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# The Neighborhood's Catalogue: Lower East Side Planning and Design File

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# The Neighborhood's Catalogue

Lower East Side  
Planning and Design File

The Park East Design Study

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May, 1981

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THE NEIGHBORHOOD'S CATALOGUE:  
LOWER EAST SIDE PLANNING AND DESIGN FILE

Diane L. Abbott, Daniel S. Friedman,  
Michael J. Kerski & Edward F. Papp

Abstract

An example of neighborhood participation in planning and design based on neighborhood needs and priorities. This catalogue was designed to support the process of slow redevelopment over time, combined with conservation of diverse social and historical continuity and the exploration of new land and building uses. The catalogue shows how to involve neighborhoods in participation, supportive design, incremental planning, and phased development. This project was made possible by a grant from the National Endowment for the Arts.

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# Contents

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Section 1 introduces the purpose and philosophy of the Neighborhood's Catalogue.

How to Use This Catalogue  
The Park East Design Study  
Nine Principles of the Study

Section 2 discusses the urban and regional forces that influence Lower East Side life.

The City's Freeway System  
The Park East Freeway Link  
Alternatives for the Stub End  
Downtown Redevelopment and City Housing Trends

Section 3 profiles the Lower East Side and its changing community of neighborhoods.

Lower East Side Growth and Development  
Population Characteristics  
Architectural Styles  
Forces of Influence  
The Neighborhoods of the Lower East Side

Section 4 explores incremental alternative zoning plans for the Park East corridor land.

Rebuilding the Corridor  
Selected Building Types and Land Uses  
Redevelopment Analyses and Recommendations  
Key Zoning Concepts

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# Contents

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Section 5 describes the patterns of Lower East Side neighborhood blocks and streets.

Patterns: Planning and Design Guidelines  
Public Land Patterns  
Public Circulation Patterns

Section 6 describes the patterns of Lower East Side neighborhood dwellings and lots.

Building Configuration Patterns  
Private Land Patterns  
Building and Site Element Patterns  
Building Detail Patterns

Section 7 contains facts about neighborhood action and plan implementation.

Demapping the Park East Freeway  
Park West: Helpful Lessons  
Implementation: The Major Players  
Planned District Development  
Historic Lower East Side Neighborhood Association

Section 8 lists useful neighborhood resources.

Research Checklist  
Directory of Public Agencies  
City Zoning Map  
Temporary Recreational Proposal  
Neighborhood Association Survey  
Planning Checklist  
For Additional Information...  
Primary Resources

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## Acknowledgments

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This book is dedicated to the many people who have contributed ideas, information, and insight during chance conversations on the street, from telephone calls made in response to radio announcements, and in discussions at the neighborhood meetings. It is dedicated to the people of the Lower East Side.

The Neighborhood's Catalogue was made possible by a grant from the National Endowment for the Arts, a Federal Agency in Washington, D.C. The findings do not necessarily represent the views of the Endowment.

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# How to Use This Catalogue

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The problem of the Park East freeway corridor provides residents of the Lower East Side with a unique opportunity to define neighborhood needs and priorities. The Neighborhood's Catalogue has been designed to support this process. The only healthy way to repair the hole in the Lower East Side caused by the decision to construct a freeway there is to redevelop the land slowly, over time. Redevelopment alone, however, does not guarantee the health and stability of the neighborhood. In order to conserve the diverse social and historical continuity of the area, new uses for corridor land must be measured against the needs of the existing neighborhoods.

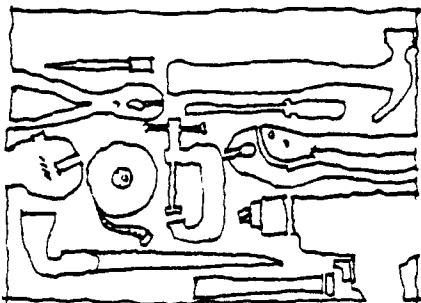
The Catalogue has been assembled to promote this idea by:

- providing a vocabulary that will help foster neighborhood participation in the complex process of redevelopment;
- highlighting the underlying potential of the entire community, particularly in relation to downtown Milwaukee;
- assembling for discussion many issues that relate exclusively to the history and experience of the Lower East Side;
- identifying and ordering the patterns of the neighborhood in order to encourage compatible design and redevelopment as well as the conservation of existing neighborhood assets;
- organizing a comprehensive file of local resources that will help ensure neighborhood access to decision-making and policy;
- establishing the basis for a common "neighborhood language" among residents, public officials, elected representatives, private developers, bankers, architects, planners, and others who may influence the future use of corridor land.

Although the Catalogue advocates neighborhood participation, supportive design, incremental planning, and phased redevelopment, it contains no "master plan." Its recommendations instead demonstrate how land would best be used to enrich the whole community. Residents are encouraged to use these recommendations as the basis for generating and guiding alternative proposals that clearly support the needs of the Lower East Side.

The best way to use this resource is to change it, beginning now. It has been arranged in open-ended sections that move roughly from the general to the specific. Unlike conventional planning and design documents the Neighborhood's Catalogue is meant to be added to, subtracted from, modified, and adjusted to include new ideas and information over time.

The Neighborhood's Catalogue



is a tool box for neighbors.

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Architecture...has no spectators,  
only participants.

--James Marston Fitch

For the past two decades, many practicing designers have been working to establish a new vocabulary of strategies intended to redefine the fundamental social role of the urban architect. Their effort has emerged as an international response to the dehumanizing consequences of pervasive "bash-and-build" renewal policies enacted to remedy the post-War abandonment of central city neighborhoods. These new policies were uniformly unsympathetic to old buildings, neighborhood history, and the delicate network of social relationships that were most threatened by the economic decline of downtown residential districts. It was strongly believed that modern, inexpensive, high-rise complexes would provide a better standard of living for city dwellers and replace deteriorated 19th century housing with a clean, antiseptic urban profile. The justification of these modern practices has all but collapsed.

Housing projects, super-highways, and other programs of the 1950's and 1960's exacerbated the very problems they hoped to solve. Rather than renewal, cities incurred new blight, alienation, increased crime, and the disintegration of the physical texture of historical neighborhoods that enjoyed virtually no protection from the wrecker's ball or from ill-advised zoning policies. Recently, however, the tide has turned. Slowly, the urban neighborhood has resurfaced as the primary building block of healthy cities. Its successful conservation, however, still requires the overhaul of all modern urban planning principles and the consolidation of many disciplines, not to mention innovative legislation, supportive financing packages, and a deep respect for the right of residents to participate in all processes that affect the quality of their home environment.

Since its inception in September of 1980, the Park East Design Study has been guided by three primary objectives: to generate and document design/development strategies that support neighborhood stability and growth; to identify and conserve existing physical and historical assets in the Lower East Side; and to promote direct neighborhood participation in decisions that will affect the future use of Park East freeway land.

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The Catalogue contains material that relates to a community of neighborhoods forming the southern portion of Milwaukee's Lower East Side. The following sections concentrate primarily on an area demarcated by Brady Street to the north, the Milwaukee River to the west, E. Kilbourn Avenue to the south, and the lakefront to the east. The Park East freeway corridor, which cuts a swath roughly through the middle of this community, extends from N. Milwaukee Street to N. Franklin between E. Lyon and E. Ogden Avenue. The eight-block strip was cleared of buildings ten years ago to accommodate the construction of the northeastern leg of Milwaukee's much-debated freeway system. A moratorium on plans to complete the freeway was instituted in Commission (SWRPC). Until the moratorium expires in 1988, any construction or development which would impede the completion of the freeway is prohibited.

Team members of the Park East Design Study began a seven-month residency in the Lower East Side community on October 1, 1980. A month later, nearly sixty local residents attended a walking tour of historical buildings and an open house sponsored by the Park East Neighborhood Studio (701 E. Pleasant St.), headquarters and resource center for the project. Between January and April of the following year, the Design Study team conducted a series of three neighborhood meetings at the Lincoln Center for the Arts, an adapted public high school located directly across from the vacant land of the corridor.

Each meeting was well-attended and each invariably added new insights and awareness to a broad range of neighborhood issues. As ideas, information, and experiences circulated, it became evident that no single architectural scheme could satisfy the difficult problems that revolved around the disposition of freeway land. The political and economic dimensions of a much larger system of values and expectations began to crystallize. All original notions of detailed architectural proposals were therefore abandoned in favor of an open-ended and highly accessible planning and design tool. Many comments and concerns expressed during the three meetings also helped to clarify two of the most important goals of this new strategy: firstly, any design and planning guide must act to deepen the involvement of residents in a neighborhood based design-review process; and, secondly, the process itself must help to strengthen

the influence of the local community in the evolution of both policy and physical development, particularly when city-born policy and private development affect the quality of neighborhood life.

Following the last meeting, new strategies were discussed, tested, reviewed, and revised, resulting finally in The Neighborhood's Catalogue. It has been designed to become a means and not an end, assembled to support a process and not a product. Its first and last job is to assist over time an on-going, entirely self-generated neighborhood action.

The Park East Design Study was inaugurated in the spirit of a wholly democratic vision of American city life. The Study views the neighborhood as a bene publico, a "public good," a commonwealth of diverse interests and a vital plurality unified by many shared values. The Study begins and ends in the service of a larger participation of citizens. Its work is designed and offered as a tool, not as a portfolio of imposed solutions.

The Park East Design Study, the Park East Neighborhood Studio, and the Neighborhood's Catalogue are parts of a public-service design project supported by the National Endowment for the Arts in Washington, D.C., a Federal agency. Work conducted in conjunction with the project has been submitted as a graduate thesis to the School of Architecture and Urban Planning, The University of Wisconsin-Milwaukee, in partial fulfillment of requirements for the Masters degree in Architecture.

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# Nine Principles

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## 1. Participation

The desire to participate is the principle strength of self-determining neighborhoods. Participation stimulates the discovery of shared values, sustains local identity, and engenders a unifying spirit of neighborhood place.

## 2. Neighborhood Voice

Broad participation in neighborhood affairs leads to a common recognition of local problems and assets. In turn, these shared recognitions help to generate a neighborhood consensus. Even with the power of consensus, however, neighborhoods do not always enjoy direct access to government. A strong neighborhood organization is often needed to augment the services of elected representation. It can act to enunciate important local issues, broadcast information to residents, and lobby for municipal reform consistent with the expressed priorities of its membership.

## 3. A Balance of Powers

In the worlds of finance and government, influence is the chief prerequisite for meaningful cooperation. Lending institutions, elected public officials, and private developers all recognize the influence of numbers. The Lower East Side, for instance, contains nearly 10,000 votes, as many or more bank accounts, over 15,000 consumers, and roughly 30 acres of highly marketable vacant land directly tied to the future of Milwaukee's central business district. With the help of numbers like these, a well-organized bipartisan neighborhood constituency will no doubt acquire considerable economic and political visibility. Numbers amplify the voice of the community.

## 4. Whole Neighborhoods and Healthy Parts

Once the neighborhood organization has secured the cooperation of policy-makers and the banking community, residents can begin to act on their own behalf to ensure that new developments and city plans support the whole neighborhood by helping to protect and preserve its parts. Neighborhood parts are made up of patterns that signify the relationship between man-made urban elements and basic human needs. If new development intends to support the integrity of the Lower East Side, it will yield its form and location from the existing patterns of neighborhood streets, blocks, yards, houses, apartment buildings, and green open space, among other important social and environmental considerations.

## 5. Conservation of Historical Assets

The Lower East Side neighborhoods embody the presence and future of Milwaukee's past. Older buildings--whether houses, schools, churches, or simple storefronts--contain the intangible flow of time and events that enhance the sensation of a special place. To disregard or undervalue the link with history offered by older buildings is to jeopardize an irreplaceable community treasure. Continuity with the past enriches human experience; it is a basic, life-giving nutrient. Neighborhoods are not neighborhoods without it.

## 6. Rhythm of Repair

Like all urban neighborhoods, Milwaukee's Lower East Side contains some areas that show signs of neglect or deterioration, others that express great care and prosperity. Small local acts of repair implemented wherever and whenever necessary work to stabilize the neighborhood streetscape. A sense of on-going regeneration favorably influences the perception of neighborhood security and promotes a safer, healthier environment.

## 7. Flexible Zoning

The best available legal medium for rezoning the Park East corridor land is described in Section 16-11 of the Milwaukee City Ordinance, entitled "Planned Development District." This zoning ordinance contains language that maximizes the potential for flexible, piecemeal redevelopment and mixed primary use (the opportunity to live, work, play, shop, learn, and worship in the same general area). As it stands, however, the ordinance is little more than a collection of well-meaning words. If the corridor is successfully de-mapped and re-zoned under the provisions of the City's Planned Development District--and if the neighborhood undertakes the responsibility to monitor new development proposals intended for corridor land--the ordinance can be used to nurse the full revitalization of the Lower East Side by helping to guide new life onto vacant lots.

## 8. Alternative Ensembles

Flexible zoning works best when it employs design proposals that reflect the existing patterns of Lower East Side community life. The traditional practice of building "large-lump" developments, whether over-sized condominium towers or stale garden apartments, can be replaced by a variety of smaller development ensembles. These "ensembles" are groups of compatible parts that may be located to contribute to a desired neighborhood totality. Small units of development are less traumatic to adjacent blocks and far easier to manage; small ensembles also offer inves-

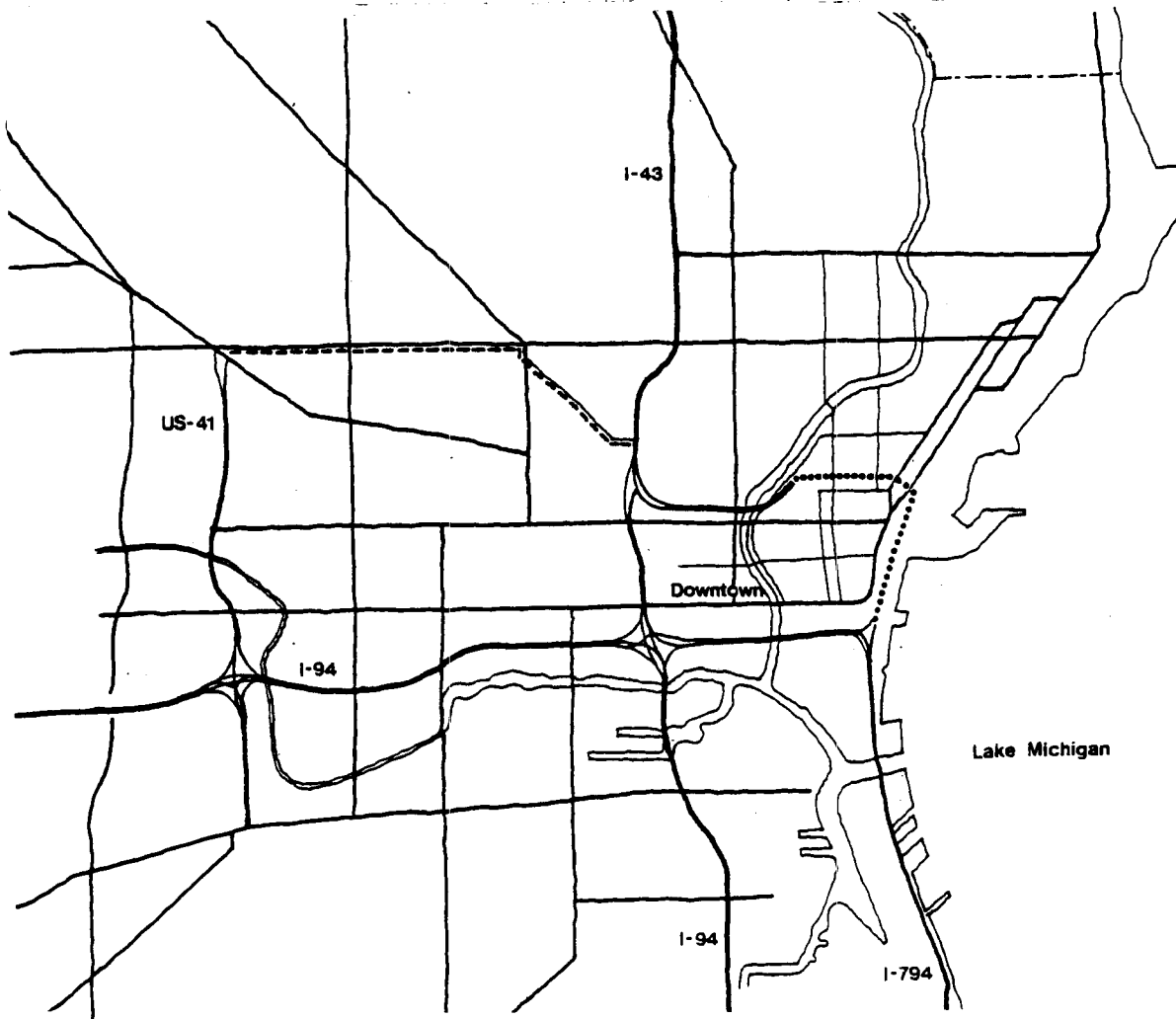
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tors a comparable margin of profit without disrupting the integrity and residential scale of the existing neighborhoods. If the neighborhood community is presented with a sufficient range of alternatives for each proposed development ensemble, it increases the likelihood of cooperation, good judgement, and fit.

### 9. Incremental Growth

The carefully fitted and phased development of a variety of small design ensembles can be modulated over time to reduce the rate (and therefore the adverse side-effects) of neighborhood change. In this manner the tendency of the older edges to "reject" newer developments is significantly diminished. Only time has the power to weld an association between physical settings and social events; slowly phased construction ensures that old and new neighborhood life will grow together with time, a new set of parts in the flow of local culture.



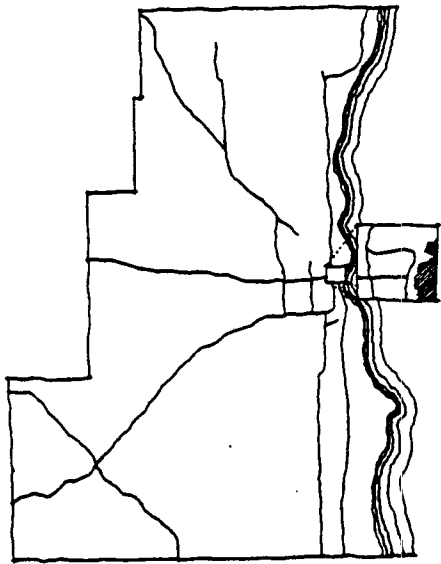


The 1950's were years of optimism and dramatic urban transformation. Young, post-War American families tended to reject city life for the less congested suburban alternative, consequently drawing critical dollars out of the downtown marketplace. Populations shifted from the center to the edge, widening an outer ring of low-density residential developments and the shopping centers built to supply it. Older city streets were slowly drained of diversity and economic life.

Policy-makers, meanwhile, began to popularize a new terminology to describe the worsening urban dilemma: "metropolitan area" grew to include the suburban populations; "inner city" generally defined dying downtown neighborhoods; "urban renewal" became the chief preoccupation of worried city governments; "ghettos"



# The City's Freeway System



frightened businesses away from the risks of inner city crime; and the "commuter" ascended as the city primary daytime tenant, bringing at best lunch-hour life to the otherwise empty urban sidewalk.

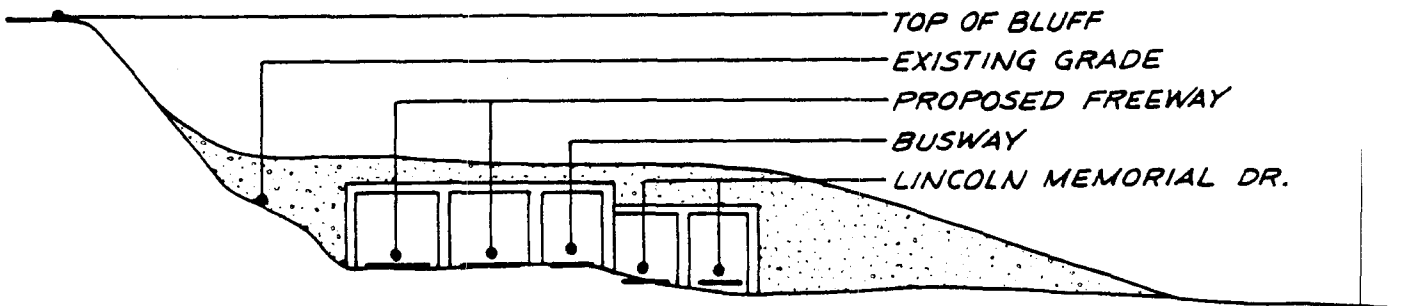
As these changes solidified, cities began to feel the pain of declining downtown retail activity. Transportation planners were called upon to help avert the collapse of the central business district. They cast new, high-speed expressways out into the sprawl with the hope of luring suburban consumers back downtown to help secure threatened city revenue. Needless to say, these new roads basically connected driveways with parking lots; entire city blocks were expediently flattened and covered with asphalt. Along with television, fast food, rock music, and the two-car family, the Fifties brought us the freeway.

Like most other cities, Milwaukee responded to the suburban exodus with roads. Two years before the Southeastern Wisconsin Regional Planning Commission was instituted, Milwaukee County transportation experts had already articulated the need for a "belt" expressway to serve the downtown retail and business district. Years of accumulated plan analysis, statistical figuring, traffic studies, and highway mapping culminated in 1966 with Federal approval for a major freeway network. The high-speed, multiple lane transportation system was designed to connect a downtown freeway loop to various key interchanges. These included the harbor bridge and a new highway south to Chicago via Racine and Kenosha, the existing I-94 south (less than six miles from the proposed highway and parallel to it), I-94 west/northwest to Madison and Minneapolis, a combination of connections with Highways 41 and 43 north/northwest towards Green Bay and points inbetween, and southwest on Highway 15 to Janesville. The proposals of the County were later endorsed and augmented by SWRPC in its 1966 transportation plan, which recommended major highway improvements and freeway implementation to accommodate the expected growth of regional traffic volumes through the year 1990.

To shorten a complicated story, the County and City began systematic demolition in the late 1960's to prepare for the construction of the recommended freeway system. An upheaval of public debate ensued as community groups and citizen organizations opposed to the freeway proposals began to challenge the legality, purpose, and consequences of the new transportation network. The unanticipated energy crisis and fuel shortage of the early 1970's exacerbated the

widespread controversy. Other issues brought to light by the dispute included the displacement of housing units and businesses, the increased cost of highway construction (particularly in urban areas), the uncertainties of population change and fluctuating employment opportunities, and the fear that additional highway construction would further encourage the emigration of city residents. On the other hand, the city's business and labor communities argued that an integrated freeway system was necessary for the economic and social health of the region and the central city. The debate has not subsided.

With buildings already demolished, land cleared, and freeway segments partially constructed, SWRPC nonetheless revised its recommendations in 1978, eliminating portions of the system and freezing the implementation of the total plan. The shift in policy, which resulted in a moratorium on Park East and other freeway segments, was preceded by a number of significant political events. Among the most important were the Federal rejection of the County-prepared Environmental Impact Statement for the West Park freeway segment, the incorporation of a Park West Redevelopment Task Force, and the subsequent demapping of the Park West freeway by then acting-Governor Martin Schreiber. Although in growing numbers planners and politicians seem to agree that the future of the proposed transportation system is at best uncertain, almost all of the yet unconstructed segments remain legally mapped. As it stands today, the Park East corridor is reserved for a six-lane superhighway.

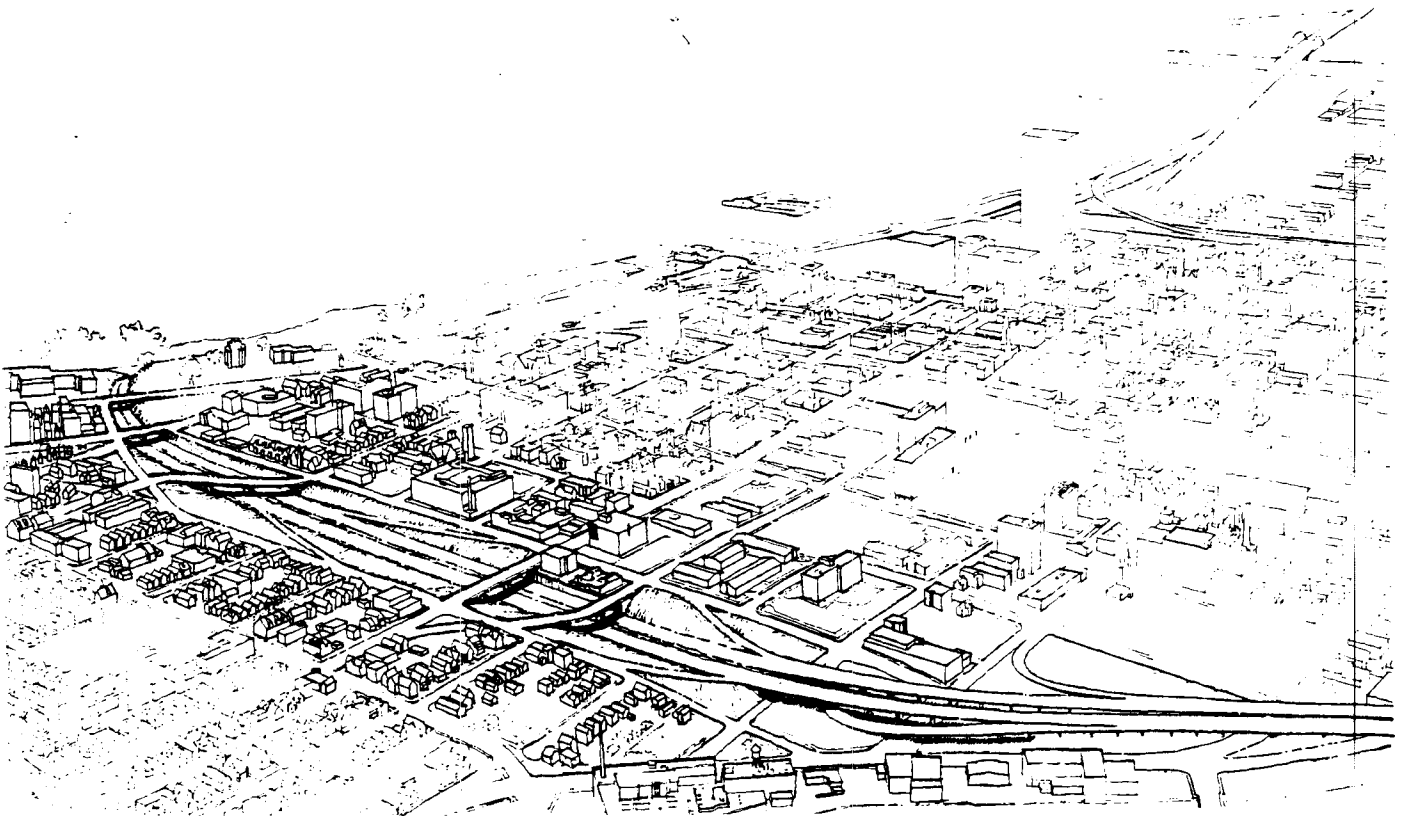


When it appeared that the Environmental Impact Statement for the Lake segment of the downtown loop was unsatisfactory, the County issued a supplement which modified the first version of the 1976 proposal with a new design. The unbuilt segment in question would extend the existing stub-end at N. Milwaukee Street

due east to the lake bluff and, swinging sharply to the south, connect it with the Hoan Bridge and related south- and west-bound interchanges. An enumeration of the consequences of this proposal may help to illuminate its impact on life in the Lower East Side and along Milwaukee's lakefront:

1. The four-lane freeway segment running parallel to the shore of Lake Michigan below N. Prospect Avenue's lake bluff would be partially hidden in a cut-and-cover tunnel approximately 2,200 feet long.
2. Construction would require the relocation of a major portion of Lincoln Memorial Drive.
3. The freeway might intensify rather than relieve traffic on Downer, N. Prospect, N. Farwell, N. Oakland, and N. Humboldt Avenue, as well as other north-south arteries, including Maryland, Holton, and N. 3rd Street.
4. The new freeway would increase adverse traffic noise up to 15 decibels over the 1974 level, particularly near the lake bluff's southward turn, and require the construction of a 5 ft. high concrete attenuating (noise-reducing) wall along its edges.

## If the Freeway Gets Built . . .



5. A 10 ft. high barrier from N. Humboldt to the southbound lane of the Lake freeway would be required to satisfy Federal highway standards.

6. The County's proposal states that "despite the use of attenuating techniques, some areas would probably still experience moderate sound level impacts," particularly the Lower East Side neighborhoods adjacent to the corridor.

7. Construction would require the disturbance of at least one-quarter of an acre of Juneau Park (as well as an undetermined amount of surrounding park land) to accommodate a large ventilating plant needed to remove toxic fumes from the cut-and-cover tunnel, which would include a 40 ft. high exhaust tower.

8. What is now the Park East corridor would be transformed into a 200 ft. wide valley of traffic.

9. The north side of the Lower East Side would be connected to its south side by five freeway viaducts--one at N. Prospect, one at N. Farwell, one connecting N. Humboldt to N. Astor, one at N. Van Buren, and the last connecting N. Van Buren to N. Jackson Street.

In a word, the construction of the freeway would do little to enhance the Lower East Side neighborhoods as they are known today. Without question, the quality of life on all blocks adjacent to the freeway's traffic would be irreversibly altered.

In response to the controversy and clearly divided public opinion, SWRPC's 1978 Annual Report described a major revision of its original transportation plan, substituting its former recommendation with a "two-tier" proposal. The Commission removed some parts of the earlier recommendation altogether. In Milwaukee County, the Commission imposed a ten year moratorium on the completion of the Stadium Freeway-South from the East West Freeway to the Airport Freeway, on the Lake Freeway from the south end of the Hoan Memorial Bridge to the Racine County line, and on the Park Freeway-East from the stub-end at N. Milwaukee Street to the East-West Freeway (the so-called "loop closure"). Additionally, SWRPC recommended that all involved implementing agencies (the City and the County) thoroughly explore low-capital investment (i.e. no build) improvements to the existing transportation network. Further, the Commission directed each agency to explore alternative plans that would terminate the existing freeway stub-ends and integrate existing freeway segments into normal arterial traffic.

In its revised "two-tier" transportation plan, SWRPC recommended that City and County highway agencies explore alternative solutions for the accommodation of anticipated traffic volume in lieu of the proposed freeway system. The Commission emphasized the importance of developing satisfactory resolutions to the existing freeway stub-ends temporarily orphaned by the 1978 moratorium. Only when it can be demonstrated that these alternatives effectively meet forecasted traffic demand will SWRPC undertake the necessary steps to remove it from the regional transportation plan for the year 2000.



The fate of the Park East freeway stub-end and the future redevelopment of the eight-block corridor are part of the same problem. Perched at the corridor's westernmost edge, the giant concrete ribbon will remain a formidable obstacle to supportive redevelopment even after the freeway is demapped.

The path of traffic through the Lower East Side area significantly influences pedestrian safety, the division of smaller adjacent neighborhoods, perceived stability, property value, crime, and residential integrity, among other factors. It has already been intimated that many highway officials regard the eastward extension of stub-end lanes into existing neighborhood streets as a favorable alternative. Should such a plan ever be implemented, it would damage the surrounding neighborhoods nearly as much as the freeway, albeit far less dramatically.

In its 1978 Annual Planning Report (Vol. 25, No. 2), SWRPC explored three alternatives to the stub-end on N. Milwaukee Street. The following excerpt describes their recommendations:

"In the Park Freeway-East corridor at least three alternatives have been proposed (see diagrams). In the first alternative, the Park Freeway-East would be extended on the cleared right-of-way a distance of about 1,200 feet. At that point an off-ramp would be constructed to E. Ogden Avenue and an on-ramp would be constructed from N. Farwell Avenue. A new surface street connection would be made between N. Astor Street and N. Humboldt Avenue. In addition, ramps would be constructed from the current terminus of the freeway to E. Ogden Avenue and E. Lyon Street, and the connections of N. Jackson and N. Van Buren Streets would be constructed between E. Lyon Street and E. Ogden Avenue.

"Under the second alternative, no extension of the freeway is envisioned. Ramps would be constructed from the existing "stub end" to E. Ogden Avenue and E. Lyon Street and the previously noted connection between N. Astor and N. Humboldt Avenue would be constructed. Under both the first and second alternatives, E. Lyon Street and E. Ogden Avenue and N. Jackson Street and N. Van Buren Street would be operated as one-way pairs.

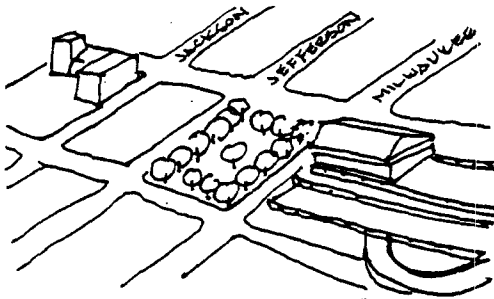
"The third alternative would involve a minimum of new construction, proposing merely the construction of freeway on- and off-ramps from the present terminus of the freeway to N. Jackson Street. Under this alternative, both E. Ogden Avenue and E. Lyon Street and N. Jackson and N. Van Buren Street would operate as two-way facilities. Similarly, the local street pattern in the vicinity of N. Humboldt and E. Ogden Avenues would not be changed."

The first alternative would have essentially the same impact on neighborhood life as the freeway itself. The second and third alternatives, while they utilize less land on the freeway corridor, would seriously jeopardize the quality of the neighborhoods located in the vicinity of the stub-end. Although the Catalogue has not examined traffic figures to support its conclusions, the proposals offered here seem to add unnecessary traffic to N. Jackson, which is only three blocks north of the existing freeway off-ramp. By observation, it would appear that the existing on- and off-ramps serving freeway traffic are satisfactory. Any additional road construction in the corridor area therefore seems redundant.

## Three No-Build Alternatives

In an effort to contribute a new dimension to the study of stub-end alternatives, the Catalogue offers the following no-build proposals. Each attempts to creatively explore the adaptive potential of the existing structure, save the last, which would cut the freeway back west of N. Milwaukee Street.

### No. 1: Adaptive Use of the Freeway Surface

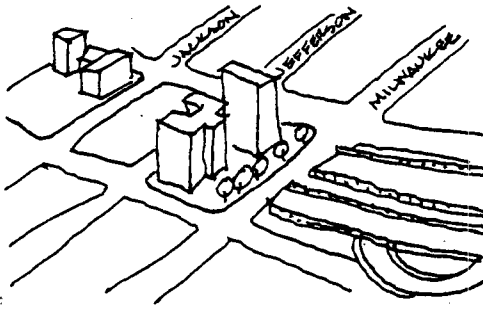


With a little creativity, it is possible to imagine the large, unused stretch of six-lane highway as the perfect surface for special pedestrian events and activities. Although the stub-end is not quite close enough to the downtown shopping district to be integrated into its new commercial program, the elevated deck could be adapted for use as a seasonal farmer's or flea market, arts and crafts fair, and other related festivities. Ample surface area located underneath the freeway could accommodate incoming and outgoing traffic routed to parking via N. Water Street; the same area could provide space for storage facilities, public lavatories, vertical circulation to and from the activity, and related services.

The stub-end rests on an otherwise vacant lot that would support the development of temporary or permanent park and passive recreational areas. Minimal landscaping, park furniture, shade trees, and other improvements would result in an amenity independent from the adaptive use of the freeway surface, but nonetheless capable of augmenting any special event. Although a permanent, sheltering facility similar to the Green Market developed on Fond du Lac in conjunction with the Park West redevelopment effort is feasible, no permanent construction would be necessary to support temporary special events. Lightweight structures, such as those used at Summerfest and the PAC, would adequately serve seasonal festivities.

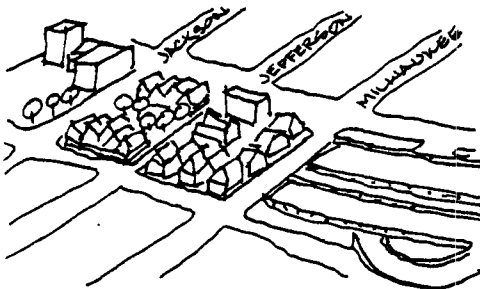
### No. 2: Integration into New Development

The freeway road surface could be easily redesigned to integrate parking space into a new high rise and midrise development constructed around the existing stub end. With ground level access from Jefferson Street, new buildings serving the residential and commercial demand might link the Lower East Side with



the new development projects planned between N. Water and N. Jefferson Streets, including the MGIC towers. MSOE, which helps to generate a greater student population in the area, could develop the site as housing located less than three blocks from its campus buildings. The school already utilized the area underneath the freeway for parking. This solution, if carefully synthesized with a variety of new development concepts, would increase the city's tax base without inviting any additional freeway-related expenditures.

### No. 3: Cutting the Freeway Back



The potential for development of the block currently occupied by the stub end introduces two alternatives that attempt to integrate the existing freeway structure into a variety of housing scenarios. The first of these would require that the unused section of the freeway be demolished and moved west beyond Milwaukee Street. This resection would free the entire westernmost block of the corridor for development of residential or even commercial high rise buildings. Mid and low rise clusters could surround higher buildings at the base and take advantage of the existing western slope of the site. The need for a strong, delineating elements at the western edge of the neighborhood is great, and the removal of the stub end might increase the development potential of in-town residences located less than four blocks from City Hall, MGIC, the Pabst Theater, and the Performing Arts Center. At any rate, the cost of dismantling this portion of the freeway would be significantly less burdensome than the cost of completing it.



## Outside Influences

Like many other American cities, land use in Milwaukee was affected by decisions made by and in the interest of persons and groups operating outside of the immediate community. Its design and layout were largely determined by speculators, developers, and industrialists who based their decisions on private profit, not on a concern for the community or environment. The city grid was simple to survey, because it provided a large number of uniform lots that were easily recorded in legal documents. Industrialists located plants and factories where they could maximize profit. Workers were usually left to secure whatever housing they could, wherever they could find it. This pattern has characterized zoning policy in the City of Milwaukee and its surrounding neighborhoods since its beginning.

In recent years, City policies and private interests have demolished whole blocks for new construction and have cleared large tracts of land to accommodate the construction of a comprehensive freeway system. Lower East Side residents have enjoyed little or no control over the City's annexation of neighborhood land. Needless to say, the power of eminent domain has profoundly affected its present day character.

## Downtown Redevelopment

Development and growth in and around the expanding central business district will play a significant role in the future of the Lower East Side. The Rouse Company, a Baltimore based redevelopment organization, is working in conjunction with the City and the Milwaukee Redevelopment Corporation to construct and manage a new downtown mall, "The Grand Avenue". It is hoped that the Mall, coupled with a number of new office projects (MGIC Plaza East, the 110 Building, the new Federal Building), will attract a greater residential interest in the downtown area.

The increasing costs of energy and automobile ownership have caused large segments of the nation's population to reside closer to their places of employment. The population that is returning to most central cities nationwide tends to represent middle and upper class younger couples and single and two person households. Milwaukee seems to be going against the national trend. Even though rents and house values are lower on the Lower East Side than the majority of the Metropolitan area, people are still leaving the central city in



favor of outlying areas. This trend has less to do with the desirability of the Lower East Side than a general preference for suburban living. To add to the decline, Wisconsin on the whole has been losing significant amounts of its population to the Sunbelt States.

## Potential Housing Demand

Trends do, however, change over time. There is a good chance that housing near the downtown area may become attractive to a large segment of the population. If a greater number of households begin to seek residences closer to the central business district, the Lower East Side will invariably serve as the major housing center for the downtown area. The new housing demand could be met with new construction and through the renovation of the existing housing stock.

New housing starts in the city and the nation have been well below normal for 1980-81. This can be attributed not only to the increases in the cost of construction, but also to increases in the cost of money, and a general scarcity of home loans and alternative financing sources. Milwaukee has recently witnessed the demise of a number of proposed condominium projects, among them the Atrium, which was to have been constructed south of the Juneau Village shopping center. The L'Hermitage condominium on the northwest corner of Jackson and Van Buren began as a developer's dream when construction started. Although every unit had been sold early in the project, when units were ready for occupancy, many buyers withdrew. Suburban projects have fared somewhat better, primarily because of lower purchase prices.

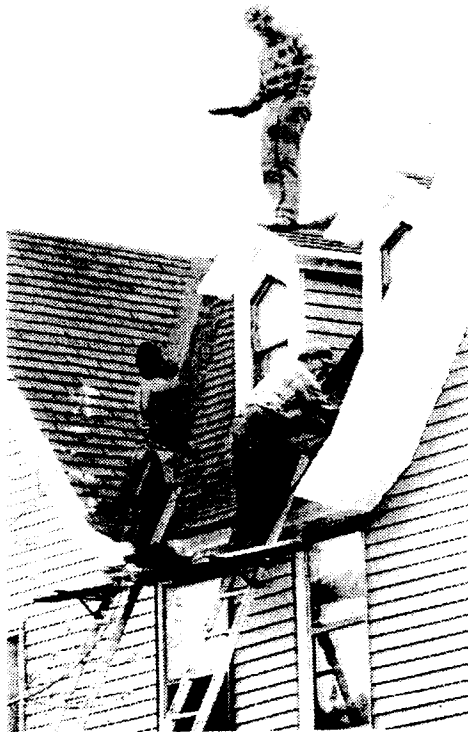
In the past few years, new apartment construction has come to a virtual standstill. Current construction policies and rents have made apartment development a very unattractive investment in today's construction market. Ironically, with the increase in condominium conversions, and the increase in the costs of homes, there will be an even greater demand for rental units. Meanwhile, the baby boom population is reaching its thirties and flooding the market with a demand for homes for their newly-formed families. Consequently, recent studies by both the city and private market consultants predict a critical housing shortage in the 1980's. Vacancy rates throughout the city and the Lower East Side verify the need for rental units: generally, projects are holding at about a 3% vacancy rate, and



a well run project may have a rate of better than 2%. Particularly in newer units, the Lower East Side has shown the highest rate of rent increase in the City (12-15%). This can be traced to the area's proximity to downtown and foreshadows the potential of a local population shift.

## Future Trends

Milwaukee is currently exhibiting trends that are somewhat unusual. The City has been losing a significant portion of its population, yet a housing shortage is predicted. The older age of Milwaukee's housing stock, and the lack of new construction, coupled with the decrease in the size of households may well lead to a shortage. What types of housing could meet this predicted demand? The Lower East Side has a large amount of older housing stock and smaller units. These older buildings could be renovated at, or below the cost of new construction. Existing smaller units could be renovated and up-dated to meet the future demand for more affordable smaller accommodations as rents increase. New condominium construction could be designed to contain smaller units. Construction costs have averaged \$62.50 per square foot for new condominiums. Smaller units would, therefore, fall within the reach of a greater number of homebuyers and would make downtown projects more competitive with suburban projects. The lower cost condominiums could serve as the starter homes of the future, as well as the last home purchased by many older people. In Milwaukee the trend has been to construct condominiums in the upper income range. Recent analysis has suggested that the more expensive units (\$80,000) will have a limited market in the future.



New apartment construction might also feature smaller units. New apartments are costly to build, maintain and finance. In order to attract the higher rents necessary to cover their costs, developers will be required to decrease the size of units, but increase their quality. They will also have to seek new and innovative ways to finance, including joint ventures, cooperative investments, and partnerships. Rents will probably be higher with any new construction, but studies have shown that long time renters will commit 25% of their gross incomes to rent for housing that satisfies their needs. Recent studies have shown that the number one concern of the tenant is location. Second and third in importance are exterior appearance and convenience to shops and schools. Apartment size was ranked sixteenth, al-

though apartment layout was ranked sixth. This stresses the significance of good location, sound construction, and well thoughtout layouts.

### The Effects of Redevelopment

The Lower East Side provides a prime location for new development and renovation/conversion. Its proximity to downtown offices, the retail district, the PAC, Summerfest, and many other cultural amenities, will make it an attractive location for housing expansion in the future. If redevelopment of the Lower East Side occurs, one must consider its effect on existing neighborhoods and their residents. If Milwaukee follows national patterns, there will be an increase in property values, speculation, housing prices, rents, and taxes. A certain amount of reinvestment is good for neighborhood growth and stability, but one must remember that a neighborhood is not only its buildings, but also its people. What makes the Lower East Side such an unusual community is its diversity, both in building types and, more importantly, people. Any redevelopment benefits should be weighed against the consequences to the community.





## The Early Settlers

The area of Milwaukee which most residents of the City know today as the "Lower East Side" is an area roughly bounded by Kilbourn Ave. to the south, the Milwaukee River to the west, North Ave. to the north, and the bluff overlooking Lake Michigan to the east. This has not always been the case. What was called the Lower East Side of Milwaukee was an area which extended north to Ogden Ave. and south beyond Spring St. (now Wisconsin Ave.) The area north of Ogden Ave. which today comprises most of the Lower East Side was predominantly cow pastures. The name "Pleasant St." was given that name because it was literally in the country. Prospect Ave. was the location of many summer homes, and those living there had a beautiful "prospect" of Lake Michigan.

The Lower East Side's institutions reflect its pattern of ethnic development. In the early days, its northernmost section, which at that time ended at Ogden Ave., was called "Yankee Hill" because of the significant concentration of families from New York, New England, and Britain. These early residents established a number of the area's churches, including All Saint's Cathedral and St. Paul's Episcopal Church. St. Mary's Catholic Church was built in 1846 by a predominantly German congregation that settled around it. In 1847 the Irish community constructed St. John's Catholic Church. By the 1850's, the Lower East Side was the heart of the City, and was the home of both the laborer and the factory owner. The children of these diverse ethnic groups attended Milwaukee's first high school, Central Milwaukee High, which opened in 1868 at the corner of Knapp and Cass Sts., presently the site of Lincoln Center for the Arts.



### Industrial Growth

The construction of a dam on the Milwaukee River east of Humboldt Ave. in 1842 provided a critical source of water power for a number of industries. Cigar and barrel factories, knitting and flour mills, and tanneries located along the Milwaukee River in response to this much needed source of power. The river also provided a means for transporting the hides and hemlock, which was used in the tanning process. The tanning industry became a strong magnet for immigrants. Albert Trostel and August Gallun formed a tanning business in 1858. With the demand for leather used in the Civil War, and a growing population, business boomed. Milwaukee soon became the leading tanning center. In 1870, Pfister and Vogel acquired the Zohrlaut Tannery on Pleasant St. and later made it their corporate headquarters.



As the industries grew, so did the city. Cow pastures were transformed into yards as the city limits were pushed north to Brady St. The Lake bluffs, once used for cattle grazing and summer homes, became one of the finest and most exclusive areas of the city. Flop houses and taverns located near the industries along the river's edge. The beginnings of a centralized downtown district along Grand Ave. forced residents farther north. Among the first businesses to contribute to downtown growth were T.A. Chapman and Northwestern Mutual Life. A large group of Kaszubian Polish fishermen moved from the Jones Island area to the land north of Brady St., attracted by jobs in the tanneries and ice houses. In 1871 they built St. Hedwig's Church on the corner of Brady St. and Humboldt Ave. The Polish community contributed Milwaukee's well-known "Polish flats" to the

varied inventory of Lower East Side housing types. The Polish flat consisted of one home constructed under an existing home. Italians began to replace the Irish community in the area south of Wisconsin Ave., and later moved north into the areas around Brady St. Business activity on the Lower East Side remained stable until the Great Depression, when many industries closed and those that survived declined. Larger houses were converted into rooming houses and many apartments were broken into smaller units.

## Decline and Demolition

After World War II, America began its migration away from the city; Milwaukee was no exception. Lower East Side homeowners were replaced by a new population of renters and investors. In the 1950's, a large Spanish speaking population lived in the former mansions in the area bounded by Van Buren, Knapp, State and Milwaukee Streets. This area was later cleared for the construction of a number of Urban Renewal projects, including Juneau Village. The Lower East Side was also hurt by the decision to clear away nine blocks of land between Lyon and Ogden Sts. from N. Milwaukee St. to the Lake bluff for the proposed Park East Freeway link. During the late 1960's, with the construction of a number of high-rise apartments, Prospect Ave. began to develop into a new "Gold Coast". Many of the remaining houses were acquired for future apartment development. Inexpensive flats and rooming houses attracted large numbers of young people to the area. Soon the Lower East Side was the center for Milwaukee's "Counter Culture". The earlier ethnic markets and other establishments were replaced by stores catering to the needs of these young people. Today, this counter culture has largely dispersed, but its influence on residents' and outsiders' perceptions of the area remains.





## A Constant State of Change



The Lower East Side has been in a constant state of change. Over the years, census data has shown a decline in the area's population, size of households, persons under 18, and property values. Contrarily, the number of one-person households and female heads of household have increased. These trends are not exclusive to the Lower East Side, but are an indication of city and nationwide changes.

The population of the Lower East Side declined greatly between 1960 and 1970, when buildings were demolished for a number of urban renewal projects and the Park East Freeway segment. Since 1970, the population has continued to decline, but at a much slower rate, close to the city average. The number of housing units increased over 31% during the decade of 1960-70. This was nearly 30% more than the city average and could most likely be attributed to new apartment construction, especially along Prospect Ave. and the Juneau Village complex. Since 1970 there has been a small decrease in the number of available units, due to demolition of older structures and a lack of any new construction.

The non-white population has continually increased, but at a rate below the city average. The Lower East Side's over 65 population was stable for a number of years, but with the construction of the elderly housing projects, and a number of subsidized housing schemes, its growth has been greater than the city's. In contrast, the under 18 population in the area has been decreasing rapidly. The city of Milwaukee's under 18 population increased 1%, while the Lower East Side's dropped 14%. The nationwide trend toward an increase in one person households is particularly evident in the Lower East Side, which had a 53% increase, more than double the city's figures.

Owner-occupancy has been steadily declining for years. Between 1960 and 1970, only 28% of the Lower East Side's units were owner-occupied, whereas the city average was 48%. From 1970-1975, owner-occupancy fell another 16% in this area, but the city lost only 1%. Average house values in the Lower East Side dropped 8%; the average for the rest of the city was an 18% increase. The average rent for units on the Lower East Side has been generally lower than rents for comparable units in other parts of the city. Much of this can be attributed to the age of housing stock on the Lower East Side. In addition, many of the existing units are

small and lack the amenities that new projects can offer. Because of the cheaper rents and smaller units, singles and low-income persons locate here. The median income of persons living in the area is half that of the city average, and the number of persons below the poverty level exceeds the city's average by 13%.

Though these statistics describe a certain set of conditions, one must remember that the Lower East Side has always been in a state of change. The 1980's may well bring about another change in the composition of the Lower East Side. Investors and absentee landlords may realize the area's potential for renovation, people may begin to take advantage of its proximity to the downtown's activities and amenities, and new homeowners and renters may be attracted to the convenience and character of this distinctive Milwaukee neighborhood.

Population	1960	16,839	4,233	741,324
	1970	12,733	5,061	717,099
	1975	11,615	5,095	699,022
% Change	1960-70	-24.4%	19.6%	-3.3%
	1970-75	-8.9%	0.7%	-6.7%
Non-White Population	1975	401	250	65,752
% Non-White	1960	0.4%	1.7%	8.9%
	1970	1.0%	1.2%	15.0%
	1975	10.7%	6.9%	15.8%
Over 65 Population	1975	2,143	1,412	75,458
% Over 65	1960	11.5%	23.6%	9.6%
	1970	22.4%	32.0%	15.7%
	1975	18.9%	27.7%	11.3%
Under 18 Population	1975	1,416	148	212,659
% Under 18	1960	26.4%	8.4%	31.1%
	1970	18.4%	5.0%	31.2%
	1975	12.4%	11.2%	31.8%
Households	1975	6,460	2,919	240,608
% Change	1960-70	8.0%	34.6%	2.6%
	1970-75	0.4%	-4.3%	1.5%
Female Heads of Household	1975	2,764	1,295	73,145
% Female Heads	1970	7.5%	4.3%	10.5%
	1975	43.2%	44.4%	30.4%
Average Household Size	1960	2.51	1.73	3.13
	1970	1.93	1.53	2.96
	1975	1.87	1.48	2.78
Number of Units	1975	6,865	3,142	251,631
% Change	1960-70	31.8%	47.9%	1.8%
	1970-75	-4.1%	-3.32%	2.3%
% of Vacancies	1975	5.4%	7.1%	NA
% Owner-Occupied	1960	28.1%	6.7%	48.4%
	1970	12.2%	5.1%	47.2%
Median Income	1960	\$4,143	\$5,058	\$5,694
	1970	5,583	11,845	8,760
	1975	5,800	9,728	11,100
% Below Poverty Level	1970	25.0%	11.3%	13.0%
Average House Value	1960	\$12,500	\$24,000	\$15,400
	1970	11,400	36,500	18,200
Average Monthly Rent	1960	\$65	\$103	\$74
	1970	87	157	95



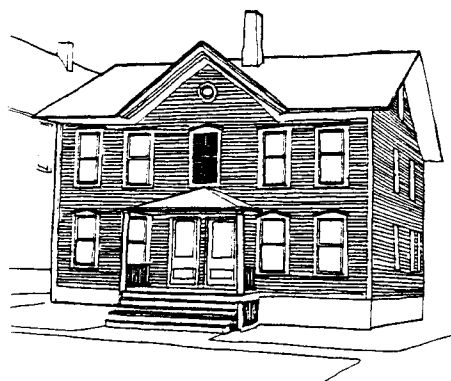
1663 North Marshall - Victorian Gothic

This house is one of three near identical houses, which were probably constructed by the same builder. Builders often used the same set of plans for a number of houses, a common occurrence on the Lower East Side. The house, constructed in 1890, is close to Victorian Gothic in style, and its characteristics include: pointed windows, massive gable, porch and eave trim, and distinctive iron cresting above its bay window.



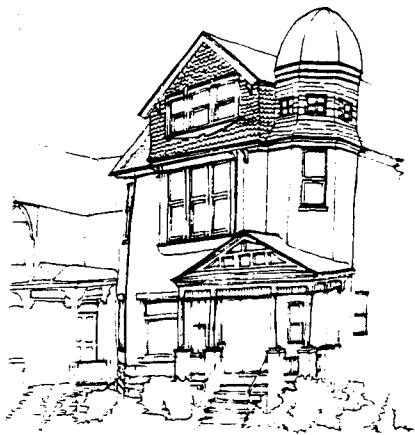
1515 North Marshall - Vernacular

"Vernacular Architecture" is a style label given to a building type common to an area, and constructed during a particular period of time. These two homes were probably constructed around the turn of the century, and are typical of the simple workers' homes built during this period of time in the Lower East Side. Generally these homes have a low pitched roof, a simple porch and minimal wood detailing. These particular two homes are also somewhat more unusual, since they were constructed on the same lot, common at the time because property was so expensive.



1697-99 North Marshall - Italianate Double House

This example of the Double House, which was a forerunner of the duplex, was built in 1895. Although not very common in Milwaukee, there are a number of fine examples of this type of house on the Lower East Side. This building is Italianate in style, with narrow clapboard siding and few details, with the exception of the small round window in its peak.



1506 North Cass - Queen Anne

This house, built in 1887, is a good example of Queen Anne, a style that is predominant on the Lower East Side. Queen Anne is typified by irregular massing, turrets or towers, the use of turned wood detailing, and shingling in the gable. This house has "fish scale" shingling, which has a scallop-like appearance.



1309 North Cass - Italianate

Named after its first owner, the John Roberts' House was constructed in 1873-74. It is a simple Italianate compared with the more elaborate Insbusch residence (1874) at 1135 North Cass. The Robert's House has the typical Italianate arched windows and bracketed cornice pierced with eave windows. This style is not that premoninent on the Lower East Side, although there are a number of fine examples of its various forms.



1518 North Cass - Classical Revival

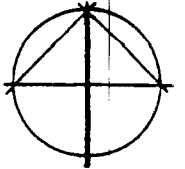
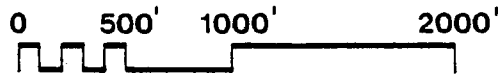
Milwaukee architect Walter A. Holbrook designed this Classical Revival house for his brother, W.J. Holbrook. Built in 1899 for \$3000, the house is similar to the many other examples of this style in the Lower East Side. One of the characteristics of Classical Revival is the Palladian window, a window divided by columns or piers into three lights, the middle of which is higher and arched at the top. Two other noticeable features of this house are the dental bands (un-carved, tooth-like projections) at the top of the second floor and porch, and the Doric columns supporting the porch.

The map on the following page depicts the Lower East Side as a city planner or pilot might see it. Text and captions throughout the Neighborhood's Catalogue will frequently refer to its streets and intersections, its alleys, blocks, edges, vacant lots, free-way land, and other urban elements within the area. Although it represents only two dimensions, it is the basis for almost all municipal decisions that relate to the use of land, traffic engineering, the delineation of political districts, and physical improvements, to name a few. Unfortunately, the dimensions of space, time, change, and perception cannot be rendered in plan.

While maps like this one help to inform urban policy, they are relatively limited tools in the formulation of zoning classifications that encourage supportive neighborhood environments. People who live on the Lower East Side share a different "map" of their neighborhoods. Unlike the planner's two-dimensional version, the resident's map contains the sensation of the area at eye-level, moving through neighborhood spaces at different hours of the day and night, frequently over many years, sometimes alone and sometimes with others. Rather than roads, the resident's map consists of feelings. It defines places that are liked and disliked, remembered and forgotten. It describes special short-cuts, personal landmarks, the addresses of friends and frequented shops, places that are noisy and quiet, sunny, or shaded. These and other points of interest on the resident's neighborhood map accumulate slowly as the details of streets grow more familiar over time.



Both types of maps are important; both deserve to play a balanced role in the process required to determine the design and development of physical settings that support human activities and events. However, until policy-makers begin to regard the hidden map of memory with equal credibility, neighborhoods will continue to suffer from a subordination to the needs of those who live outside the feelings of everyday urban life.



### Perception

Perception plays an important role in the identity of a neighborhood. Like a person's home, a person's neighborhood contains elements that evoke feelings, associations, and memory--what might be called "the spirit of place." This spirit or set of feelings tends to grow with increasing familiarity. Over time, a whole community that has grown familiar with its neighborhood begins to share attitudes which relate to the neighborhood's image and identity. One of the largest difficulties with the decision-making processes that influence the use and distribution of urban land is that they do not generally account for residents' shared feelings and experiences of the place they live.

Consciously or unconsciously, all people employ all of their senses in order to locate themselves in their environment. Preferences for one place or building over another indicate that perception (as well as taste and other individual likes and dislikes) plays a role in the choices people make about where they live and where they go for entertainment, recreation, shopping, and other activities outside the home. Whether within the limits of a person's neighborhood or beyond it, perception helps the individual to make decisions about his or her environment.

Perception, therefore, is a significant force of influence in and of itself. It not only affects the image and identity attached to a neighborhood by the people who reside within it, it affects the attitudes of many people who don't. Visitors' opinions about a place and the opinions of people who only pass by may not have a significant impact on city policy. However, if the visitor or passer-by happens to be a banker or developer, an investor, a public official, a highway engineer or anyone whose job involves the value or use of urban land, perception becomes critical. Each of these individuals invariably harbors an attitude about a place that derives primarily in his or her perception of its image (particularly its economic image). If a neighborhood falls within the sphere of interest of a policy-maker, how he or she views a place--how it is "read," how its signs of health or disrepair are perceived--could have considerable influence in decisions that determine the neighborhood's future or the value of its real estate. The Park East freeway is a good case in point.

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### Rate of Change

The rate of change in a neighborhood often affects its quality and perception. Some elements of the neighborhood change very slowly, others overnight. Dramatic changes have the potential of disrupting the natural evolution of neighborhoods. Repair, maintenance, compatible redevelopment, historic preservation, and incremental planning all tend to help slow the rate of change in a neighborhood and protect it from disruption and discontinuity. If the rate of change is evaluated as carefully as the substance of change (the physical form, location, and characteristics of new building, for instance), the normal equilibrium of neighborhood life will be less vulnerable to the adverse effects of growth and redevelopment.

### Time, Movement, and Memory

The elements that make up a neighborhood environment--open spaces and houses, sidewalks, streets, alleys, storefronts, apartments, trees, cars, people--are perceived in relationship to one another. These relationships change over time (for instance, where there was once eight blocks of buildings there is now empty space) The relationships between the different physical characteristics of a neighborhood and their location are sometimes defined by the distance between various elements or areas. Lower East Side is a fairly specific description which locates the neighborhood in relation to the central district of the city. However, the phrase "lower east side" tells nothing at all about how the neighborhood is perceived or what it contains, only where the neighborhood is located in relation to the rest of the city.

Time, movement, and memory are important ingredients of perception and equally impossible to legislate. People perceive the elements of their environment while moving either in a vehicle or on foot. Walking and driving alter the way the objects and elements along a street are perceived. Only people who reside in a neighborhood and who frequently walk its streets begin to know its elements intimately, although even they look at things selectively.

Memorable spaces and places can be both positive and negative. Elements that are noticeably different, like the freeway corridor or the Arlington Court elderly high rise, are more likely to be remembered than ele-



ments that do not stand out. Similarly, only those elements that are visible from the street tend to be seen. The life that occurs on the "insides" of city blocks--in the back yards and hidden areas behind buildings and houses--are rarely seen by people who do not live in the neighborhood. These spaces, although semi-private, are important parts of city life; they support many different kinds of activities, such as gardening, childplay, hanging the laundry, and outdoor barbeques. They serve as a good example of the types of special spaces overlooked by planners and developers who lack a street-anchored sensitivity to the intimate organization of neighborhood life.

People tend to move in sequences from one point to another--from one's kitchen to the dining room, from the house to store, from the neighborhood to the shopping mall, from Milwaukee to Chicago. If the physical elements of an area have strong, clearly defined, coherent relationships, people moving through or within the area will have less difficulty orienting themselves. When a neighborhood is coherent, it produces positive feelings of security and safety. If an area contains unrelated elements sporadically arranged that are unfamiliar or disconnected (the Menominee River industrial valley is a good example), it tends to produce feelings of disorientation and discomfort. Consequently, both residents and visitors may either remember less about the place, or remember it negatively, or both.

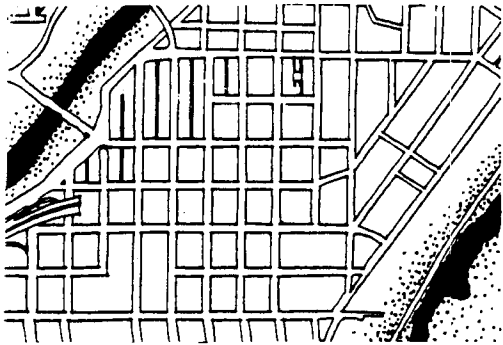
The issues of perception, time, movement, and memory work to influence individual and shared experience, the qualities of everyday living in a variety of related environments, from the privacy of the home to the crowds of the downtown shopping district. They are not often discussed nor considered when major decisions about land use and locality are made, although they are probably just as important to the health of neighborhoods as the economic and political issues which complicate city and state government. The most effective method of integrating these and other intangible but important aspects of neighborhood life into policy is through active participation in the exchange of ideas at the neighborhood level.

Shared perceptions of common elements contribute to the strong sense of neighborhood place. These elements--streets and buildings, boundaries, open space, traffic, trees, playgrounds, churches, schools, and sidewalks, among many others--often reflect the economic, cultural, and social forces that act to shape neighborhood life. The Lower East Side contains physical characteristics that have an important relationship to the perception

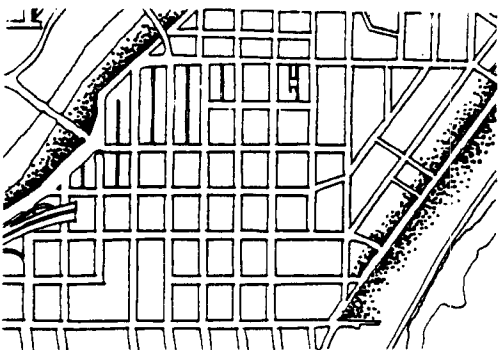
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of its neighborhoods. Some of the more significant characteristics, like the river and the lake, are briefly explored in the following discussions.

### Natural Boundaries



As they have in the past, two unambiguous natural boundaries continue to influence both the shape and perception of Milwaukee's Lower East Side. Like most 19th century industrial cities, Milwaukee tended to centralize around the intersection of rail, water, and labor supplies. Over time, this growth expanded in all directions, including northward along the shores of the Milwaukee River and Lake Michigan, dramatically affecting the settlement and use of land in between.



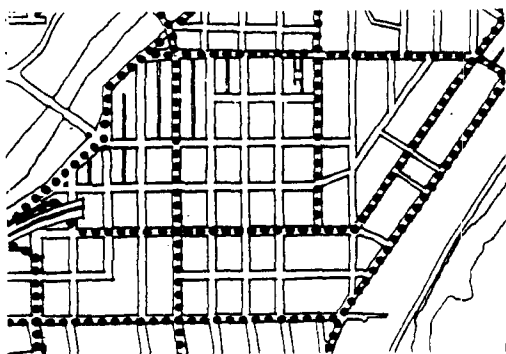
Despite their close proximity--less than a mile separates them--the shoreline of Lake Michigan and the inland banks of the Milwaukee River grew to support very different activities and land development. The river nourished the steady northeastern expansion of Milwaukee's industry. Conversely, the lake bluff attracted the city's wealthy class, prompted the linear development of leisure residences, and later witnessed the construction of tall apartment buildings designed to capitalize on its cool summer breezes and lake view. The contrast and diversity of land use along these two natural boundaries helped to shape the character of the Lower East Side.

Although a significant depression in the topography between N. Van Buren and N. Water Streets obscures the river from the sight of anyone standing east of N. Astor, the smokestacks and granaries that rise above riverfront industry reveal its dominating presence in the neighborhood's western skyline. Tanneries on the east bank and breweries on the west are the origin of the distinctive smells that occasionally permeate the Lower East Side area.

Together, the lake bluff's high-rises and the river's historical, 19th century factory facades create two "walls" that enclose the neighborhoods in between. Both boundaries clearly delineate the extreme eastern and western limits of the area. The vitality and coherence these important "walls" lend to the perception of the Lower East Side area are a part of the strength its neighborhoods have exhibited in the face of growing urban disintegration to the south and commercial instability to the north.

**Lower East Side Street Grid**

Five north/south routes carry traffic to and from downtown Milwaukee through the Lower East Side. Farwell Avenue (one-way southbound) and Prospect Avenue (one-way northbound) combine to serve the Upper East Side and northeastern suburbs; North Humboldt Avenue, which terminates at Ogden, serves the communities located on the near-west side of the river; North Van Buren carries significant traffic to and from the middle west side; Water Street, which branches off of North Humboldt just south of the Humboldt bridge, circumvents the residential area and provides alternative access to the downtown business district, the PAC, City Hall, primary east/west connectors, and South Milwaukee. Both N. Humboldt and N. Van Buren must utilize Ogden Avenue as a connecting route to points west (the freeway on-ramp) and points south (Jackson, Milwaukee, and Water Streets). The critical five-point intersection at the east end of the freeway corridor, where Franklin, Farwell, and Ogden Streets converge, is a heavily utilized juncture offering alternative access to major east/west downtown streets (south, via Prospect) and I-43 (west, via Ogden).

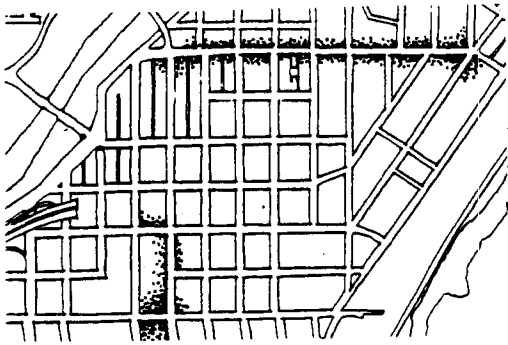


Primary east/west connectors which intersect with major north/south arteries facilitate cross-town traffic. Ogden Avenue was at one time a commercially active street serving the community which used to occupy the Park East corridor. It remains the primary connection to the Milwaukee Street on-ramp for the completed portion of the expressway loop that feeds I-43, I-90, and I-94. Two blocks south, Juneau picks up significant westbound traffic carrying it across the river to the lower 3rd Street/Highland Avenue area, MATC, and points west. It is less active and slower than the State and Kilbourn options further south. State Street tends to attract through westbound traffic, serving the PAC, newspapers, MECCA, the police station, the court house, and points west. Kilbourn's median strip and width demarcate the border between the Lower East Side residential area and the downtown business district. Prospect turns fully into it, picking up traffic with east downtown destinations, Wisconsin Avenue and Jefferson Square shops, City Hall, banks, and the retail district.

The combined north/south-east/west network, although suffering moderate congestion at rush hours, provides a secondary but essential transportation system linking near-west and East Side communities with the central business district. Frequency of use,

noise, width, and the speed of traffic along these streets tend to impede the interaction between adjacent neighborhood areas.

### Concentrations of Commercial Activity



Brady Street and N. Van Buren between Ogden and State Streets support significant concentrations of commercial activity and pedestrian traffic. On Brady, small storefront businesses, taverns, restaurants, and retail signage define the northern edge of the corridor study area and separate the upper neighborhoods of the Lower East Side from the neighborhood areas to the south. The history of Brady Street is colorful and well-known, reinforcing its perception as a special place with its own unique urban persona. Despite a troublesome economic pattern and high retail turnover, the lower portions of Brady Street continue to attract new enterprise. The markets, shops and restaurants west of the N. Humboldt intersection have evolved into the Italian retail center of Milwaukee and enjoys a loyal, growing patronage. The whole street, however, is a vital part of Lower East Side life.

The Juneau Village shopping center also attracts a good portion of commercial activity, but it is hidden from the street. Its three-level parking structure encourages the use of cars to transport shoppers, but the complex still draws pedestrian patronage from the Juneau Village high-rise apartments and the neighborhood due east. The post office located across Juneau from the parking structure serves the entire Lower East Side area. Between Juneau and Ogden, a mix of restaurants, an athletic club, Milwaukee Stratton College, and a private lounge attract selective night-time activity, but it is also removed from the street. Regardless, the commercial vitality of Van Buren and Brady influence and strengthen the perception of neighborhood boundaries. The life they bring to the neighborhood enriches the articulation of edges.

### Proximity to Downtown

The slow but steady development of Milwaukee's central business district is dramatically evident in the tall office buildings that hover above the southern horizon of the Lower East Side neighborhoods.

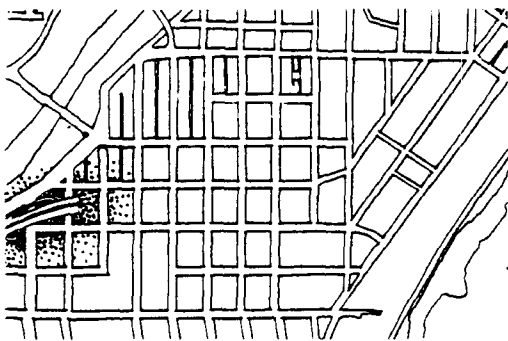
They represent both the history and future of city life. New downtown construction -- the Grand Avenue Mall on Wisconsin, the NML building, the new MGIC offices, and two speculative high-rise condominium projects -- indicate the efforts of city government and the local private sector to fortify Milwaukee's commercial future in a difficult economic season. However, not all new growth supports the conservation of healthy neighborhood life. The Juneau Village complex is a reminder of the urban renewal strategies that favored vertical privacy over next-door neighbors. These schemes, while attractive to some, tend to destroy the scale and close-knit character of neighborhood communities without contributing other street-anchored activities to replace what was demolished on their behalf.



The Lower East Side is an important part of downtown redevelopment. A renewed business district depends on a reliable flow of local consumers which the Lower East Side can provide. The area around the corridor is within walking distance of every major cultural and retail amenity in the downtown district. In-town high rise condominium proposals suggest that important lessons still have not been learned. As the pressure of new investment and residential development approaches the southern edge of the Lower East Side, the careful consideration of land use in relation to new construction will determine the character of an invaluable balance between homelife and workplace. Without this critical balance, Milwaukee and its neighborhoods will remain vulnerable to decline and decay.

## The Freeway Stub End

The concrete freeway that stops abruptly at the west end of the Park East corridor was created and built with public money by public officials ostensibly acting on behalf of the public's welfare. The government agencies that devised the freeway plan no doubt believed that it would promote the economic growth of the Central Business District. Consequently, the implementing agency charged with the construction of the freeway exercised the power of eminent domain, purchased all property in the path of the new right of way, and leveled eight blocks of city. All signs of residential life were removed from the corridor to accommodate automobiles and trucks.



The stub end symbolizes both the authority of govern-

ment and the authority of money. The portion of the freeway completed prior to SWRPC's revision of the regional transportation plan and the institution of the ten year moratorium represents millions of dollars, a great concentration of temporary jobs, and tons of material investment. Unfortunately, the stub end fail to symbolize the revitalization of downtown Milwaukee. Nevertheless, the forces that demolished the buildings on the Park East corridor still have a hand in policy. With the growing recognition that the destructive potential of freeway construction in the Lower East Side far exceeds the benefits it promised to bring to downtown businesses, it is hoped that the same hand will be extended to aid the redevelopment of abandoned neighborhood land.

### Neighborhood Conservation All of the Time

Although they do their damage at different scales, a vacant lot and an empty corridor have the same destructive impact on the perception and health of the Lower East Side. Even if one problem is easier to see, both deserve the same on-going attention. The Catalogue view the corridor not as an isolated issue, but as one major feature of a comprehensive conservation effort designed to ensure the continued vitality of the entire residential area. Conservation, by definition, is not a single issue cause; like the maintenance of a well-kept home, it goes on all the time.

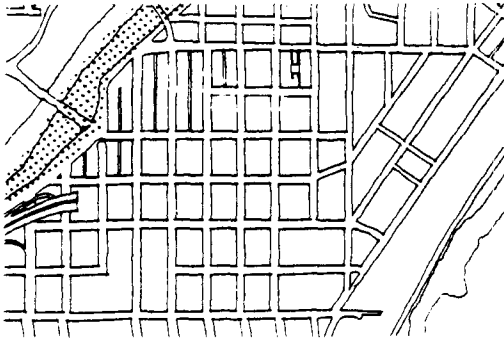
In order to facilitate a brief survey of the condition and salient characteristics of areas surrounding the corridor, the Catalogue has identified several smaller neighborhood localities that together comprise the southern portion of the Lower East Side. These localities have been influenced by many of the forces discussed on the preceding pages.

The brief descriptions that follow seek to understand the whole first by understanding its "joints," or point of connection. By no means a thorough examination, these descriptions include short diagnoses intended to initiate greater discussion and, if need be, closer scrutiny.

These areas do not necessarily represent the impressions and attitudes of residents. They are presented here only to help organize a general portrait of the areas that will inform the redevelopment of corridor land, the first priority in the full conservation of Lower East Side neighborhoods.



## The Industrial Edge



Narrative Description: The westernmost boundary of the Lower East Side is a small, linear industrial district. Running parallel to the river, factory buildings, parking lots, and other non-residential structures (some old, some new), line N. Water Street from the N. Humboldt Avenue bridge to the elevated freeway just south of E. Lyon Street. The continuity of facades is distinct on the western side of N. Water, although the eastern side of the street displays a frayed assortment of buildings that reflect the history of the area and the point of contact between residential settlement and working places. The western side of the street -- the wall of factory facades -- contains no residential land use.

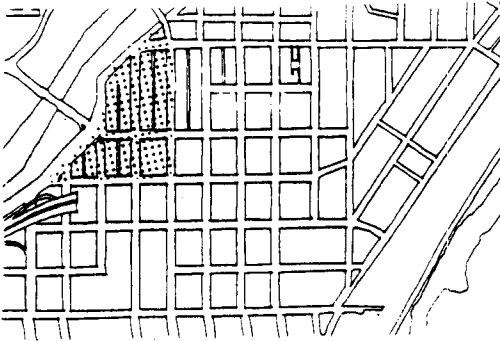


Between the elevated freeway and E. State Street, the industrial edge of the Lower East Side deteriorates, offering a good example of urban blight. A forest of concrete pylons disrupts the continuity of facades to the north and robs the street of light. Asphalt parking lots run between E. Lyon (underneath the expressway) and E. Juneau, leaving only vestigial evidence of earlier neighborhood life. On the west side of N. Water, old storefronts, small businesses, and taverns stand disconnected from the rest of the city.

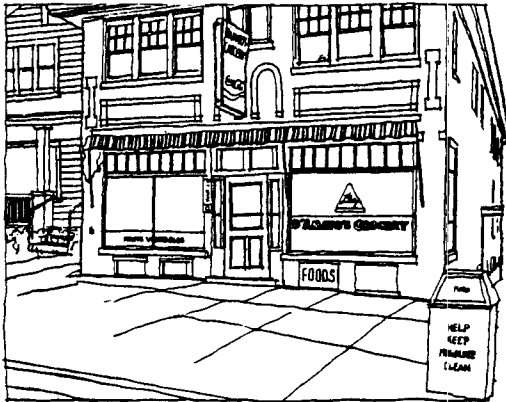
Abbreviated Diagnosis: The west side of N. Water between E. Lyon and N. Humboldt is a valuable neighborhood asset; the east side of N. Water is in need of small acts of maintenance and repair, improved landscaping south of the E. Brady intersection, and friendly walls to buffer parking and storage lots from pedestrian activity, particularly at the intersection of E. Lyon and N. Water across from Pfister & Vogel's factory; the entire area from underneath the freeway to E. State Street, which indicates the collision of modernizing downtown development, and the older Lower East Side residential area, deserves major rehabilitative analysis and improvements, well beyond the scale of this inquiry.

### N. Water/E. Brady/N. Van Buren/E. Lyon

Narrative Description: The outer edges of this part of the Lower East Side have been seriously damaged by the demolition of the corridor, the construction of the freeway, road "improvements," devalued land along the east side of N. Water Street, and intensified traffic volumes on N. Van Buren. Nonetheless, the



center of the area is not only healthy, it has become the focus of a few significant building restorations. This part of the neighborhood features a significant dip in topography, creating a bowl at the intersection of E. Pleasant and N. Jackson. Here, D'Amato's grocery store, Leonardo's Restaurant, and a small barber shop form the center of immediate neighborhood life. N. Jackson then climbs to a bluff perched well above the river and the industrial development below, to the west. It is a long street replete with trees, old houses (mostly in good condition), and a respectful commercial building at its northern end.



The E. Brady Street edge, which features a slow turn into N. Water Street, is weakened by an unsightly re-used gas station, a billboard, and amorphous landscaping. The corner of E. Brady and N. Van Buren is held by a restaurant set back from the intersection. The restaurant has erected a respectful cast-iron fence to define its parking lot. N. Van Buren between E. Brady and E. Pleasant is a long block with a healthy and continuous line of older houses with porches and characteristic roof forms, finally disrupted by the corridor.

The intersection of N. Van Buren and E. Pleasant is a traffic hazard. Although a crossing guard is stationed there during school hours, his presence does not provide sufficient control. During the course of the Study, the intersection witnessed three major collisions and innumerable close calls.

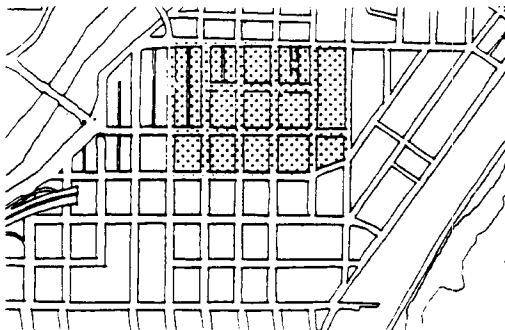
The southern edge of this area, along E. Lyon Street between N. Van Buren and N. Water, has suffered from the impact of the proposed freeway, its subsequent clearing of the corridor, and the construction of the stub-end atop the adjacent block due south. Five full blocks were cleared on the northwest corner of N. Van Buren and E. Lyon. Roughly from the alley that divides the block between N. Jefferson and N. Water, houses face a prohibitively steep embankment, a virtual wall burned to support the freeway. The end of N. Jefferson was blockaded to relieve traffic at the E. Pleasant/N. Water intersection; this anomalous cul-de-sac is the only one of its kind on the Lower East Side. Just above it, on the east side of the street, four full lots were purchased and cleared by Beatrice Foods, who own the Pfister & Vogel Tanneries. This hole is a serious neighborhood liability and symbolizes, especially to outsiders, the declining value of housing stock and local real estate. Pfister & Vogel also operate the parking lot on the northeast corner of E. Lyon and N. Water, another small piece of blight.



Although the area contains a number of unoccupied buildings, some residential and some commercial, its center seems relatively well-insulated from the forces which affect its edges. Alleys service all but the block between E. Pleasant, N. Jackson, N. Van Buren, and E. Lyon and seem to contain healthy activities, both commercial and residential. The topographical depression and slope to the west make it a distinct area within the Lower East Side.

Abbreviated Diagnosis: North, west, and particularly south edges in need of small repair and generally upgraded frontal maintenance; deteriorating houses on the west end of E. Lyon; over a half-dozen vacant lots, including a major hole on N. Jefferson, visible from N. Water Street (this hole exposes alley activity normally hidden from view and therefore hurts the image of the area); the vacant northwest corner of N. Van Buren/E. Lyon needs temporary improvements to discourage dumping and the accumulation of refuse; the intersection at N. Van Buren and E. Pleasant needs improved traffic controls to prevent accidents and soften impact of traffic volume on the neighborhood.

### N. Van Buren/E. Brady/N. Franklin/E. Lyon



Narrative Description: A large portion of the Lower East Side's residential population resides in this relatively flat, central area. Its southernmost edge runs along E. Lyon Street, facing the Park East corridor. Although many of the houses and apartment buildings on E. Lyon suffer from evident neglect and transient occupancy, many have been fully restored or are undergoing significant rehabilitation as of this writing. Selective renovations in the area indicate the growing popularity of the neighborhood.

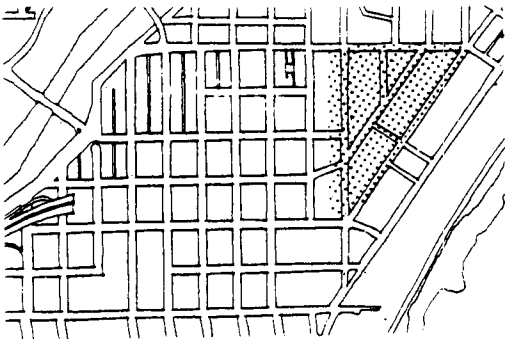
Eddie Glorioso's corner grocery at E. Pleasant and N. Astor, located roughly in the center of the area, is a well-known and widely-patronized community asset. A number of other small commercial and retail enterprises in the vicinity include a plumber, a gift shop, numerous taverns, and a wholesale food supplier. The northern portions of the area benefit from close proximity to E. Brady Street's unusual potpourri of specialty shops and restaurants.

The area contains two elementary schools, one public and one parochial. Located directly next door to each other, Cass Elementary and St. Rita's dominate the western side of E. Cass between E. Pleasant and

E. Brady. The schools overlook a full block of paved recreational facility operated by the City. The Cass Street Playground is an important neighborhood amenity currently scheduled for upgrading in conjunction with temporary improvements on the Park East corridor.

Abbreviated Diagnosis: The central portion of the Lower East Side is healthy and stable with a diverse population mix, a variety of historically significant buildings, and increasing owner occupancy; moderate building repair and upgrading needed in some parts, especially along E. Lyon; exposed parking lots on N. Humboldt just north of E. Lyon and on E. Lyon between N. Van Buren and N. Cass require visual screens; vacant lots appear infrequently, although many deserve temporary improvements and should be kept free of litter; the area's boarding houses, with a few notable exceptions, require maintenance and physical repair

## N. Franklin/E. Brady/N. Farwell



Narrative Description: Two significant features distinguish this portion of the Lower East Side from other parts of the area: firstly, the land drops in elevation between N. Humboldt and N. Franklin resulting in a highly perceivable depression that rises again slightly and stabilizes toward the Lake Bluff; secondly, the entire city grid shifts a full thirty-five degrees to the northeast, creating a series of triangulated intersections and irregular lots, particularly along N. Warren Avenue. These lots maintain an east-west orientation; consequently, the houses on the west side of the street are staggered in a saw-tooth fashion between N. Franklin and E. Brady Street.



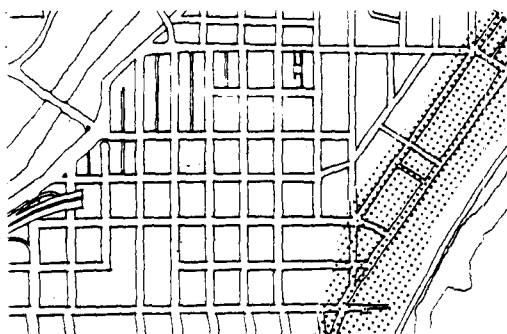
In addition to these unusual features, three anomalies interrupt the neighborhood texture: the first and least noticeable is a parking lot that occupies nearly three-quarters of the east side of N. Warren between N. Franklin and E. Albion; the second and third--the Boys Club facility and the Arlington Court elderly high-rise--are adjacent and consume almost one-half of the block between E. Brady, N. Franklin, N. Warren, and N. Arlington. The twenty-two story tower, which has a distinctive decagonal shape, is visible from almost every part of the Lower East Side.

The immediate neighborhood benefits from a small corner grocery at the triangular intersection N. Warren and N. Franklin called Tina's. Other than a few small garages used for occasional automotive repair, the

proximity of the area to Brady Street may have pre-empted additional retail activity.

Abbreviated Diagnosis: For the most part, this area of the Lower East Side is enjoying the steady rehabilitation of houses, although two vacant lots on N. Franklin and evidence of neglectful maintenance across from the Arlington Court tower indicate it is going through transition; a relatively new system of one-way streets designed to accommodate parking and snow removal has complicated the traffic pattern on N. Franklin, N. Warren, and N. Arlington; the area of the neighborhood located near the 5 point intersection of N. Farwell, N. Prospect, N. Franklin, and E. Ogden suffers from the vacancy of the easternmost block of the corridor, which has been used as a parking lot for the last few years; improved upkeep on this block (across from the gas station) will strengthen southern portion of the area; the shifted grid, as in other cities including San Francisco, Dallas, and Denver, tends to create a strongly perceived edge.

## N. Prospect and the Lake Bluff



Narrative Description: N. Prospect Avenue between E. Ogden and E. Windsor (five blocks north of E. Brady) consists primarily of larger residential buildings. The street also supports a variety of other uses, including the Wisconsin Conservatory of Music, the Allen Bradley Museum, elderly housing, a veterans organization, the Jewish Community Center, and a Montessori school. Many of these new uses have adapted larger, older houses to accommodate newer apartment developments, many high-rises, and recent condominium conversions indicate the continuing attractiveness of the lake bluff, which shows little sign of deterioration. N. Prospect carries much of the city's northbound afternoon rush-hour traffic.

N. Farwell is a street with greater diversity but significantly less stability than N. Prospect. Like N. Prospect, its buildings are larger, with a healthy selection of mid-rise apartments. Farwell supports a variety of small and large retail enterprises, restaurants, wholesale businesses, storage, medical, and other uses. The residential life seems more transient than other parts of the Lower East Side. As a principal thoroughfare, it suffers high volumes of morning southbound rush-hour traffic which may

affect the perception of the street, at least between E. Brady and E. Ogden. In the morning, the taller buildings along N. Prospect Ave. cast most of Farwell in a shadow, which may also influence the perceived stability of the area. The two cross-streets, E. Albion and E. Curtis, contain densely packed houses and appear hidden if not protected from the life of either N/S artery.

Abbreviated Diagnosis: The N. Farwell/N. Prospect/lake bluff area features a linear concentration of mid- and high-rise residential buildings generally taller and larger than the majority of building types immediately to the west of the parallel arteries; the transition from small to large scale buildings occurs roughly on the north/south centerline of the blocks between N. Warren and N. Farwell, although the edge is amorphous from the pedestrian point of view; N. Prospect enjoys stability because of its lake frontage; N. Farwell between E. Ogden and E. Brady suffers from poor morning sunlight (shadows cast by taller buildings) and periodically stultifying traffic volumes; the lack of traffic control between the two major intersections results

## The Five Point Intersection



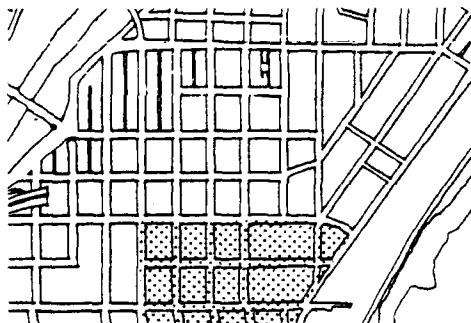
A critically strategic factor in the redevelopment of Park East corridor land will be the five-point intersection at the corner of E. Ogden, N. Franklin, and N. Farwell. This intersection is an important juncture both with respect to the perception of Lower East Side decisions that will determine the re-use of vacant land. It has been established that motorists attach unusual significance to major street junctures and their surrounding buildings, urban elements, or open space. These junctures represent a point of decision for drivers who therefore pay greater attention to the immediate physical setting.

Narrative Description: At least five discrete areas within the Lower East Side are joined at the intersection of E. Ogden and N. Farwell (which includes by association the intersection of E. Ogden and N. Prospect). These areas include the old "Yankee Hill" area, the full eight-block corridor, the triangular portion of the neighborhood delineated by N. Franklin and N. Farwell, the N. Prospect/lake bluff area, and the lake-front itself, including the Burns triangle and Juneau Parks to the southeast.

A gasoline station commands the corner west of the stoplight on N. Farwell. Beyond it, a cleared corridor block is used for parking and the storage of old cars. To the east of the stoplight is an old building with evidence of high turnover and Teddy's, a popular dance bar. The block to the east is truncated by the short extension of E. Ogden over to N. Prospect; an easterly view reveals a parking lot along the southern edge of this block, the parking lot of the Jewish Community Center across N. Prospect, and the area east of N. Prospect cleared for freeway construction. A southeasterly view reveals the Burns Triangle Park and a 1938 art deco apartment building (1260 N. Prospect), an historically significant Milwaukee landmark designed by the locally prominent architect, Herbert A. Tullgren. Due south, the famous mansions on the west side of N. Prospect are just visible. A grand view of Juneau Park, the First Wisconsin and Cudahy Towers, the Milwaukee War Memorial Art Center, the Summerfest grounds, the Hoan Bridge, the Lake Michigan harbor, and South Milwaukee's Bay View Skyline await just beyond. To the immediate southwest of the intersection, a vacant corner sits neglected and underutilized.

Abbreviated Diagnosis: The five point intersection is one of the most important in the city. It marks the gate to downtown, the gate to the Lower East Side's central neighborhoods, and a potential gate to the Lakefront recreational area; currently, the intersection is in need of major rehabilitative planning, screens for parking lots, infill for the vacant southeast corner of E. Ogden and N. Farwell, and new development for the corridor. (These and other issues will be expanded in Section 4 of the Catalogue).

### **N. Van Buren/E. Ogden/N. Prospect/E. Kilbourn**

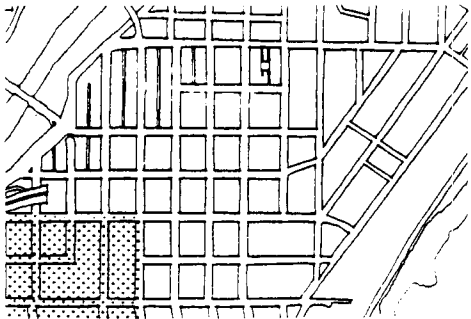


Narrative Description: This is the area historically known as Yankee Hill. It features two schools on E. Ogden and four hotels, two of which (the Astor and Knickerbocker) dominate the blocks along the north side of E. Juneau between N. Prospect and N. Marshall. East of the Knickerbocker, four of Milwaukee's most valuable architectural treasures, the Jason Downer, Francis Hintor Stephen Harrison, and Collins/Elwell mansions--grace the northwestern and northeastern corners of N. Prospect and E. Juneau. Additionally, the area contains six historic churches, each contributing a unique spire or tower to the rich skyline of the area and each located within two blocks of each other. Many other buildings of considerable architectural and historical significance may be found

within this early Milwaukee neighborhood, although its continuity has been damaged by the more recent development of mid- and high-rise apartments. The disintegration of the area is most noticeable along its western and eastern edges, N. Van Buren and E. Kilbourn respectively. The atmosphere of the area, despite its occasional incongruities, surface parking lots, and "holes in the fabric," remain a large asset to the Lower East Side. It is not surprising that the area is enjoying substantial rehabilitation and development. Its compact assortment of schools, churches, hotels, apartments, historic landmarks, prestigious high-rises, restaurants, and mansions deserve great consideration in new development strategies; its jump in scale from the area across the Park East corridor presents the community with a challenging set of problems and opportunities.

Abbreviated Diagnosis: Nearly one-third of the land in the Yankee Hill area has been flattened with asphalt for surface parking; those lots that have not already provided screens of plantings or trees should be buffered from the street; the edges of the area, particularly along N. Van Buren between E. Kilbourn and E. Ogden could become the focus of significant residential redevelopment and none the less deserves better maintenance and conscientious repair that acknowledges the historical importance of the neighborhood.

## N. Milwaukee/E. Ogden/N. Van Buren/E. State



Narrative Description: This portion of the Lower East Side, known historically as Convent Hill, is almost entirely transitional. Late 60's urban renewal projects, brand new downtown office development, older factories, older schools and residential townhouses, a small retail shopping mall, garden apartments, and new, low-rise flat roof commercial development all collide in a discontinuous collision of two urban eras. Large, vacant blocks symbolize the influence of the new. The tall Juneau Village Towers represent alternative sky-borne urban neighborhood. The campus of The Milwaukee School of Engineering resides in this area, having adapted old buildings (including the original German-American school on N. Broadway) and constructed new ones to satisfy classroom and dormitory needs. Many of the older, original residences of the area are located between N. Milwaukee and N. Broadway. These smaller, historical buildings, including the Grace Lutheran Church, sit on the shadow of adjacent manufacturing and distributing activity, demolition, and a somewhat disharmonious streetscape. They are nonetheless valuable buildings

that retain a badly-needed link to the past, particularly in an area ravaged by renewal, vacant lots, and new large-scale urban construction.

Abbreviated Diagnosis: The development of the downtown retail and office district has had a traumatic effect on what used to be an important Milwaukee residential neighborhood; older manufacturing structures and houses provide an important opportunity to reinforce the history of the city and should be conserved or adapted for new use; parking lots and vacant land create burdensome and unsightly voids in the streetscape and would profit from temporary screening, trees, and sensitive construction; the treatment of parking and the small park in front of the Convent Hill elderly care facility demonstrates how good buffering elements can improve and support pedestrian activity; the scale of the area marks the contact between the downtown and its closest east side residential neighborhoods.





The Park East freeway corridor occupies nearly 20 % of the fifty blocks of the Lower East Side community under study. It contains 21 acres of vacant land with a diverse mixture of buildings and neighborhoods adjacent to it. Because of its size, the development of the corridor will significantly influence neighboring property values, separate or unite the neighborhoods to the north and south, and maintain or change the characteristics of the populations living near its edges. The future of the corridor land is decidedly the future of the Lower East Side.



Obviously, the successful redevelopment of the nine block area is more difficult to achieve than the in-fill of any one lot or block. Standard zoning controls do little to encourage a proper fit in such large scale development. The minimal amount of regulation (Height, Setback, and Use- see Resource Section) can work adequately on small sites where new construction may not have a great impact on the neighborhood. But the development of large parcels of land, such as the freeway corridor, presents problems. Because conventional zoning ordinances specify one type of land use or height limit over an area as large as 10 or 20 blocks, they can not respond to a larger site's varying conditions. Generally, these ordinances establish maximum allowables for development, which encourages developers to build to these maximums; this creates a situation of little variation or mix of building types in an area. By establishing maximums, the city hopes to produce a strong tax base, not strong neighborhoods. The maximized development of large parcels in one area can create an over-supply in the market for one building type. This can mean that a project or the vacant land may lay dormant for years before the market opens up again. The other problem with large scale buildings is that they are inflexible--additional growth is not possible. High-rises must be built all at once, while townhouses or other small scale dwellings can be phased over time. Financing and sales are therefore easier in projects that do not attempt the immediate maximum usage of the land.

### Fluid Land Use

What is needed for the redevelopment of the Park East corridor land is an alternative to standard zoning regulations. The necessary land use strategy must be sensitive to the varying conditions surrounding the land, try to connect the neighborhoods split by the vacant nine blocks, and encourage the use of differ-

ent types of development. A fluid land use strategy which introduces the ideas of localized zoning of smaller parcels, incremental growth over time, and the flexibility of primary mixed use is recommended. To establish a fluid land use method for the corridor it is important to analyze how the adjacent land is currently used and how it is being developed. Each of the nine blocks of the corridor is affected by changing forces of influence, which include the following:

1. physical features (scale and overall appearance of buildings, topography and natural land forms)
2. building and land use (use and density)
3. perception of the location and land value (historic structures, views, and neighborhood status)
4. building market ( quantity and quality)
5. activity (noise, traffic, pedestrian movement)

If new development is to be successfully integrated into the adjacent community, it must respond to all of these constraints. Some, obviously, will have more impact than others in determining what is appropriate for each individual block. In any case, recommendations for new development must take into account the established patterns of these influences and enhance, repair, or support them where necessary.

## Opportunities for Redevelopment

Within the Lower East Side, four major types of land use are possible for the revitalization of the free-way land:

1. Residential--Low-rise, Mid-rise, and High-rise
2. Community Service
3. Open Space
4. Commercial

The most feasible land use for the vacant land is residential, since the demand for housing in close proximity to the downtown seems likely to increase throughout this decade. Because they can be phased over time and are more readily absorbed into the housing market, low-rise and mid-rise dwellings are the most preferable types of residential development. Low-rise and mid-rise dwellings are also the most prevalent building form in the Lower East Side, and new development of this scale is ideal for connecting the two sides of the vacant land. High-rise dwellings are found in only a small portion of the community and the demand for them in the Milwaukee market is inconsistent and unreliable. If the demand for high-rises increases, there are a few locations on the Park East land where their scale would be appropriate.

Within the nine block stretch of vacant land, there are areas where residential use would not be desirable. These areas can accommodate community service facilities, open green space, or commercial uses. Additional green space or community services may become necessary if the area's population grows. The need for more commercial facilities on the freeway land is less predictable. The downtown shops and the Brady Street commercial strip suffer from fluctuating markets and are undergoing revitalization. Their health and success is more critical to the Lower East Side than introducing new commercial development on the freeway land.

## Low-Rise Dwellings

Only a few houses and row-houses remain in the area between the freeway land and the CBD. The majority of low-rises are situated north of the freeway corridor and west of Farwell Ave. They dominate the quieter secondary streets of the Lower and Upper East Sides of the City.



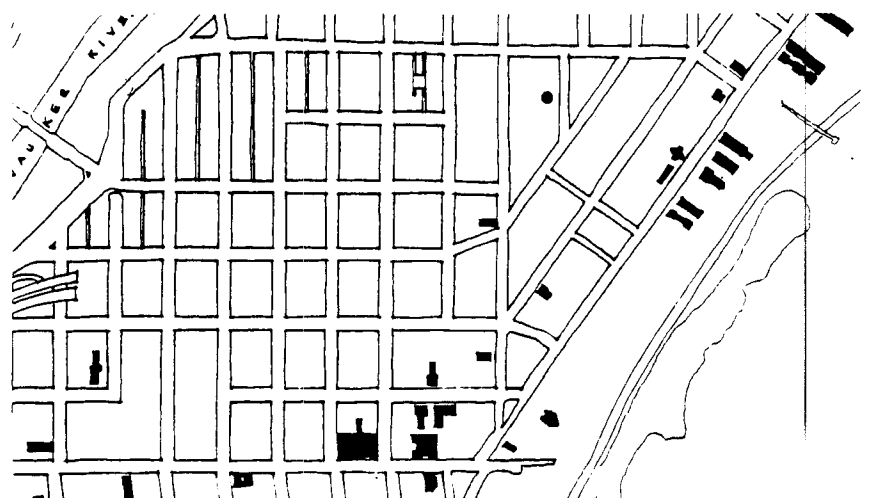
## Mid-Rise Dwellings

Larger mid-rises can be found along heavily traveled streets, like Farwell Ave., Prospect Ave., and Van Buren St., and south of the freeway land in areas near the CBD. Many smaller 3 and 4 story walk-ups are scattered among the low-rises north of Lyon St.



## High-Rise Dwellings

The majority of high-rise residential buildings are located to take advantage of interesting vistas or in areas where land values and housing demand are high. These circumstances occur along the edge of the Lake Bluff and in the areas adjacent to the tall office structures of the CBD.



## Low-Rise Dwellings



Low-rise dwellings are those buildings that are 1 to 3 stories in height and have a private ground level entrance. Single-family, duplex, four-plex, townhouse and row-houses are all considered low-rise. Other physical features common to low-rises include: minimal internal circulation, no elevators or corridors, two or more exterior walls, a private yard or outdoor space shared with one other unit, and an articulated building form where attention to detail is evident. Owner-occupancy is common in this building type.

These types of buildings are usually street related; they promote surveillance of street and sidewalk, and encourage community interaction along those streets with slow-moving traffic. The interiors of blocks are broken into smaller backyards, which maximize the use of every piece of open space. With the street functioning as community space and private outdoor space provided by yards, public parks are not a critically needed service. Other community benefits of low-rise dwellings include: high levels of street edge maintenance, less dense living conditions, and smaller parking areas. Garages off of alleys are another way the car can be kept less obtrusive.

The major asset of low-rise dwelling is privacy, inside and outdoors. The easy access to outdoor space and contact with fellow neighbors are especially attractive to households with children. The problems which most low-rises present are that they're not easily affordable and they require outdoor maintenance. This type of residential unit is not desirable on heavily trafficked streets or adjacent to tall buildings, both of which hinder privacy.

## Mid-Rise Dwellings



Mid-rise dwellings are 3 to 6 stories in height, with an exterior entry shared among 6 or more units. The common entry, small unit size, and lack of owner-occupancy distinguish the 3 story low-rise from the 3 story mid-rise. Popular schemes for this building type include the walk-up, double or single loaded corridor, and enclosed courtyard layouts. Most often the units will only have one outdoor orientation with corner units having two exterior walls. Outdoor space is limited and at best a unit will have a balcony and/or shared open space. The shape of the building is frequently box-like in modern construction but can be modified with bay windows, and a strong entry or roof line.

The mid-rise apartment building is adaptable to different street conditions; on populated streets the ground level can accommodate retail or commercial space or apartments with a landscaped setback and raised floor level. Activity at the first floor and units facing the street are two important means for maintaining surveillance and security on the street. The mid-rise's parking needs are great and without proper screening, the service alleys or lots can create a feeling of desolate vacant land. Open common space, if not enclosed, or used, can likewise appear to be a hole in the block. Smaller scaled, well modulated mid-rises with partially contained outdoor spaces can be compatible with low-rise or high-rise buildings.

The appeal of most mid-rises is their affordability and range of unit types. Close proximity to the ground, no maintenance of outdoor spaces, and no added costs for upkeep of extras are its other advantages. The draw-backs of mid-rises are the lack of privacy, smaller unit sizes, and the minimal amount of outdoor space, storage or work areas.

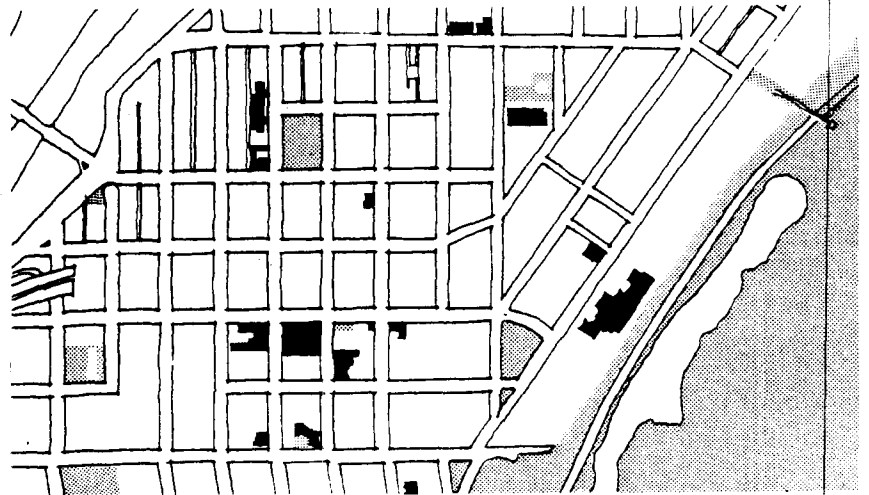
## High-Rise Dwellings



Dwellings over 8 stories are considered high-rises. They are slab or tower-like in shape and have one or two primary entrances served by elevators. Each central core has a short corridor which feeds 4 to 16 units per floor. Units may have 1 to 3 exterior walls and are likely to share partitions with up to 5 other units. Balconies are frequently the only outdoor space. Sometimes high-rise units are rented, but often they make popular condominiums.

The high-rises can dominate a small scaled neighborhood. Minor variations along the exterior wall, such as bays or balconies, or stepping down the building height, promote a better fit and a more pleasant pedestrian environment. A healthy street life is very difficult to achieve when this dwelling type has a large parking structure, unusable open space, or an excessive setback.

One major asset of high-rises is an occupant's ability to own a unit with little or no required maintenance. In addition, there may be a variety of amenities, swimming pools, doormen, community rooms, or even car washing services. Because of its size and height, it can provide fantastic views of the cityscape and a great deal of seclusion from other residents. The major problem with high-rises is that they are costly to build and, therefore, costly to own or rent for low to middle income persons. High-rise units may have poor noise isolation and poor connection to the ground, which make them undesirable for families with young children. They do appeal to both singles and married couples without children



## Community Service

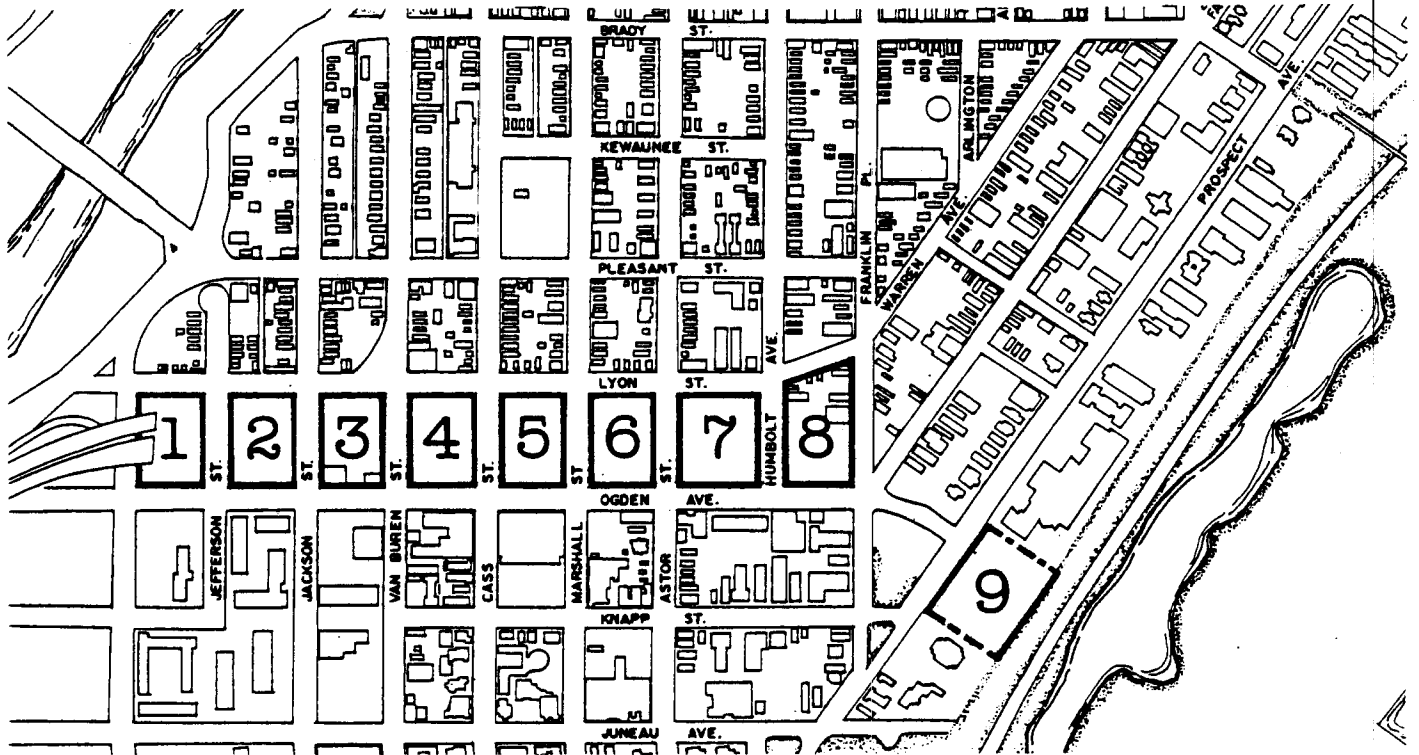
Community Service uses are social or recreational facilities which bring members of a community together—schools, churches, libraries, day care centers, clubs, or recreational centers. Because of the size required for its services, its building scale or form may be prominent. If placed on a primary street, visibility and accessibility are increased. A smaller scale facility such as a day care center may blend into an area of low-scale residential buildings. But for most community services, the amount of activity they generate, makes their best location non-residential or mixed-use areas. The provision of a range of services allows for a common meeting ground, either inside or outside, for diverse individuals with similar needs.

## Open Space

Usable "open space" provides outdoor recreational area that can be shared by the whole community. These gathering places take the form of playgrounds, semi-public green spaces, parks, or playing fields. Their size can vary from a "pocket park" as small as a lot to an area the size of five or six square blocks. An open space can be heavily landscaped for passive activities like reading, strolling, or picnicking; or green space which is set aside for organized sports. It may also be hard-surfaced for tennis, basketball, or playground activities. Common open space is publicly owned land, but land surrounding a public or semi-public building may also be considered and used as community open space.

When open spaces are too large or too open they are underutilized. They work best when their scale matches the community's needs and when they are properly shielded from traffic noise and wind. Higher usage of the land increases its security.

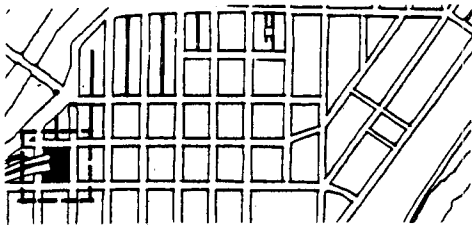




The following nine pages provide an analysis of influential forces and specific block-by-block recommendations for each of the nine blocks of Park East Freeway land. For reasons of clarity, blocks were examined one at a time, beginning at N. Milwaukee St. and moving east. Each page contains an enlarged scale map of the block under discussion and its immediate surroundings.

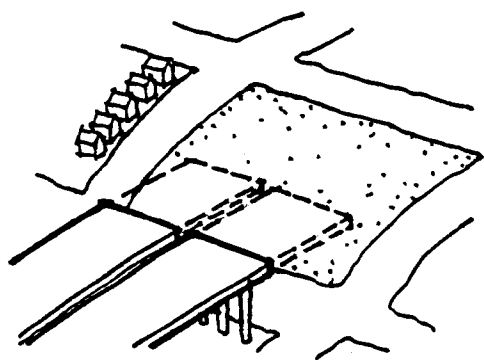
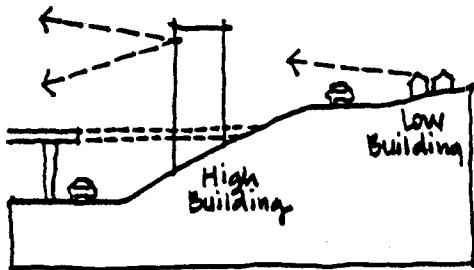
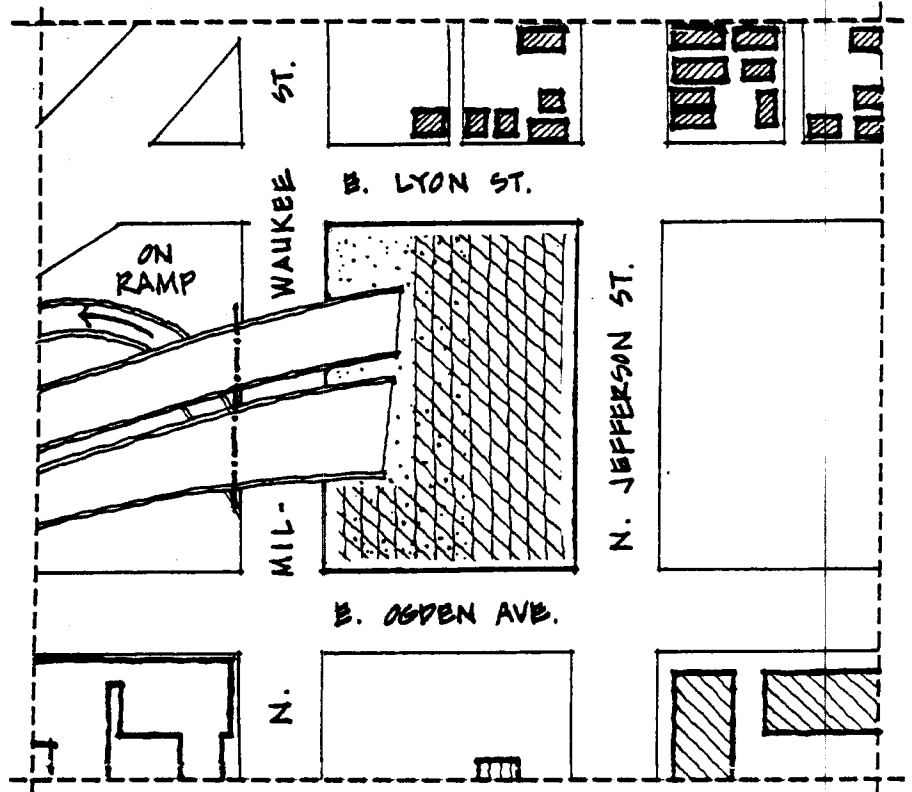
There is a possibility that the page layout may confuse these important issues: 1.) Block development is influenced by distant as well as adjacent forces. 2.) The redevelopment of one block can, and should respond to the redevelopment on adjacent blocks. 3.) Although analyzed in order of west to east, development may occur randomly. 4.) The recommendations are based on incremental growth over an undetermined period of time.

Block no. 1



Key:

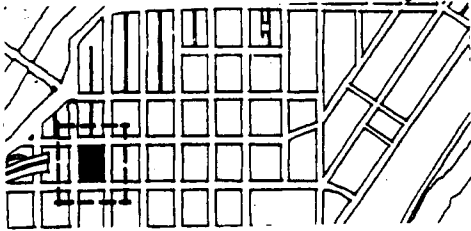
- Low-Rise
- Mid-Rise
- High-Rise
- Community Service
- Open Space
- Other Use
- Bus Route










**Influential Forces:** The major constraint on the development of this block is the existing freeway stub end, which crosses Milwaukee St. and terminates into the hill. The industrial edge to the north-west, the downtown traffic on Water St., the growing MSOE college, and the urban renewal parcels have riddled the area with vast open spaces. The small neighborhood to the north has felt the effect of these colliding forces. The southern area, close to the downtown, once dominated by low-rises, now consists mainly of high-rises and larger mid-rises.

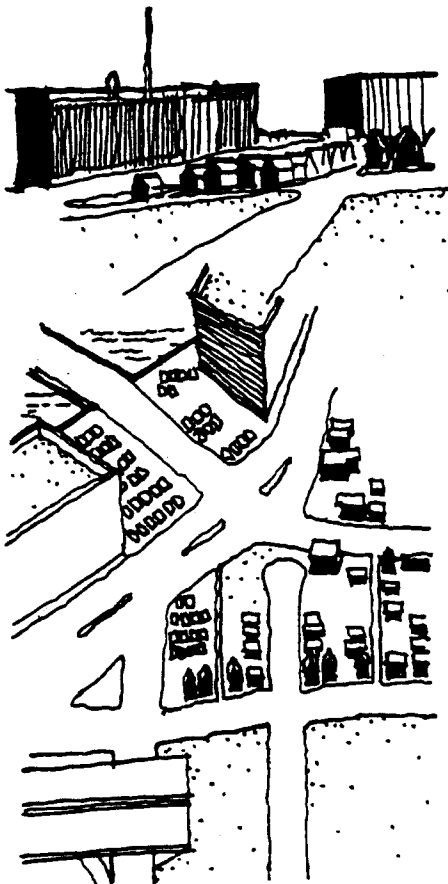
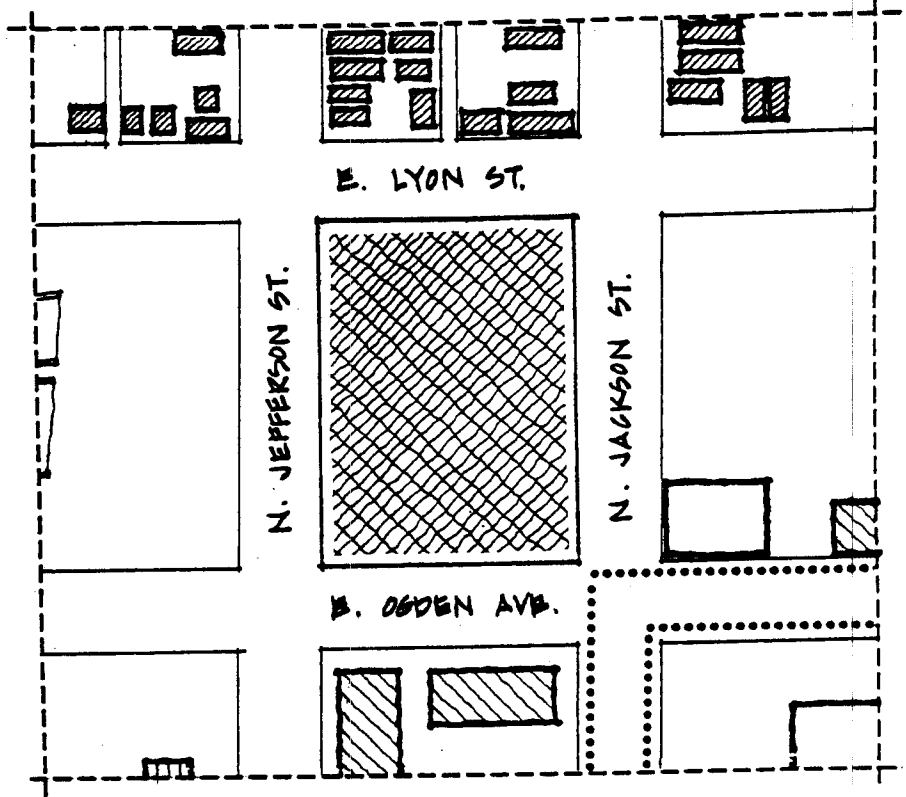
**Recommendations:** Land values seem less stable in the area surrounding this block than in other neighborhoods of the Lower East Side. It is unlikely that this land will attract low-rise redevelopment. The views of the city are spectacular and may attract mid or high-rise residential buildings. Additionally, the scale of larger new buildings would match that of the existing buildings to the south. The change in topography would allow larger buildings to fit in with the low-scale residential character to the north. Redevelopment potential here is dependent upon the treatment of the stub end. Left intact, the freeway end is a major obstacle to healthy land use. Heavily landscaped green space may help soften the industrial edge.

Block no. 2



Key:

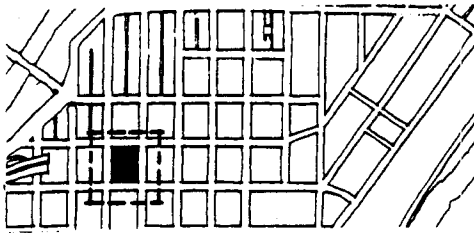
-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route










**Influential Forces:** A series of Urban Renewal projects are located directly south of this block. These modern mid-rises differ greatly in character from the 2 and 3 story duplexes north of the corridor. The contrast is exaggerated by the slope of the land from the north to south. The adjacent parking lots of John Ernst Cafe, Hartwig's, and Convent Hill create large holes in the area. Another dominant feature is the north-west industrial edge, which is characterized by 4-5 story factory buildings amidst parking lots and vacant land. Although property values are low near these industries, their buildings are reminders of the historical significance of the area.

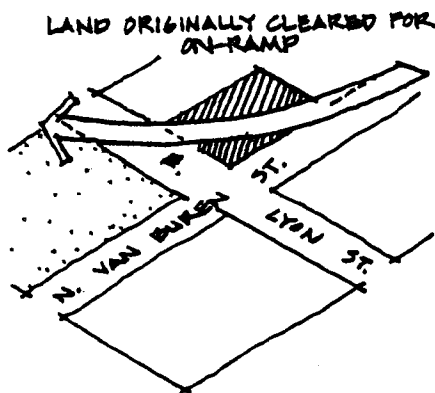
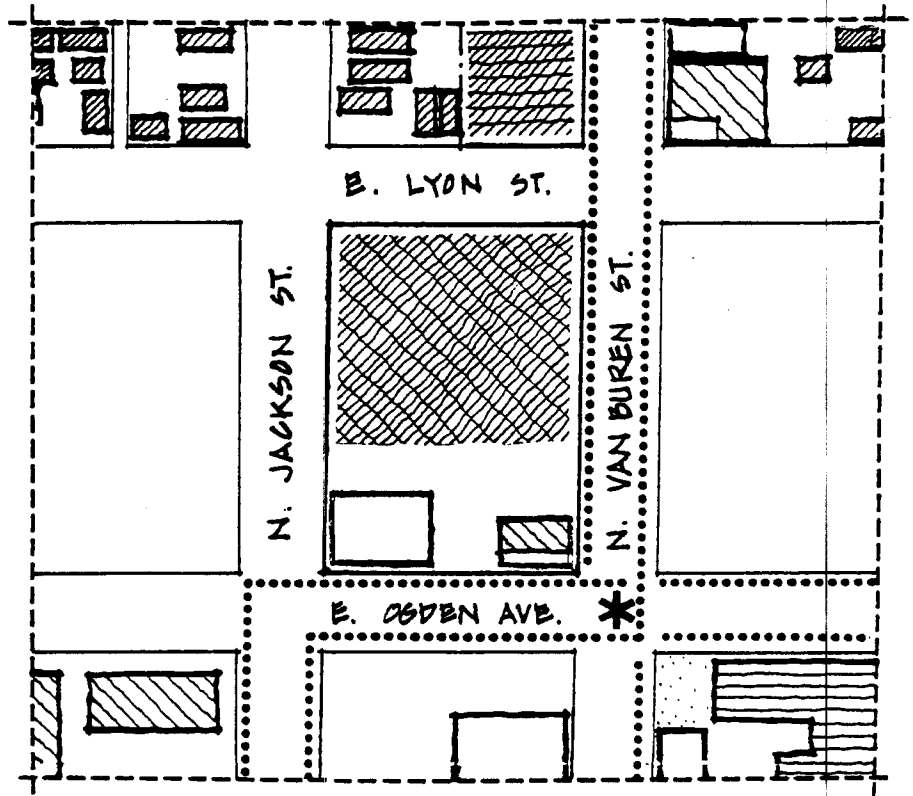
**Recommendations:** This block seems ideal for a combination low and mid-rise development. Because of the change in scale and character from north to south, low-rise is suitable for the northern half of the block, mid-rise on the southern half. Alternatively, any proposal might consist solely of either type. In any case, careful attention to the changing form and rhythm of the area is necessary for a harmonious fit.

Block no. 3



Key:

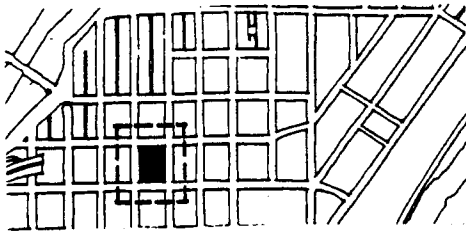
-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route



**Influential Forces:** Both Van Buren St. and Ogden Ave. are major thoroughfares. Traffic from the Inner City and East Side moves along these streets to the downtown. John Ernst Cafe, a 4 story apartment building with nearly vacant commercial space, and a deserted drugstore are all that remain of this once active local business district. South of Ogden, manufacturing commercial activities, and community service facilities flourish. While the southern area consists mostly of mid-rise and urban renewal projects, the northern area has still retained many of its original workers' cottages and duplexes.

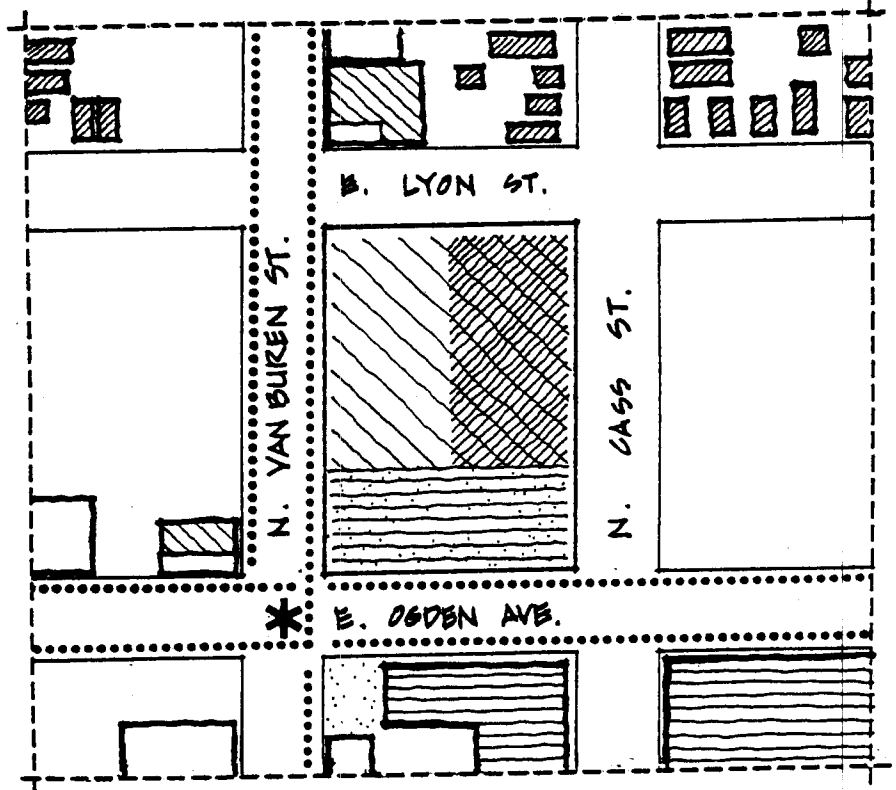
**Recommendations:** Additional commercial activity adjacent to John Ernst might be desirable in the future, but attempts should first be made to revitalize Brady Street shopping. A community service facility located on the land cleared for the on-ramp may be beneficial to the older neighborhoods. Low scale development is desirable both here and along Jackson St.; mid-rise is acceptable anywhere on the block. New development should link with existing buildings across Lyon St. and any development across Jackson St.. Some type of buffer would be helpful to shield residential development from the restaurant's parking.

Block no. 4



Key:

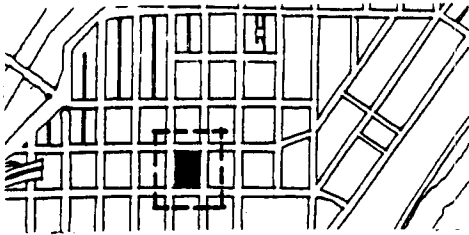
- Low-Rise
- Mid-Rise
- High-Rise
- Community Service
- Open Space
- Other Use
- Bus Route










**Influential Forces:** The corner of Van Buren and Ogden is one of the busiest intersections in the Lower East Side. The vehicular activity is increased by two busy bus stops, which serve St. Joan Antida High School. The activity and noise generated by the students waiting for the buses is substantial. Although commercial space lies unused farther east on Ogden Ave., a small shopping center south on Van Buren St. is doing well. Unlike Ogden or Van Buren St., Lyon St. and Cass St. are quiet and residential with no through traffic. The buildings north of the block are a mixture of low-rise and small mid-rise dwellings.

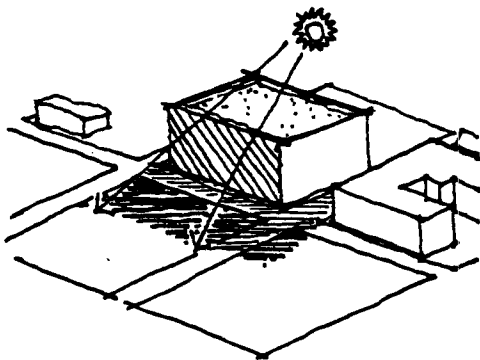
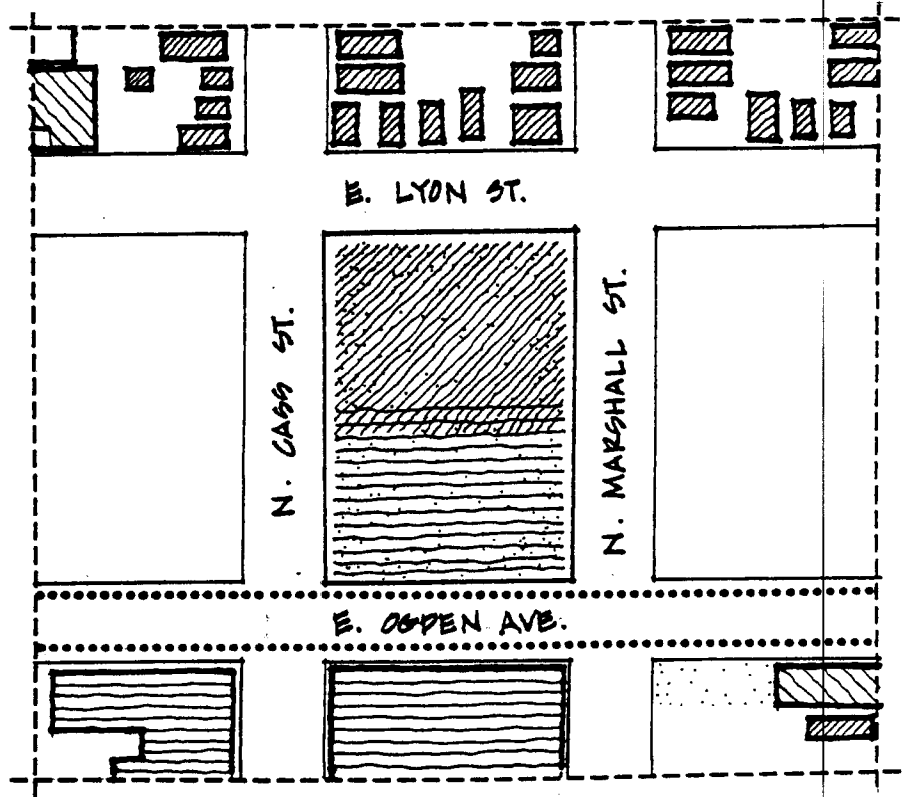
**Recommendations:** Because of the traffic conditions on Ogden Ave. and the negative perception of the High School, it is not advisable to locate residential development on the southern end of this block. Green space or community services may be more appropriate uses. If any future commercial activity becomes possible on the freeway land, the most desirable location would be along Van Buren St. Low-rise development may be successfully integrated along Cass St. but not along Van Buren St. Mid-rise seems to be compatible with the larger scale and heavier activity of Van Buren.

Block no. 5



Key:

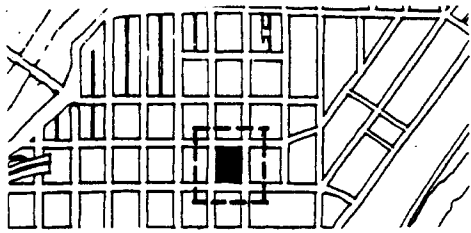
-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route










**Influential Forces:** The Lincoln Center for the Arts (formerly Lincoln High School), a large 5 story building, dominates the immediate area in size. Since the southern portion of this block is in shadow during the winter, and Ogden Ave. is a fast moving, high volume street, the prospect for residential development is unlikely on the southern half of the block. The neighborhood to the north, composed mostly of duplexes, has a few small mid-rises and two historically significant brick rowhouses. The playground serving two schools a block away seems to have minimal impact on this area.

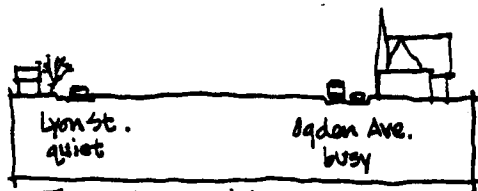
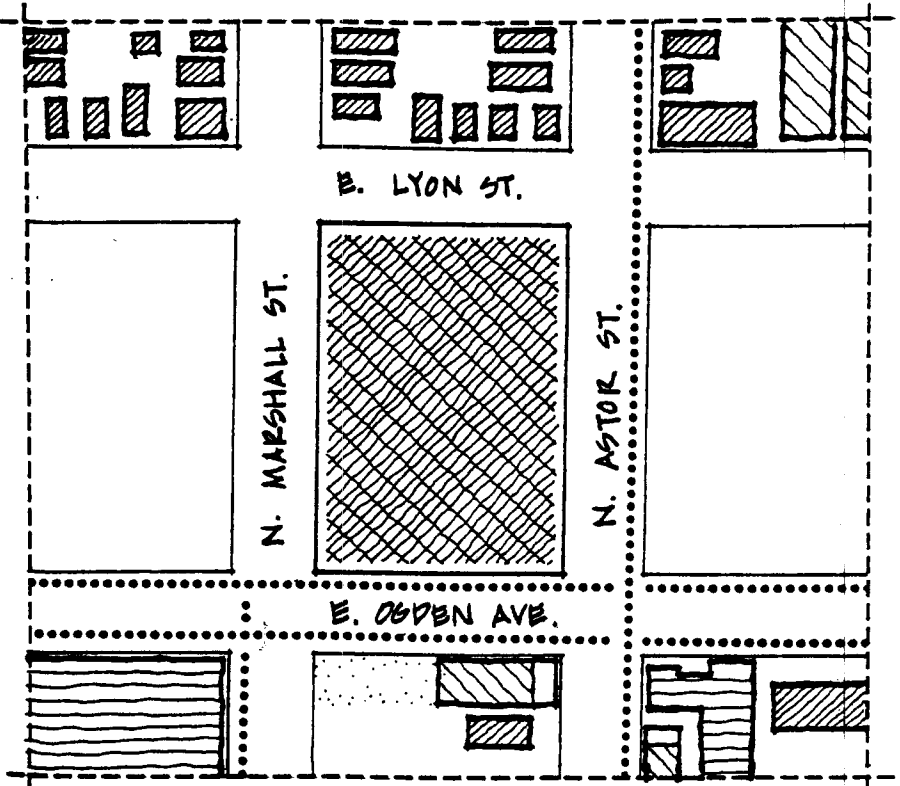
**Recommendations:** Lincoln Center is so large that any residential development on Ogden Ave. is not recommended. This space could become a park, or possibly an amphitheater for outdoor activities sponsored by Lincoln Center. An alternative use for this land would be a small community service facility, such as a library or day care center with outdoor green space. Low-rise residential development would be the optimal land use on the northern half of the block. A final alternative would be a centralized neighborhood green space on the entire block. This park might be designed for both passive and active activities with an outdoor structure suitable for community gatherings.

Block no. 6



Key:

-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route

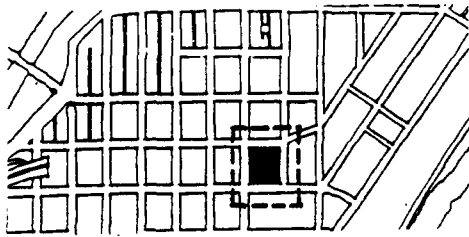


The scale of buildings and the character of the streets change north to south.








**Influential Forces:** This block sits on the edge of a very stable Lower East Side neighborhood. Marshall and Astor Sts. north of Lyon St. contain mostly low-rise dwellings with a few mid-rises. Astor St. south of Ogden remains one of the few streets near the downtown composed of older low-rises; the rest of the area is predominantly mid and high-rise. Across Ogden Ave. is a small park which shields a parking lot owned by St. Paul's Church - both uses generate little traffic. Next to the park, and behind Unitarian Church are two apartment buildings with commercial space on their ground floors. Most of the commercial activities there have been absorbed by a busier shopping mall on Van Buren St., and are unlikely to return.

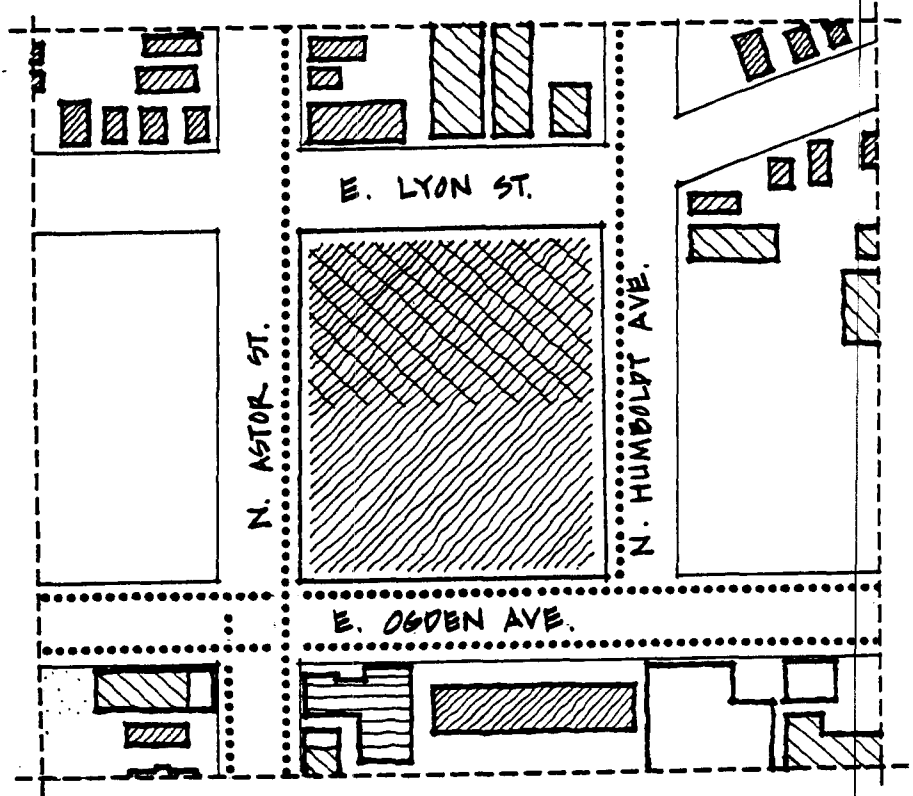
**Recommendations:** This is an excellent area for any type of residential development, though a low-scale type is most preferable. An alternative approach would be to make the southern half of the block mid-rise to match the changing scale from the north to the south. A mix of both types, with harmonious height and forms may also work well. All surrounding streets are relatively quiet, an appealing characteristic to renters or owners.

Block no. 7



Key:

-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route

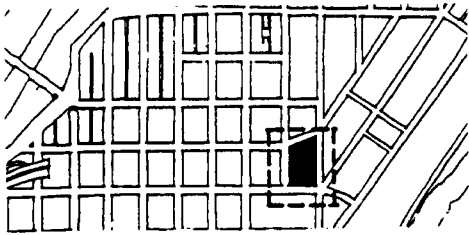


Influential Forces: This block may become the most valuable real estate in the Lower East Side if the Freeway is de-mapped. The block's proximity to and views of the Lake, and the location of two historic landmarks, the Abbott Rowhouses and First Unitarian Church, will contribute to the land's value and desirability. The neighborhood to the north, composed of low and mid-rise dwellings, is a stable community. To the south, mid and high-rises occupy land influenced by downtown housing needs. Bus traffic on Astor, Humboldt, and Ogden appears to have had a minor impact on residential development. Reasonable setbacks and adequate landscaping have been effective buffers against the increased traffic.








Recommendations: Low-rise residential building is the most suitable type of development for the entire block, with a mix of 3 to 4 story mid-rise on the northern half as an alternative. The scale of the surrounding buildings is low and the density is high - attached low-rises, like the Abbott and Graham rowhouses would provide the proper scale and density. Building shape and height, and the rhythm of open spaces are critical factors that would help obtain Lake views for the majority of residents of this block.

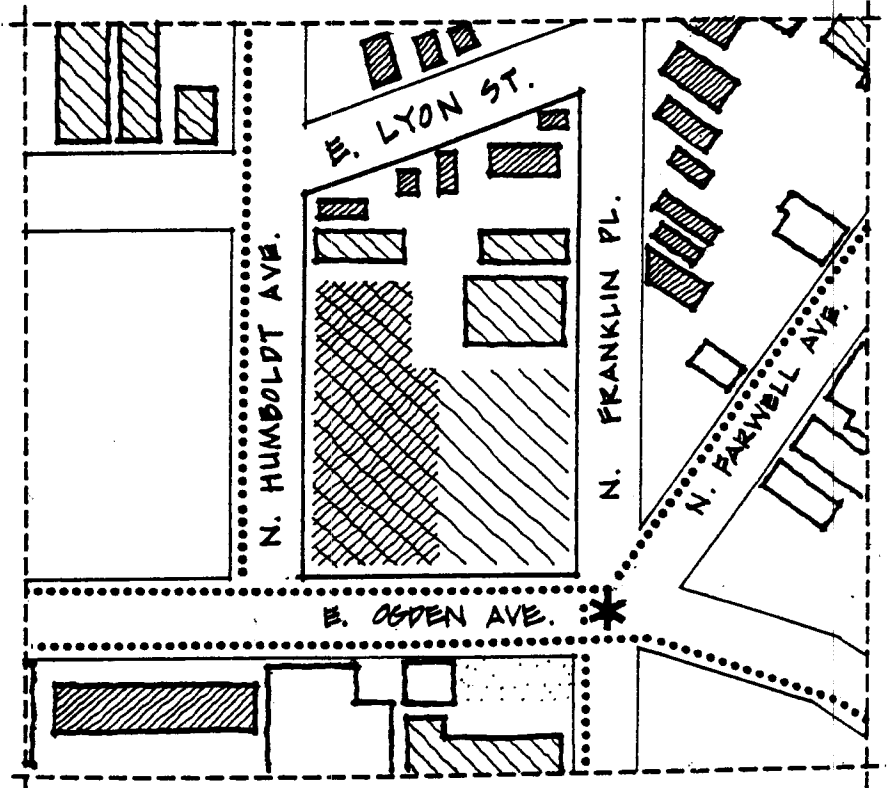


Block no. 8

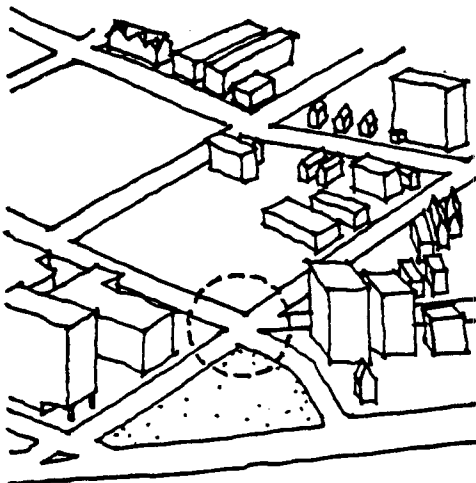


Key:

-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route

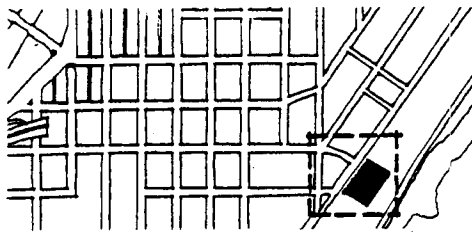


Influential Forces: Some mid-rises and single-family houses still remain on this block. Toward the Farwell/Prospect area dense mid-rise apartment buildings are evidence of the outgrowth of the Lake Bluff area. The Farwell and Ogden area is greatly affected by traffic to and from the downtown, and the predominance of parking lots, garages, and a gas station. Commercial activity farther north on Farwell is fairly healthy. Humboldt Avenue is a quiet street, despite a bus route, and it supports many low-rises and 3 story walk-ups.










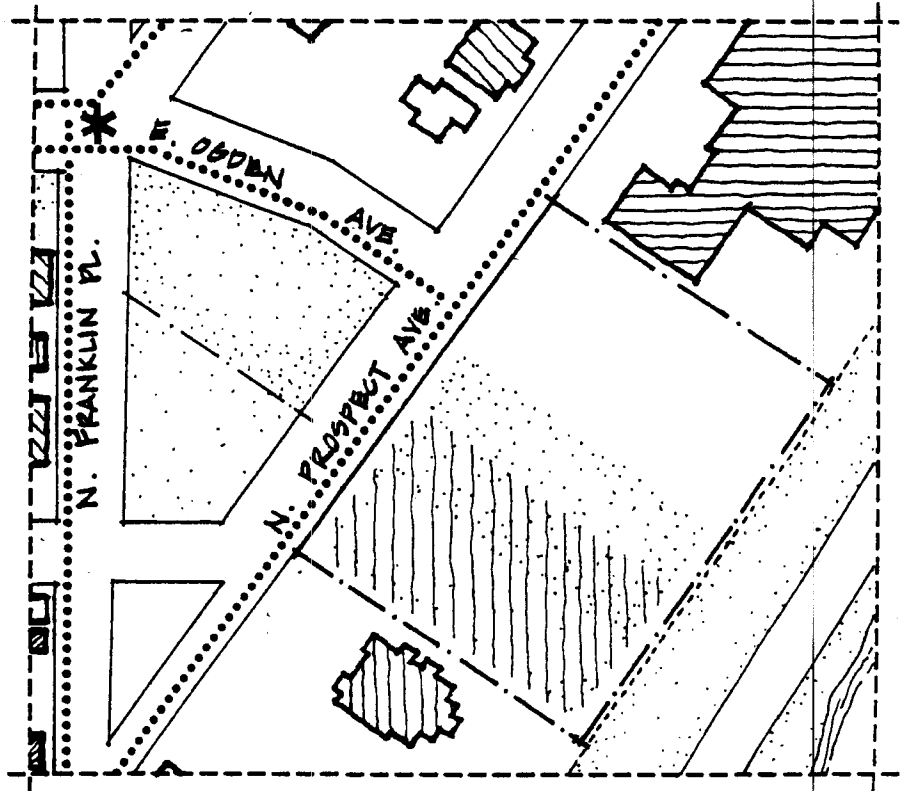
Recommendation: The key to a positive image of the corridor area is the redevelopment of the Farwell and Ogden intersection. If strengthened physically and economically, this corner can be a symbol of health for the whole Lower East Side. 3-4 story mid-rise developments along Franklin Place, and a mix of low and mid-rise dwellings on the rest of the block, would be consistent with the scale and activity of the area. Additionally, it may be desirable to eliminate the garage facilities and replace them with a low-rise scheme similar to the Abbott Rowhouses.

Block no. 9



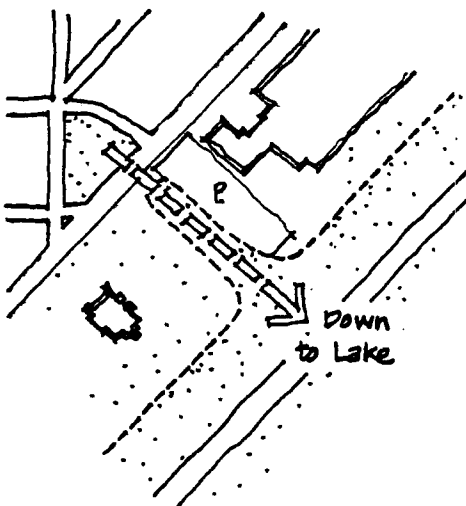
Key:

-  Low-Rise
-  Mid-Rise
-  High-Rise
-  Community Service
-  Open Space
-  Other Use
-  Bus Route



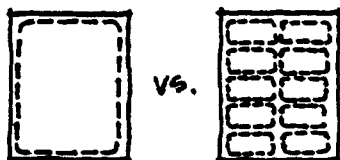
**Influential Forces:** The scale of buildings along Prospect Ave. is larger than in any other area of the Lower East Side. The views of Lake Michigan, Juneau Lagoon, and the Marina from the bluff has encouraged the development of expensive 8-20 story apartment buildings. To the south of the parcel is the 1260 Building, a historic Art Deco high-rise with a park-like landscaping. Traffic from the downtown along Prospect Ave. is consistently heavy, and isolates the east side of Prospect from the west. The area benefits from the Jewish Community Center, and the Burns Triangle, a passive park.

**Recommendations:** A high-rise residential development would be desirable in this location. Its height and heavy usage would be appropriate with the scale of the surroundings. Part of the land should be set aside for a pedestrian "gateway" to the recreational areas along the Lake, similar to the one at the end of Brady St. Currently, easy access to the Lake has been limited for those without cars. New development would encroach upon the Jewish Community Center's parking lot; at least half of the lot should be saved for this important community service. Finally, heavier landscaping of all the open spaces would promote a better image for this highly-used area.



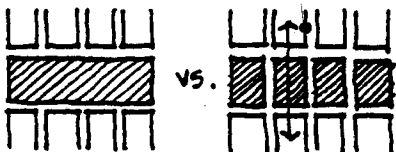
Study of the vacant freeway corridor and its adjacent neighborhoods led to the formation of four major zoning concepts:

## Small Parcels



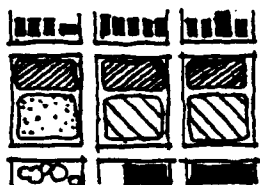
The neighborhoods of the Lower East side, including the houses once on the corridor land, were developed in small parcels rather than whole blocks at a time. Instead of viewing the corridor as vast open space, it should be seen as a series of vacant lots which need careful infilling to be compatible with the scale and incremental quality of the surrounding community.

## North-South Axis



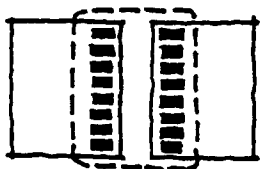
If the redeveloped freeway land is perceived as part of the Lower East Side's neighborhoods, it must be woven into the existing fabric to the north and south. Redevelopment must unite these neighborhoods with a gradual transition of building form, scale, and type.

## Individual Blocks



The redevelopment of each of the corridor's nine blocks is influenced by a unique set of conditions: changes in adjacent uses, traffic conditions, views, and land values. A design proposal that lacks sensitivity to these differing influences is inappropriate. The blocks should be zoned and developed as individual parcels or as collections of smaller lots responding to the varying forces of influence.

## "Neighborhood Block"



The quality of street life in the Lower East Side is due to the outward focus of its early buildings- the fronts of buildings face the street and are public; the rear is private. This traditional street character creates a shared community space that unites both halves of a "neighborhood block". New buildings need to have a similar street focus.

Many issues must be addressed in redeveloping older urban neighborhoods, both in large scale housing projects and small infill buildings. For any one issue there are many possible solutions. Those solutions utilizing physical and social characteristics which are borrowed or adapted from the surrounding community will help to integrate the new and old, while solutions using characteristics from other areas will appear foreign and may become isolated enclaves. Neighborhoods need a set of planning and design guidelines to ensure that new development is both appropriate to the surroundings and community-supportive in nature. The guidelines should be based upon the physical and social characteristics unique to the neighborhood (building usage and mix, street character, lot size, building shape and proportion, materials, details, etc.) which make the area both a distinctive and positive social environment.



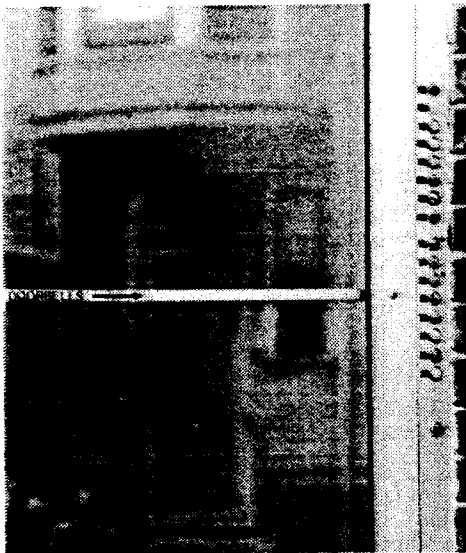
Sections 5 and 6 begin to form an outline of planning and design guidelines for the neighborhoods of the Lower East Side. These guidelines are drawn from the 50 block area surrounding the Park East corridor and are intended to assist in its redevelopment. The characteristics range in scale from features as large as the neighborhood itself to the exterior trim on a single house. Each feature was analyzed not only for its appearance, which contributes significantly to the visual quality of the neighborhood, but also for the socially-supportive function that it performs. An example of a typical feature found in the Lower East Side is the porch of many low-rise dwellings. In this example, the porch provides shelter from the elements for a person waiting at the door and creates an outdoor sitting area which helps foster contact with neighbors. Like the porch, there are many physical characteristics that occur repeatedly throughout the Lower East Side neighborhoods. This repetition of characteristics produces a set of patterns. The patterns are useful as planning and design guidelines because they identify problems, suggest solutions, and support a healthy individual and community environment by maximizing: comfort, safety, individuality, community spirit, ease of maintenance, and building compatibility. When using patterns, an understanding of five basic principles is necessary:

1. It is not the replication of traditional physical elements, but the idea of the pattern that is important.
2. There is usually more than one solution to a problem. Patterns show alternatives.

3. Used in combination, patterns will reinforce each other.
4. Some patterns are more appropriate to certain building types, and not others.
5. Patterns change over time. Some will be discarded; many will be added.

The application of these patterns does not only benefit those who will live in new development. Patterns used in new construction benefit the current residents of an area because they help preserve the quality of the neighborhood and protect property values. Landlords and developers benefit because the patterns create an environment which encourages maintenance of property and reduces the turn-over of tenants. By using patterns which support healthy neighborhoods, planners and policy makers provide a return investment for the city since the stabilized or increasing population leads to a stronger tax base. Patterns are appropriate at all levels of decision-making, from the repair of property by residents to the direction of public policy.

For ease of use, the collection of patterns in The Neighborhood's Catalogue are indexed under the major physical characteristic which they describe. Characteristics such as "City Street," "Roof," "Steps," or "Vegetation," for example, are the page headings. The pages are then grouped according to topic; "Public Land" and "Public Circulation" in Section 5: The Block and the Street; and "Building Configuration," "Private Land," "Building and Site Elements," and "Building Details" in Section 6: Dwelling and Lot. Diagrams and text explain each pattern- what the problem is and one or more solutions to the problem. A location in the Lower East Side is provided where an example of the pattern can be found; this assists in making the patterns more understandable. The locations for each of the patterns are not necessarily the best examples - often they were chosen because they demonstrate rather ordinary, yet effective, solutions to ordinary problems. The key in both the description and example was to capture the character of the Lower East Side so that the patterns can be applied to new construction as well as the repair and rehabilitation of older structures.





The use of patterns in new development does not suggest that older buildings and land uses should be replicated. Changes in economics, new construction techniques, and the differing needs of smaller households make this infeasible. A very effective redevelopment approach is one which adapts many of the solutions already in evidence in the streets, backyards, buildings, and small details of the surrounding neighborhoods. This pattern guideline approach not only produces a better integration of new and old, but also ensures a better living environment for all the residents of the neighborhood.

Section 5: Block and Street

Public Land

- Community
- Neighborhood
- Green Open Space
- Park Setting
- City Block

Public Circulation

- City Street
- Sidewalk
- Street Edge
- Parking
- Alley

Section 6: Dwelling and Lot

Building Configuration

- Base
- Building Shape
- Roof
- Response to Climate

Private Land

- Front
- Side
- Back
- Common Space

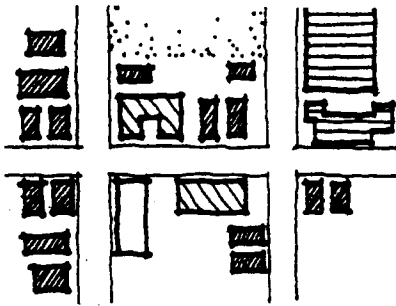
Building and Site Elements

- Entry
- Porch
- Steps
- Levels
- Fences, Low Walls, Hedges
- Vegetation

Building Details

- Doors
- Windows
- Exterior Trim
- Materials

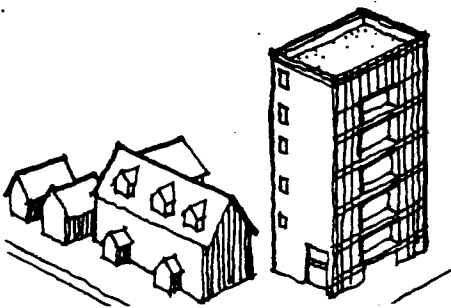
## Mix of Primary Uses



The Lower East Side is composed of a mix of residential, commercial, and industrial uses. Unlike traditional zoning regulations, which tend to segregate land uses, mixed-use allows people to work near their homes and keeps the streets busy and alive throughout the day.

Example: The block of Brady St., Cass St., Pleasant St., and Van Buren St.

## Diversity of Housing



Housing Variety allows young and old, single and married, low and high-income to live in one neighborhood. Rental, subsidized, or owner-occupied units in an area give people a choice of lifestyle and permit residents to remain in their neighborhood should their living situation change. High-, mid-, and low-rise dwellings offer differing amounts of interaction and privacy.

Example: The block of Pleasant St., Franklin Pl., Lyon St., and Humboldt Ave.

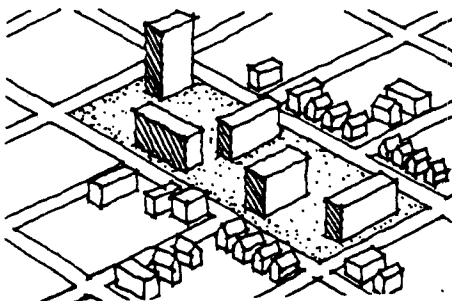
## Local Shopping Streets



Stores clustered together in one area or along one street are convenient for the residents of a neighborhood. The dependence on the auto is lessened, the elderly and handicapped are more easily accommodated, and the pedestrian traffic makes the neighborhood streets safer.

Example: Brady St.

## Continuous Street Grid

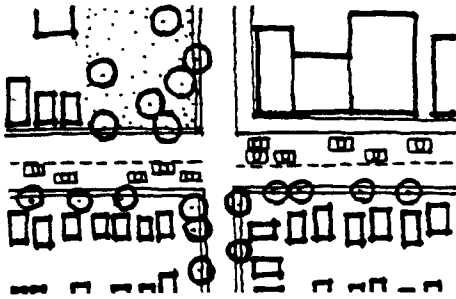


The key to a neighborhood's stability is the amount of activity on its streets. Discontinuous streets or "superblocks" weaken pedestrian connections between areas, create uncomfortable private pedestrian zones, and remove activities from the streets to focus them inwards. A continuous street grid reinforces the public usage of the sidewalk, encourages movement through areas, and keeps life on the street.

Example: N. Astor St.



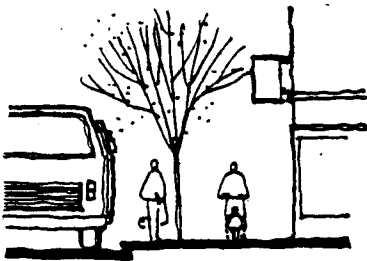
## Identifiable Neighborhoods



A community is composed of many smaller neighborhoods each of which has its own special identity. Changes in use, open space, differing scales of buildings, or busy streets all create separations between neighborhoods. When boundaries restrict access to a neighborhood and clearly define where it begins and ends, the identity of that neighborhood is strengthened.

Example: The block bounded by N. Water St., E. Brady St., N. Van Buren St., and E. Lyon St.

## Pedestrian Domain



Neighborhood commercial and social services, pleasant streets, and a good bus system permit most residents to get along without a car. Convenient walking distance makes an area especially appealing to the elderly, new households, or one car families.

Example: E. Juneau Ave.

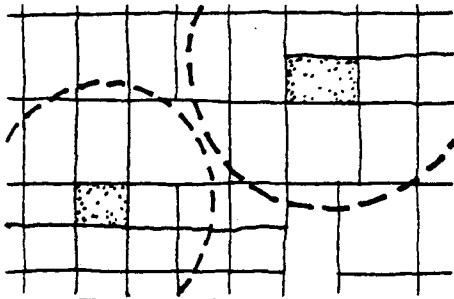
## Gathering Places



The ability to mix with neighbors adds to community solidarity and therefore increases the security of an area. Gathering places in the form of common land, social service centers, or convenient local shops foster neighborhood contact and are an important ingredient of the health of a community.

Example: D'Amato's Grocery, 1547 N. Jackson St.

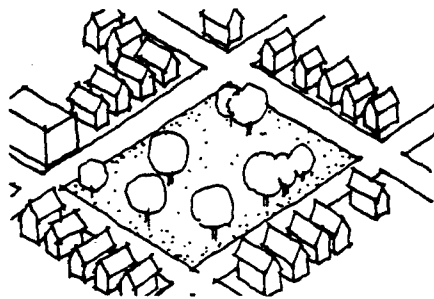
## Accessible Green Space



Parks are valuable amenities in densely populated urban neighborhoods. They provide relief from overcrowded conditions and create open space for recreational activities. Small parks spread throughout an area are enjoyed and used more by neighborhood residents, especially the elderly, than one larger park that serves an entire community.

Example: Caesar's Pool Park

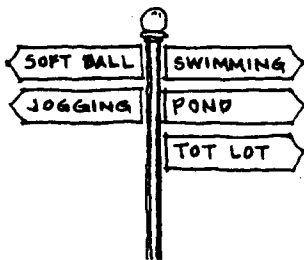
## Neighborhood Square



Security of green spaces is maintained when there is visual surveillance. Houses surrounding a park can accomplish this function because the residents are able to police the space from inside their homes.

Example: Convent Hill Park

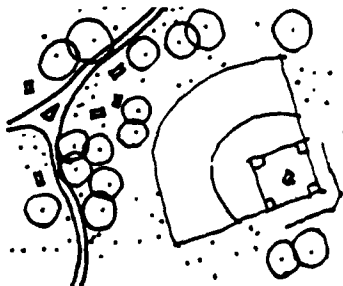
## Overlapping Activities



Park security is increased when visual observation is possible between activity areas. Parents of small children are able to watch their children while enjoying their own activities.

Example: Proposed tennis courts at Cass St. playground

## Passive and Active



Recreational spaces that accommodate both active and passive activities are more flexible and useful to a neighborhood's population. Sunday strollers and game players will have space if parks with a variety of activity areas are used.

Example: The temporary park proposal for the freeway corridor

## Naturalistic Landscape



Both formal, garden-like parks and natural, recreational open spaces benefit an area. Naturalistic landscaping, as is common in most Milwaukee County parks, allows for more activities and is very flexible.

Example: Lake Park

## Tree Buffers



Green spaces in urban areas promote relaxation when they are not exposed to excessive street traffic or other intense activity. Trees and low vegetation grouped together help separate a park from its surroundings, and can also buffer incompatible activities and form "outdoor rooms" for semi-private space.

Example: Juneau Park Lagoon

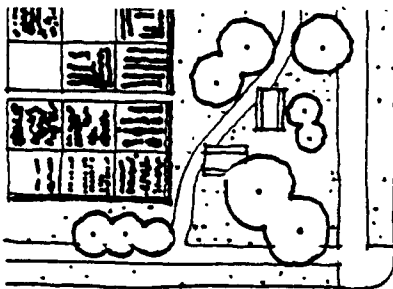
## Sitting Places



Good parks incorporate a variety of sitting places amidst different activity areas. Near a playing field, next to the street, or in an enclosed private space, different kinds of seats, benches, steps, low walls, and berms furnish a wider range of experiences.

Example: Arlington Court grounds

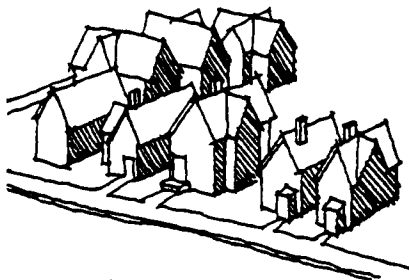
## Garden Co-ops



In areas dominated by multi-family dwellings, especially those with no provision for common space, gardens on public land serve as an important recreational activity. Gardens integrated into park settings with paths and small seating areas can be a visual amenity for non-gardeners as well.

Example: The temporary park proposal for the freeway corridor

## Rhythm and Form



Similarity in building form, style, or scale, visually strengthens a neighborhood. Residents can identify with an area visually and discern one neighborhood from another.

1505, 1509, 1513, ... N. Jefferson St.

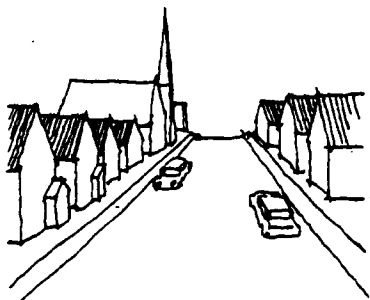
## Change within Order



Slight variations in similar building forms produce individuality and visual complexity. The change within an established order is a good way of clustering buildings or breaking them into smaller groups.

Example: 1510, 1516, 1518 N. Farwell Ave.

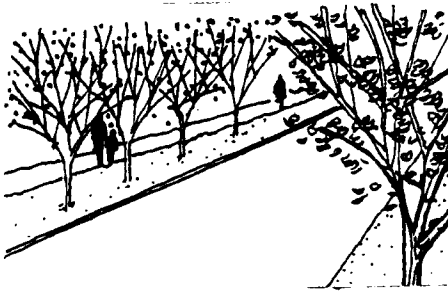
## Reference Points



Buildings which serve public functions are symbolically important to a neighborhood. These buildings can take on added prominence by being placed at important visible locations or by being scaled larger in relation to their surroundings. The subsequent breaks in the continuity of an area are important orientation devices.

Example: 1342 N. Astor

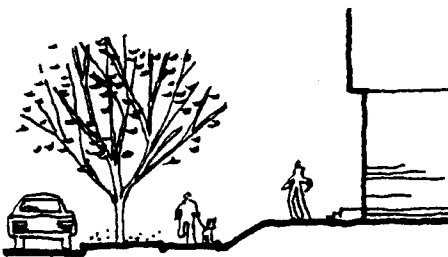
## Tree Canopy



Heavily tree-lined streets are perceived by residents as having a more positive and neighborly image. Trees arching over a street join the two sides, provide shade in the summer, and a lacy canopy in the winter.

Example: 1600 Block, Humboldt Ave.

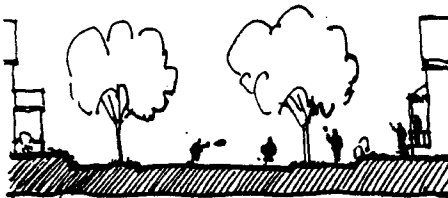
## Protection from Traffic



Pedestrians are uncomfortable on heavily-trafficked streets when sidewalks are directly on the street or when the curbstrips don't have trees. Sidewalks 5 to 15 feet from the street or trees placed in sidewalk grates along business streets will help separate the car from the pedestrian.

Example: 700 N. Jackson St.

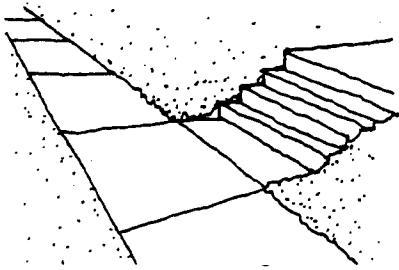
## Neighborly Street



When people refer to the neighbors on "their block", they usually mean the people next door and across the street. Narrower streets with less traffic encourage street activity- kids playing, car washing, gardening. This helps people know who their neighbors are, and leads to safer, healthier neighborhoods.

Example: 1650-1700 Block of N. Marshall St.

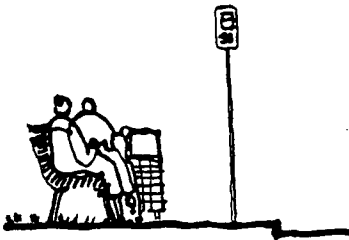
## Patched Paving



The condition and appearance of the sidewalks and curbs of an area reflect its health and stability. Sectioned concrete walks, patched with cement when necessary, seem to hold up the best. Smooth, even surfaced walks are especially important to the elderly and handicapped residents.

Example: 1615-1659 N. Warren Ave.

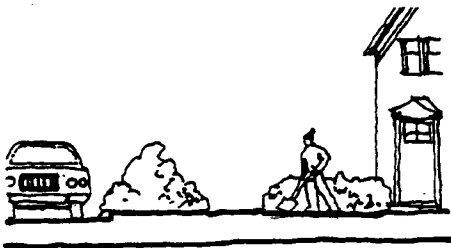
## Sidewalk Seat



Seats placed along a sidewalk are convenient resting stops for the elderly out for a stroll, a mother walking her young child, or a person returning from the market. Seats at intersections can be used by people waiting for the bus. As part of a small park, a bench can become a community meeting place.

Example: Corner of Ogden Ave. and Van Buren St.

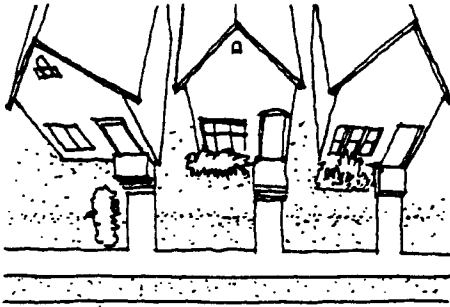
## Room for Snow



Snow accumulation in this climate sometimes makes it difficult for elderly residents of a neighborhood to get around. There is no place to pile snow if sidewalks have narrow easements, or none at all. Wider easements can accommodate snow removed from the street and the sidewalk.

Example: The 1500 block of N. Cass St.

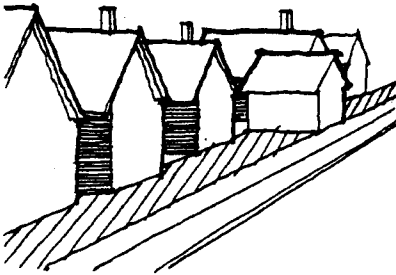
## Fronting the Street



Buildings placed too far from the street create lifeless streets; the privacy of the home is destroyed when the buildings are too close to the street. Supportive street life is preserved when buildings are set back from the street from 5 to 20 feet.

Example: 1526 N. Cass Street.

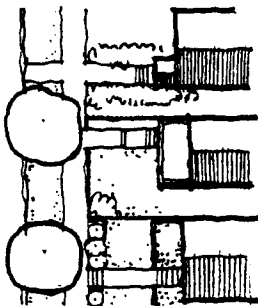
## Compatible Setbacks



Buildings which deviate drastically from the average setback along a street break down that street's unity. Compatible, but not identical, building placement establishes a strong visual identity.

Example: 1615-1659 E. Warren Ave.

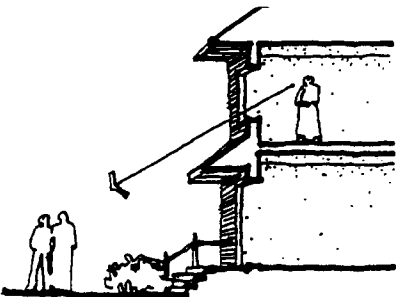
## Variety along the Street



Building elements, front yards, and curb strips which vary along the street enrich the walking experience. Changes in the vegetation, fencing, entry sequence, or building setback can foster a diverse but harmonious atmosphere.

Example: 1504-1544 N. Jackson St.

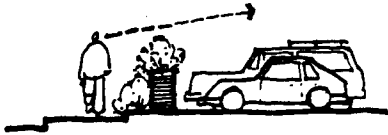
## Watching the Street



People need to feel that they can walk freely and safely in their own neighborhood. In neighborhoods with residential units overlooking the street, pedestrians are always within sight or earshot in case they need help. Mid-rises and high-rises with units facing away from the street undermine the sense of security.

Example: 1001 E. Pleasant St.

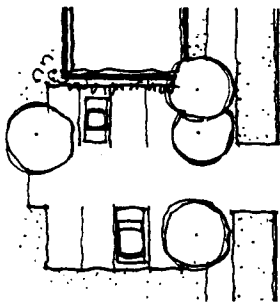
## Shielded Parking



If an area contains many parking lots along the streets that are large or unkempt, people's perception of the area is usually negative. The walking experience next to these lots can be unpleasant. Lots which are shielded from the pedestrian by fences, walls, berms, or vegetation offer a substantially improved public image.

Example: Lincoln High School parking lot

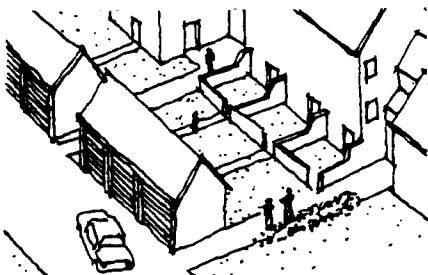
## Pockets of Parking



Large parking lots have the appearance of vacant, deserted places. Parking broken down into smaller clusters or interspersed with trees, give an area a more positive pedestrian environment.

Example: 919 E. Pleasant St.

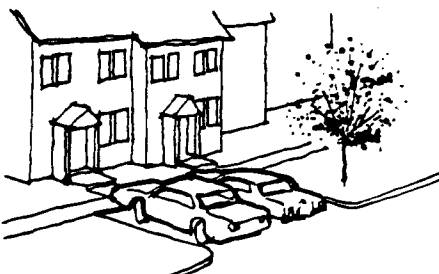
## Car Entrance



The entrance to the unit from the car can be considered a primary entrance- it tends to be heavily traveled. The design of this entrance should reflect the high usage and the need for a pleasant path by incorporating daylighting, vegetation, or a well lit backdoor.

Example: 1250 N. Prospect Ave.

## Direct Parking

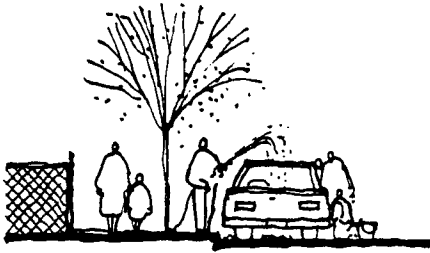


One of the criteria used in the selection of a dwelling is the provision of direct parking. The spaces proximity to and visibility from the unit promotes a safer pedestrian environment.

Example: 1630 N. Humboldt Ave.



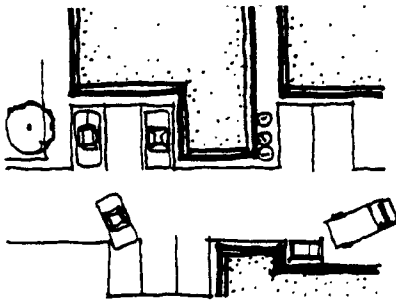
## A Second Street



Alleys serve as play space, a place to wash or repair automobiles, or as a short cut. With landscaping or paving for pedestrians, alleys can be utilized as second streets in residential developments, or as the main access to back-to-back houses.

Example: The alley between 1500 N. Jackson St. and N. Jefferson St.

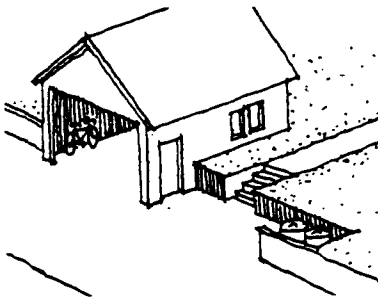
## A Service Street



Truck loading and trash storage, which mar the street scape, can be accommodated in alleys behind commercial establishments and multi-family complexes. Congested parking can be somewhat relieved by creating additional parking in alleys behind the buildings.

Example: The alley between 1000 E. Brady St. and E. Pleasant St.

## Outdoor Storage

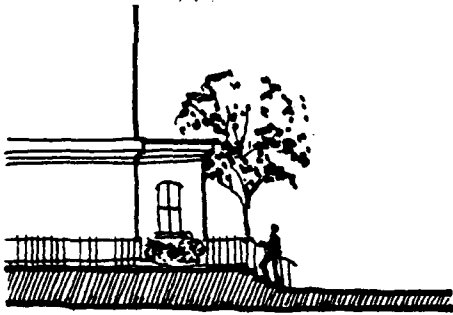


Outdoor storage is an essential requirement in all residential buildings. A garage, tool shed, closet near a balcony, or space set aside in an underground parking garage all permit outdoor storage. Easy access to lawn mowers, garbage cans and bikes encourages better maintenance and more outdoor space usage.

Example: 1529 N. Jefferson St.



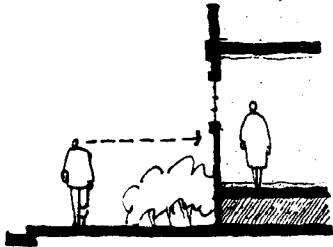
### Meeting the Ground



The scale of high-rises and some mid-rises can alienate the pedestrian. While there is a need for larger buildings, it is possible to humanize their scale, especially at the street level. This can be accomplished by introducing smaller building elements, a change in material or color, and different window treatment.

Example: 1032 E. Knapp St.

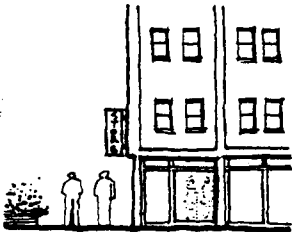
### Street Level Apartments



Apartment units that sit at the ground level lack privacy. Dwellings raised slightly above the street level with smaller, higher windows in bathrooms and bedrooms improve the resident's sense of privacy.

Example: 918-924 E. Knapp St.

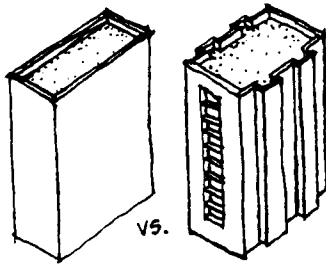
### Activities at the Base



A residential street's vitality depends upon ground level spaces that promote pedestrian activity. Commercial spaces, living spaces of residential units, or commons rooms at ground level reinforce street life.

Example: 917-933 N. Astor St.

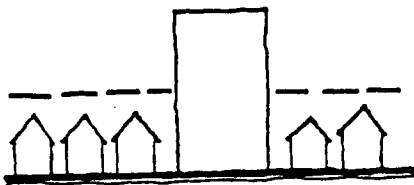
## Complexity and Variety



Box-like, unarticulated mid and high-rises intrude in areas of more finely detailed, smaller scale low-rises. Apartment buildings which utilize bays, balconies, or other projections and recesses create a softer, human scaled, unique image. Multiple views, increased light, and cross ventilation are some other advantages of using these elements.

Example: 1489 N. Farwell Ave.

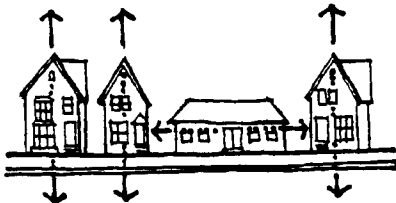
## Compatible Heights



Buildings which do not respect the scale and height of adjacent existing buildings are usually detrimental to a locality. Changes in building height should be gradual; even an inappropriately low building can be an eyesore.

Example: 519 E. Pleasant St.

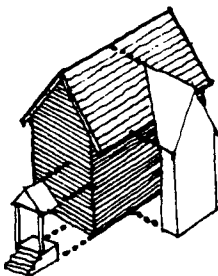
## Tall Narrow Proportions



Narrow, deep city lots have led to the vertically proportioned urban house. New construction in low-rise residential urban neighborhoods should reinforce the narrow and tall proportions of the existing homes.

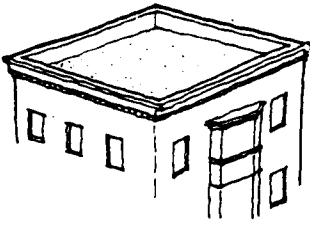
Example: 1522 N. Cass St.

## Box with Added Pieces



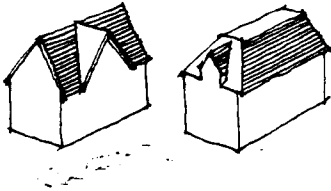
The simple two story box is the basic house form in the Lower East Side. The basic shape, cost effective and energy efficient, can be enriched by adding dormers, bays, or porches. These simple touches give each dwelling individuality.

Example: 918 E. Kewaunee St.

**Capping Flat Roofs**

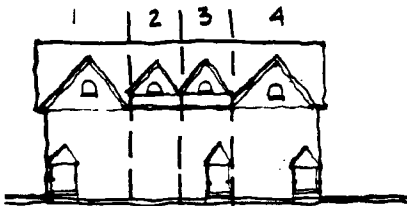
Flat roofs on mid and high-rises are traditional on the Lower East Side, while gable-like or false Mansard roofs are not. A heavy cornice, stone sills, or colored-tile work are ways that the roof line of typical mid-rises are finished. These elements also give the building character and ornamentation.

Example: 815 E. Knapp St.

**Gables and Hips**

The predominant roof forms of 1 and 2 story houses are shallow or steeply-pitched gables and hips. Originally, steep roofs and those with dormers accommodated extra living space in the attic. This same principle can be applied to new low-rise housing where flexibility is desirable.

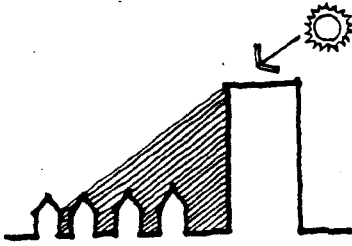
Example: 1619 N. Jackson St.

**Dormers for Identity**

Long, unarticulated gable roofs on multi-family dwellings give no indication of the number of units. Dormers and intersecting gables can create the appearance of a collection of individual "homes" and also provide extra space inside.

Example: 916-918 E. Lyon St.

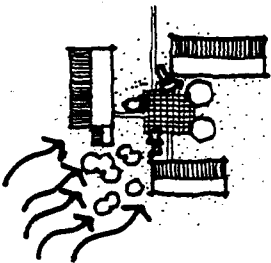
## Maximized Sunlight



Large buildings which block substantial amounts of sunlight from smaller neighboring dwellings, rob the rooms and yards of those dwellings of their vitality and usefulness. Sunlight to smaller dwellings can be preserved through careful consideration of a larger building's or group of buildings' bulk, height, and placement.

Example: 510 N. Jackson St.

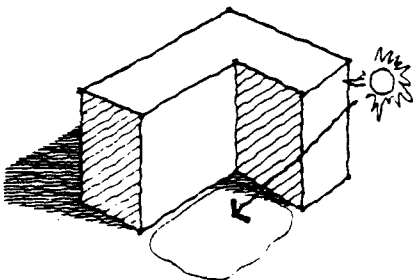
## Windy Places



Large uninterrupted open spaces will be windy places where few people will want to go. The use of vegetation, changes in level, and placement of buildings protect outdoor spaces and make them more comfortable.

Example: 1414 N. Prospect Ave.

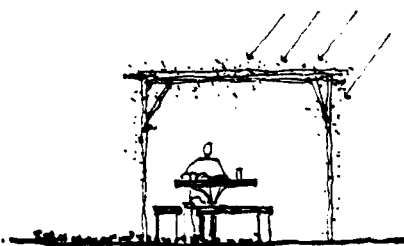
## Sunny Spaces



Outdoor areas which capture the warmth and light of the sun during the cooler months of spring and autumn are pleasant spaces. Greater outdoor activity will occur if courtyards, yards, or balconies are oriented to the south.

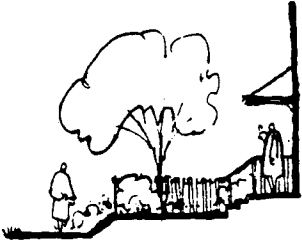
Example: 1333 N. Franklin Pl.

## Summer Seats



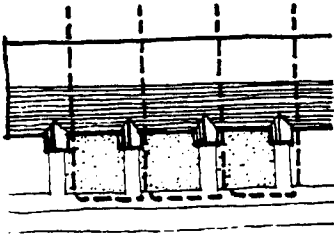
Sunny spaces are actively used, but it is also a good idea to provide smaller areas protected from the mid-day heat of summer. Deciduous trees or vine-covered arbors permit sunlight penetration in the spring, and provide protective shade in the summer.

Example: 818 E. Juneau Ave.

**Graceful Transition**

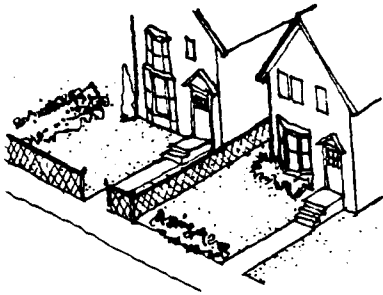
When there is an intermediate space between the public street and the private house, both owner and visitor feel more at ease. A transition from the public sidewalk to the front door, achieved by a change in level, direction, enclosure, or adequate distance, tells strangers when they're intruding and owners when they're in charge.

Example: 1637 N. Humboldt Ave.

**Family of Frontyards**

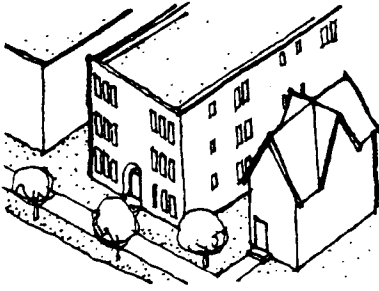
Front yards in multi-family buildings are maintained and more actively used if individual residents feel that they "own" them. Many entrances spread along the street rather than one for many families, give more of a sense of identity and ownership to adjacent front spaces.

Example: 1501-1507 N. Marshall St.

**Marking Ownership**

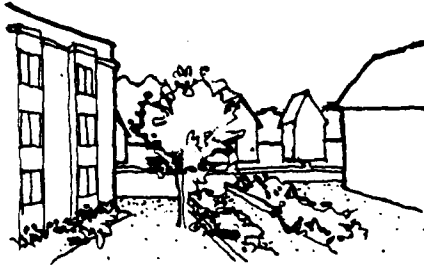
The front yard is the part of one's home that tells the neighborhood about the people who live there. Even a small front space that is well maintained or landscaped has a significant impact on the personalization of the unit. In multi-family dwellings, this is especially useful.

Example: 1625 N. Warren Ave.

**Sides to Suit**

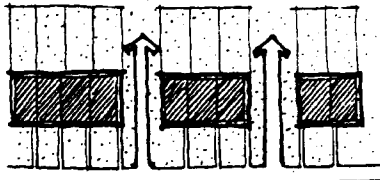
Few buildings have the same conditions on all four sides- the amount of privacy, views, and outdoor activity varies. By introducing balconies and bays, or by changing the size and location of windows, residential dwellings respond to these changing conditions and produce better quality living conditions.

Example: 1608 N. Warren Ave.

**Window Overlook**

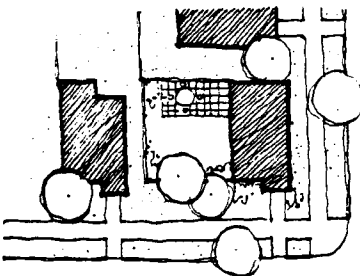
People need to be able to look out onto life; windows which look out onto alleys, parking lots, or blank walls are depressing. Maximize the ability to overlook streets, outdoor activities, gardens, or distant vistas.

Example: 1025 E. Pleasant St.

**Access to Backyards**

The sidewalks of single-family dwellings on narrow city lots serve as access from the front of the lot to the backyard. In rowhouses or townhouses, yard maintenance and trash pickup are easier if access to the backyards occurs frequently.

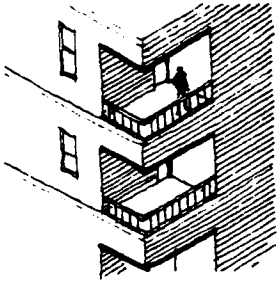
Example: 1512 N. Jefferson St.

**Sideyards for Backyards**

Backyards are an important amenity in low-rise housing but corner units may not have enough backyard space. Side yards of these dwellings, and of dwellings that sit next to alleys, can accommodate activities that normally occur in backyards- gardening, barbecuing, or children's play.

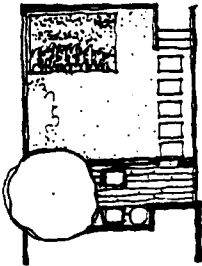
Example: 625 E. Pleasant St.



**Private Outdoor Space**

People need to escape the confinement of their units during the nicer weather. Access to private outdoor space- patios, balconies, roof gardens, or yards- is a necessary amenity for high, mid and low-rise dwellings.

Example: 1503 N. Humboldt Ave.

**Backyards for Families**

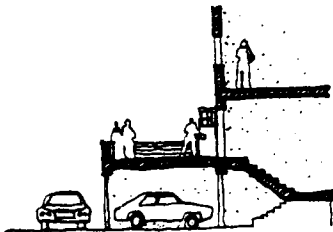
Backyard space in low-rise dwellings can enrich family life. Various activities, such as barbecuing, gardening, clothes drying, play, or storage occur there. The space need not be large, just somewhat private with direct access from the unit.

Example: 1643 N. Franklin Pl.

**Small Backyards**

Small backyards with solid walls or high hedges can be confining. Lower hedges and open fences admit more light and make the backyard space feel larger. Surveillance of common spaces is also possible from a backyard which is semi-enclosed.

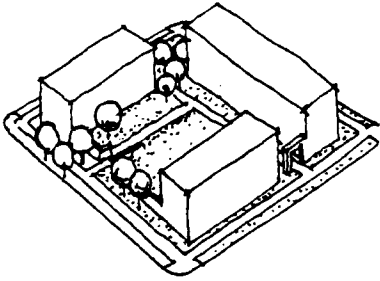
Example: 1634 N. Humboldt Ave.

**Garages that Double-up**

Garages in the backyards of small urban lots sometimes use up valuable outdoor space. When space is tight and a garage is desirable, the garage roof can be used as a patio. Additionally, the garage improves backyard privacy by shielding the yard from the alley.

Example: 1546 N. Marshall

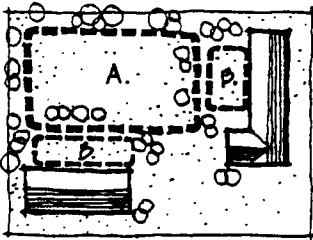
## Usable Common Space



The privacy and enclosure required of the common spaces of a housing complex are similar to those of the backyards of a single-family house. Walls, fences, heavy vegetation, level changes, archways, or other building elements may furnish enough privacy from outsiders to allow a space to become policed and "owned".

Example: 1710-1722 N. Prospect Ave.

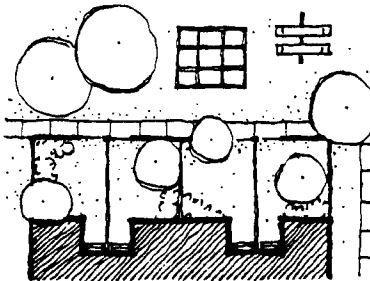
## Major and Minor Spaces



Large common open spaces, in residential complexes, often lack a comfortable scale which may discourage people's use of the space. A variety of sizes of spaces within the open space allows residents an opportunity to choose the area that best suits the activity and number of people.

Example: 1325 N. Jefferson St.

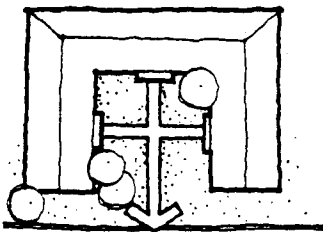
## Adjacent Owned Spaces



Large open spaces shared by residents often have no clear sense of ownership, and therefore few people may use them. Smaller owned spaces adjacent to a large common space helps increase the usage and maintenance of both.

Example: 1019-1043 E. Ogden Ave.

## Courtyards with Paths



In housing complexes, courtyards without activity can become lifeless. One way to add life to space is to provide paths which cross through the courtyard to major entrances, thus attracting pedestrian movement and activities.

Example: 1230 N. Cass St.

# Entry

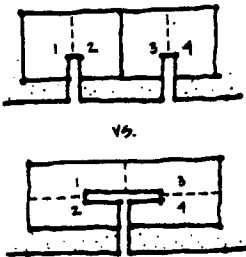
## Marking the Entrance



Extra attention to detail, form, and placement of the entry promotes a strong image for the whole building. An entrance that is bold and highly visible helps orient the visitor.

Example: 861 E. Knapp St.

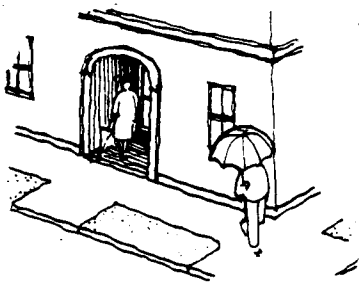
## Direct Private Access



High and mid-rise buildings are less neighborly than most low-rises. Residents don't often know who their neighbors are because there are few main entries and many apartments to one corridor. An increased number of entrances with fewer units off of each improves neighbor recognition and building security.

Example: 1219 N. Jackson St.

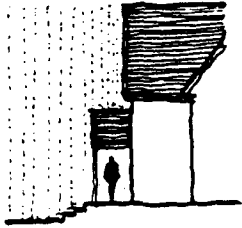
## Protected Entry



An entry protecting the resident or visitor who is waiting outside is a necessity in an area where it rains and snows often. Awnings, overhangs, alcoves, vestibules, or porches supply varying degrees of weather protection.

Example: 1501 N. Farwell Ave.

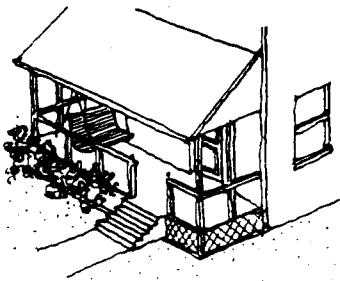
## Outdoor Vestibule



People feel comfortable at an entrance that has a place to wait. Porches protect people better from wind, rain, and snow when they are somewhat enclosed with walls, thick vegetation, or solid railings. Additionally, front or back porches serve as a place to take off dirty boots or store wet umbrellas if no other interior room is available for that purpose.

Example: 1657-1677 N. Marshall St.

## Front Seats



People sitting outdoors like to watch activity taking place along the street. Porches open to the air maintain a degree of privacy, yet allow a resident's participation in the neighborhood's street life.

Example: 812 E. Lyon St.

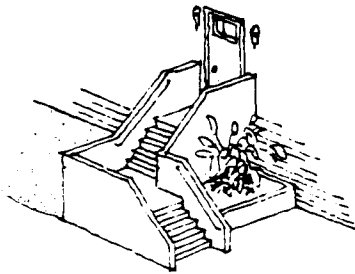
## Stepping Up



Steps call attention to a change in level and can indicate a transition from one place to another. A flight of stairs along a path or even just a stoop at the doorway reinforce the sense of arrival.

Example: 1657 N. Astor St.

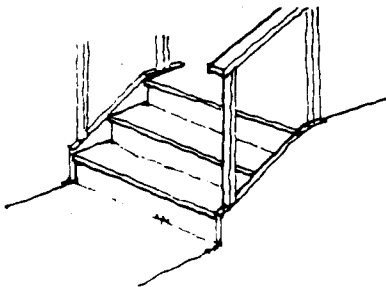
## Turning Stairs



Front doors that sit directly next to a public walkway can be less pleasant and more awkward for occupants and visitors than doors that are set farther from the street. The illusion of a "comfortable distance" can be produced by changing the direction or elevating the entry. Stairs which turn and incorporate a landing protect the privacy of the entrance.

Example: 731 E. Pleasant St.

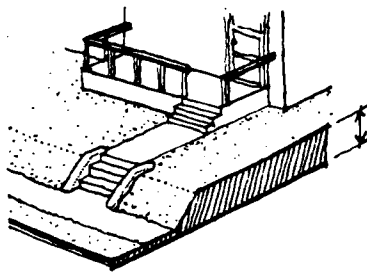
## Slippery Steps



Steps and ramps are slippery, dangerous spots in the winter, especially for the elderly and young children. Ensure that all stairs, even shallow and short ones, are equipped with railings. Adequate space behind and around railings provides a place for excess snow; which will keep the railings clear and usable.

Example: 1320 N. Astor St.

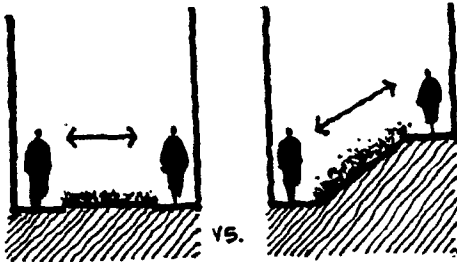
## Slight Level Change



A level change is one way of distinguishing public areas from private areas. Berming or terracing a frontyard separates the private yard from the sidewalk, and also protects the lawn by discouraging short cuts.

Example: 1689 N. Astor St.

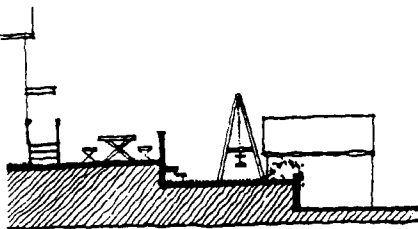
## Sloped Places



It is difficult to attain privacy in narrow courtyards between buildings. A steeply sloped terrain with gardens or low shrubs is a good way to achieve visual screening, or to create a "comfortable distance", without constricting the space with physical barriers.

Example: 1656 N. Warren Ave.

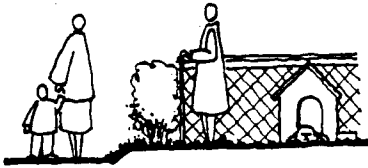
## Terraced Slopes



Sloped land isn't suitable for most recreational uses. Employ terraces on steeply sloped yards where outdoor activity is desirable. The different levels can also help define and separate different uses, like gardening from childrens' play.

Example: 523 E. Pleasant St.

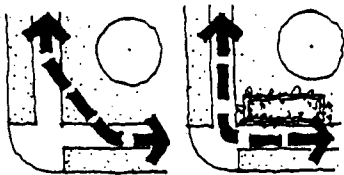
## Strangers, Dogs, and Kids



A barrier that prevents strangers and dogs from trespassing and keeps small children off the street need not project a hostile, unfriendly image. Thick hedges, slatted fences, and low walls are soft boundaries that guard property, yet permit socializing.

Example: 1504-1506 N. Jackson St.

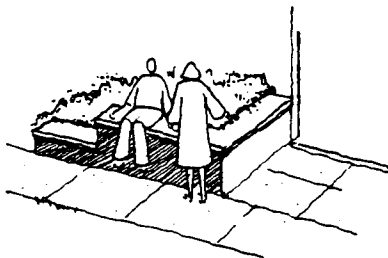
## Around Corners



Short cuts through gardens or across lawns of corner lots mar the appearance of the property and irritate owners. Carefully placed barriers, either low to the ground or along one edge of the corner encourage people to walk on the appropriate paths.

Example: 1502 N. Marshall St.

## Sitting Walls



Low walls are more neighborly and versatile than high walls. They can be both a barrier and a seat. Along a sidewalk, in a garden, or at a front door, a low wall combined with vegetation becomes a pleasant bench.

Example: Juneau Village Shopping Center

## Trees for Privacy



In multi-family dwellings with narrow courtyards, 2nd and 3rd floor bedrooms do not have much visual privacy. One solution is to place full shaped deciduous trees between the buildings to create a delicate screen. In addition, these trees would shade the windows in summer and allow light to penetrate in winter.

Example: 1339 N. Jackson St.

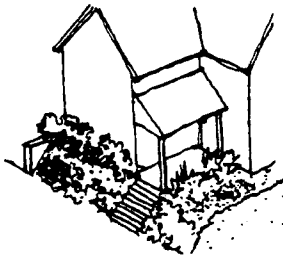
## Greenery to Soften



Vegetation always seems to soften and humanize a dense urban environment. Small pocket parks, green open spaces or well landscaped lots in an urban neighborhood improve the quality of residential life.

Example: 1332-1338 N. Astor St.

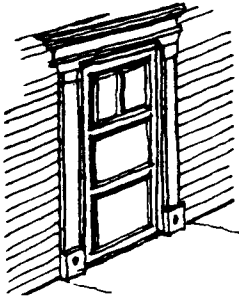
## Ground Cover Instead



Small lawns or sloped front yards on city lots are often difficult to manicure. In areas that are used more for "show" than outdoor recreation, ground cover can be an alternative to grass. The green color of the low growing vegetation is compatible in appearance with traditional lawns, but needs very little care.

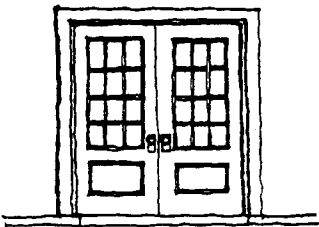
Example: 1121 E. Lyon St.



**Strong, Solid Doors**

Doors with a minimal amount of glass are preferable in low-rise dwellings. Heavy wooden doors (or other materials which resist dents and scratches) with small windows contribute a sense of security of the home.

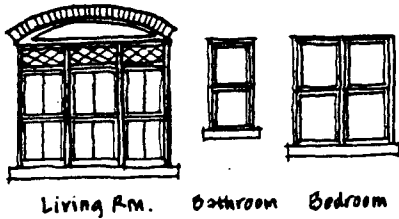
Example: 615 E. Pleasant St.

**Doors with Glass**

Solid plate glass doors do not protect privacy of a residential building. In mid-rise and high-rise buildings, doors which are predominantly opaque effectively screen the interior halls from the passerby.

Example: 1527 N. Marshall St.

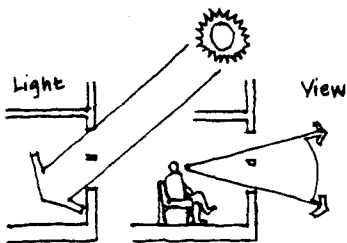
## Window Size to Match



In many modern residential dwellings the windows are all the same. The scale and shape of windows should respond to both the needs of the room and the varying exterior conditions. The bathroom of a unit requires differing amounts of light, views, and privacy than the living room.

Example: 829 E. Knapp St.

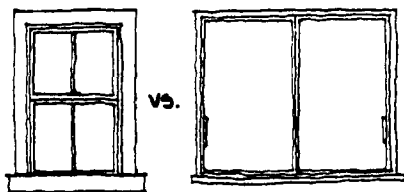
## Double-Hung Windows



Modern horizontal sliding windows do not perform as well as the traditional double hung windows, which allow light to penetrate more deeply into a room, provide better air circulation, and permit views to the outside from a seated position.

Example: 815 E. Pleasant St.

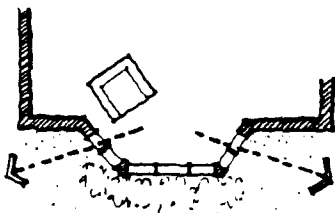
## Framed Views



Large expanses of uninterrupted plate glass provide monotonous views. A series of smaller windows, bay windows, or windows with small panes enrich and frame views to the outside.

Example: 719 E. Knapp St.

## Bays, Another View



Bay windows function in several ways. They maximize opportunities for a variety of views, provide a glimpse down the street if the view across is boring, and in tight spaces help direct views away from the opposite dwellings.

Example: 910-912 E. Pleasant St.

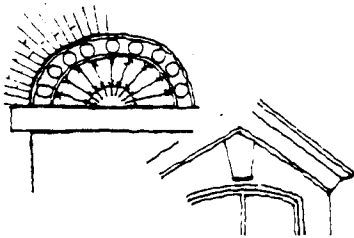
## Substantial Frames



Heavy frames of wood, stone, or metal around windows and doors demonstrate good construction practice and the need for structural reinforcement. Thickened and protruding window sills help drain water away from openings, but, just as importantly, they help create an image of a well made and substantial building.

Example: 925 E. Pleasant St.

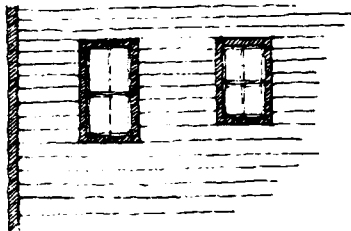
## Details for Character



Although floor plans of houses may be similar or repetitive, the exterior details give individual houses character and distinctiveness. Ornamental trim around windows and doors, on porches, and under roof eaves is a simple means of introducing details to the dwelling.

Example: 806 E. Lyon St.

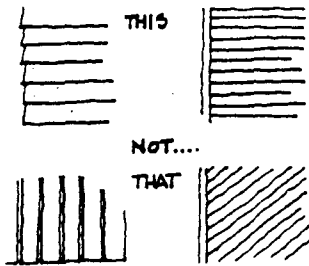
## Contrasting Trim



Trim around doors and windows in contrasting colors calls attention to the pattern of openings and directs attention away from the size or blankness of a wall. On houses of similar wall color, the contrasting trim colors provide variety.

Example: 1534 N. Cass St.

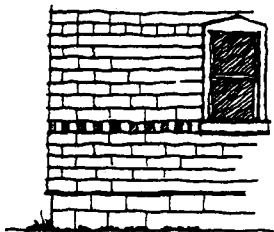
## Horizontal Siding



The selection of building materials consistent with those of existing neighborhood structures increases the compatibility of newer buildings. Wood is the most prevalent building material in low-rise residential construction. The use of horizontal siding, clapboard or shingle is more appropriate than vertical or diagonal siding.

Example: 1542 N. Cass St.

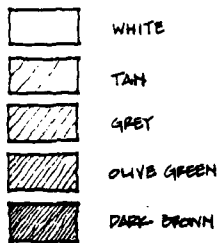
## Brick; Scale and Warmth



Brick is the dominant exterior finish of mid-rise residential buildings. Unlike concrete or stucco, brick is both warm and durable. In addition, the use of a contrasting mortar color can provide scale and texture to large expanses of wall.

Example: 1028 E. Juneau Ave.

## Muted Colors



A select palette of colors visually unifies a district. The colors in older urban areas tend to be more muted and less jarring than color used in newer suburban areas. Some typical exterior colors include white, grey, tan, gold, dark brown, dark green, olive green, dark red, and grey-blue.

Example: 1604 N. Warren Ave.

## Two-Tones



One way to identify separate units in duplex or row-house dwellings is by changing the color or material. A two-tone color scheme on a duplex calls out the individual units and provides an important sense of ownership to each.

Example: 1638 N. Astor St.



## State Law-Makers

An effective campaign to remove the proposed freeway might encourage state law-makers in Madison to consider appropriate legislative action. A variety of legislative measures could expedite or even mandate demapping. The same public pressure could also encourage SWRPC to formally recommend the removal of the Park and East freeway from the regional transportation plan, although the Commission is not empowered to enforce its own advice. Whether it results in executive or legislative action, however, the most useful and least controversial strategy for the removal of the freeway will require broadly-based and well-documented support.

Although the Commission is a powerful advisory agency, its recommendations for the regional freeway system have, historically, generated great public debate. In the past, a concentrated network of business, labor, and private interest groups vociferously supported the closure of the downtown loop. These groups and the public officials who agreed with them comprised the greatest resistance to demapping. Today, the identity of these organizations and individuals, as well as their current influence, is somewhat subject to speculation. Despite any remaining preferences for the completion of the downtown loop, an increasing number of private interest groups, city, and state legislators would like to see the freeway erased once and for all. Legislators especially will be invaluable allies in a neighborhood-based effort to accelerate the demapping procedure.

The most effective method of expressing neighborhood opposition to the proposed freeway involves a combined campaign directed to all elected representatives and regulatory, legislative, advisory, and implementing agencies. These include:

- the Mayor
- the Milwaukee Common Council
- the County Board of Supervisors
- the County Executive
- the Milwaukee County Expressway and Transportation Commission
- the Southeastern Wisconsin Regional Planning Commission
- the State legislature
- the Governor
- the State Department of Transportation
- the Federal Highway Administration (U. S. Department of Transportation)

The planning agency which will have the greatest influence on general disposition of the corridor land is SWRPC. The Commission has already expressed and acted upon public doubt about certain portions of the Milwaukee freeway system, including the Park East link. Still, some as yet unpublished stub-end solutions already depict an extension of the freeway into existing east-west neighborhood streets (specifically, E. Lyon and E. Ogden), a plan that would consume fully one-half of the corridor land. This type of alternative traffic engineering would damage the residential fabric of the area almost as dramatically as the proposed freeway, although at an admittedly smaller scale. The only alternative scenario that would support and improve the quality of neighborhood life on the Lower East Side is one which favors the return of the corridor land to appropriate agencies for urban redevelopment.



The Park West Redevelopment Task Force was convened in January, 1977, to study and prepare redevelopment proposals for the nearly 44 blocks of land cleared to accommodate the construction of the Park Freeway West. SWRPC demapped the proposed freeway later that year. In 1978, the state and county followed suit, freeing the Task Force to pursue the matter of the disposition of corridor land. By the end of 1978, the disposition plan developed by PWRTF received the approval of both the city and the county. The state then released the land for redevelopment.

The work of the Task Force has pioneered new strategies for the organization of a broad citizen-based planning, development, and design effort established to monitor the reconstruction of a tract of land nearly six times the size of the Park East Corridor. The experience of the Task Force provides an invaluable resource not only for the Park East neighborhoods, but for any city faced with similar redevelopment challenges.

The Neighborhood's Catalogue received permission to reprint the following material from the Park West Task Force's Information Memo 022 and its appendices. This memo accurately describes PWRTF's role in the probable legislative scenario and procedure for the early stages of land reallocation and analysis. Further information may be obtained from the Park West Task Force's office, 2342 West North Avenue, Milwaukee, WI 53205 (414-342-2400)

## Background

The Park West Redevelopment Task Force is a private non-profit organization formed for the purpose of guiding the redevelopment of the lands cleared for the Park Freeway West. The Task Force was created by Congressman Henry S. Reuss in consultation with Milwaukee County Board Chairman Thomas Ament, Milwaukee Common Council President Ben Johnson, and State Assembly Majority Leader James Wahner, following the rejection of the Environmental Impact Statement for the proposed freeway.

The Task Force was convened in late January 1977. It is composed of the local, county, and state elected officials of the Park West area, representatives from each of the area community organizations, and four at-large members. The Task Force retained a professional planning staff beginning in June of 1977 and has maintained both staff and offices since that time. The present Co-Chairmen are Anthony James Catanese, Dean of the UWM School of Architecture and Urban Planning, and Paul Henningsen, member of the Milwaukee County Board.



Funding for the work of the Task Force has come via staff-prepared proposals that have been accepted by various funding sources but, primarily, the Community Development Block Grant Program administered by the City of Milwaukee.

The monitoring agency for the Task Force is the Department of City Development, City of Milwaukee. The planning services provided under various funding and contracting arrangements serve the objective of guiding both the re-use of the Park West Corridor and influencing the policy making that is needed to accomplish that objective.

To date the Task Force has been successful in accomplishing its objectives by being a forum where decisions concerning the re-use of Park West lands could be worked out between the community and the various public agencies with policy roles in the disposition process. This is expected to continue now that the activity is reaching the plan implementation stage.

### The Park West Land Situation

Using a Disposition Plan drafted by the Park West Task Force as the basis for the decision, the Milwaukee Common Council and the Milwaukee County Board enacted identical disposition legislation specifying which segments of the cleared Park West Corridor would be retained or transferred for generalized re-use purposes.

The spirit of the resolution and subsequent working agreements are that the Task Force will prepare plans, redevelopment advisories, and strategies that will facilitate redevelopment. The Task Force will not be a developer per se, nor will the Task Force hold or sell land. As a single purpose entity it is responsible for attracting developers, assisting in the preparation of development proposals that take into account Task Force generated redevelopment plans, and advising on the appropriateness of various public and/or private actions that affect redevelopment prospects. In addition the Task Force is in a position to assist in the packaging of redevelopment proposals in order to assure that economically sound development occurs in a fashion that generates maximum positive benefits for the community.





## The Park West Redevelopment Task Force Role in Development Planning Analysis

The principal role of the Task Force is to facilitate development by serving in a technical assistance and advisory capacity. Technical assistance is available to those individuals and organizations that choose to bring their ideas to the Task Force for review. Not coming to the Task Force does not prevent a developer from going directly to the Redevelopment Authority. The findings of the Task Force are advisory and will be expressed via reports to appropriate decision-making entities as well as at hearings required before lands can be sold.

## The Steps Leading to Land Sale and Development

### Participants in the Process:

Once the land title has been transferred to the Redevelopment Authority, a series of steps are required before the land can be offered for sale. Participating in these steps will be the Redevelopment Authority itself, the Department of City Development (the planning agency for the Redevelopment Authority), the City of Milwaukee Plan Commission, the Park West Task Force, and ultimately, the Milwaukee Common Council.

### The Roles of Respective Actors

#### The Redevelopment Authority

This seven member official and citizen board was established in accord with state enabling law to acquire, plan, and market land for redevelopment purposes. It is an independent authority housed within the Department of City Development from which it purposes most of its administrative and planning services. The Commissioner of the Department of City Development serves as the Secretary of the Authority.

The Authority is required to take several carefully defined steps prior to offering land, which it holds, for public sale. The principal steps are:

- a. Preparation and adoption of redevelopment district boundaries
  - b. Preparation and adoption of redevelopment district plans
-

Both Redevelopment Authority actions require the approval of the City Plan Commission and enactment by the Milwaukee Common Council. When these steps have been completed, the land may be offered for sale.

The rules governing the method of sale will be established for the Redevelopment Authority. The rules generally reflect the objective to be achieved through redevelopment. It is anticipated that the development objectives evolved by the Park West Task Force will be given consideration in the formation of rules governing the release of land to specific developers.

#### The Department of City Development

The Department is the usual source of the Redevelopment Authority's administrative and planning services. The Authority requests that funds be made available by the Common Council to be used to purchase redevelopment project planning and pay administrative costs. Occasionally consultants are retained by the Department of City Development to prepare redevelopment plans, conduct market and feasibility studies, and to advise redevelopment strategies when staff resources are inadequate.

All redevelopment proposals that come before the Redevelopment Authority are reviewed and analyzed by Department of City Development staff. As the planning and administrative arm for both the Plan Commission and Redevelopment Authority, the Department reviews proposals for compliance with adopted city ordinances and policies.

## STEPS NECESSARY FOR PARK WEST LAND TRANSFER

1. Milwaukee County Corporation Council conducts title search, prepares legal description, and prepares legal documents to transfer land to the City of Milwaukee. This is submitted to the Common Council. (About a year's time)
2. Economic and marketability study is completed by consulting firm. (Estimated time: seven months)
3. Land transfer resolution with fiscal note is introduced into Common Council. Hearings are held by the City Plan Commission, the Zoning & Development Committee, and the Finance & Personnel Committee. Common Council adopts land transfer resolution. (Three weeks minimum)
4. Urban renewal boundaries introduced into Common Council. RACM and Zoning & Development Committee hearings are held. Common Council approves urban renewal boundaries. (Three weeks minimum)
5. Assuming more than one set of boundaries and redevelopment plans, RACM begins holding public hearings on plans. Not all plans will be developed at once. Jacket is introduced into the Common Council. RACM and Zoning & Development Committee hold hearings on one or more plans. One or more plans are approved by the Common Council. (Five weeks minimum for each set of plans - including two week public notice)
6. When Common Council approves first plan, they also approve a contract between the City and RACM to fund the plans, a relocation plan, and a resolution transferring that land to RACM.
7. RACM certifies plans to Common Council and approves a relocation order. (Three weeks maximum)
8. RACM can now accept formal offers to purchase land, and hold hearings on land conveyance.
9. Steps four through seven are repeated for the remaining redevelopment plans.

The introduction to Section 4 of the Neighborhood's Catalogue enunciates the need for a flexible zoning policy to ensure the supportive incremental redevelopment of the Park East freeway land. Key concepts and passages extracted from Section 16-11 of the Milwaukee Code of Ordinances ("Planned Development Districts") suggest that it is the ideal legal medium for the revitalization of the abandoned corridor:

--the ordinance recognizes the importance of "variety and flexibility in land development for all purposes..."

--the ordinance recognizes "the urgent need for the redevelopment of those congested and blighted areas abutting the central areas of the city..."

--the ordinance recognizes that "such necessary redevelopment cannot be expected to take place in strict accordance with those uniform regulations appropriate to the established areas of the city..."

--the ordinance recognizes the need to provide "increased flexibility in the laws governing the development of those large areas of the city which are now open land..."

--the ordinance recognizes that "uniform regulations appropriate to previously developed residential areas (should not) discourage efficient and imaginative development of...substantially open areas consistent with the reasonable enjoyment of neighboring properties..."

--the ordinance recognizes the need "to provide for stage sequences of construction and establish patterns and characteristics of future development which will result in desirable economic and social consequences..."

--the ordinance recognizes the need to provide for "mixed compatible uses..."

--most importantly, the ordinance recognizes the need "to provide for the multiple needs of society and maximize the opportunity for a wide range of choices in residential living areas and to serve the varying needs of persons in such areas..."

The ordinance allows land to be zoned and developed in single parcels or combinations of single parcels. It facilitates a much greater degree of control over design and planning and may be tailored to maximize the potential for neighborhood involvement in the incremental redevelopment process.

The ordinance specifies different types of development districts based on the minimum size of parcels to be developed. Type I relates to parcel sizes between five and twenty acres; Type II relates to parcels over twenty acres; and Type III relates to parcels under five acres. Each type or classification carries regulations and restrictions in keeping with the Master Plan of the City of Milwaukee. Residential density, transportation thoroughfares, community service facilities, parks, vehicle parking, utilities, and other matters pertaining to the specific requirements of land development are detailed in relation to each type. The type most favorable for the redevelopment of the Park East freeway land is the third, which deals with the smallest units of land and requires the least amount of setback (the number of feet from the property line to the edge of the building).

Planned Development Districts restrict the broad and often damaging construction of a single building type, like a high-rise apartment building, commonly witnessed in large residential areas that have been zoned for maximum allowable heights, among other considerations (see Section 4 of the Neighborhood's Catalogue). The ordinance can be employed to reduce the acceleration of development, enhance the possibility for building restrictions that ensure neighborhood compatibility in new construction, and guide the proposals of designs that support the special needs and characteristics of a specific area. Although each separate unit of land must be approved by the various regulatory agencies of City government, the time involved tends to guarantee ample opportunity to explore the impact of each new development. Planned Development Districts promote incremental growth over a long period of time.



Historic Lower East Side  
Neighborhood Association, Inc.

The Historic Lower East Side Neighborhood Association (HLES) began when concerned area residents came together to discuss the city's plans for temporary improvements of the Park East freeway corridor.

Informal meetings were held and telephone calls were made to elected officials. Residents expressed dissatisfaction with the city's plans and suggested alternatives. A public meeting was organized and conducted by 3rd and 4th ward aldermen in June 1980.

Following the June meeting, members of the ad hoc neighborhood association formed a steering committee to develop an alternative plan for temporary recreational use of the corridor land. After further work and discussion, a new proposal was drawn up, combining the neighborhood's alternative with the city's plan. Subsequently, four blocks of recreational improvements were approved for construction and work will begin in Fall of 1981.

Regular and formal meeting of the steering committee began during the Fall of 1980. The committee drafted and adopted by-laws in November. In December, a survey was conducted to determine the issues most important to residents of the Lower East Side. The Historic Lower East Side Neighborhood Association incorporated as a non-profit community service organization in February 1981.

The Historic Lower East Side Neighborhood Association has three basic purposes:

1. the preservation of the historic and residential character of the neighborhood, including the improvement of its physical appearance.
2. promotion of better community services and facilities.
3. promotion of a sense of community participation and pride through public education.

The organization holds meetings every third Thursday of the month at 7:30 p.m. at All Saints Parish Hall, 818 E. Juneau Avenue. To contact the Historic Lower East Side Neighborhood Association, write to:

HLESNA  
P.O. Box 1926  
Milwaukee, Wisconsin 53201





## City Services and Departments:

Aldermen  
Sandra Hoeh, 3rd District..... 278-2221  
Kevin O'Connor, 4th District..... 278-2221

Alley Lights Out..... 259-4097  
Bad Housing..... 278-3646  
Broken Street Lights..... 278-3481  
Building Inspector..... 278-3441  
Building Permits..... 278-2507  
City Hall..... 278-3200  
Community Development Agency..... 278-3647  
Department of City Development..... 278-2690  
Fire Department..... 347-2323  
Fire Hazards..... 278-3646  
Forestry Department..... 278-3595  
Garbage Collection..... 278-6090  
Health Department..... 278-3521  
Holes in Streets..... 278-3431  
Housing Authority,  
Rent Assistance..... 278-2180  
Icy Streets..... 278-3341  
Mayor's Office..... 278-2200  
Neglected Children..... 273-8660  
Night Parking..... 273-8670  
Police..... 765-2323  
Non-Emergency..... 273-8660  
Public Housing..... 278-2964  
Public Works..... 278-3300  
Rat Control..... 278-3538  
Relocation Assistance..... 278-3721  
Rescue Squad..... 347-2323  
Rent Withholding..... 278-3646  
Snow Problems..... 372-6090  
Street Sewer Back-ups..... 278-3427  
Street Sewer Maintenance..... 278-3431  
Street Maintenance..... 278-3431  
Street Cleaning..... 278-3341  
Street Light Installation..... 278-3244  
Tax Assessments..... 278-3651  
Tax Bills..... 278-2248  
Tax Commissioner..... 278-3651  
Traffic Sign Damage..... 278-3481  
Traffic Sign Requests..... 278-3234  
Trees Down..... 278-3595  
Vandalism..... 273-8660  
Water Bills..... 278-2830  
Water Leaks-Emergency..... 278-3710  
Weed Control..... 278-3341

## Milwaukee County Services:

Board of Supervisors  
Penny Podell, 3rd District..... 278-4237  
Harout Sanasarian, 4th District.... 278-4245

Bus Company..... 344-4550  
Bus Route Information..... 344-6711  
County Clerk..... 278-4227  
County Executive..... 278-4067  
Courthouse..... 278-4987  
Family and Children Services,  
Children Protection..... 289-6444  
Parent Protection..... 289-6290  
Parks..... 278-4345  
Public Museum..... 278-2700  
Property Taxes..... 278-4000  
Welfare..... 289-6897

## Regional Agencies:

Southeastern Regional Planning  
Commission (SWRPC)..... 547-6721

## State Government:

James Moody, State Senator..... 608-266-0718  
Hotline..... 800-362-9696

## Federal Government:

Henry Reuss, Congressman..... 291-1331  
Federal Information Center ..... 271-2273

## Data Items

## Data Sources

### Housing

- Number of units
- Type of units
- Condition of structures

U.S. Census  
 Neighborhood physical survey  
 Planning department studies;  
 city CDBG application and  
 Housing Assistance Plan;  
 neighborhood physical survey  
 U.S. Census  
 Neighborhood physical survey

- Number of vacancies
- Number and location of abandoned structures
- Home values
- Rents
- Sales activity

U.S. Census; city tax records  
 U.S. Census  
 City property files, Lusk Real Estate Directory; local papers  
 Courthouse or tax records

- Property ownership

### Crime

- Number of crimes
- Types of crimes
- Location of crimes
- Timing of crimes
- Number of hours per day neighborhood is patrolled by foot and prowl car
- Geographic area patrolled
- Visibility of police in neighborhood

Police records  
 Police records  
 Police records  
 Police records  
 Police records

Police records  
 Observation

### Fire

- Number of fires
- Type and probable cause
- Location of fires
- Average fire department response time
- Action regarding abandoned buildings
- Fire hazards

Fire department records  
 Fire department records  
 Fire department records  
 Fire officer

Building department

Observation

### Schools

- Enrollment
- Student-teacher ratio
- Average class size
- Condition of facilities
- Curriculum policy
- Dropout rate
- Average reaching achievement scores
- Availability of special programs

School administration  
 School administration  
 School administration  
 Observation  
 School administration  
 School administration  
 School administration

School administration

Other sources: State Board of Education; PTA; education reporter for a local newspaper; local education associations; National Education Association; American Federation of Teachers

### Social Services

- Number, names, locations of community social service agencies and programs
- Services, fees, eligibility, hours
- Neighborhood needs

Social Service Directory (United Way)

Agency-provider

Neighborhood survey

**Health**

- Number, names, locations of providers  
Yellow Pages, health services directory
- Services, fees, hours  
Health provider
- Vital statistics  
Health department
- Unhealthful conditions (sanitation problems, poor housing conditions, etc.)  
Neighborhood physical survey

**Neighborhood Commerce**

- Type and location of retail shops  
Neighborhood physical survey
- Hours  
Observation
- Accessibility and parking  
Observation
- Need for more/other types of shops  
Neighborhood survey

**Environmental Quality- Sanitation**

- Trash and litter  
Observation
- Rodent and insect problems  
Observation, neighborhood survey
- Frequency of street cleaning  
Sanitation department
- Frequency of garbage pick-up  
Sanitation department
- Availability of large item pick-up  
Sanitation department

**Streets and Traffic**

- Street conditions  
Neighborhood street survey
- Maintenance scheduling  
Public Works Department
- Accidents: number, type, location, severity  
Police records
- Availability of parking spaces  
Observation
- Parking regulations  
Traffic department
- Parking enforcement  
Police department

**Open Spaces and Recreation**

- Amount of land used for recreation  
Planning department study; Parks and Recreation Department; Neighborhood land use survey
- Type, location, accessibility of parks and playgrounds  
Neighborhood physical survey
- Condition of facilities  
Observation
- Neighborhood needs  
Neighborhood survey

**Historic Preservation**

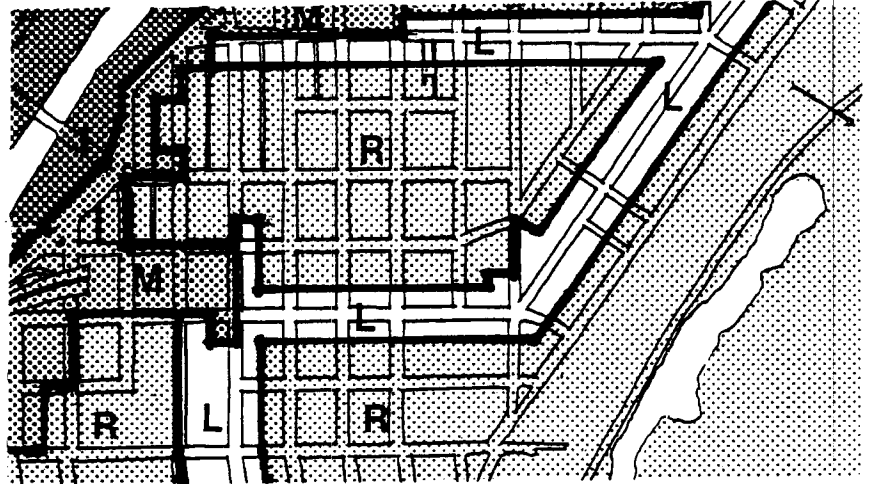
- Districts, buildings, sites, structures and objects already listed on National Register  
State Office of Historic Preservation
- Districts, buildings, sites, structures and objects eligible for the National Register  
State Office of Historic Preservation
- City-identified historic sites  
Local historical society
- Neighborhood-identified historic sites  
Neighborhood physical survey
- Preservation programs  
State Office of Historic Preservation; planning department

**Land Use & Zoning**

- Land use map  
Planning department or neighborhood physical survey
- Zoning map & regulations  
City Hall or planning department

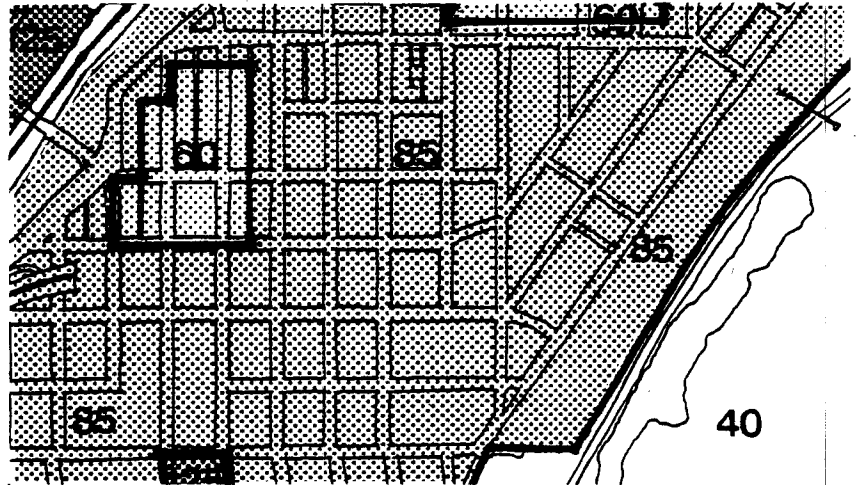
## Use Districts

- R Residence
- L Local Business
- M Commercial, Lt. Mfg.
- I Industrial



## Height Districts

- 40 Max. 40' Height
- 60 Max. 60' Height
- 85 Max. 85' Height
- 125 Max. 125' Height



## Area Districts

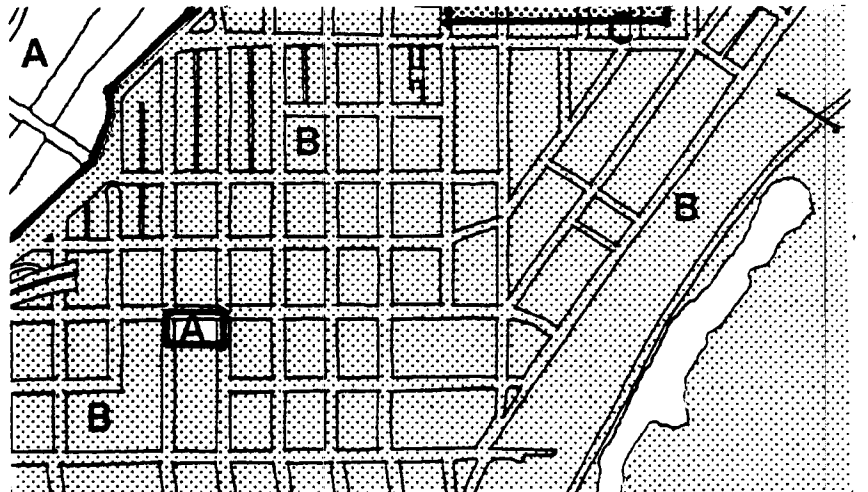
(Setback and Open Space)

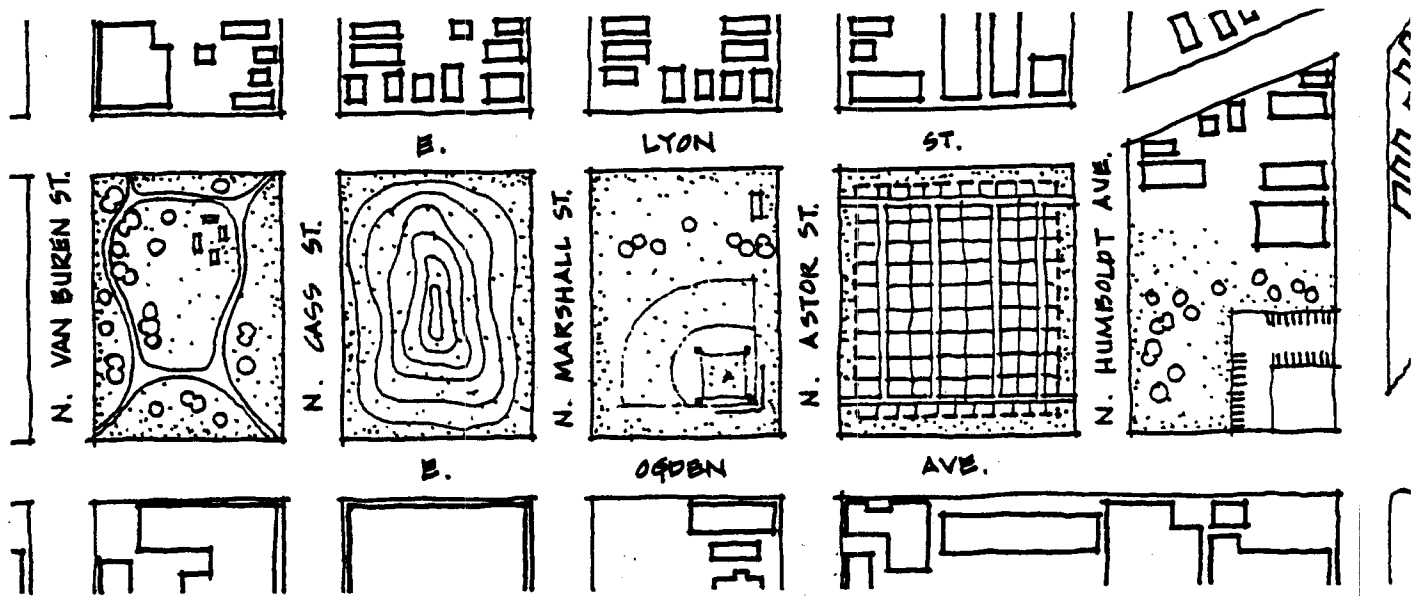
A Districts (setback for two-story buildings):

- Rear: more than 10'
- Side: more than 3' by 80'
- Outer Court: more than 3' by 40'

B Districts (setback for two-story buildings):

- Rear: more than 15'
- Side: more than 6' by 100'
- Outer Court: more than 5' by 30'





The city's recreational proposal for the Park East Freeway land was the result of a series of meetings held during the summer of 1981 by residents concerned about the appearance and maintenance of the vacant freeway land. Community Development Block Grant monies provide the funds to implement the proposal, which included clean-up and restoration of 5 of the vacant blocks near the corridor's east end. Some of the features of the plan are, by block:

- A. A jogging and walking path, children's play area, and picnic tables
- B. A naturally landscaped amphitheater (directly across from Lincoln Center for the Arts), which will also double as a winter sliding hill
- C. A baseball field, bocce field, and small area for badminton and croquet
- D. Newly-designed garden plots for the Lakeside Community Gardeners' Co-op (a group presently occupying this block)
- E. A green space and parking lot

CODE:	UNDECIDED YES NO	UNDECIDED YES NO
1. How long have you lived in this neighborhood?		
2. Do you (rent) (own) your residence?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
3. Do you think absentee landlords are a problem in this neighborhood?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
4. Do you think there is adequate enforcement of building codes in this neighborhood?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
5. Which of the following do you think are most often problems: <input type="checkbox"/> Structures (falling porches, etc.) <input type="checkbox"/> Appearances (peeling paint, etc.) <input type="checkbox"/> Landscaping (uncut grass, weeds, etc.)		
6. Do you think the city should provide financial assistance (low cost loans, property tax breaks) for correcting code violations?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
7. Do you think police protection is adequate? Have you ever had to call the police? Were you satisfied with the response? Speed? Manner (courteous, understanding?)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
8. Are there places in the neighborhood that you feel are not adequately lit? If YES, where: _____	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
9. Which of the following problems do you think are the worst in this neighborhood? <input type="checkbox"/> Burglary <input type="checkbox"/> Assault <input type="checkbox"/> Mugging/purse snatching <input type="checkbox"/> Murder <input type="checkbox"/> Rape <input type="checkbox"/> Other:		
10. Would you be interested in a Home Watch System (where people agree to keep an eye on things when their neighbors are away)?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
11. Do you think that the following city services are adequate: Garbage Pickup Street Maintenance Snow Removal Tree Replacement	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
12. Is traffic congestion a problem on your street?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
13. Is parking a problem on your street?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
14. Do you shop on Brady Street? If YES, where: _____	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
15. Are there other types of stores you would like to see on Brady Street? If YES, what kinds: _____	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
16. Do you think Brady Street's appearance would be improved if it had trees and more frequent litter cleanup?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
17. Do you think the following Festival-related services are adequate: Toilet Facilities Parking Facilities General Crowd Control		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
18. Do you think the Park East Corridor land is adequately maintained?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
19. Do you feel that security in that area is a problem? ~		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
20. Would you like a continuing voice in the use and development of that area?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
21. Do you think that having more homeowners in the neighborhood would be good for it?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
22. Do you think that the city should do more to encourage home ownership in this area?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
23. Should the city encourage ownership primarily (1) of existing homes (2) of new construction If new construction, of high-rise condominiums? If YES, do you think this area can cope with with increased population and increased parking, traffic, noise, crime and other problems	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
24. Would you like a say in what happens to this neighborhood?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
25. Do you think there is a need to be kept informed about: Zoning board meetings which affect this area Other public meetings of interest to residents Legislation affecting this neighborhood Community events in this neighborhood Reliable contractors Loan sources for home improvements		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
26. Do you think there is a need for a neighborhood organization for this neighborhood?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
27. Would you join such an organization?		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
28. Which services would you like to see such an organization provide: <input type="checkbox"/> A place to meet neighbors <input type="checkbox"/> A place to talk about neighborhood concerns <input type="checkbox"/> A newsletter <input type="checkbox"/> Representation for the neighborhood <input type="checkbox"/> A resource center <input type="checkbox"/> Assistance in forming block clubs <input type="checkbox"/> Other:		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
29. What do you like about this neighborhood and what do you feel are its biggest problems? (Use back of sheet to answer).		

This checklist contains a series of questions to help you identify neighborhood problem areas. A significant number of "yes" answers in any category indicates an area in which your neighborhood organization may want to get involved. Bear in mind that many of the questions will call for judgments or, in some cases, impressions. This is merely a preliminary exercise to help you identify issues for further research.

## 1. Housing

- Are structures in the neighborhood physically deficient? Do they need minor repairs and maintenance? Major repairs or rehabilitation?
- Are there abandoned buildings in the neighborhood?
- Is the neighborhood in flux? Are property values rising or declining rapidly?
- Is the neighborhood experiencing a high population turnover rate? Are people frequently moving into or out of the neighborhood?
- Are insurance rates rising?
- Are mortgages and home improvement loans unavailable?
- Are large numbers of properties being purchased by absentee landlords or real estate speculators?
- Are structures being divided into smaller units?
- Are houses or apartments overcrowded? Do two or three families or a large group of people share a single house or apartment?
- Do property taxes fail to reflect real values?

## 2. Crime

- Is there widespread fear of crime in the neighborhood?
- Are you aware of high levels of crime (street crime, house crime, commercial crime) in the neighborhood?
- Do you believe police protection is inadequate? Are police insensitive to neighborhood problems? Do police respond slowly to distress calls?
- Have buildings or cars been vandalized?
- Are theft insurance rates higher in your neighborhood than they are in other parts of the city?

## 3. Fire Protection

- Is incidence of fire in the neighborhood high?
- Are there frequently fires which appear to be the result of arson?
- Is the fire department poorly equipped or understaffed?
- Are there obvious fire hazards in the neighborhood such as abandoned buildings, rundown buildings, deteriorated garages, trash heaps?

## 4. Schools

- Are there schools within walking distance?
- Do you think that the quality of education at local schools is poor?
- Do parents have little say in school matters? Are teachers or principals inaccessible or unhelpful?
- Are classrooms or playgrounds in poor condition?
- Are educational aids (books, maps, projectors) in short supply?
- Does your school lack special programs or fail to meet specific neighborhood needs?
- Do many students fail to complete high school?

## 5. Social Services

- Do banks fail to provide adequate services such as selling food stamps or depositing welfare directly?
- Do grocery stores refuse to accept food stamps?
- Are day care services inconvenient or expensive?
- Does your neighborhood have youth problems? Vandalism? Drugs? Loitering? Rowdiness?
- Are the elderly residents in your neighborhood in need of special services or programs?
- Does your neighborhood need a meeting place or neighborhood center?

## 6. Health Care

- Are doctors difficult to locate or appointments hard to get?
- Are doctors' offices or other health services inaccessible by public transportation?
- Are fees too high for neighborhood residents?
- Is there a need for a free clinic or other alternative center?
- Are you aware of any special health problems in the neighborhood? Health hazards?
- Is it hard to get information about health care in your community?

## 7. Neighborhood Commerce

- Do neighbors choose to shop in other parts of the city?
- Are businesses and retail shops leaving your neighborhood?
- Is the business district run down? Have merchants failed to renovate stores?
- Can you identify needed improvements? Different types of shops? Longer hours? Better parking arrangements? More competitive prices?

## 8. Environmental Quality

- Are streets and properties in your neighborhood littered?
- Would you describe your neighborhood as dirty? Unattractive?
- Does trash or garbage pile up on the curb and sidewalks?
- Have you spotted rats or other rodents in the area?

- Do you have problems with roaches or other insects?
- Do your streets flood during heavy rain?
- Do you think the air quality in your neighborhood is poor? Peculiar odors? Soot?
- Is tap water discolored? Does it have an unusual taste?
- Have you been annoyed by noise in the neighborhood? From traffic? Factories? Other sources?

#### 9. Energy Conservation

- Do rising fuel bills constitute a hardship for neighborhood residents?
- Are homes and buildings well insulated? Poorly insulated? Not insulated at all?
- Do residents need financial assistance or services for weatherization?
- Do residents understand the need for energy conservation?
- Are there opportunities for installing alternative energy systems?

#### 10. Streets

- Are streets in poor condition? Potholes? Cracked curbs? Broken sidewalks?
- Are there dangerous intersections where signs or signals are needed? Have there been a large number of accidents?
- Is there high speed traffic through the neighborhood?
- Are on- and off-street parking spaces scarce?
- Is parking difficult on street sweep days or during snow emergencies?
- Are streets poorly lit?

#### 11. Transportation

- Are there long waits for buses or streetcars?
- Are bus stops poorly located or uncovered?
- Do bus routes fail to reflect neighborhood needs?
- Does your neighborhood need bike paths? Special programs such as dial-a-ride, carpooling, elderly shuttle?

#### 12. Open Spaces and Recreation

- Are parks or sports facilities overcrowded?
- Are parks and playgrounds poorly maintained? Overgrown? Littered? Untighted? Broken equipment?
- Are there too few recreational programs for specific age groups?
- Are there vacant lots or other spaces which could be converted?

#### 13. Historic Preservation

- Are there buildings in the neighborhood which have historic significance or unique architecture?
- Are there buildings deteriorating? Slated for demolition?
- Are there other historic sites near your neighborhood?
- Do you think buildings in your neighborhood might qualify for the National Register or other preservation programs?

#### 14. Land Use and Zoning

- Is your neighborhood threatened by major construction projects (expressways, airports, high-rise buildings, etc.)?
- Are there plans to build facilities that might be a nuisance to the neighborhood? Prisons? Sports arenas? College dormitories?
- Is present zoning inconsistent with your neighborhood goals? Is it poorly enforced?
- Could zoning be used to prevent unwanted changes in land use?

### Neighborhood Assets

Now that you have begun to think about various neighborhood issues and problems, you should carefully appraise your neighborhood assets. Ask yourself how specific neighborhood assets and resources can be used as building blocks in dealing with neighborhood problems.

- What are some of the unique physical characteristics, such as parks, buildings, and squares, that give your neighborhood its own identity?
- Does your neighborhood have a name? A newspaper or newsletter? Has it sponsored street fairs or other activities?
- Has your neighborhood ever been written about, in the local newspaper, for example?
- Does your neighborhood have a particular or diverse ethnic identity? Is this a source of pride or togetherness?
- What are the things you like best about your neighborhood?
- What do residents moving in see in your neighborhood? Good location? Good schools? Attractive buildings? Pleasant streets? Charm?
- Do you have an active neighborhood organization? Is there potential for forming one?
- How involved are neighborhood residents? Registered to vote? Have they joined together in various neighborhood causes?
- What institutional resources are located in your neighborhood? Universities? Hospitals? Libraries?
- Can you identify neighbors with important skills? Organizing ability? Enthusiasm?
- Do any community leaders or elected officials live in your neighborhood?
- Can you identify neighborhood opportunities? Buildings available for reuse? Open spaces suitable for development? Areas of neighborhood life where a strong neighborhood organization could make a real and lasting contribution?



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