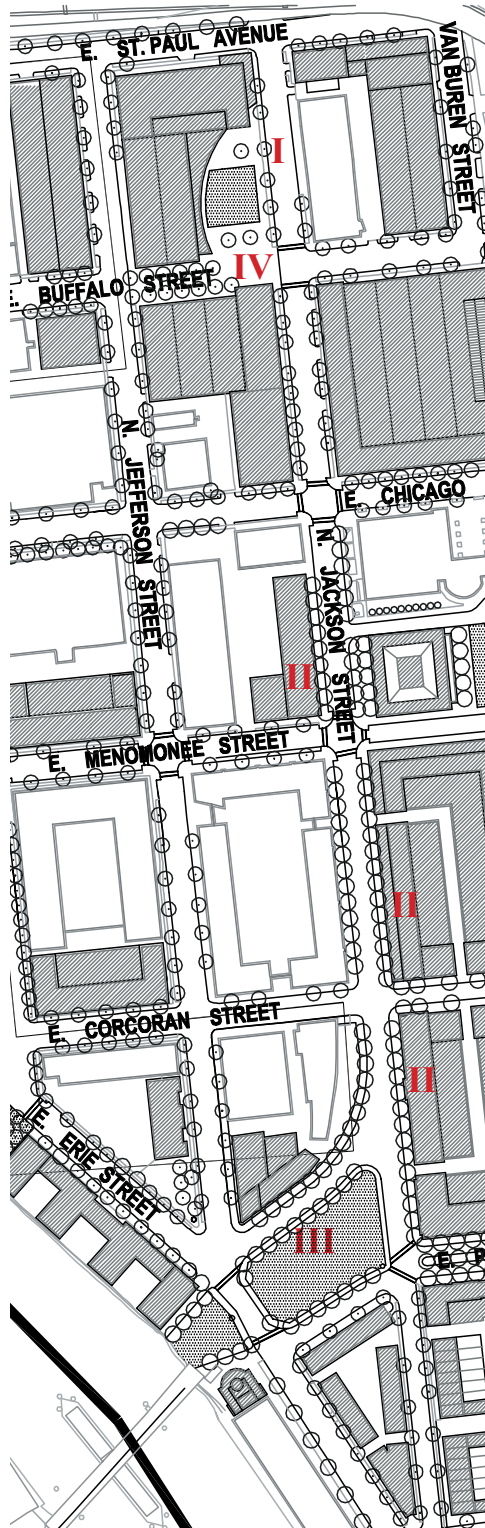
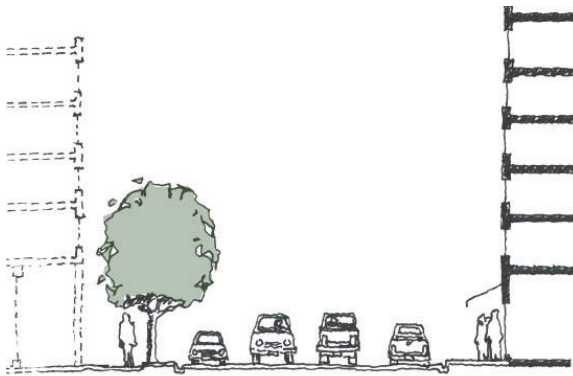
The terminus space of streets at the river should follow The Historic Third Ward Riverwalk Design Guidelines.

**D. Redevelopment Strategies /  
Action Items**

Extend Jackson Street from its current terminus at Corcoran Street south to the Milwaukee River.

**E. Street Design**

See Chicago Street design section.



\* hatch indicates proposed building



**St. Paul Avenue**  
*mixed-use street*

**A. Present Condition**

St. Paul Avenue, like Milwaukee / Young Streets, is a bridged gateway to the Third Ward. Currently this edge street, dominated by I-794's presence a half block to the north, is seeing significant change. A new Public Market at the northeast corner of St. Paul Avenue and Water Street and Third Ward River Park will add to the gateway's landscape.

**B. Use Policy**

St. Paul Avenue should expand its commercial land use and provide supporting parking structures.

**C. Form Policy**

**I.** East of Jefferson Street, parcels may be considered for landmark buildings. One or more buildings along I-794 may be substantially taller than 70' in height to provide views over the freeway, increase the district's relationship to downtown, and justify additional shared parking, only if the buildings merit special consideration as landmark or signature buildings and not simply as a matter of right. This building form would complement high-rise development across I-794 and not negatively overshadow existing historic structures and local streets.

**II.** The river front site at the southwest corner of Water Street and St. Paul Avenue offers a golden opportunity to mark this key gateway to the neighborhood. A landmark building on this corner could dramatize this threshold to the Third Ward neighborhood.



\* hatch indicates proposed building



### ***D. Redevelopment Strategies / Action Items***

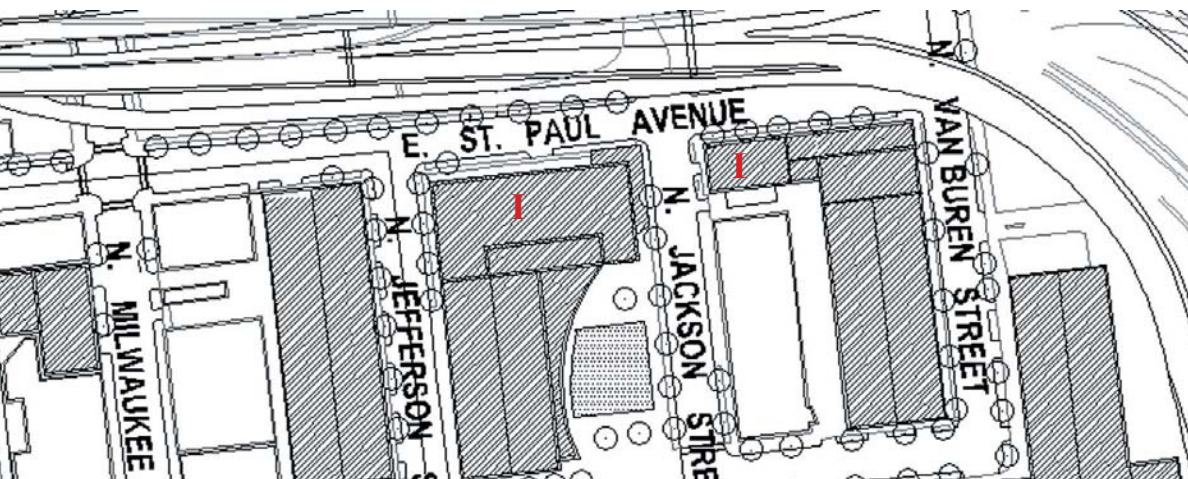
**III.** The southeast corner at Broadway and the key site on the south side of the street east of the river are development opportunities. An in-fill multi-level parking structure with ground floor commercial on Broadway should complete that street front.

Retain parallel parking along the north side of the street to take advantage of its relatively low traffic volume and 80' width, and to add some parking capacity for the ground floor commercial space.

### ***E. Street Design***

*See Chicago Street design section.*

Between Water Street and Broadway, along the north block face at the new Public Market site, the sidewalk should be widened to eliminate the parking lane emphasizing the Market as a public monument. This will enhance the sidewalk area giving it added prominence as a civic pedestrian space.



## ***Plankinton Avenue***

*mixed-use street*

### ***A. Present Condition***

Plankinton Avenue west of the river is an arterial to and from Downtown. Southwest of Plankinton Avenue and St. Paul Avenue, the historic Hack's building awaits redevelopment.

Land east of Plankinton Avenue along the river remains underutilized.

*See the West River District for more information.*

### ***B. Use Policy***

**I.** Encourage the adaptive reuse of the sole remaining industrial loft building and surface parking lots to mixed use residential, especially on parcels along the river. Successful residential developments west of Plankinton Avenue demonstrate the concept is feasible.

*Follow land uses consistent with those in the Third Ward as described in Chapter 3.*

### ***C. Form Policy***

**II.** At Plankinton Avenue, a second landmark site marks the confluence of the Milwaukee and Menomonee Rivers. A public riveredge space marked with a taller building could be appropriate.

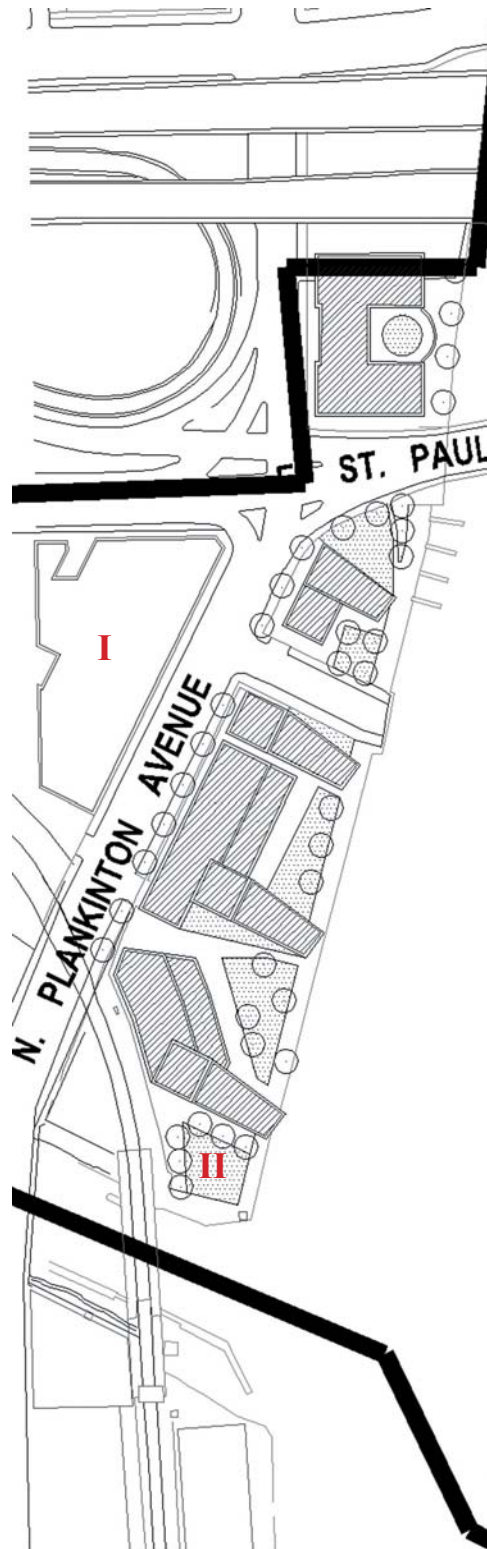


***D. Redevelopment Strategies and Activities***

On the southwest corner of St. Paul and Plankinton Avenues, restore the Hack’s building for mixed-use redevelopment.

***E. Street Design***

*See Chicago Street design section.*



*\* hatch indicates proposed building*



**4.2.3 LOCAL STREETS**

**Buffalo Street**  
*local street*

**A. Present Condition**

In the Historic District, Buffalo Street is generally well defined and was improved with streetscape elements during the 1990 streetscape project. East of the Historic District (which ends one-half block east of Milwaukee Street), Buffalo Street loses definition and is discontinuous at two locations. It is interrupted by a two-block light industrial site east of Jefferson Street and again east of Van Buren Street by under-freeway parking. Surface parking lots border much of its eastern length.

**B. Use Policy**

Develop as a local service street with commercial development and structured parking.

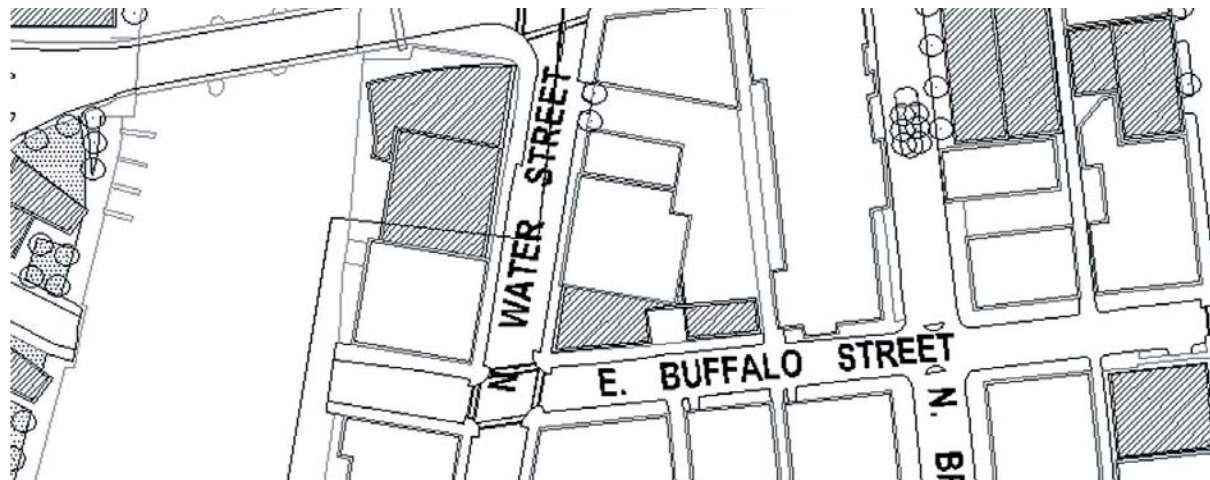
**C. Form Policy**

Include commercial and retail development at street level of parking structures.

The terminus of streets at the river should follow The Historic Third Ward Design Guidelines.

**D. Redevelopment Strategies / Action Items**

- I.** Add structured parking along Jefferson Street to support redevelopment of the North Commercial District and uses in the Historic District.



\* hatch indicates proposed building

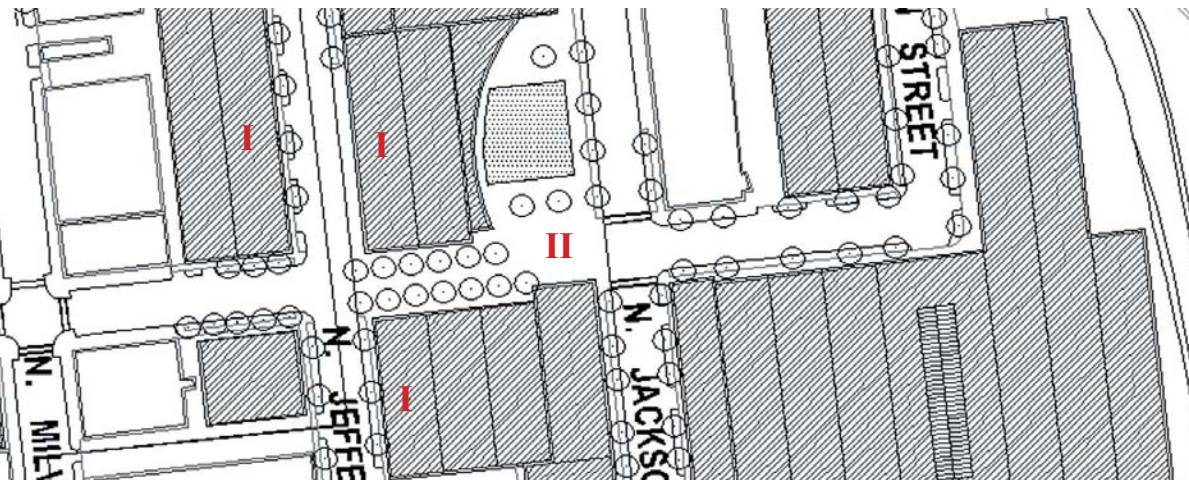


### *E. Street Design*

**II.** Between Jefferson Street and Jackson Street, Buffalo Street should be reopened with pedestrian amenities along a well-defined streetscape.

The streetscape improvements west of Milwaukee Street should extend east to Van Buren Street. This connection would improve pedestrian circulation between two neighborhood districts.

Continue parallel street parking along Buffalo Street.



**Corcoran Street**  
*local street*

**A. Present Condition**

Corcoran Street is a short, two-block street in transition. Two new housing developments along its north edge give it definition and an identity as a residential street. Traffic circulation is complicated by the western block's disposition as a one-way eastbound street.

**B. Use Policy**

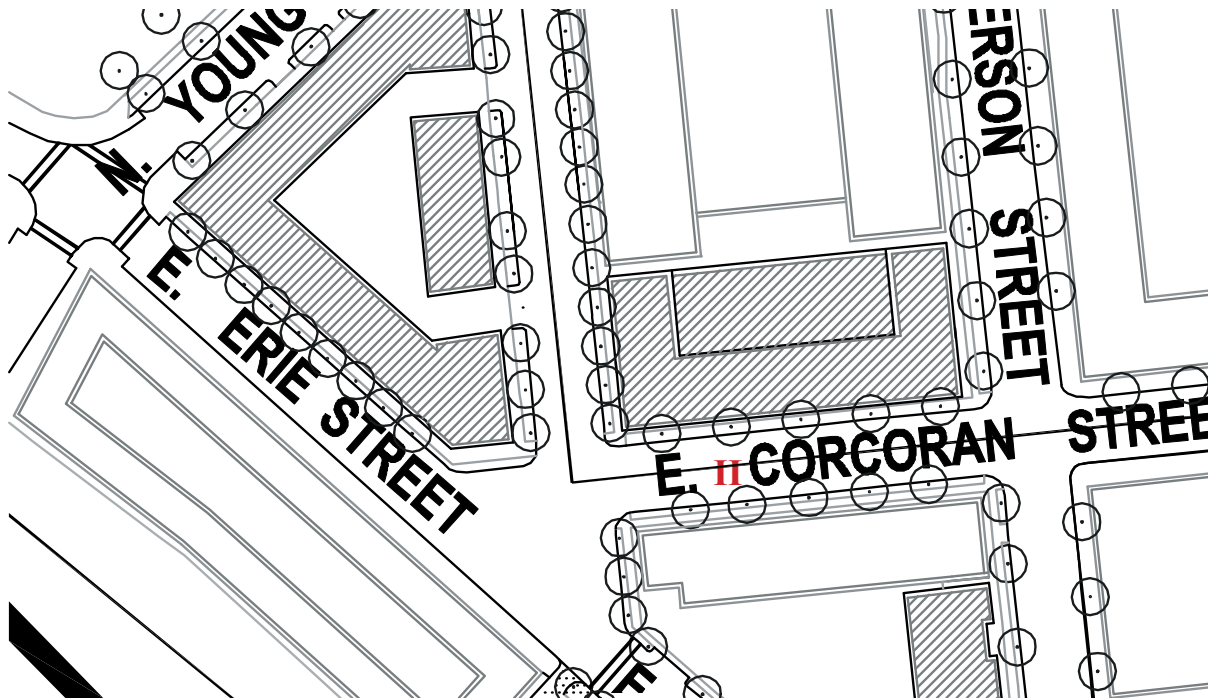
**I.** Corcoran Street should be extended into the Italian Community Center grounds with a continued emphasis as a residential street.

**C. Form Policy**

Establish city blocks in scale with the neighborhood pattern.

**D. Redevelopment Strategies / Action Items**

Extend Corcoran Street into the Italian Community Center grounds.



\* hatch indicates proposed building



**E. Street Design**

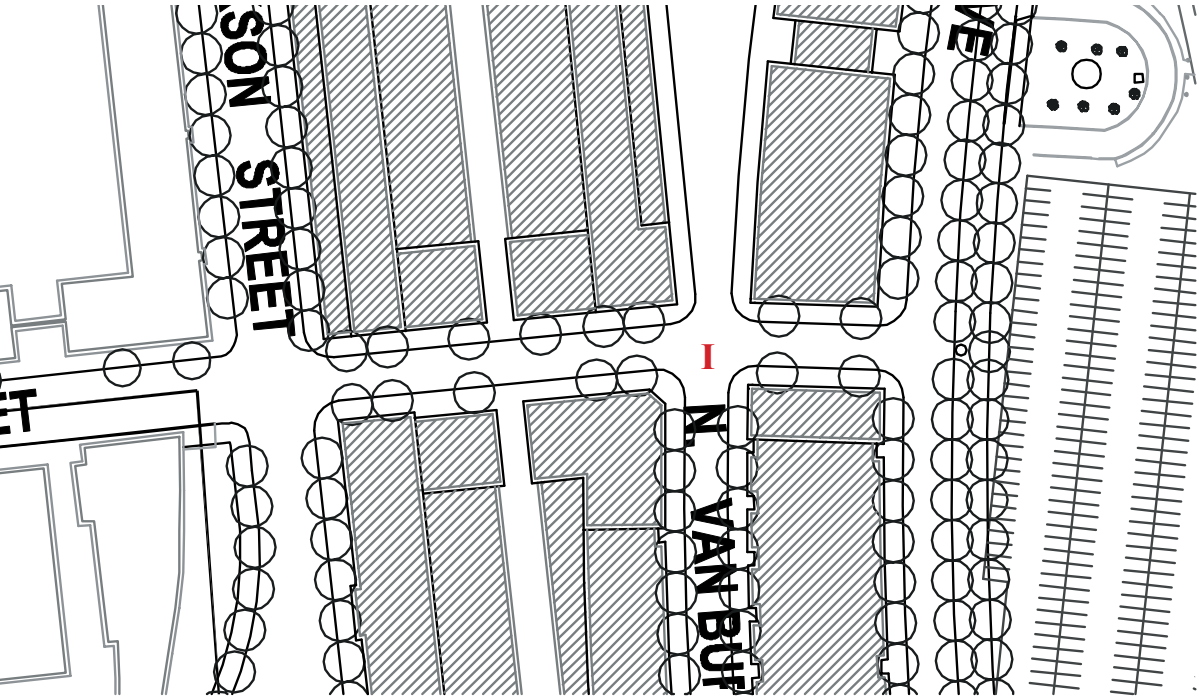
The local street cross section recommended for wide 80' ROW neighborhood residential streets allows for diagonal parking on the east side of north-south streets and on the south side of east-west streets. The other side of the streets would have an 8' parallel parking lane. The pedestrian zone should be 14' comprising an 8' parkway and a 6' walk. Tree canopies and street lighting should alternate in a rhythm along the curb. Other amenities, such as benches and plantings should be included.

East of Jackson Street, the extension need not be at the full right-of way width of 80'. A 60' ROW would provide adequately for a residential street.

**II. Corcoran Street should revert to a two way street.**

Within a 32' wide roadbed, allow parallel parking on both sides of the street, a sidewalk and 8' planting parkway. Plant street trees and use compatible street and pedestrian lighting.

East of Jackson Street, a standard 60' ROW would be appropriate for a residential street.



## ***Jefferson Street***

*local street*

### ***A. Present Condition***

Jefferson Street is the longest of the local streets. North of Menomonee Street, it is dominated by low-rise commercial and industrial uses and parking lots. To the south, newer mid-rise residential projects are beginning to recreate a street and block system.

### ***B. Use Policy***

**I.** South of Chicago Street, residential uses should extend south to the open spaces planned at the junction with Erie Street.

**II.** North of Chicago Street, commercial uses and structured parking are also appropriate.

### ***C. Form Policy***

South of Chicago Street, the mid-rise residential street image set by the Jefferson Block and Gas Light Square projects should be encouraged.

Should the terminus space of streets at the river follow the Historic Third Ward Riverwalk Design Guidelines and see Catalytic Project 5.3.

### ***D. Redevelopment Strategies / Action Items***

Add a new street from the Jefferson Street Riverwalk public access area to Jackson Street to the east.

**E. Street Design**

Streetscapes should encourage pedestrian movement between districts.

On residential streets, trees should green the street edge.

North of Chicago Street, parallel parking on both sides of the street allows for extra traffic lane width for cars to move more easily into and out of parking. Signage and other visual cues are important to guide drivers.



*\* hatch indicates proposed building*





Transit interchange

**Van Buren Street**  
*local street*

**A. Present Condition**

At the north edge of the Third Ward Van Buren Street is a one-block long one-way northbound linkage to Downtown. It provides access to bordering surface parking lots. The result is a nondescript service street.

South of Polk Street, Van Buren Street aligns with a former street that is currently a private alley.

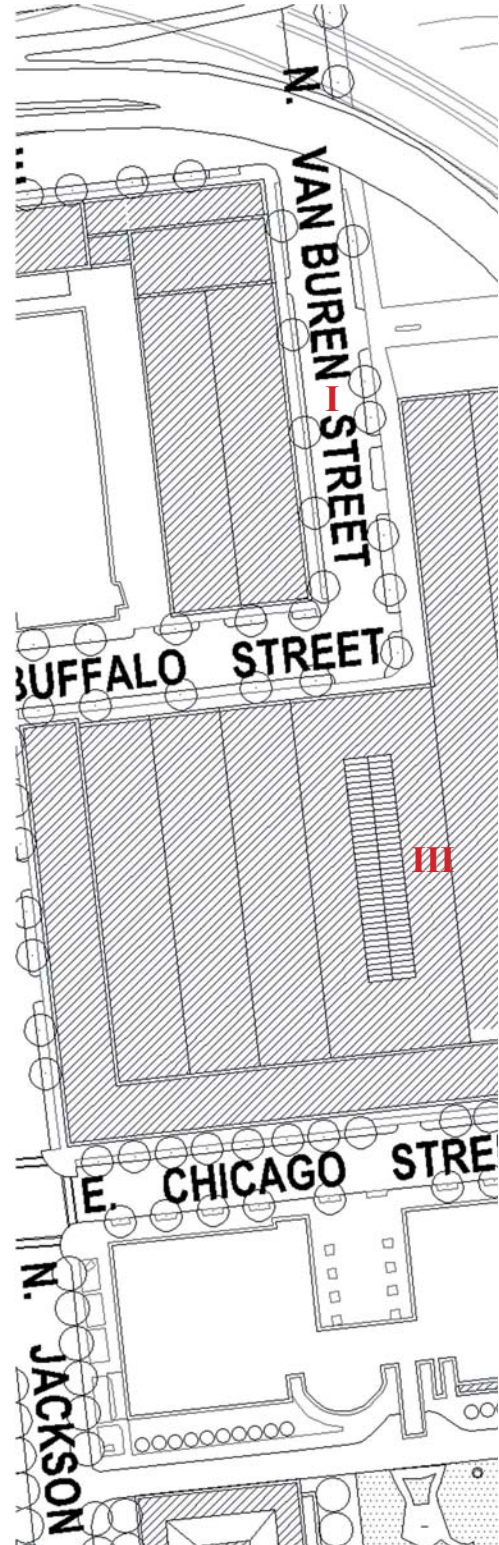
This subsection makes recommendations for existing and extended Van Buren Street.

**B. Use Policy**

**I.** North of Buffalo Street, the service function of this one block street is an important part of the concept of creating a parking reservoir in the North Commercial District.

**C. Form Policy**

**II.** South of Menomonee Street, Van Buren Street should become a narrow residential street. Build other small streets or alleys intersecting with Van Buren Street and Jackson Street in order to scale down the street grid for a low-rise, high-density residential street environment.



\* hatch indicates proposed building





On these narrower streets, residential buildings must be carefully designed with street entrances and facades turned toward the street.

#### ***D. Redevelopment Strategies / Action Items***

**III.** Extending Van Buren Street south of Buffalo Street to Chicago Street should be reviewed as the parking and transit concepts are advanced.



**IV.** Between Menomonee Street and Erie Street, build a new small street that aligns approximately with Van Buren Street to be named later. The street may need to bend to make a good intersection with Erie Street and accommodate specific development plans.

**V.** Re-connect an east-west small street between Erie Street and Harbor Drive that aligns roughly with Florida Street to be named later.

#### ***E. Street Design***

North of Chicago Street, the street should include pedestrian amenities to ameliorate accommodation of automobiles and encourage people to leave their cars and walk to their destinations.

North of Chicago Street, parallel parking on both sides of the street allows an extra traffic lane so cars can move more easily into and out of parking structures along Van Buren Street. Signage and other visual cues are important to guide drivers.

South of Menomonee Street, future redevelopment of the service alley at Charter Wire as a local residential street along its west edge is envisioned. Here, a small street of reduced width is suggested. A minimum of 5' wide sidewalks should be incorporated with narrow parkways for tree plantings.

#### 4.2.4 GREEN STREETS

##### **Harbor Drive**

*green street*

###### **A. Present Condition**

From the north gate of the Maier Festival Park south to Chicago Street, Harbor Drive is currently a backdoor to the Third Ward. Along this length on the east side of the street is the backside of Summerfest's service buildings and outdoor storage areas.

At Chicago Street, Harbor Drive winds south and re-emerges from beneath the freeway. Here, Harbor Drive becomes a service drive for the festival grounds as it extends to Polk Street. Surface parking lots on both sides of the street overwhelm the landscape with acres of paving.

The entire length of the festival grounds north of Polk Street and east of Harbor Drive has recently been improved. An ornamental metal fence with brick piers and scrim as screening has been installed and improved this edge of the festival grounds.

###### **B. Use Policy**

Improve Harbor Drive as described in catalytic projects section 5.2 to remake the street's image from a back alley to a street of prestigious addresses suitable for high profile commercial and perhaps residential uses. However, the east elevation of buildings facing the festival park should be non-residential to reduce noise issues.

###### **C. Form Policy**

Create a classic green street to define the edge between an upscale neighborhood and a world class festival park and connect the mouth of the harbor to the Milwaukee Art Museum and recreational areas to the north.

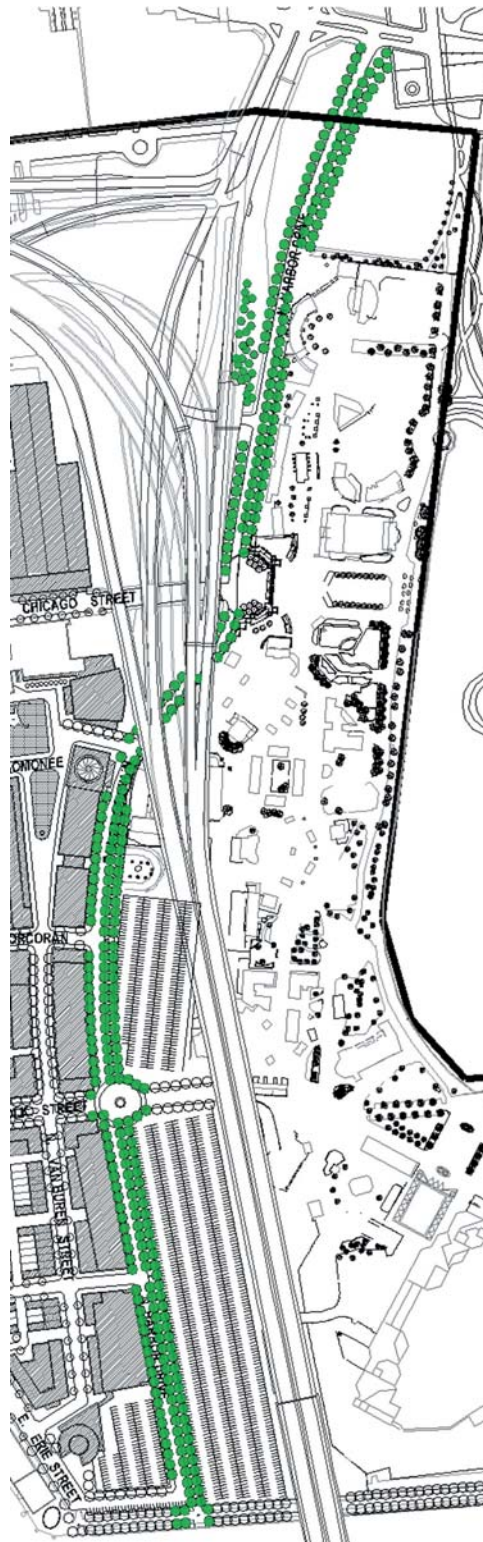
Primary building facades on the west side of Harbor Drive should front onto the street.

**D. Redevelopment Strategies /  
Action Items**

Reconstruct Harbor Drive as  
described in catalytic projects  
section 5.2.

**E. Street Design**

The street's design is described in  
catalytic projects section 5.2



\* hatch indicates proposed building



**Polk Street**

*green street*

**A. Present Condition**

Polk Street is currently an undefined service road for the industrial uses along its southern edge. It serves as access to parking and for transit connections to the festival grounds during the summer season. It has few pedestrian amenities.

The Millennium Plan called for enhancing the festival park entrances. The South Gate is at the east end of Polk Street as it intersects Harbor Drive.

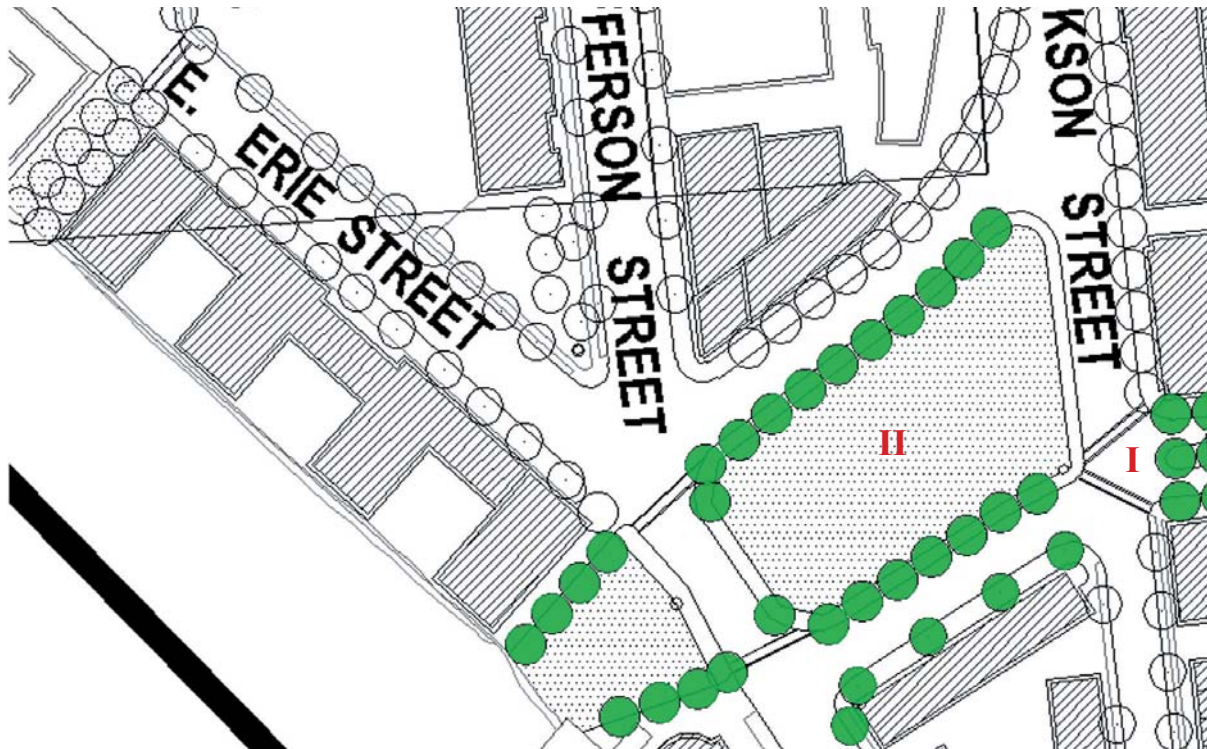
**B. Use Policy**

**I.** The boulevard treatment outlined below creates an elegant formal setting for upscale residential and institutional uses.

**II.** Use vacant railroad property along the north side of Polk Street as part of a new boulevard and park.

**C. Form Policy**

Dramatically transform this street into a boulevard connecting the Milwaukee River to the Lake directly through the Festival South Gate, or indirectly by way of the Harbor Drive promenade extending north to the Main Gate and south to the Hoan Bridge at the harbor’s mouth.



\* hatch indicates proposed building

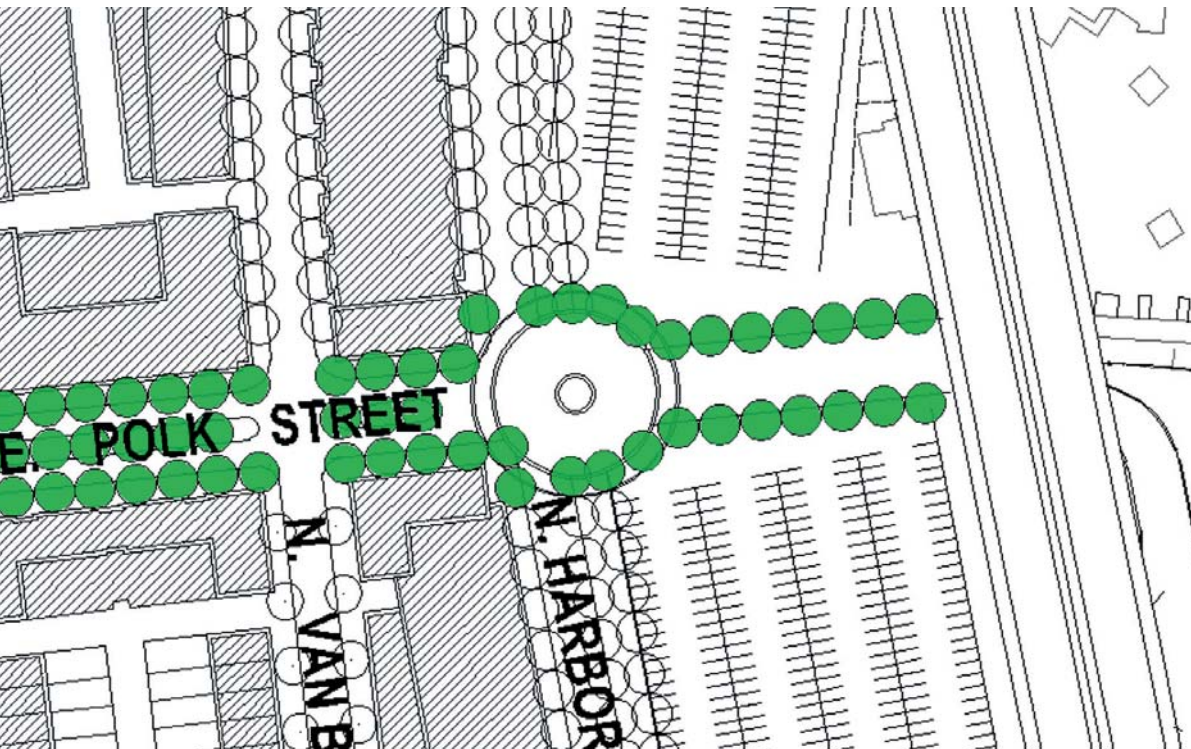


***D. Redevelopment Strategies /  
Action Items***

*Invest in the catalytic project  
described in Section 5.3.*

***E. Street Design***

*The street's design is described in  
Section 5.3.*



## CHAPTER V: CATALYTIC PROJECTS

### 5.1 The Italian Village

111

#### A. Boundaries

Generally Jackson Street to the west; Harbor Drive to the east; Chicago Street to the north; and Polk Street to the south.

#### B. Goal

Build a new district employing traditional urban patterns and the cultural amenities of an Italian Village.

#### C. Overall Recommendations

New development must be well integrated into the surrounding areas and follow land use and form recommendations for Area C. Italian Community Center Grounds in Chapter 4 and all of Chapter 3.

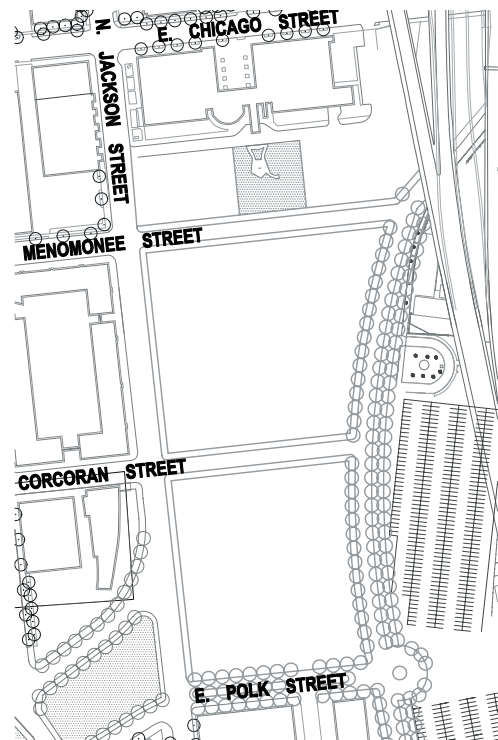
#### D. Street Design Recommendations

Establish a unique system of connecting streets, blocks and public spaces for this district. Consider the forms and spaces created by different street alignments and the opportunities presented by each configuration. Provide alleys and small streets where possible. Match the district's western entrances to Menomonee and Corcoran Streets to maintain physical continuity with the rest of the neighborhood.

Mix of uses



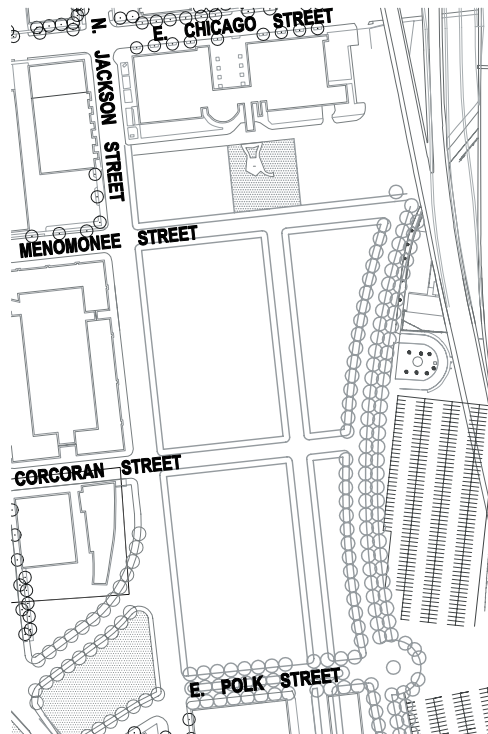
Illustration 1



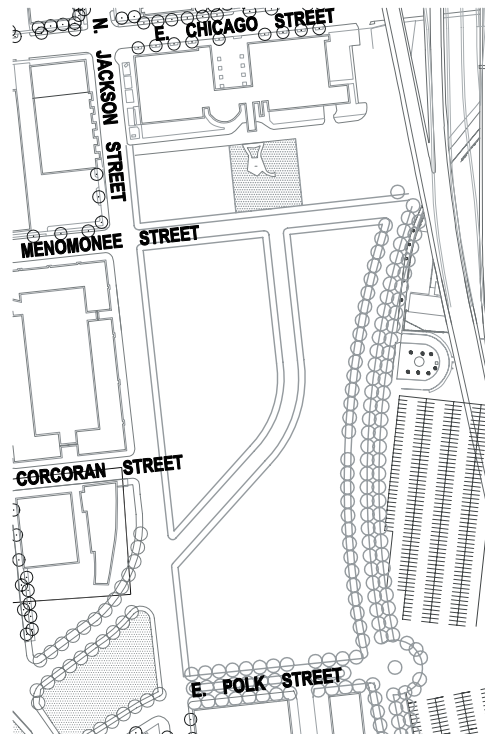
Extend Menomonee Street and Corcoran Street east into the ICC grounds to provide the continuity with the neighborhood to the west. The ICC grounds would then be defined in three oversized blocks. These street extensions need not be straight. Extend Jackson Street south from Corcoran Street to Polk Street to further subdivide and connect the ICC grounds to the south edge of the neighborhood along the river while conveniently connecting the south end of the ICC grounds to I-794 (See Illustration 1).

These street extensions could be standard size 60' rights-of-way rather than the 80' existing street widths and would provide for the extension of city services, utilities and street trees to support any development scenario. One further subdivision could run from the ICC south entry lawn southward to Polk Street (see Illustration 2), or southward then turning southwest and extend to essentially connect the ICC to the Milwaukee River, (see Illustration 3).

*Illustration 2*



*Illustration 3*



**E. Rationale**

The resulting smaller blocks are more characteristic of actual Italian village settlement patterns. The option with the street bending toward the river (see Illustration 3) adds an element of irregularity to the standard street grid, a distinctly European trait. This approach would not only provide ICC connections to the neighborhood and the river, but allow for a unique variation within the standard street grid that could help define the village as a special place.

The Italian Village’s street grid should create a functional hierarchy. Chicago Street and Polk Street to the north and south of the village respectively provide a sufficient street grid for transportation purposes in the east-west direction and serve the middle and south gates of Maier Festival Park directly. Jackson Street and Harbor Drive provide sufficient transportation routes in the north-south direction. Together, these streets form a regular and functional street grid and serve the transportation needs of the Italian Village and the Third Ward.



Arcades





The internal streets of the Italian Village should on the other hand emphasize the local access and cultural needs of the village. These needs include well-defined public spaces, and pathways, and visual access to cultural and natural assets. While the streets should be public, they should provide a strong sense of being inside a district, a unique place, a neighborhood within a neighborhood.

***F. Recommended Responsible Parties***

*The Italian Community Center  
The City of Milwaukee*



*Cafes*



*European street layout with landmark. Student model by Eriki Daniels at the School of Architecture and Urban Planning - UWM*

**5.2 HARBOR DRIVE**

**A. Boundaries**

Harbor Drive from Michigan Street southward to the Milwaukee River.

**B. Goal**

Design Harbor Drive as a green street in the classic tradition on the proposed alignment, with a double row of trees and wide sidewalk on the east side, and enhanced with public artwork.

**C. Overall Recommendations**

See accompanying graphics.

**D. Street Design**

The street cross section recommended for Harbor Drive provides for a double row of trees on the east. This design feature forms an elegant pedestrian promenade, a lush screening device and the key transforming element to give this street a prestigious image. Along this arcade of trees, pedestrian amenities, benches, information kiosks, transit shelters, lighting, public art, etc. can be organized.

*Landscape edge buffers parking and freeway*



*Pedestrian promenade along festival grounds*



The street should be widened to allow a promenade of 32'-36' in width. This promenade should be continuous, with minimal intersections with vehicle crossings. The roadbed should support two-way traffic with lane widths of 11-12' each and an 8' parking lane on both sides of the street. The west sidewalk area should provide at least a 12'-16' width with one row of curbside street trees. This side may be interrupted by new streets intersections and infrequent curb cuts supporting access to parking for new development projects at the ICC grounds and to the south.

This cross section eliminates the median previously proposed offering flexibility in traffic access to developments along the west side of the street while emphasizing a priority space for pedestrian circulation on a year round basis on the east. These pedestrian promenades become grand urban features that transform the image of places around them but only if they extend to connect destinations and landmarks. The opportunity to do just that is what is proposed for Harbor Drive in this Neighborhood Plan.



*Connect the harbor  
mouth to the art  
museum*

***E. Rationale***

Nothing less than a complete transformation is proposed for this street from a back industrial alley or service drive character to a front, a green street, a formal connector “where the urban fabric of the Third Ward meets the park-like setting of the festival grounds”. The Festival’s Millennium Plan introduced the idea of connecting the festival’s mid-gate at Chicago Street to its south gate at Polk Street by way of a boulevard with trees on either side of the street and another row in a centered street median. This Neighborhood Plan redefines that greening concept, to address the following objectives:

1. Enhance the sense of arrival and the pedestrian transition to and from the festival entry gates. Facilitate bus arrivals and departures from the festival park.
2. Further develop the visual buffer for the Third Ward Neighborhood and the Italian Community Center from the raised freeway and the service side character of the festival facilities along most of Harbor Drive.

*Harbor mouth*



- 3. Increase the connectivity between new development in the eastern half of the Third Ward and the natural assets and open space at the Milwaukee River and Lakefront.
- 4. Extend this formal edge and connector north to the gardens of the Milwaukee Art Museum and Pier Wisconsin site and south to the Milwaukee River and Harbor’s mouth, as a symbolic link of the City’s historical origin to its new symbol of the future, the Milwaukee Art Museum.
- 5. Set the stage for the high profile development of the Italian Community Center grounds.

***F. Recommended Responsible Parties***

*The City of Milwaukee  
Maier Festival Park  
Italian Community Center*



*Milwaukee Art Museum*

### 5.3 POLK GREEN

#### A. Boundaries

Polk Street from Harbor Drive westward to the Milwaukee River, all the adjacent railroad property and the terminus of Jefferson Street west of Erie Street.

#### B. Goal

Provide the South Residential District and Italian Village with both a strong connection to the Milwaukee River and Lake Michigan, and an elegant formal setting for adjacent upscale urban residential development, thus promoting a unique mix of high-density urban amenity and access to natural areas.

#### C. Overall Recommendations

Dramatically transform Polk Street into a green, which connects the Milwaukee River to the lake directly through the Festival Park South Gate, or indirectly by connecting to the Harbor Drive promenade and then north to the Main Gate at Chicago Street or south to the harbor’s mouth.

Acquire and convert two parcels of unused railroad property – one north of Polk Street and another parcel to the southwest on the west side of Erie Street, next to the Milwaukee River into a green space, as first suggested in the Italian Community Center’s Bonifica Study.

*A green street connecting the lake to the river*



Incorporate Jefferson Street's right-of-way between Erie Street and the Milwaukee River into the same green.

Design and landscape these spaces to create visual and pedestrian connections into a continuous green between the river and South Gate on Harbor Drive.

East of Jackson Street, use the railroad property to convert Polk Street to a boulevard. West of Jackson Street, narrow Polk Street to enlarge the park area.

A new street running along the north side of the park needs to connect Jefferson Street to Erie Street and

align with a possible new street in the Italian Village should define the northern edge of the park.

The park's design and facilities should celebrate the railroad and industrial heritage of the Third Ward by retaining a railroad track for visual and historic interest or for occasional low speed train use and informal train boarding if occasional service is provided.

Provide play and socializing space for residents of surrounding high-density residential development, their visitors and children.

*See accompanying graphics.*



*A neighborhood park*

**D. Street Design Recommendations**

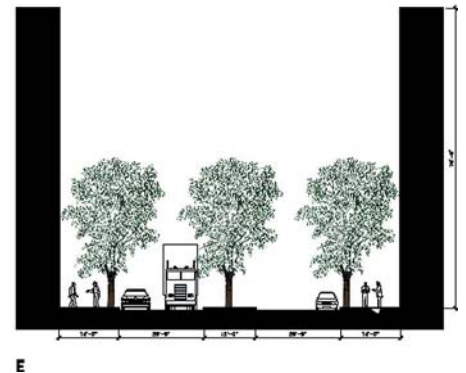
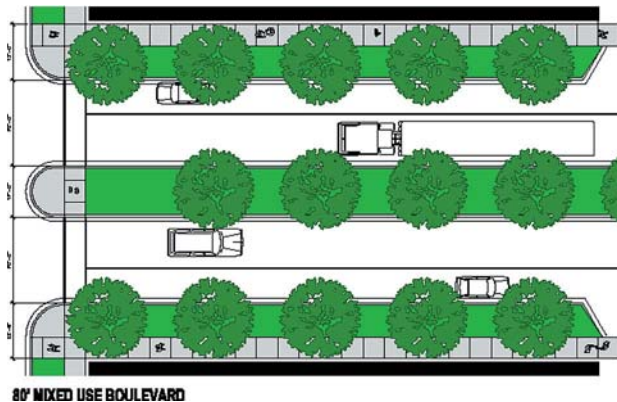
The street cross section recommended for Polk between Harbor Drive and Jackson Street provides for a 12' median with a single row of trees, one 12' lane of moving traffic and one 8' parking lane on each side of the median. The sidewalks should be a minimum of 14' with an 8' parkway including a row of trees. The sidewalk should be as wide as possible depending on how much land is added to the width of Polk Street as a result of acquiring the railroad right of way but no less than 6 feet. At the small park proposed at the junction with Jackson Street the median should stop. Polk Street should continue west to Erie Street as a two-way street with parking on both sides and standard 6' sidewalks with street trees located in an adjacent 8' curbside parkway.

**E. Rationale**

Looking westward, creating this new linear green space across the Ward in the east-west direction will connect new inland development to the Third Ward Riverwalk, offering public access to the water's edge and linking this small neighborhood open space to a larger continuous network. This green, encompassing a new Riverwalk plaza at Jefferson Street and visually terminating with the railroad swing bridge, has the potential to become a powerful place, commanding a deep natural and historic connection.

Looking eastward, the rationale for recommending this approach comes from the Festival's Millennium Plan. It calls for a high volume pedestrian way into the grounds and all the way to the lake provided by way of the

*Minimum street dimension standard for Polk*





South Gate. The Millennium Plan suggested the idea of enhancing the South gate entry experience, retaining the view corridor to the lake and potentially offering off-season access to the lake for the neighborhood. The development rationale builds from these stated goals:

- 1. The South Gate access corridor in the festival park represents half of the distance between the river and the lake. The western extension of that concept just two and a half blocks would complete the linkage creating an exceptional river to lake amenity within the South Residential District in particular and for the rest of the neighborhood to the west.
- 2. This project would create new development potential along Polk Street.
- 3. The land required to provide the additional street width is now part of a railroad right of way along the north edge of Polk Street. This strip of land is too narrow for development. It should be acquired for the public purpose of adding green space to the neighborhood.
- 4. The creation of this green street along Polk Street could neutralize the negative impact of existing incompatible land uses across the boulevard should development of one side occur more quickly than the opposite side.
- 5. The value increase to adjacent parcels created by this short length of boulevard should readily justify its construction.

***F. Recommended Responsible Parties***

*The City of Milwaukee  
Historic Third Ward Association  
Italian Community Center*

## 5.4 LANDMARK SITES

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. 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. The Historic Third Ward Design Guidelines provide criteria for evaluating the merit of proposed designs. Exceptions to form

recommendations and design guidelines are not provided to landmark sites as a matter of right.

Higher density developments or taller buildings may be located at landmark sites only if the buildings merit special consideration due to the quality of their design and how well they fulfill the urban design opportunity provided by the site. One such design criterion is how they enhance or whether they incorporate well-defined public spaces. Higher density developments should define public spaces such as parks, piazzas, courtyards and the Riverwalk.

*To encourage the best urban design and architectural excellence, signature buildings on landmark sites may be allowed to vary from some form recommendations*



## LANDMARK SITES

THIRD WARD NEIGHBORHOOD COMPREHENSIVE PLAN

The following landmark sites are recommended based on their locations as gateways to the Third Ward, their relation to planned open spaces or natural amenity, or some combination.

The symbols for buildings on landmark sites found on the plan map are intended to locate the sites and to provide some possible development concepts that reinforce the opportunity of the site. They are not meant to regulate the plan or heights of actual building designs, however landmark proposal may be compared to the merits of those depicted in the plan.

- 1. Starting on the west end the Third Ward, a landmark site east of Plankinton Avenue marks the confluence of the Milwaukee and Menomonee Rivers. A public river edge space marked with a taller building could be desirable if they appropriately commemorate the roles that these rivers played to Milwaukee’s earliest inhabitants and accentuate the natural beauty of this significant location.



- 2. Moving across the Milwaukee River, the riverfront site at the southwest corner of Water Street and St. Paul Avenue offers a golden opportunity to mark what is possibly the most prominent gateway to the neighborhood. A landmark building on this corner could dramatize this threshold to the neighborhood, complement the Third Ward River Park across St. Paul Avenue, and complete one of the Third Ward’s most picturesque vistas.

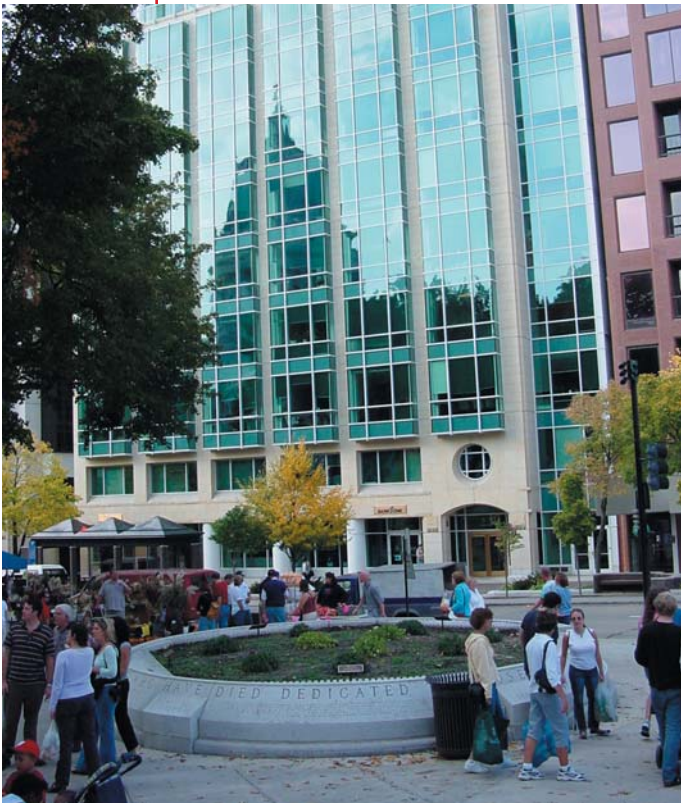


*Landmark tower with massing that transitions to neighborhood*



3. As the product of previous plans and the dedicated leadership of the Historic Third Ward Association, the third landmark building and catalytic project is almost complete. The new Milwaukee Public Market is under construction at the northeast corner of St. Paul Avenue and Water Street and expected to open in the summer of 2005. The market will continue the long standing tradition of produce business on Commission Row. Congratulations on a well executed plan recommendation!

4. Continuing east, the next landmark sites are located along St. Paul Avenue between Jefferson Street and Van Buren Street. A powerful design statement, perhaps a high-rise would serve a number of goals. It would serve to visually connect the Third Ward to taller downtown buildings and reduce the psychological distance across I-794. This promising gateway would also mark a transportation center that provides a major transit station and a “park once” opportunity from where people could walk or ride transit to their final destination in the Third Ward, Downtown, Maier Festival Park, Pier Wisconsin, and Lakeshore State Park. An important criterion for allowing greater building height would be a public open space sited to the south of the building, open to the sun and protected from northerly and westerly winds.



- 5. Traditionally, the Italian piazza is marked by a landmark building of a scale appropriate to the size of the setting. A landmark site is recommended at the east end of an extended Menomonee Street near where it intersects with Harbor Drive. A single, relatively narrow tower at this location could beautifully terminate the eastward view on Menomonee Street, identify the Italian Village, and provide dramatic views of the neighborhood, downtown and the lakefront without blocking views from other buildings.
  
- 6. The last landmark site celebrates the confluence of the Milwaukee River and Milwaukee’s third river, the legendary Kinnicinnic River, and the arrival of the mature combined river at its final destination, Lake Michigan. This site is the last buildable private site before the Milwaukee River reaches Lake Michigan and affords dramatic views of the rivers and the lake. It is located at the junction of Erie Street and an extended Van Buren Street. The Lake Bed Grant boundary defines the eastern perimeter of this site. The land use designation of this current parking lot should change from parkland to mixed-use development. On-site parking would need to be structured.

In addition, the design of this landmark needs to complement the river access site southwest across Erie Street. This city-owned parcel has been identified as a design competition site and will be designed and developed as a public space with a significant work of public art to commemorate where the Milwaukee River and harbor entrance meet.



## APPENDIX A: PHOTO CREDITS

*\* All photos are by James Piwoni, AIA unless otherwise noted*

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<b>P. 8</b>	Department of City Development	
<b>P. 10</b>	Dave Le Haye, DCD	
<b>P. 27</b>	Jen Stauber	<i>top</i>
<b>P. 29</b>	PPS (Project for Public Spaces)	<i>bottom</i>
<b>P. 33</b>	PPS	<i>bottom</i>
<b>P. 36</b>	Dave Le Haye, DCD	<i>right</i>
<b>P. 39</b>	PPS	
<b>P. 40</b>	PPS	
<b>P. 41</b>	PPS	<i>left and bottom</i>
<b>P. 42</b>	Dave Le Haye, DCD	
<b>P. 43</b>	PPS	<i>bottom two</i>
<b>P. 44</b>	PPS	<i>margin photos</i>
<b>P. 46</b>	Michael Maierle	
<b>P. 61</b>	Karen Mierow	<i>top left</i>
<b>P. 64</b>	Jen Stauber	
<b>P. 65</b>	PPS	
<b>P. 66</b>	Justin Racinowski	
<b>P. 68</b>	Jen Stauber	
<b>P. 70</b>	PPS	<i>bottom</i>
<b>P. 72</b>	DCD	

<b>P. 73</b>	PPS	<i>top</i>
<b>P. 75</b>	Dave Le Haye, DCD	<i>bottom</i>
<b>P. 77</b>	Jen Stauber	
<b>P. 78</b>	Jen Fletcher	
<b>P. 80</b>	Michael Maierle	<i>bottom left</i>
<b>P. 113</b>	Jen Stauber	<i>margin</i>
<b>P. 114</b>	Jen Stauber	<i>top</i>
	PPS	<i>middle</i>
	Eriki Daniels	<i>bottom</i>
<b>P. 119</b>	PPS	
<b>P. 120</b>	Karen Mierow	
<b>P. 124</b>	Phillip Kurz	<i>left</i>
<b>P. 125</b>	Eriki Daniels	<i>right</i>

# APPENDIX B: MATRIX

THIRD WARD NEIGHBORHOOD PLANNING REPORTS ANALYSIS MATRIX - 8 / 14 / 2003											
Note: Bold type indicates initiatives ongoing. Italics indicates initiatives completed.											
Development Objective	Bonifica Study	Millenium Plan	Third Ward Guidelines	Lakefront Access Study	1985 Third Ward Plan	Riverwalk Guidelines	1994 Lakefront Plan	1999 Downtown Plan	Island State Park Plan	Hank Aaron Trail	Menomonee Valley Plan
<b>GOALS AND OBJECTIVES PART I</b>											
A	Phased Development / Continuous, Paced, and Long Term										
B	Flexible Plan with Options. (Flexible Over Time)										
C	Learning from Surrounding Situation / Embrace Existing Context										
D	Public Benefit and Enjoyment from Sophisticated Designed Results										
E	Attract Energy, (People and Activity), from Broader Community										
F	Promote District as High Value Commercial and Residential Area										
G	Reinforce and Enhance Unique Character and Identity of the District										
H	Riverwalk Extension from Downtown to Lakefront										
I	Recognize Subareas and Improve Visual Relationships Between Them										
J	Improve Connections to District Amenities and Area Activity Centers										
K	Create Climate for Reinvestment										
L	Cooperation and Commitment of Public and Private Sector										
M	HTWA- Plan, Support and Oversee District Revitalization										
N	City- Public Improvements, Streamline Regulatory Review Process										
O	<i>Mixed Activity Zoning That Let's Market Operate Freely</i>										
P	Promote Compatible Development										
Q	Develop a Shared Vision with Neighbors and/or City										
R	Public Access to LakeFront										
S	Encourage Use of Mass Transit										
T	Bolster Local Businesses										
U	<i>Design Guidelines - Not Fixed Rules - Principles to Manage Change</i>										
V	Create New Destination Activities										
W	<i>Recognize 3rd Ward Identity as Historic Warehouses Lining the Streets</i>										
X	Street Space Design as Basis of Sustained Economic & Social Value										

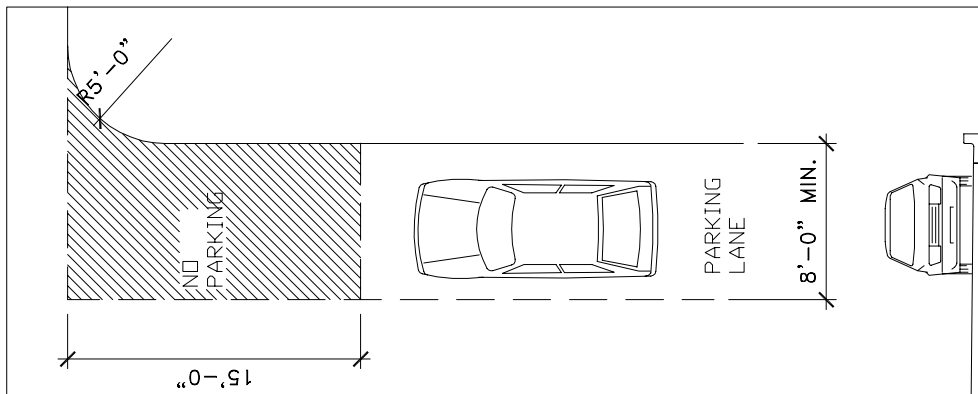
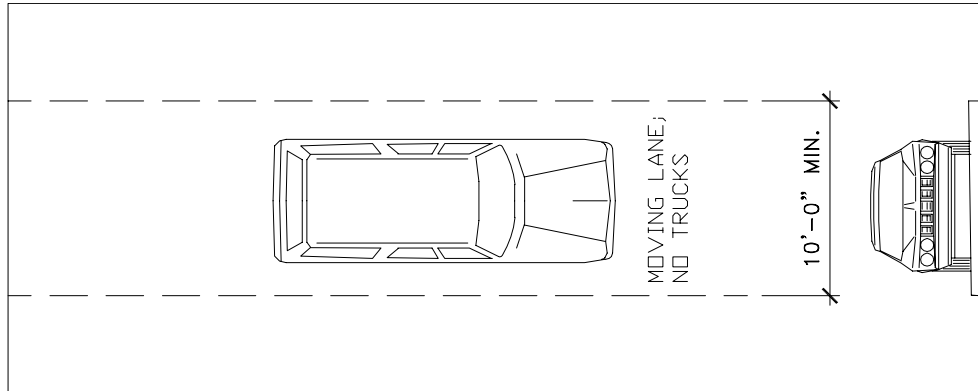
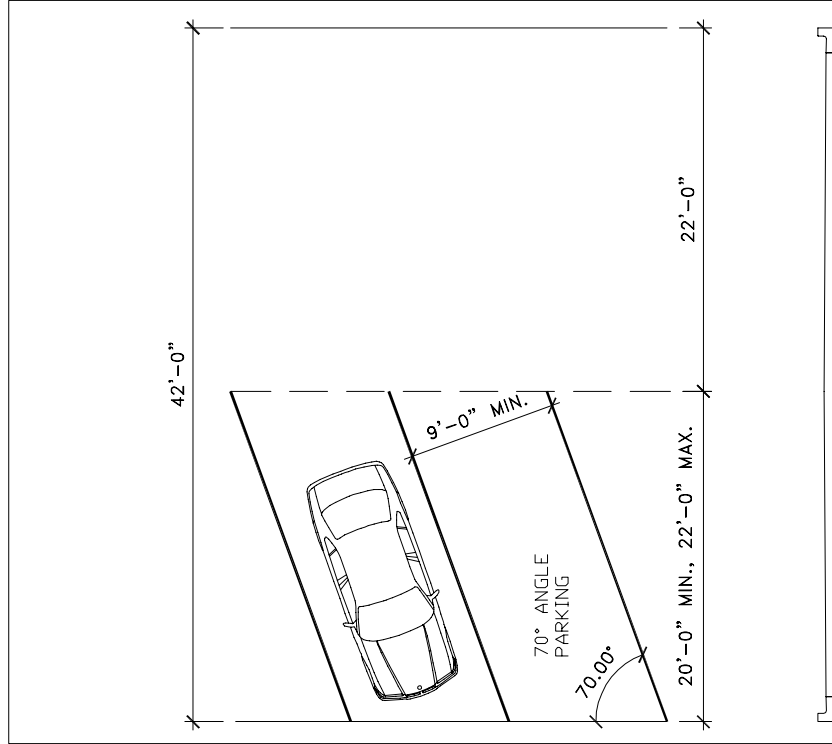


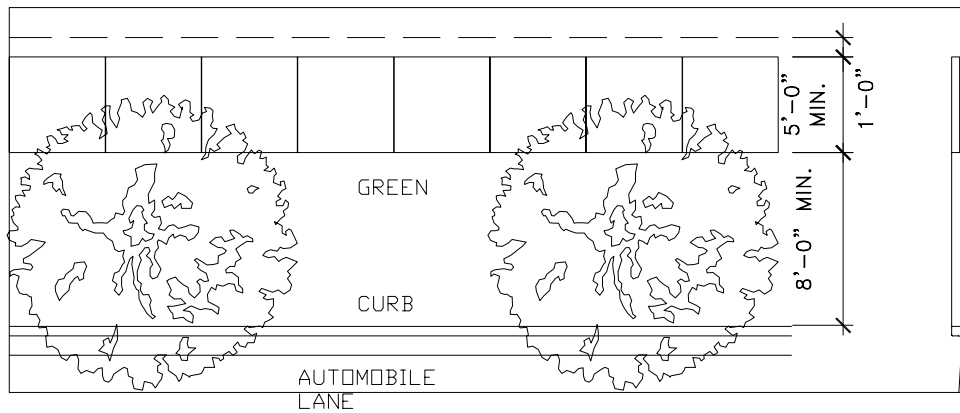
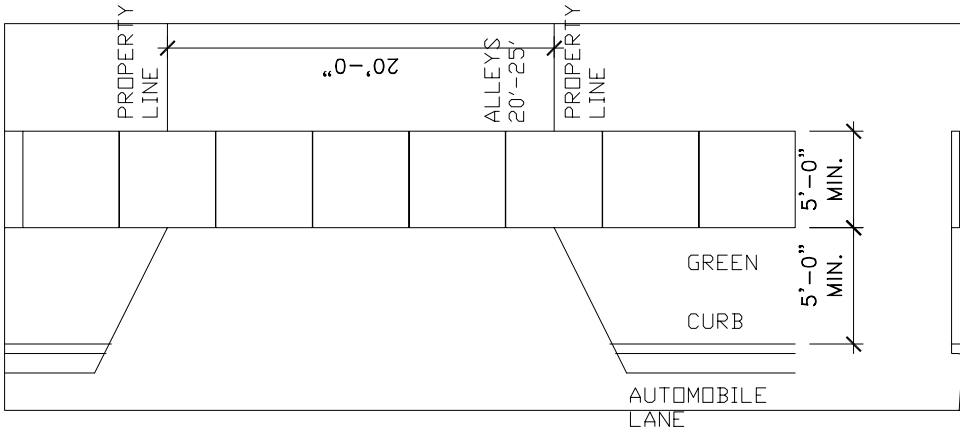
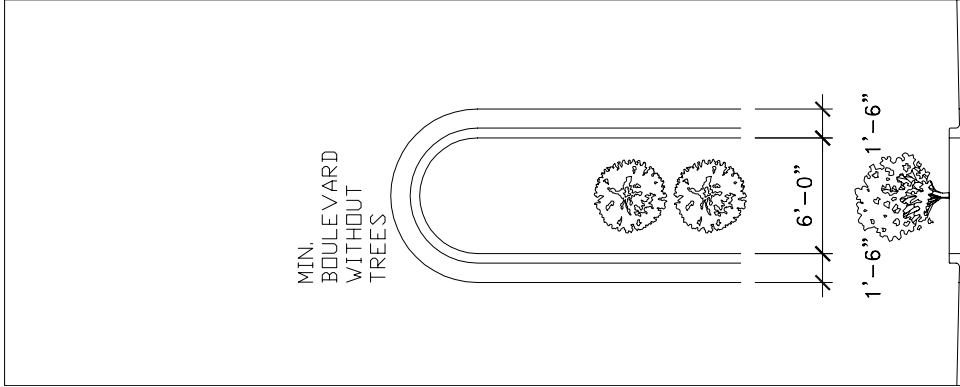
Development Objective	Design Objective	Bonifica Study	Millenium Plan	Third Ward Guidelines	Lakefront Access Study	1985 Third Ward Plan	Riverwalk Guidelines	1994 Lakefront Plan	1999 Downtown Plan	Island State Park Plan	Hank Aaron Trail	Menomonee Valley Plan
	<b>GOALS AND OBJECTIVES PART II</b>											
1	High Quality Image / Formal Elegance - A Grand Vision	●	●				●		●			
2	Source of Pride for the City / Cultural Monument / Distinct Place	●	●	●		●	●		●			
3	Encourage a Mix of Compatible Uses: Cultural, Retail, Hotel, Office, Residential	●	●	●	●	●			●			
4	Expand Lakefront Public Greenspace, Promenade, Lakewalk, Public Access	●	●	●	●			●	●	●		
5	Concentrate Energy along Select E-W Streets, (Chicago and Polk)	●	●	●	●				●			
6	Van Buren Street as a Connector and Spine with Larger Blocks on East	●										
7	Organize Parking District Wide, Parking Next to Freeway	●				●						
8	Improved Vehicular Access	●	●			●			●	●		●
9	Extend Street Grid at Italian Community Center Grounds	●		●	●							
10	Redesign Harbor Drive to Define Summerfest and Improve Image and Access.	●	●					●				
11	Jackson Street as a Connector and Focus for Residential Neighborhood	●			●							
12	Develop Buffer Along Summerfest and Freeway	●	●	●	●				●			
13	Scenic and Recreational Pedestrian Places Along the River	●		●	●		●		●	●	●	●
14	Riverfront Retail Development			●	●	●	●		●			
15	Promote Neighborhood Greenspace for Outdoor Passive & Active Recreation				●							
16	Extend Chicago Street Public Corridor For Neighborhood Access to Lakefront		●		●	●			●	●		
17	Adaptive Reuse of Existing Buildings Retaining Unique Image / Heritage		●		●	●	●		●			
18	New Infill Development Compatible with District's Special Image and Character			●	●	●			●			
19	Chicago Street Recognized as Collector - Main East West Traffic Route	●	●		●	●			●			
20	Broadway Reclassified as Local Street - Pedestrian Emphasis											
21	Open Closed Street - Van Buren to Chicago	●		●	●	●						
22	Open Closed Street - Jackson to Polk	●		●	●	●						
23	Parking Structures for Longer Term Use, (Employees, Residents).	●		●	●	●						●
24	Street Parking for Short Term Use, (Customers).			●	●	●						
25	Commercial Use Along Streets for Ground Floor of New Parking Structures			●	●	●			●			
26	Chicago Street Improved to Provide Special Identity / Pedestrian Improvements			●	●	●						
27	Marked Gateway to District- Water and St. Paul @ River			●	●	●						
28	Mark Gateway to District- Water, Broadway, Jackson & Milwaukee at St. Paul			●	●	●						

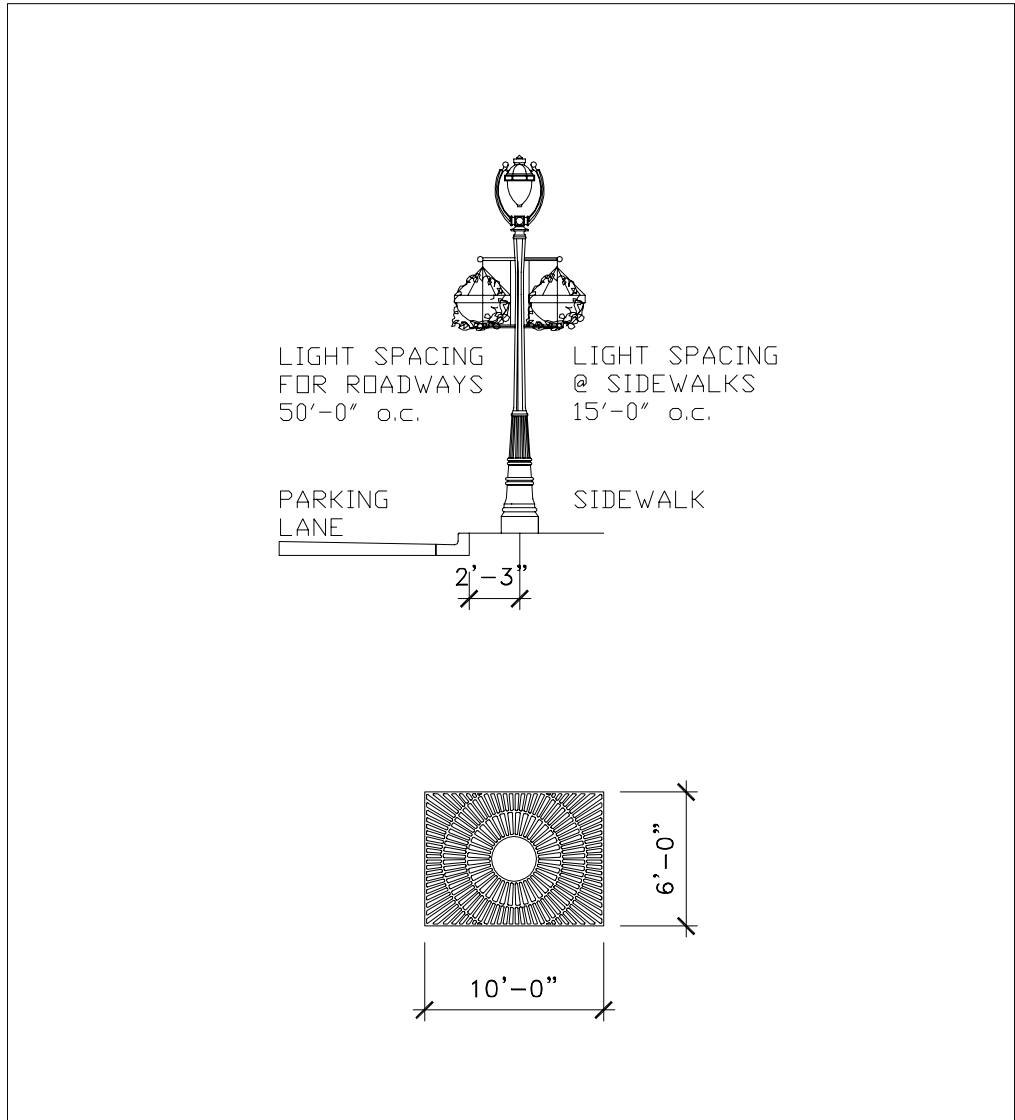


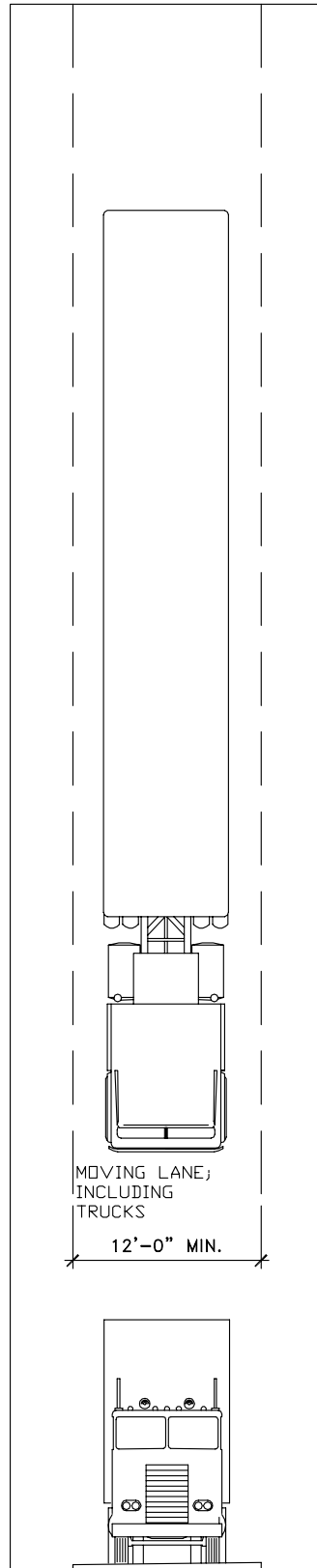
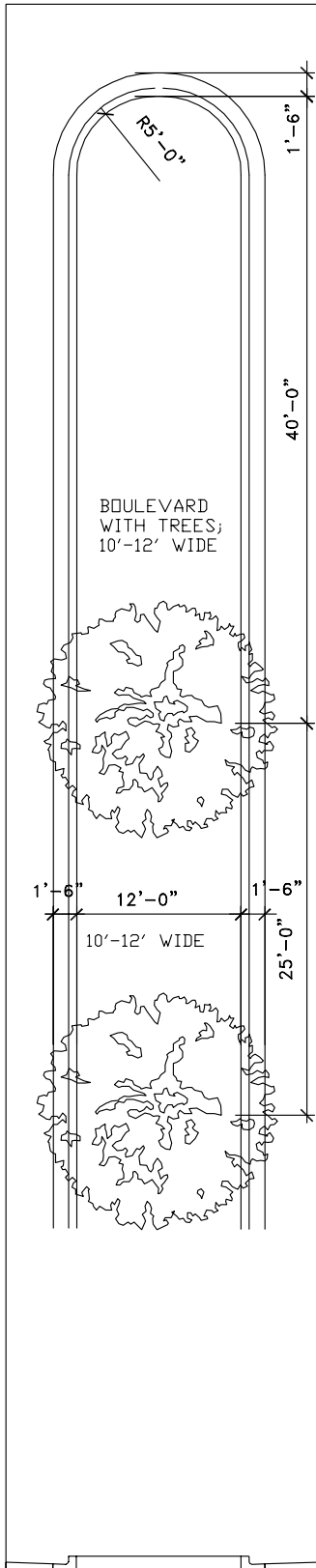


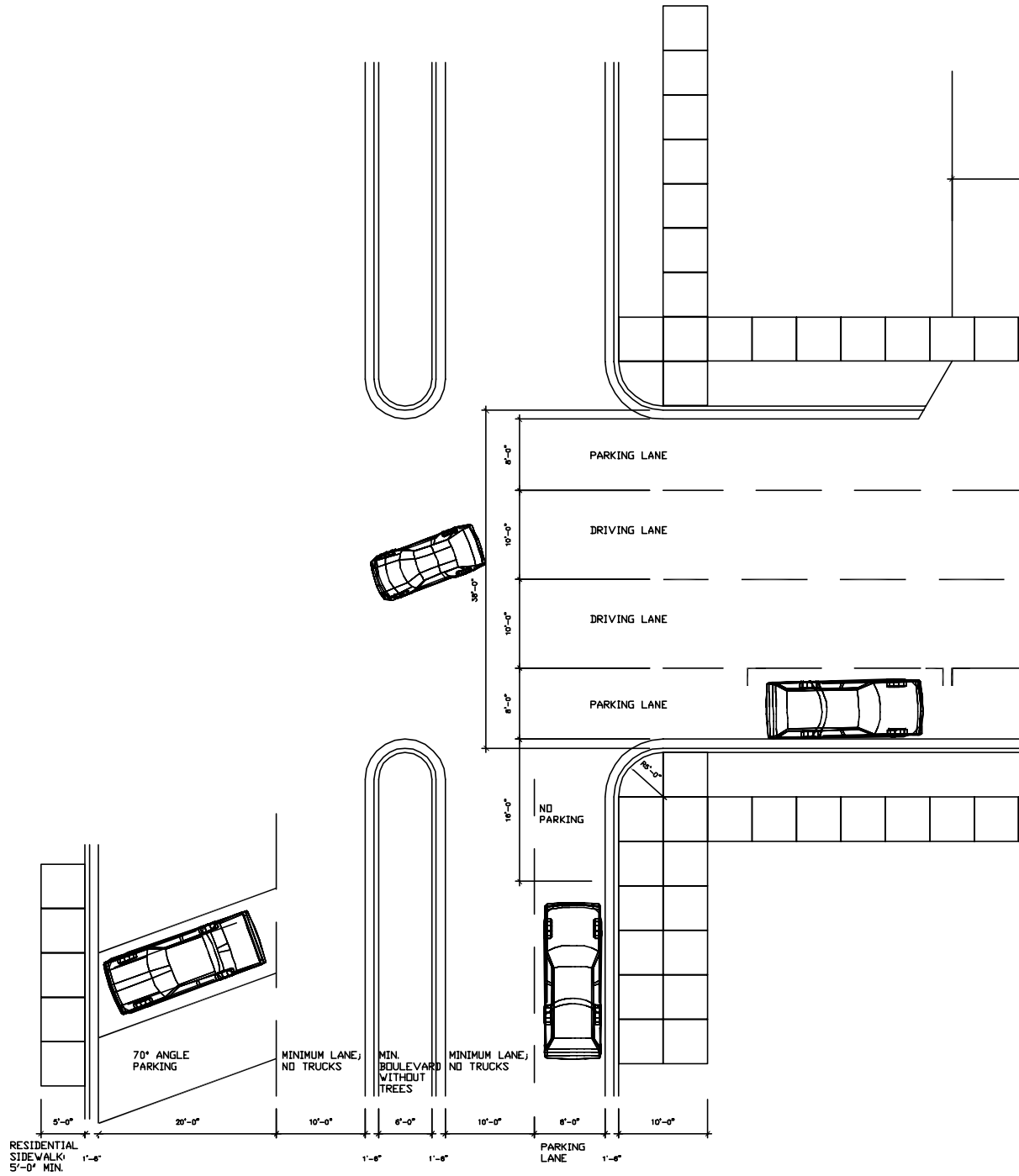
# APPENDIX D: STREET DIAGRAMS



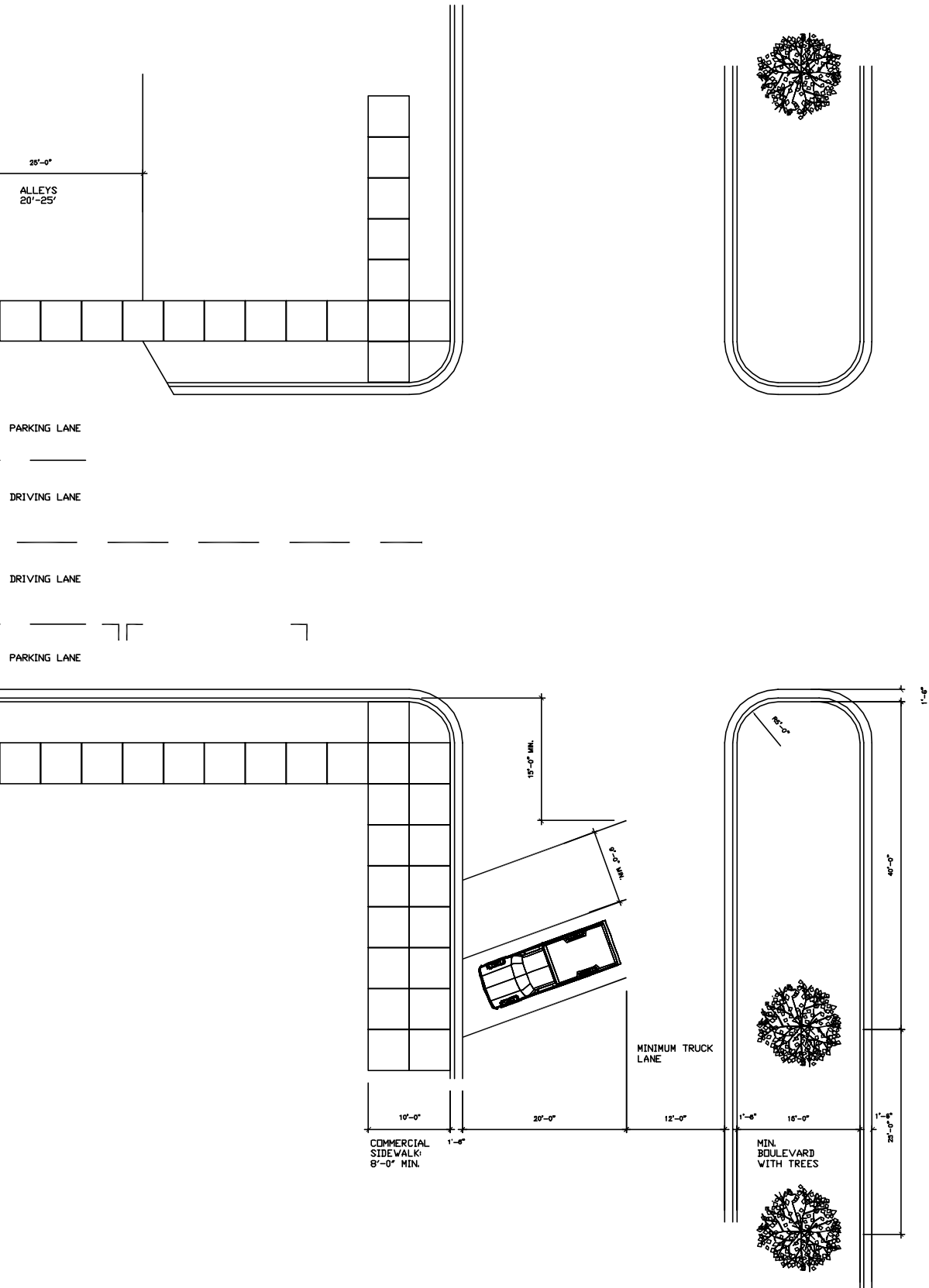


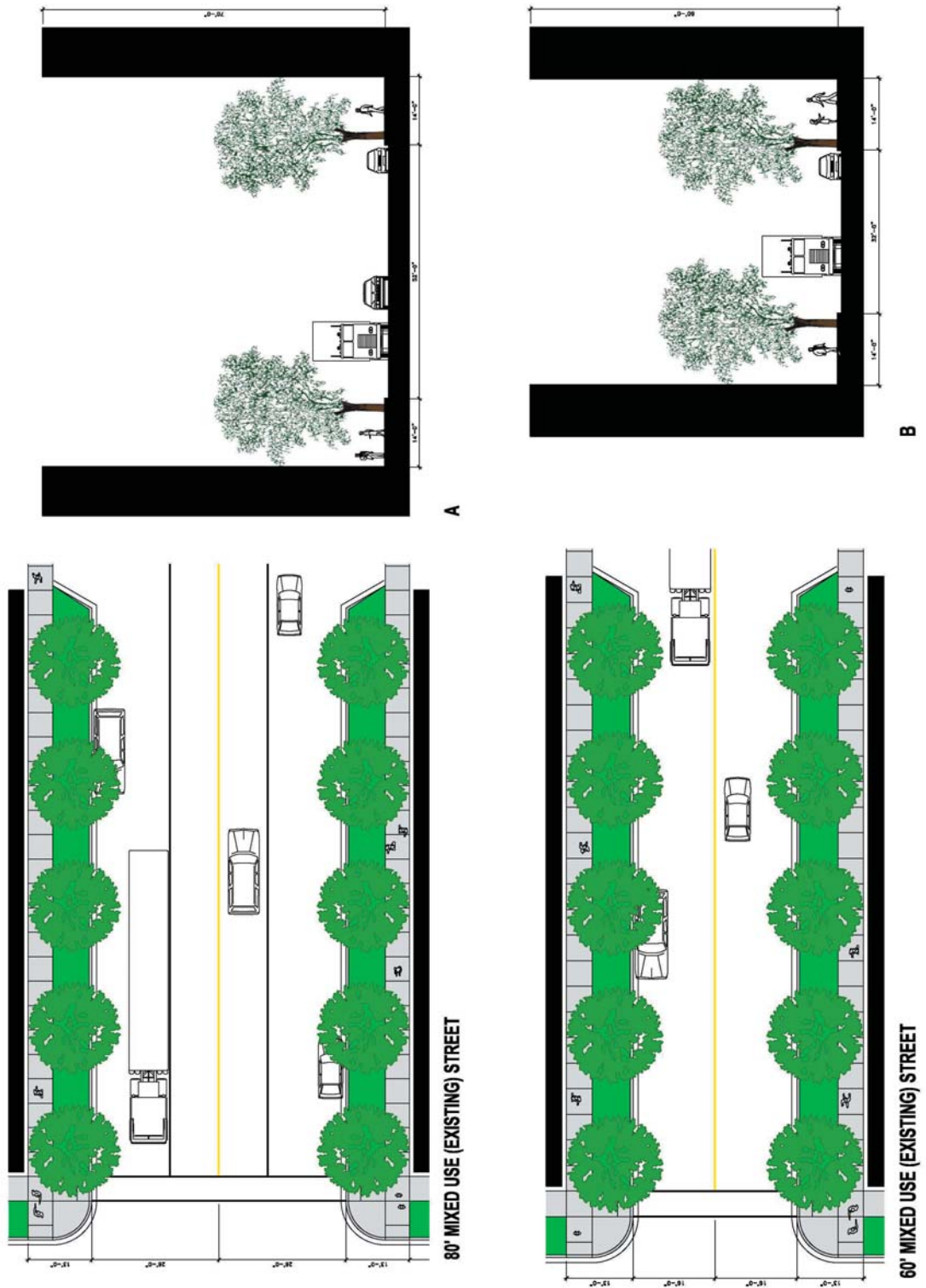


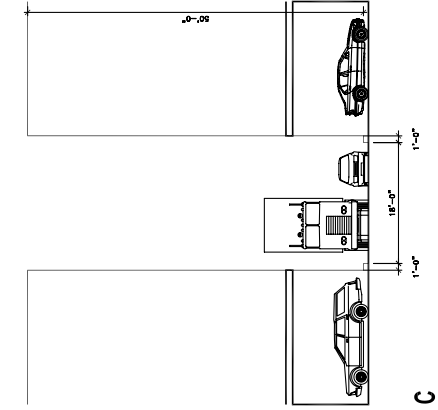




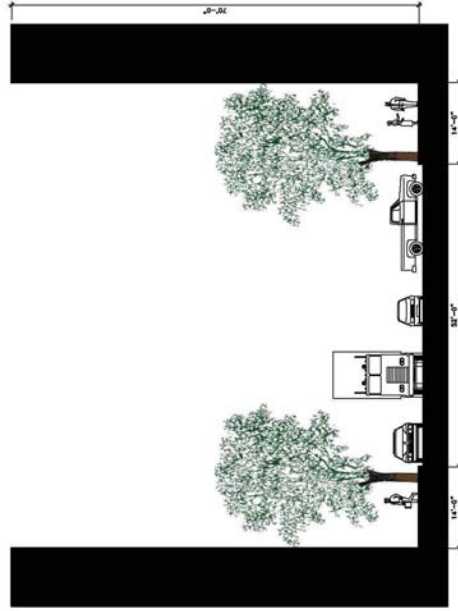




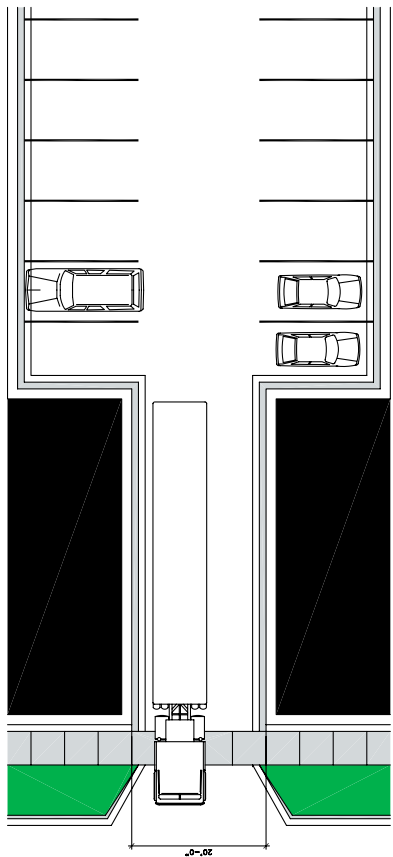




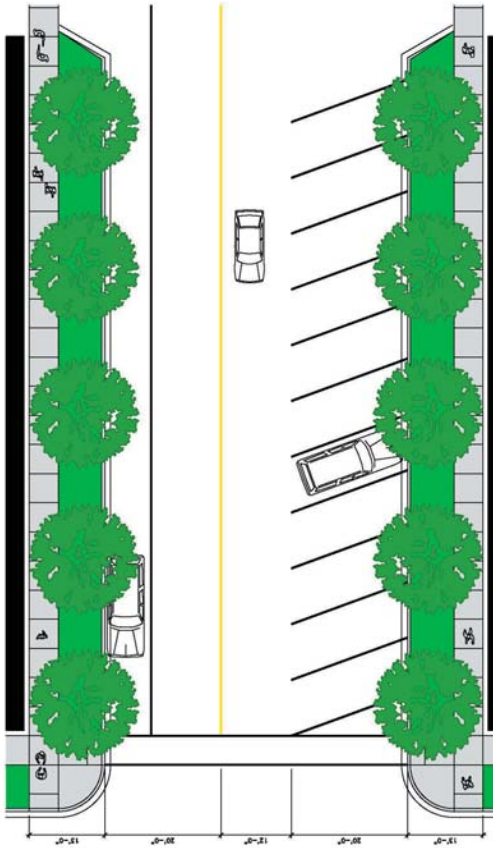
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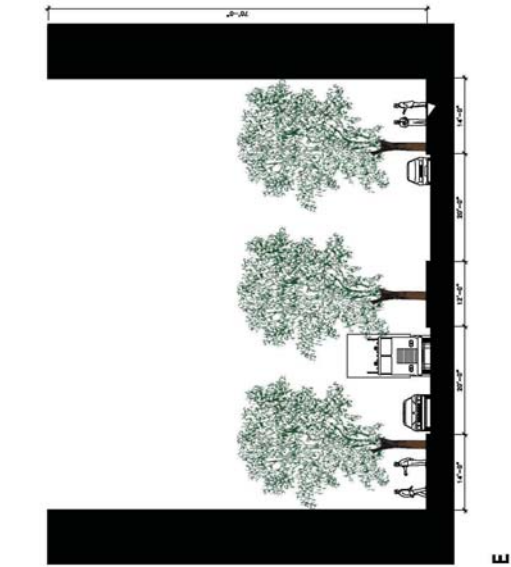
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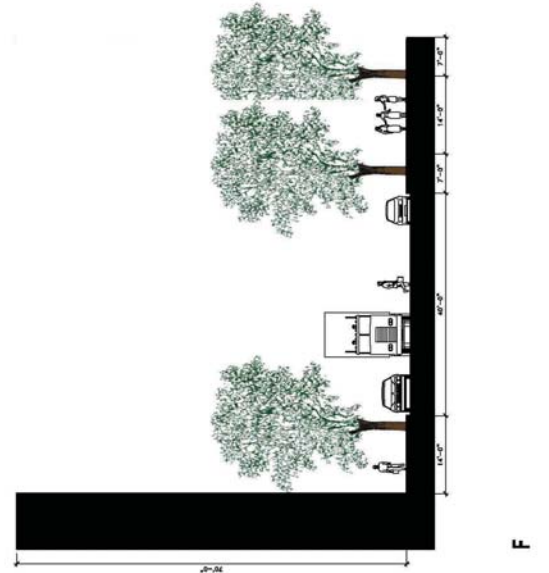
20' ALLEY



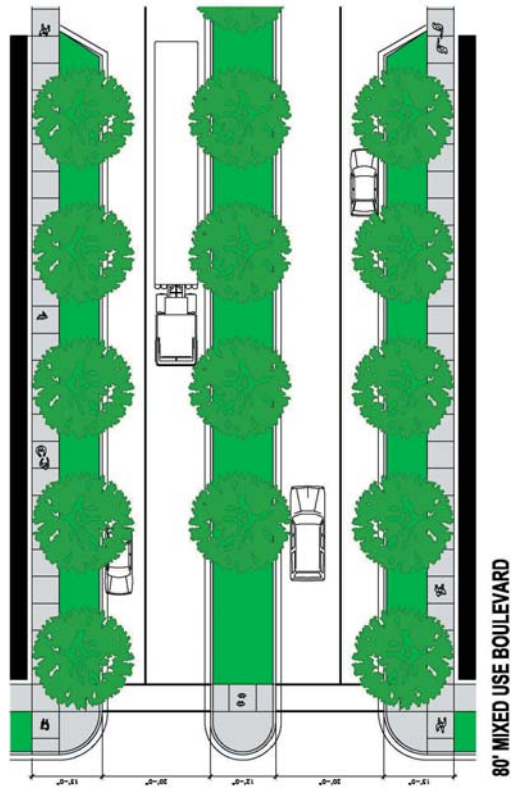
80' RESIDENTIAL STREET w/ DIAGONAL PARKING



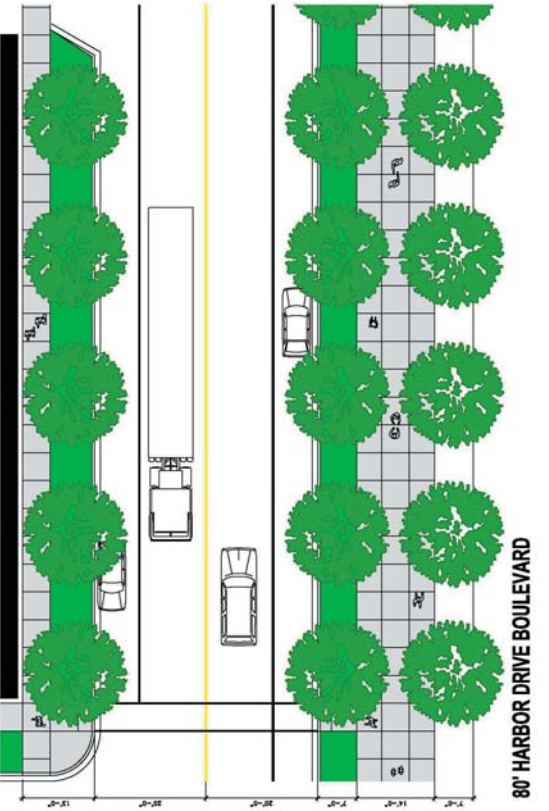
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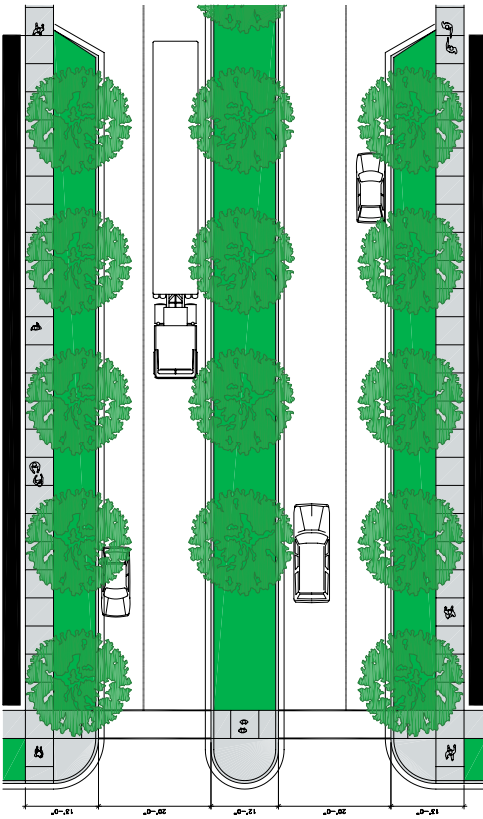
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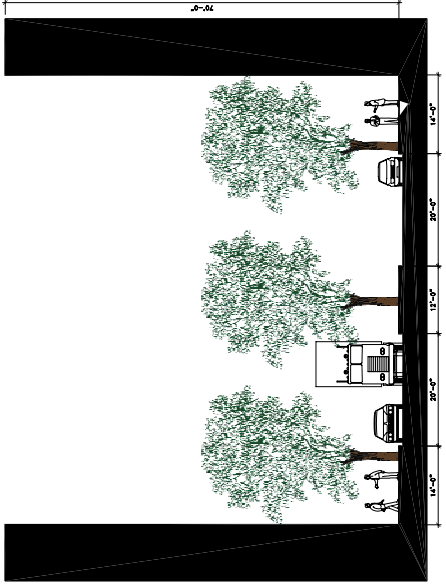
80' MIXED USE BOULEVARD



80' HARBOR DRIVE BOULEVARD



80' MIXED USE BOULEVARD



E

## APPENDIX E: BIBLIOGRAPHY

143

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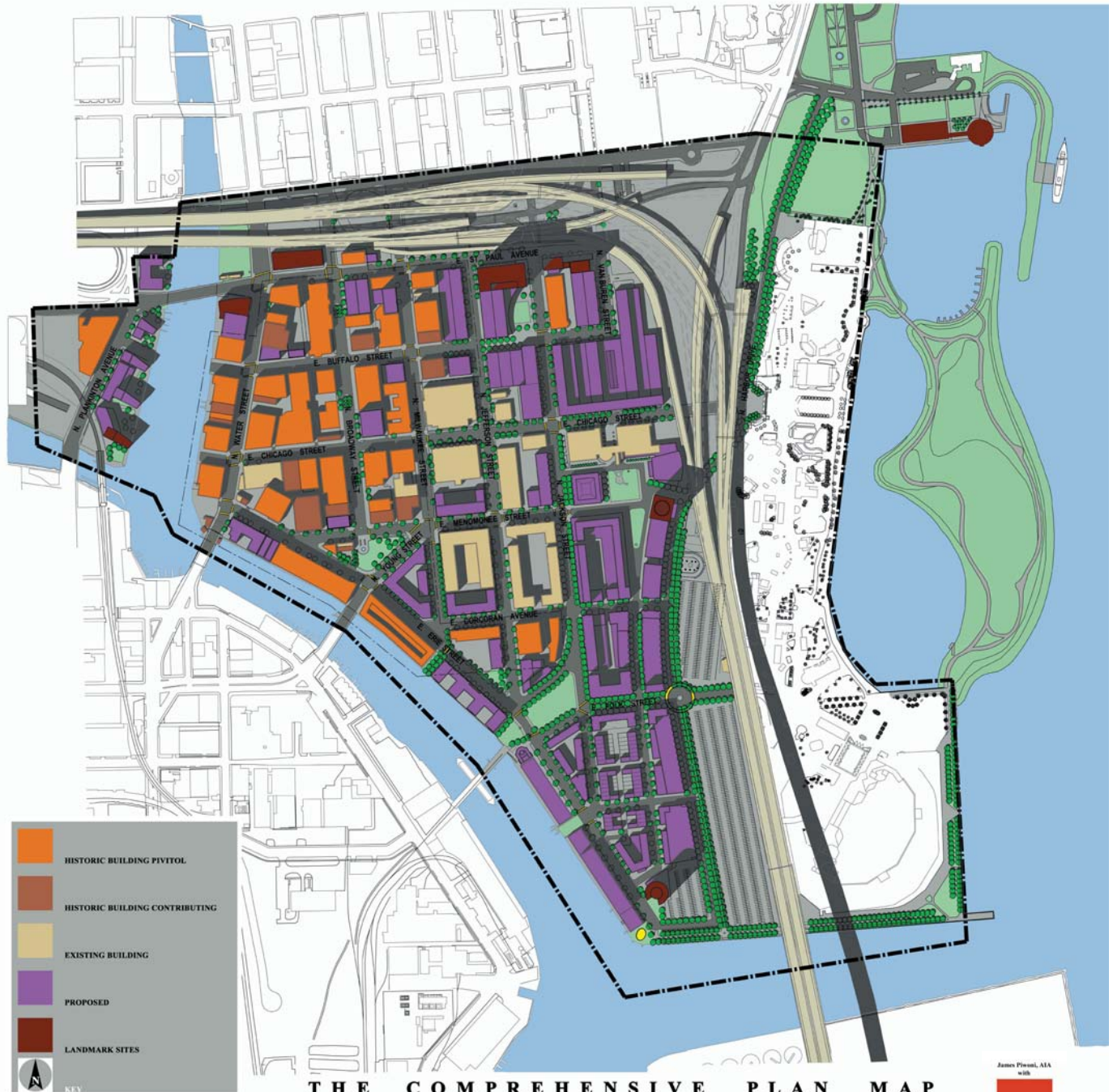
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THE COMPREHENSIVE PLAN MAP

James Pivoni, AIA  
with

