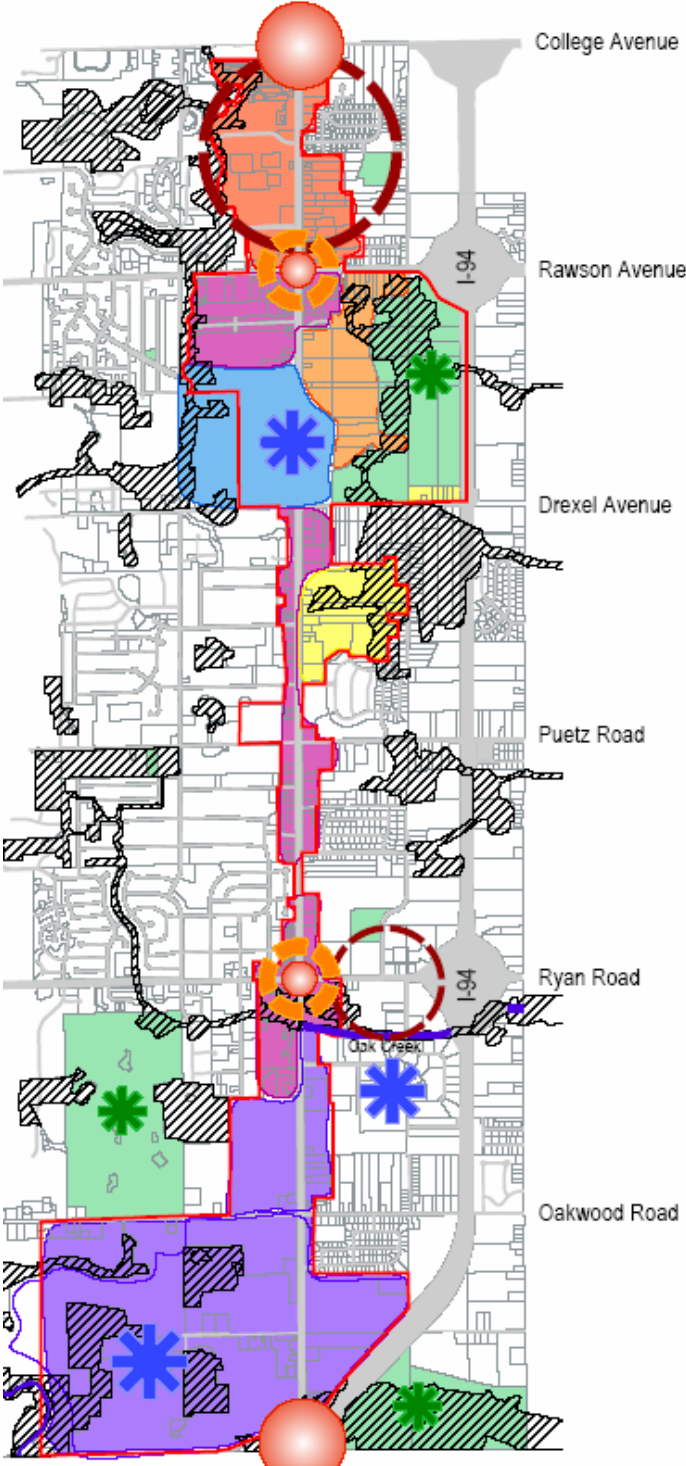


# SOUTH 27<sup>TH</sup> STREET CORRIDOR PLAN

A Joint Project  
City of Franklin  
City of Oak Creek



Prepared by:  
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In cooperation with:  
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## EXECUTIVE SUMMARY

### Introduction

The South 27<sup>th</sup> Street Corridor study area covers a six-mile area from College Avenue to South County Line Road. More importantly, this corridor marks the boundary between the cities of Franklin and Oak Creek, Wisconsin. In 2004, these two communities enacted a six month moratorium on development along the corridor in order to come together and plan for the future of South 27<sup>th</sup> Street. Community leaders in both communities recognized that South 27<sup>th</sup> Street was poised to develop quickly and that there was an opportunity to direct the interest in the corridor, on the part of businesses, developers, property owners, and other investors, to create a well-planned and economically vibrant corridor for their respective communities.

### Project Purpose

Planning for the future of South 27<sup>th</sup> Street was initiated in order to:

- Ensure development occurs in a consistent & coordinated manner,
- Promote a diverse economic base to provide jobs, goods & services to residents,
- Provide a healthy, diverse property tax base, and to
- Effectively respond to new development opportunities created by the opening of the Northwestern Mutual Campus.

### Project Participants

The South 27<sup>th</sup> Street Corridor Plan is the result of a unique collaboration between the cities of Franklin and Oak Creek. However, South 27<sup>th</sup> Street also plays a significant and growing role in the larger Milwaukee County region. Furthermore, there is currently significant private investment in the corridor along with publicly owned lands. As such it was important that the planning process involve public and private representatives from within the two communities and around the region including:

- Milwaukee County & Adjacent Municipalities
- Milwaukee County Parks
- Milwaukee County Transit
- State of Wisconsin
- Milwaukee Metropolitan Sewage District
- Residents
- Businesses
- Property Owners
- Organizations
- Developers
- School Districts

### Public Participation – Opportunities for Public Input

The Plan was created with significant input from the public, city officials, representatives from Milwaukee County, the Wisconsin DOT, city staff, and corridor stakeholders. The opportunities for public input during the planning process included:

- Stakeholder Interviews/Focus Groups
- Steering Committee Meetings

- Technical Resource Team Meetings
- Visual Preference Survey
- Two Public Open Houses
- Website
- Emails
- Phone calls

The results of the public participation process are included as an Appendix to this document.

### **Project Outcomes**

The resulting South 27<sup>th</sup> Street Corridor Plan provides for:

- A visionary, Market-Based Land Use Plan, which creates destination value & sense of place,
- Design Guidelines and Zoning Recommendations,
- Cooperation and partnerships amongst the various governmental jurisdictions and between the public and private sectors,
- The ability to appropriately leverage the investment of private dollars and available public funding, and
- A realistic action plan for implementation.



## **CHAPTER 1: SOUTH 27TH STREET CORRIDOR LAND USE PLAN**

### **1 INTRODUCTION**

The cities of Franklin and Oak Creek recognize the strategic opportunity to plan for the future of this gateway corridor into both communities and the Milwaukee metropolitan area. This plan aims to create a future of economic prosperity and an exceptional quality of life for regional residents in a beautiful setting with an abundance of natural features, outstanding transportation systems, and a variety of choices in places to live, shop and work. This opportunity is captured in the vision and goal statements expressed below.

The two communities, the State of Wisconsin, and Milwaukee County will act together to realize this vision by establishing high standards and by making strategic investments through intergovernmental and public-private partnerships.

#### **1.1 VISION STATEMENT**

The 27<sup>th</sup> Street corridor and adjacent areas will be a local, regional and statewide destination for people to work, live, shop, recreate, and interact with one another. It will be an attractive center of economic activity in southeast Wisconsin with clearly and conveniently linked strong neighborhoods, beautiful parks and open spaces, and engaging civic and institutional places. This corridor will serve as a unifying place for the cities of Franklin and Oak Creek, and for Milwaukee County.

27<sup>th</sup> Street will consist of vibrant businesses and significant employment opportunities for good jobs. Its character will be shaped by high quality and attractive buildings from one end of the corridor to the other; significant landscaping and the integration of existing natural characteristics such as woodlands, wetlands, topography and more; first class signage; accessible and high quality open spaces and public areas such as the median, lighting, terraces, and street. This corridor will have its own unique identity that people are proud of and continuously attracts new businesses.

The transportation system will be safe, convenient, and enjoyable to use with choices for people to drive, ride transit, walk or bike.

The corridor will consist of a diverse mix of land uses and provide a strong tax base for both communities.

Clear and attractive linkages between the 27<sup>th</sup> Street Corridor and neighborhoods, parks and recreation areas will tie the distinct areas along and around the corridor together to make the corridor an overall great place.

Cooperation between the Cities of Franklin and Oak Creek is vital to the success of the South 27<sup>th</sup> Street Corridor and will be achieved by whatever means necessary.

## 1.2 GOALS & OBJECTIVES

### Land Use and Development

#### Goals

1. Continue to create 27<sup>th</sup> Street as an economic center and regional destination within southeastern Wisconsin.
2. Promote the expansion of employment centers around Northwestern Mutual and at the southern end of the corridor.
3. Enhance the regional retail shopping district, and coordinate all aspects of adjacent developments.
4. Establish a mix of vibrant, attractive businesses along the corridor that are adequately buffered from or integrated with adjacent neighborhoods.
5. Encourage the conversion of hospitality and related businesses on frontage properties along the corridor to community-oriented businesses and concentrate hospitality and related businesses at the southern end of the corridor.
6. Offer choices for quality housing types, sizes, and styles at designated areas along the corridor.
7. Promote partnerships between the municipalities, businesses and neighborhoods to create coordinated developments and development patterns.
8. Promote quality development and a balance of land uses within each district and sub-district along and around the corridor.
9. Encourage high quality housing choices.
10. Implement the Future Land Use Plan.

#### Objectives

1. Encourage clean business uses that contribute to building an image as a quality employment center.
2. Promote retail and service uses in designated locations to serve community needs and provide a focus of image and identity.
3. Enact standards and incentives to encourage quality in new developments.

4. Market the 27<sup>th</sup> Street Corridor as an attractive location for development.
5. Work with local, regional, county, and state governments and organizations to promote realization of the vision, goals and objectives for the 27<sup>th</sup> Street Corridor.
6. For residential land uses, lot areas and lot widths should vary at random to the greatest extent possible, in order to eliminate the appearance of a standardized subdivision. Lots should vary by a minimum of five-foot increments.
7. Continuously work with corridor residents and businesses and with the development community to monitor the implementation of this Plan.
8. Create a formal process to either jointly review or to provide referral comments for significant developments within the study area.
9. Require that all development applications show integration with, or buffers from, surrounding properties.
10. Create and adopt a zoning overlay district for the corridor and codify design guidelines.

## **Environmental Corridors and Open Space Systems**

### Goals

1. Integrate natural landscape features and environmental areas into new developments and the corridor.
2. Preserve and enhance open space and recreation opportunities.
3. Protect sensitive natural features including woodlands, creek and river corridors, wetlands, and floodplains.
4. Implement Milwaukee County's natural areas plan to the extent possible.

### Objectives

1. Enact standards and incentives to encourage preservation of sensitive natural resources.
2. Establish a system of greenways along streams, woodlands, open spaces, parks, and other natural features, and provide walking/biking trail connections throughout the corridor.

## **Urban Design Character**

### Goals

1. Improve the visual character of public places and private properties, and develop a unique image and identity for the corridor.

2. Establish or enhance focal points for retail, civic, and other areas that act as a focus of community activity and identity. Focal points may be well-designed public gathering spaces such as plazas or parks, street-terminating vistas of open spaces or signature buildings (high quality design), or water features.
3. Encourage unique, creative, quality, and coordinated design for large buildings rather than standard franchise designs.
4. Set a high standard for the corridor's overall image and identity with high quality public streetscapes, utilities, buildings, etc.

### Objectives

1. Implement the 27<sup>th</sup> Street Corridor Design Guidelines to the extent possible.
2. Bury overhead power lines and shield other public utilities.
3. Promote "focal points" to be incorporated in large new developments and redevelopments.
4. Coordinate building, site, amenity, and other design features between adjacent properties.
5. Create corridor and community gateways at the following intersections with 27<sup>th</sup> Street:
  - a. College Avenue
  - b. Rawson Avenue
  - c. Ryan Road
  - d. Oakwood Road

## **Transportation Systems, Neighborhood & Community Connections**

### Goals

1. Provide transportation systems, community facilities and infrastructure that promote desirable types, patterns, and characteristics of development and enhance quality of life.
2. Provide transportation systems, community facilities and infrastructure in a cost-effective manner, and maximize the use of such facilities and services.
3. Improve traffic flow and safety for all types of transportation.
4. Encourage attractive options to automobile trips by improving and expanding walking, biking, and transit facilities along the corridor, between adjacent developments, between properties fronting 27<sup>th</sup> Street and adjacent neighborhoods, and particularly in retail and employment centers.
5. Closely coordinate transportation and land use improvements; create a transportation system to serve the desired land uses.

6. Coordinate improvements between and among municipalities, the county and state.
7. Improve access across and along the corridor to provide adequate traffic flow while allowing business access frontage to South 27<sup>th</sup> Street.
8. Locate community services, jobs and shopping in close proximity to one another, with attractive connections and/or appropriate buffers.
9. Unify, connect and integrate uses along and across the corridor, and with adjacent neighborhoods.

### Objectives

1. Work with the Wisconsin DOT to improve traffic flow, control access, and to implement the following recommendations:
  - a. Removing, consolidating, relocating and/or creating cross-access points to properties at the time of redevelopment or land use changes.
  - b. Remove dangerous left-hand turn movements through such measures as closing median openings.
  - c. Create a grid street pattern to connect 27<sup>th</sup> Street to local streets in appropriate locations to improve connectivity throughout the area.
  - d. Create new interchanges at I-94 and Drexel Avenue and at South County Line Road.
2. Connect neighborhoods with one another and to the corridor via greenways with pedestrian and bicycle trail systems where possible.
3. Line up east-west roads across South 27<sup>th</sup> Street where median openings occur.
4. Phase in an extended transit system throughout the corridor with additional connections on major roadways as the corridor develops.
5. Provide an attractive, well-maintained road network that accommodates projected levels of traffic, and enhances connectivity internally within the cities and externally to regional and statewide destinations.
6. Extend water and sewer services and other necessary public infrastructure to serve the southern end of the corridor to facilitate the types of desired development.
7. Work with private providers to install telecommunications infrastructure south of Drexel Road to attract businesses and homebuyers.
8. Provide high quality parks, including access to existing parks and other community facilities, to meet current and future needs of residents.
9. Create streetscape improvements along 27<sup>th</sup> Street for aesthetic and functional purposes.

10. Through a combination of public and private investments, establish physical connections and focal points that help tie the neighborhoods and communities together and enhance the area's identity.

### **1.3 27<sup>th</sup> Street Corridor Corridor Plan**

This section describes the proposed future pattern of land uses and development along the 27th Street Corridor; and the recommended transportation systems; and environmental corridors and open space systems. Three maps illustrate this plan, including:

1. Future Land Use Plan (Exhibit 1)
2. Future Transportation Map (Exhibits 2a and 2b)
3. Future Environmental Corridors & Open Space Systems (Exhibit 3)

The Future Land Use Plan is designed to implement the vision, goals and objectives expressed above by describing the proposed types, locations, and character of future land uses.

The Future Transportation Map describes the recommended transportation system to serve the desired land uses, and densities and intensities of development along the corridor.

The Future Environmental Corridors & Open Space Systems Map illustrates recommendations to connect the environmental corridors with greenways and multi-use trails and connect these greenways functionally and visually to South 27<sup>th</sup> Street.

This Plan presents a future land use and development pattern for the corridor based upon significant public input throughout the planning process, the opportunities identified in Section 11.2, the market assessment, and the Steering Committee's preference for Land Use Scenario 1, referred to as the "mixed-use, high density" scenario.

The purpose of this Plan is to provide policy guidance for decisions regarding new development by the two cities, the County, and the State.

The distribution of land uses and development styles will create distinct districts along the corridor. The districts will be integrated with one another and within the overall corridor image and identity. This land use plan identifies primary uses and recommendations for each district.

The districts identified on the Land Use Plan map should be considered for decision-making purposes; the streets identified in the text to describe the district boundaries are approximate locations.

### 1.3.1 DISTRICT 1

#### **Regional Retail: College Avenue – Rawson Avenue**

This district will continue to function and grow as a regional retail shopping district. It should evolve as a high quality, destination shopping experience for both communities and the region.

The primary uses in this district will include:

- Large and mid-size retail uses serving as commercial anchors for the district;
- Supporting and complementary commercial uses such as smaller stores, restaurants, offices, civic uses, and public gathering spaces; and
- Higher density residential located behind commercial properties.

#### Land Use Recommendations

1. To create an attractive, safe, and economically sustainable shopping district, it is important to coordinate and integrate all aspects of the land uses, transportation systems, and physical characteristics, as discussed in the Design Guidelines.
2. The large brownfield in Franklin at the northern end of the corridor should be considered for remediation and redevelopment. If such efforts are unaffordable, the site may be used for cross-access between commercial destinations and shared parking.
3. Attractive connections and linkages and/or buffers should be created between the commercial developments and residential uses to provide immediate access for residents but also to minimize adverse impacts such as traffic and noise.
4. Support the rezoning of properties fronting and near 27<sup>th</sup> Street to the appropriate B-2 or B-3 Zoning District in each community.
5. Encourage additional high density residential uses to locate in areas immediately surrounding the commercial developments; residential uses can provide “on-site” demand for retail and restaurant uses.
6. Encourage the consolidation of the many separate properties along the east side of 27<sup>th</sup> Street and implement the Oak Creek Sub-Area Plan for this area.

#### Transportation, Community and Neighborhood Connections Recommendations

7. Create a major gateway to the corridor and communities at the external intersection of this district (e.g., the intersection of College Avenue and 27<sup>th</sup> Street).
8. Improve traffic flow by controlling access; aligning, connecting, and consolidating minor roadways; and installing traffic signals at major intersections.

### Environmental Corridors and Open Space Systems Recommendations

9. The environmentally sensitive areas in Franklin at the rear of the commercial properties should be preserved and used as natural buffers between commercial and residential areas. These areas might also be extended into the commercial developments as small parks, outdoor eating areas, green corridors, etc. for the public, shoppers, and employees as a natural means to add character and identity.
10. Work with the Department of Natural Resources to address the threatened Butler Snake habitat issue through such measures as identifying relocation sites within the region.
11. Connect and integrate the environmental corridor along the far western edge of the study area with adjacent environmental corridors (in Franklin).

### **1.3.2 DISTRICT 2**

#### **Rawson Avenue – Drexel Avenue: Mixed-Use / Office / Urban Village**

This district will experience significant change over the next 20 years, becoming a premiere employment center and urban village. District 1 and 2 will transition from the large regional retail uses to smaller scale commercial, office, civic, institutional and residential uses surrounding the Rawson Avenue/27<sup>th</sup> Street Corridor intersection. This mixed-use commercial area will continue south on the Franklin side to the Northwestern Mutual Campus, and will blend into the Urban Village in Oak Creek.

The primary uses in this district will include:

- Retail (stores, restaurants), office and institutional uses fronting 27<sup>th</sup> Street between Rawson Avenue and the Northwestern Mutual campus on both sides of the corridor, and the width of the study area between the I-94 intersection and the environmental corridor.
- Quality office developments will occupy the area designated in blue on the Land Use Plan between 27<sup>th</sup> Street and the environmental corridor in Franklin, and will front onto 27<sup>th</sup> Street in Oak Creek and then transition into the Urban Village at the rear.
- The Urban Village uses in Oak Creek will consist of smaller scale retail uses, and office, civic, institutional, medium to higher density residential, entertainment, and open space uses.
- Falk Park will continue to provide active and passive open space and recreation uses for the corridor.

### Land Use Recommendations

1. Implement the Oak Creek Sub-Area Plan.



2. Require development proposals to comply with the Land Use Plan within the “office” designated areas to ensure this district becomes a high quality employment center. Actively recruit office uses, including medical and research facilities, to locate within this district.
3. Approve the development of the YMCA pursuant to the Design Guidelines.
4. Do not allow the expansion of the regional retail district into this district. Consider limiting the size of retail establishments in this district.
5. Support the rezoning of the property behind the existing Northwestern Mutual Campus to an office-based zoning district.
6. Work with and provide incentives to existing businesses in this district to comply with the corridor plan and design guidelines or to relocate.
7. The principles for the Urban Village should be:
  - Efficient use of land and energy resources;
  - Community focal points and public gathering spaces;
  - Coordinated theme and identity throughout the Village;
  - Full utilization of urban services;
  - Mix of uses;
  - Preservation of environmentally sensitive areas;
  - Transportation options; and
  - Detailed, human-scaled design.
8. Work with Minnesota Avenue residents and St. James Church to create a Sub-Area Plan for the area designated as “Mixed-Use Commercial” in Franklin between Rawson Avenue and the area designated for office use.

#### Transportation, Community and Neighborhood Connections Recommendations

9. Connect the Northwestern Mutual campus to the Urban Village/Office district in Oak Creek.
10. Connect Rawson Road to 27<sup>th</sup> Street via the Urban Village.
11. Create a gateway to the corridor at the intersection of Rawson Avenue and 27<sup>th</sup> Street.
12. Provide safe pedestrian and bicycle crossings across Rawson Avenue.

#### Environmental Corridors and Open Space Systems Recommendations

13. Preserve the environmentally sensitive areas in Falk Park as depicted on the Draft Land Use Plan and Environmental Corridors and Open Space Systems maps; and expand Falk Park pursuant to Milwaukee County’s Parks and Open Space Plan.

14. Enhance public access to, through, and around Falk Park, and consider multi-use paths for pedestrians and bicyclists.
15. Integrate Falk Park into the Urban Village, and consider creating a greenway through the Village connecting Falk Park to 27<sup>th</sup> Street with pedestrian and bicycle trails.
16. Connect the Falk Park environmental corridor with the corridor to the south across Drexel Avenue.
17. Work with Milwaukee County to determine if non-environmentally sensitive properties fronting I-94 should be considered for development in the future.
18. Preserve the Primary Environmental Corridor along the western edge of the study area – adjacent to the Mixed-Use Commercial and Office areas – and ensure an adequate buffer exists between the corridor and new development. Integrate these environmental corridors into new developments to enhance the natural character of the area.
19. Create a new neighborhood park in Franklin west of the study area.
20. Work with developers to preserve the isolated natural area across Drexel Avenue on the west side of the corridor.

### **1.3.3 DISTRICT 3**

#### **Drexel Avenue – Ryan Road: Mixed-Use Neighborhood District**

District 3 will consist primarily of quality neighborhoods with a range of housing choices. These neighborhoods will be integrated with a mix of uses fronting 27<sup>th</sup> Street, and with the environmentally sensitive areas between the corridor and I-94 on the east.

The primary uses in this district will include:

- Mixed-density residential in the Oak Creek Sub-Area Plan between Drexel and Puetz, with possible limited commercial uses fronting 27<sup>th</sup> Street south of the Drexel Avenue intersection. Open space will also likely occupy the area designated as “environmental corridor” on the Future Land Use Plan, and Environmental Corridors and Open Space Systems maps.
- Land uses fronting 27<sup>th</sup> Street in this district should be a mix of neighborhood-oriented businesses such as small offices, medical clinics, clean and quiet service and light industrial businesses, civic and institutional uses, medium density residential, and limited retail uses.

#### Land Use Recommendations

1. Create and implement regulating plans such as the Oak Creek Sub-Area Plan.
2. Encourage and provide incentives to transition the hospitality and related uses to neighborhood-oriented uses.

3. Prohibit high-traffic generating uses in this district, such as fast-food restaurants. High traffic generating uses should be clustered in the community retail nodes at the Rawson Avenue and Ryan Road intersections with 27<sup>th</sup> Street and the regional retail node – areas that have adequate access, the opportunity to share parking, controlled intersections, etc. In addition, such uses might be appropriate in the urban village and mixed-use office areas with high quality building and site designs.
4. Promote the integration of neighborhood-oriented uses along the corridor with adjacent neighborhoods through street connections, walkways, buildings fronting both onto the corridor and into the neighborhood, etc. The integration may require buffering parking lots, storage and mechanical areas from adjacent residences.
5. Support the consolidation of separately-owned, smaller properties to create larger, coordinated developments along the corridor with fewer access points. However, avoid conventional strip commercial developments on 27<sup>th</sup> Street.

#### Transportation, Community and Neighborhood Connections Recommendations

6. Build road connections between neighborhoods.

#### Environmental Corridors and Open Space Systems Recommendations

7. Integrate environmental corridors into new developments and redevelopments, such as the mixed-density residential area in Oak Creek.
8. Encourage the connection from the environmental corridor in Oak Creek to the 27<sup>th</sup> Street Corridor through greenways with pedestrian and bicycle trails.
9. Connect the environmental corridor in this district with Falk Park.
10. Create one or two new neighborhood parks within this district or in close proximity to this district to serve existing and future residents and employees.

### 1.34 DISTRICT 4

#### **Ryan Road – South County Line Road: Mixed-Use Office/Conservation**

District 4 will become a major gateway into the corridor, county and both communities at a future South County Line Road – I-94 interchange and the existing Ryan Road – I-94 interchange.

This district will become the corridor’s second major employment center with hospitality and related uses south of Ryan Road; continue to establish a significant community retail node at the intersection of Ryan Road and 27<sup>th</sup> Street; increase the number and mix of quality housing choices; and contain significant environmental corridors including such features as two waterways and noteworthy woodlands. Together, the dynamic mix of uses, intact natural features, and complete transportation systems will establish this end of the corridor as a unique destination for southeast Wisconsin.

The primary uses in this district will include:

- Community retail and service uses, primarily in the community retail node around the Ryan Road intersection.
- Regional retail uses between the community retail node and Ryan Road – I-94 interchange (outside of the study area).
- Business park(s) with offices and supporting and complementary uses.
- Mixed-density residential (primarily outside of the study area).
- Medical facilities, such as at the intersection of Oakwood Road.
- Small offices between the South Branch Industrial Park and 27<sup>th</sup> Street.
- Infill industrial areas in Oak Creek adjacent to the South Branch Industrial Park (outside the study area).
- Destination retail, hospitality, and restaurant uses.
- Open spaces for the significant environmental corridors in this district.

#### Land Use Recommendations

1. Support rezoning applications to implement the Land Use Plan.
2. Plan transitions and buffers between existing and new residential neighborhoods and industrial and business parks; and between environmental corridors and new developments.
3. Prohibit conventional strip commercial developments along 27<sup>th</sup> Street.

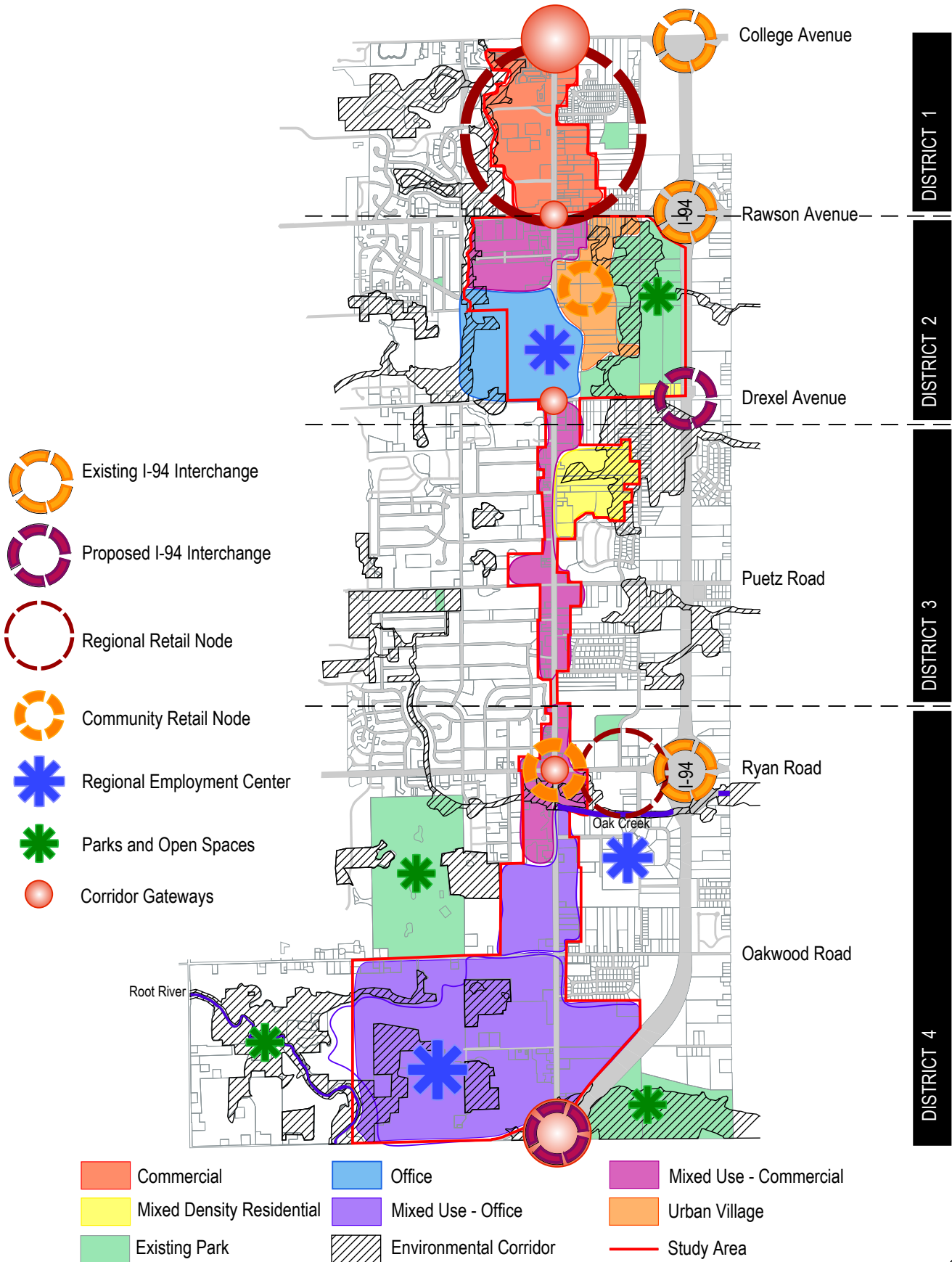
4. Support high quality business parks in Franklin on both sides of Oakwood Road. The business parks should preserve environmental features to enhance the character of the development and preserve the integrity of the natural areas. Encourage the consolidation of smaller properties to create large, integrated developments south of Oakwood Road.
5. Allow and encourage taller office buildings to create a signature office park in the region and to take advantage of the southern views.
6. Market for office, medical, research and other professional uses for these business parks, and create incentives for these areas to develop.
7. Support a high quality hotel development with related and complementary uses such as restaurants.
8. Implement the Franklin First business park development recommendations for the 27<sup>th</sup> Street Corridor study area, with minor adjustments as needed to make it a successful development.
9. Direct highway commercial uses to the area between the community retail node and Ryan Road – I-94 interchange.
10. Create a community focal point such as a public gathering space within the community retail node, since this node will become a significant community retail destination with key access points and transportation routes, and will attract a significant number of residents and employees.

#### Transportation, Community and Neighborhood Connections Recommendations

11. Upgrade the entryway into the South Branch Industrial Park.
12. Create corridor and community gateways at the external intersections of the district.
13. Align South Branch Road across the corridor to connect with a new road in Franklin.
14. Extend Reinhard Road to Oakwood Road. Create one or two new roads from Reinhard Road across 27<sup>th</sup> Street to connect new developments in Franklin.
15. Extend W. Elm Street across the 27<sup>th</sup> Street to Oak Creek.
16. Extend the residential subdivision road in Oak Creek across 27<sup>th</sup> Street to Franklin.
17. Work with DOT to install a new I-94 interchange at South County Line Road.

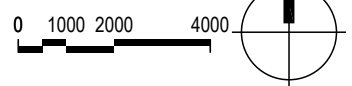
#### Environmental Corridors and Open Space Systems Recommendations

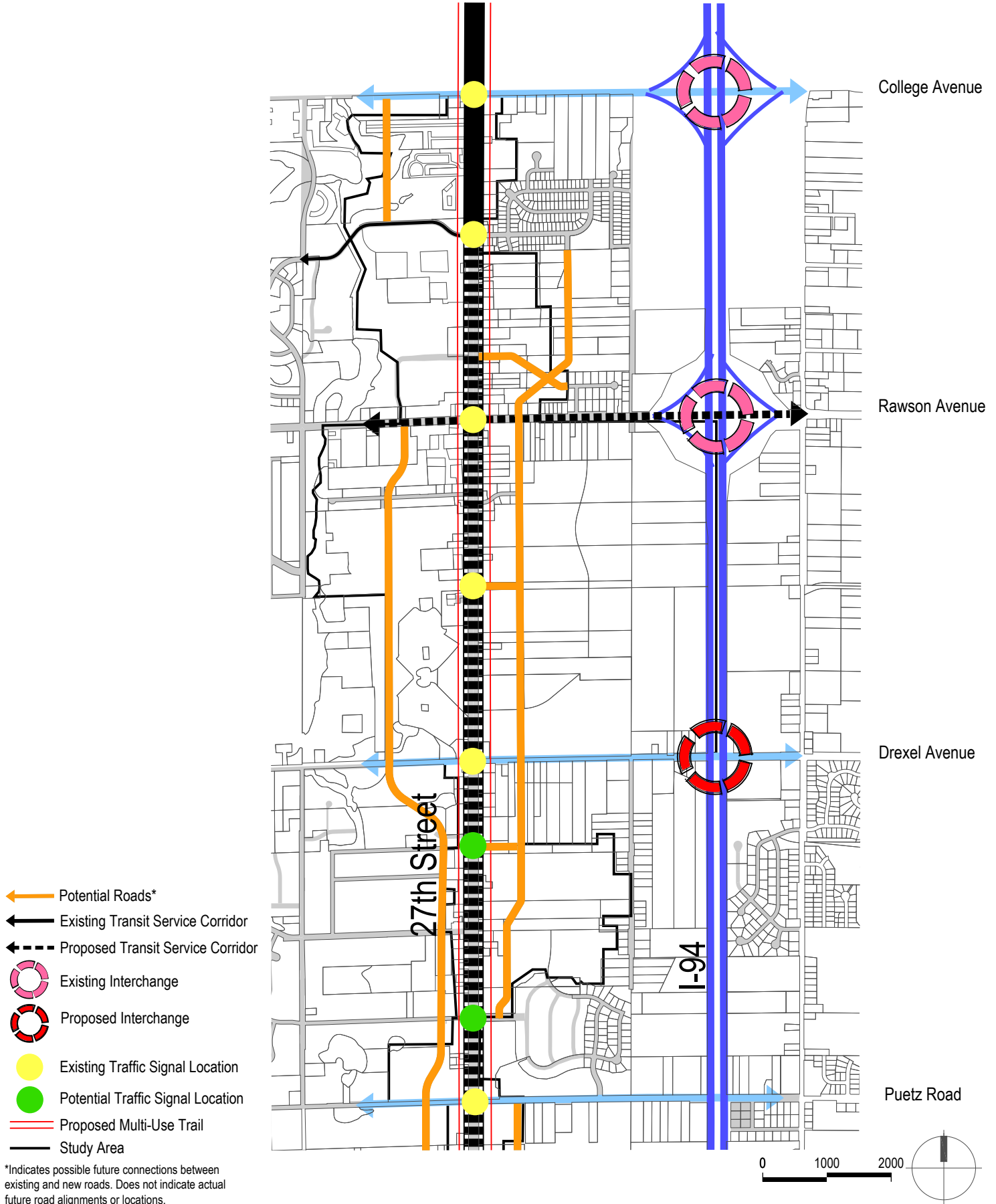
18. Preserve the Oak Creek and Root River waterways and greenway corridors and expand the corridors if needed to protect water quality from additional development and traffic.
19. Encourage connections with the environmental corridors in this area via greenways with bicycle and pedestrian trails, and connect the greenways to the 27<sup>th</sup> Street Corridor. For example, connect the golf course to the corridor through one or both of the environmental corridors via a greenway with walking and bicycle paths.
20. Use natural systems for stormwater management.
21. Integrate the district's significant natural features into new developments as prominent site amenities and characteristics to be showcased.



- Existing I-94 Interchange
- Proposed I-94 Interchange
- Regional Retail Node
- Community Retail Node
- Regional Employment Center
- Parks and Open Spaces
- Corridor Gateways

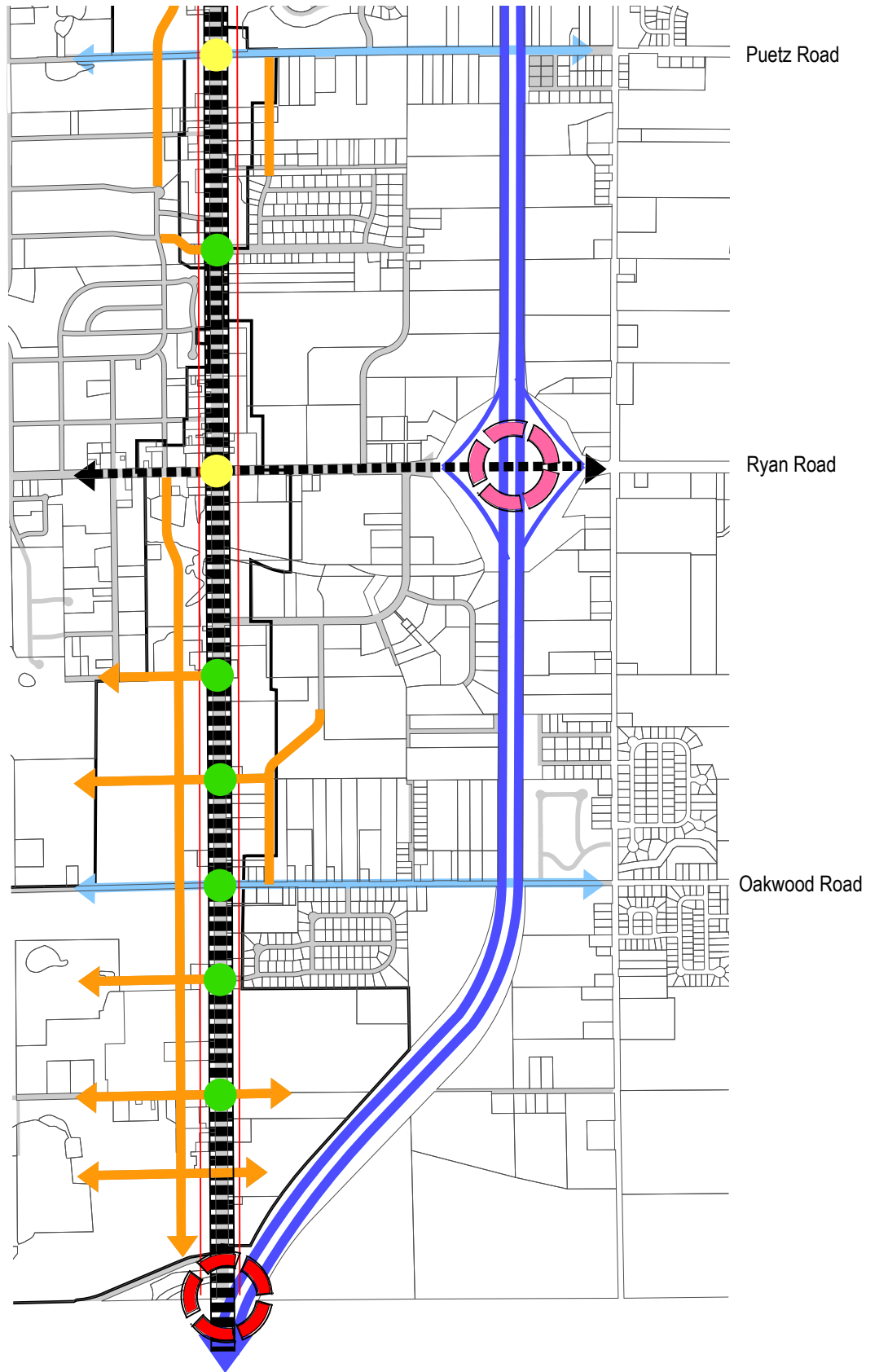
- |                           |                        |                        |
|---------------------------|------------------------|------------------------|
| Commercial                | Office                 | Mixed Use - Commercial |
| Mixed Density Residential | Mixed Use - Office     | Urban Village          |
| Existing Park             | Environmental Corridor | Study Area             |














\*Indicates possible future connections between existing and new roads. Does not indicate actual future road alignments or locations.

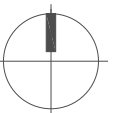


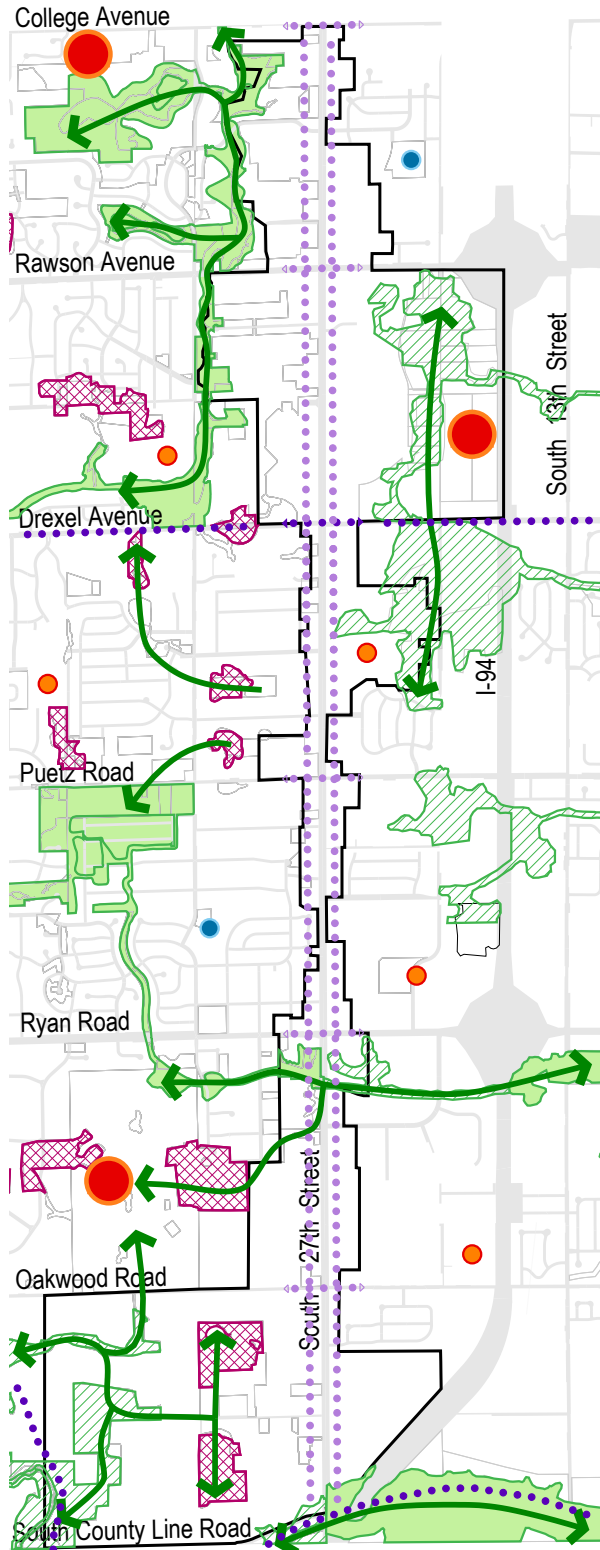


-  Potential Roads\*
-  Existing Transit Service Corridor
-  Proposed Transit Service Corridor
-  Existing Interchange
-  Proposed Interchange
-  Existing Traffic Signal Location
-  Potential Traffic Signal Location
-  Proposed Multi-Use Trail
-  Study Area

\*Indicates possible future connections between existing and new roads. Does not indicate actual future road alignments or locations.

0 1000 2000





- Primary Environmental Corridor
- Secondary Environmental Corridor
- Isolated Natural Area
- Existing Parks to be Maintained\*
- Proposed New Neighborhood Parks\*
- Proposed Expansion of Existing Major Park\*
- Existing Bicycle Trail\*
- Proposed Bicycle Trail
- Recommended Greenway Connection
- Study Area

\*Source: Milwaukee County Parks Plan



## **CHAPTER 2: 27<sup>TH</sup> STREET CORRIDOR DESIGN GUIDELINES**

### **1 INTRODUCTION TO DESIGN GUIDELINES**

Input received at the November 1, 2004 Visual Preference Survey (VPS) meeting helped inform these design guidelines. Nearly 30 participants attended the VPS meeting and provided input on their preferred design theme and the direction that the cities of Franklin and Oak Creek should follow as the 27<sup>th</sup> Street corridor is developed. Participants viewed commercial, multi-unit housing, retail, signage, streetscape, and office development images and rated which they liked and disliked. Those images that received the most favorable ratings were used to help guide the recommendations in these design guidelines. To create visually appealing developments that will help define the unique character of the 27<sup>th</sup> Street corridor, the cities of Franklin and Oak Creek should require future developments along the 27<sup>th</sup> Street Corridor to follow these design guidelines.

#### **1.1 WHAT ARE DESIGN GUIDELINES?**

Design guidelines address aesthetic issues that business and property owners must address in planning new or making improvements to existing buildings along the 27<sup>th</sup> Street corridor. In general, they are intended to provide creative ideas, stimulate forward thinking, and promote quality design among the many participants – developers, residents, property owners, government officials, etc. – who will guide and impact future the development of the corridor.

Design guidelines provide illustrative and written guidance regarding the physical aspects form and appearance of desired development – including public properties such as the streets, terraces, and sidewalks.

The intent of the guidelines is to encourage the construction of buildings, facilities, and properties that are compatible with their surroundings, that attractive, and that enhance the corridor and build design and development standards established by the cities of Franklin and Oak Creek.

Design guidelines do not prescribe specific designs for buildings, sites and streets but rather establish an intent that directs improvements toward a desired theme or character. It is possible to meet the intent of the design guidelines through a variety of design solutions. The design guidelines are purposefully flexible to encourage creativity and unique approaches.

It is important to note that design guidelines do not function alone, but are considered together with the Land Use Plan, zoning ordinances, and other relevant plans and studies.

## 2 CORRIDOR DISTRICTS

The Land Use Plan designates four (4) unique districts for the 27<sup>th</sup> Street corridor. Those districts are listed below, in order from north to south, and each is discussed in detail in the Land Use Plan. The design guidelines that apply to each district are discussed in section 6 of Chapter 3, Design Guidelines by Land Use Area.

- District 1  
Regional Retail: College Avenue – Rawson Avenue
- District 2  
Rawson Avenue – Drexel Avenue: Mixed-Use/Office/Urban Village
- District 3  
Drexel Avenue – Ryan Road: Mixed-Use Neighborhood
- District 4  
Ryan Road – South County Line Road: Mixed-Use Office/Conservation

### **3 DESIGN GUIDELINES OVERVIEW**

#### **3.1 PURPOSE OF DESIGN GUIDELINES**

The purpose of the 27<sup>th</sup> Street corridor design guidelines is to provide guidance to property owners, developers, City officials – elected/appointed and staff – and residents about how private and public properties should generally be developed or redeveloped along the corridor.

Design guidelines establish general site layout requirements including preferred building entrance locations, a building line, parking location, themes for landscaping and lighting, and building height, among other things. The design guidelines build on the dimensional requirements traditionally included in a zoning ordinance.

By establishing these guidelines, the cities encourage several important public and private objectives.

1. Establish and improve the visual character of the 27<sup>th</sup> Street corridor to reflect its role as one of the most prominent entrances and gateways in the cities of Franklin and Oak Creek and Milwaukee County, and to establish a unique, quality identity for this important corridor.
2. Enhance the destination and market appeal of the corridor.
3. Design a visually pleasing, safe, and socially stimulating business district and destination for Franklin, Oak Creek and southern Milwaukee County.
4. Facilitate well-planned, coordinated, quality private development along and across the corridor.
5. Ensure that public streets, buildings, infrastructure, and open spaces set a high standard for a quality physical environment throughout the corridor.
6. Enhance the quality of the pedestrian experience along the corridor by providing a pleasant experience for business patrons, employees, and residents.
7. Enhance economic investment for business and property owners.
8. Protect and conserve neighborhood character, and establish safe, convenient and attractive linkages between neighborhoods and shopping and employment areas.
9. Promote community awareness of the physical environment.
10. Encourage flexible and individual creativity rather than uniformity.

### **3.2 BENEFITS OF DESIGN GUIDELINES**

The physical design of a place contributes greatly to the overall image of the community and region; each place has its own unique cultural qualities to attract customers, visitors, businesses, employees and residents. The distinctive characteristics of buildings and sites will make South 27<sup>th</sup> Street an asset to both cities and to the region.

There are several benefits that will be derived from the implementation of these design guidelines. Benefits for the property owner include maintaining and enhancing property values, attracting tenants and customers, improving the use of buildings and sites, and building and establishing good relationships with adjacent neighborhoods. In addition, compliance with the design guidelines should lead to a more predictable and efficient development review process.

Benefits to the cities and region include a greater sense of community image and pride in this highly visible and visited place, improved accessibility, a safer environment, a sustainable economy and tax base, and an overall increased quality of life.

### **3.3 HOW ARE DESIGN GUIDELINES APPLIED?**

When a development plan is proposed along the corridor, planning staff explains the design guidelines to the applicant. The applicant is encouraged to incorporate those elements during the development of the project. During Site Plan Review, the City planning staff and plan commission judges whether the intent of the guidelines has been satisfied by the applicant.

## 4 GENERAL DESIGN GUIDELINES FOR 27<sup>TH</sup> STREET

The urban design **principles** embodied in the 27<sup>th</sup> Street Design Guidelines have stood the test of time in communities across the country and are defining elements of great places. Based on the key elements of successful urban and suburban business districts, these principles underpin the design of some of the most popular and economically viable commercial business districts in the United States. **Walkable** streets, **human-scaled architecture**, quality public spaces, unique street furnishings, and attractive landscaping are common design features that make these places attractive environments for people to shop, work, and live.

The 27<sup>th</sup> Street Design Guidelines are based on the following urban design principles:

### **Land Use**

Development should provide a mix of uses that encourage pedestrian activity, respect the natural topography and express the street's cultural identity. Fostering a mix of retail, restaurants, offices, service businesses, light industry, residential, civic /institutional uses, and public open spaces is encouraged.

### **Buildings**

Buildings should be, or appear to be at least two stories in height to give scale to the street. Buildings are located closer to the street to create a sense of enclosure for the public sidewalk. Building setbacks provide space for amenities that enhance pedestrian activity along the street.

### **Parking**

Parking lots are primarily located on the sides and rears of buildings and are shared by two or more businesses. Large parking areas contain significant landscape islands with clear pedestrian walkways.

### **Streets**

Streets within developments are designed to accommodate efficient traffic flow and multiple transportation choices including automobiles, bicycles, buses, and possible other mass transit options.

### **Walkability**

Sidewalks/terrace areas within developments are a minimum of 10 feet wide with a six-foot wide unobstructed sidewalk zone and minimum four-foot wide terrace next to the public street. Street furnishings are provided in the terrace to enhance the pedestrian character and use of the street including pedestrian scale lighting, benches, bicycle racks, information kiosks, etc. Crosswalks are clearly marked and include pedestrian refuge islands for safe pedestrian and bicycle crossings.

### **Landscaping**

Street trees are provided to shade the sidewalk, provide a sense of enclosure for the street, and visually unify the blockface.

The following general design guidelines provide overarching design principles that are common to all new construction and renovation projects along the 27<sup>th</sup> Street corridor. These guidelines fit into three (3) functional categories: blockface design, site design, and building design.

## **Blockface Design**

The buildings and sites along 27<sup>th</sup> Street are not isolated structures. The placement and appearance of the buildings, sites, and signs contribute to the character of the entire block and ultimately to the character of the street. A blockface is one side of a street block. Because 27<sup>th</sup> Street runs north and south, the blockfaces along the street are oriented either east or west. When the buildings along a street block are closely spaced or contiguous, the blockface becomes a cohesive vertical element or “street wall”. The opposing blockfaces along the street create a series of relatively parallel street walls that – to varying degrees – enclose the public streetscape and create outdoor, linear “rooms”.

The general guidelines for how private property owners can improve the blockface design include:

- Coordinate building and site designs with adjoining properties.
- Promote shared driveways and parking.
- Use landscaping and furnishings to enhance the public sidewalk.
- Consider infill development and landscaping to create a continuous blockface.

## **Site Design**

Site design refers to the physical arrangement of buildings, walkways, parking lots, landscaping, and other elements on a property. The placement of these elements on the site will contribute to the functional and aesthetic character of the site and the entire 27<sup>th</sup> Street corridor. For example, sites with large front parking areas or large setbacks generally contribute little to the aesthetic quality or walkability of 27<sup>th</sup> Street. Site development that places well-designed buildings closer to the street will strengthen the character and spatial enclosure of the street.

27<sup>th</sup> Street is located within the Root River and Oak Creek watersheds and development can affect the environmental quality and recreational value of these important water resources. Sustainable site design practices are encouraged to reduce or eliminate the negative effect of stormwater runoff on these resources.

The general guidelines for how private property owners should improve their sites include:

- Locate buildings close to the street.
- Connect entrances with public sidewalks.
- Avoid parking in front yards.
- Provide attractive landscaping/outdoor spaces.
- Complement the public ‘streetscape’.
- Locating and screening trash and utility areas away from the street.
- Promote crime prevention through environmental design.
- Employ sustainable design practices.

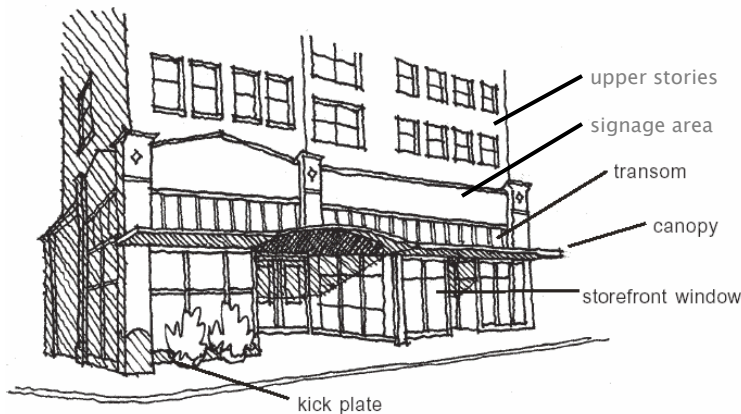


## Building Design

The design of buildings is a key part of shaping a positive and attractive character for the 27th Street corridor. New buildings and renovation of existing buildings should enliven the public streetscape, complement the character of adjacent buildings, and provide inviting entrances to pedestrians. Building designs should be sustainable, as well. “Green” architecture, which uses water, energy, and other natural resources more efficiently, is encouraged.

General design parameters for building design include:

- Create buildings with details and proportions that are scaled to the pedestrian.
- Complement scale and character of adjacent buildings.
- Encourage mixed-use buildings.
- Create inviting entrances.
- Maximize storefront transparency.
- Design all sides of the building visible to the public.
- Encourage franchises to respect the character of the street.
- Employ sustainable design practices.
- Provide details that express the corridor’s character and identity.



The ground level of the building must provide for pedestrian interest and express the desired image of South 27<sup>th</sup> Street.

## 5 GENERAL DESIGN GUIDELINES FOR PRIVATE PROPERTIES

The study area for the 27<sup>th</sup> Street Design Guidelines includes all properties on 27<sup>th</sup> Street between College Avenue on the north and South County Line Road/Interstate 94 on the south. In general the study area is one property deep on both sides of the corridor; however there are several areas along the corridor where the study area becomes slightly narrower or wider.

The purpose of these design guidelines is to provide clear direction for improvements to private buildings and properties to improve the visual and functional character and safety of 27<sup>th</sup> Street. When applied, these guidelines will create a pleasing and coordinated building and site design along the corridor while allowing each building and site to uniquely express itself.

### 5.1 Site Design

#### Circulation and Access

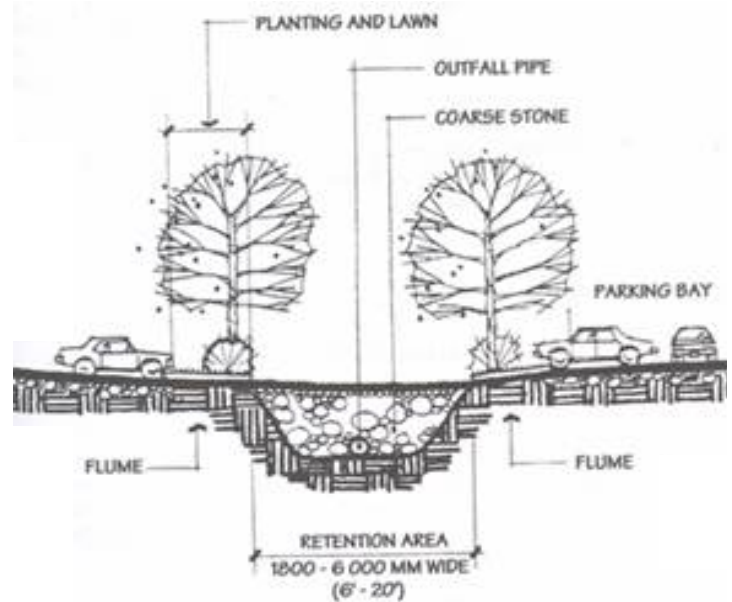
- a. The internal transportation network for new developments or redevelopment of existing properties should be designed to accommodate all modes of transportation and incorporate a network of interconnecting streets and blocks with respect to the natural landscape. The internal transportation network should provide alternate routes to every destination, distributing automobile traffic and shortening walking distances.
- b. Commercial buildings are encouraged to incorporate pedestrian walkways and open spaces and encourage safe movement through their site and to the surrounding area. Such walkways should be connected with public streets in an engaging and identifiable manner and conflicts between pedestrians and vehicles should be minimized, to the extent possible.
- c. Development that maximizes the opportunity to preserve and access adjacent natural and scenic areas including Falk Park, the Root River Corridor, and the Oak Creek Corridor is expected.
- d. Loading docks and other service requirements should be placed at the rear of buildings and accessed from service driveways. Pedestrian areas and customer parking areas should be separated from these areas.



Parking areas should be well landscaped and appropriately lighted.

## Stormwater Management

- a. The use of rain gardens and bio-retention basins to collect runoff and filter pollutants is encouraged, where practical.
- b. Landscape islands, open spaces and porous pavements should be provided, where practical, for stormwater infiltration.
- c. Stormwater detention areas shall be designed to create high quality focal points or entrance features.



If possible, rain gardens or retention basins should be incorporated into the design of parking lots to allow for stormwater infiltration.

## Parking

- a. Parking lots should be landscaped around the perimeter to screen the view from public streets (primarily 27<sup>th</sup> Street) to the greatest extent possible.
- b. Parking lots should include landscape islands to break up large surface areas. A common standard is a nine (9) foot landscape island for every linear row of 10 to 15 parking spaces.
- c. Parking for new buildings should be primarily located at the rear and on the sides of the building for buildings fronting 27<sup>th</sup> Street. Parking in the front of buildings is discouraged. However, if parking in front can not be avoided, landscaping should be provided between the parking area and the public street. For existing properties, where the site permits, parking in the front should be relocated to the side and rear of the building as properties redevelop.
- d. For properties such as gas stations – where front parking cannot be removed – walkways, landscaping, architectural features and lighting should be provided to make these areas more attractive and inviting. Decorative fences, walls and/or landscaped edges should screen front parking areas from the public sidewalk. Screening should not exceed 3'6" in height.
- e. Large parking areas should include walkways to allow safe pedestrian access to the building entrance and connect the site to



This picture shows a pedestrian connection through a large parking lot with landscape islands.

adjacent streets and properties. Pedestrian walkways should be designed with amenities such as special paving treatments (colored paver blocks or textured concrete), lighting (see lighting discussion below) and furnishings to create a pedestrian friendly character.

- f. Bicycle storage facilities should be located near the building entrance.
- g. Parking lots should be connected with adjoining lots where practical.

### Landscaping, Lighting and Site Furnishings

- a. Coordinated and attractive lighting styles and fixtures are encouraged, and should complement the architectural design and coordinate with lighting in the larger development or on adjacent properties. Light fixtures should have a cut-off or beveled prism light that directs lighting toward the ground to minimize off-site impacts. Higher lighting levels should be provided for pedestrian use areas. Low-level building and landscape accent lighting is encouraged, where appropriate.
- b. Lighting and site furnishings (benches, trash receptacles, bicycle racks, etc.) should be designed to complement the character of the building, and provide an attractive and strong relationship with adjoining properties and the public sidewalk.
- c. Screen fences and/or landscaped buffers should be provided at property edges, particularly where commercial and light industrial properties adjoin residential properties.
- d. New streets as proposed as part of new developments should provide “pedestrian friendly” streetscapes with on-street parking.



Lighting and site furnishings can provide a pleasing relationship between private properties and the public sidewalk.

## 5.2 Architectural Design

### Building Character and Design

- a. Multi-story buildings with quality architectural design should be located on prominent sites, such as key intersections, corners, terminations of street vistas, and on high points to serve as landmarks.
- b. Exterior materials should be durable, high-quality materials, true to form (such as stone below wood rather than the opposite), and appropriate for external use.
- c. Brick, stone and terra-cotta are preferred primary materials for new buildings or additions.
- d. The use of false brick or other “faux” sidings is discouraged.

- e. Color choice should complement the style and materials of the building's facade and provide a pleasing relationship with adjoining buildings.
- f. Painting of natural brick and stone is discouraged.
- g. Trash, service, and mechanical areas should be entirely screened from view and located on the side or rear of properties.
- h. All visible sides of the building should be designed with details that complement the front facade. Side facades that are visible from the public street should receive equal design attention.
- i. Building massing that creates modulation and articulation should be encouraged.
- j. Multi-story buildings that allow for a mix of retail, office or residential uses are encouraged.

### 5.3 Signage Design

Building signage should fit with and enhance the character of a building and the overall environment of the 27<sup>th</sup> Street corridor. The 27<sup>th</sup> Street area should be designated a special signage district to ensure well-designed and cohesive signage in the gateway corridor into the cities of Franklin and Oak Creek and Milwaukee County.

- a. Preferred sign types include signs integrated into the design of the building, along a sign band, window signs, awning signs, projecting signs and monument signs of six (6) to eight (8) feet in height.
- b. The use of natural landscaping features in conjunction with monument signs is encouraged.
- c. Signs should be simple and easy to read and should include street names and addresses prominently.
- d. Sign colors should relate to and complement the primary colors of the building facade.
- e. Sign design and placement should fit the character of the building and not obscure architectural details.
- f. Signage should generally be centered within the prescribed signage area of the building.
- g. Large pylon or post mounted box signs should be prohibited on 27th Street.
- h. Plastic, internally illuminated signs are discouraged. Ground mounted lighting; individually mounted backlit letters; or the use of small, well-designed building mounted light fixtures are preferred methods of illuminating signage.
- i. Window signs should not mask a majority of the storefront.
- j. Billboards or signs on roofs, dormers, and balconies should be discouraged. Signs affixed to the exterior of a building should be architecturally compatible with the style, composition, materials, colors, and details of the building, as well as with other signs used on the building or its vicinity.



Examples of signs preferred by the public during the Visual Preference Survey for 27th Street. See Appendix.



INAPPROPRIATE SIGN LOCATIONS

Sign design and placement should “fit” the character of the building and not obscure architectural details.

## 5.4 Environmental Standards

All subdivisions and land developments should avoid or minimize adverse impacts on the site's natural resources, preserve and protect sensitive open spaces, and preserve important visual features of the landscape. All developments should comply with local, state, and federal requirements. In addition, the following guidelines should be considered when designing new subdivisions and land developments:

### Oak Creek and Root River Corridors, Wetlands, Floodplains

- a. Disturbance to the creek or river, drainage swales, wetlands, and areas with seasonably high water tables should be minimized.
- b. Construction should not occur within designated floodplains.

### Woodlands

- a. Woodlands exceeding one (1) acre in size should be preserved, to the maximum extent possible. Proposed site improvements should be located, designed, and constructed to minimize the loss or degradation of woodland areas.
- b. Developments should be required to preserve woodlands along roadways, property lines and corridors such as streams and swales.

### Slopes

#### Site Design

- a. The design of developments should be adapted to the natural topography and minimize the need for disturbance to slopes.
- b. Different lot sizes and shapes should be allowed, with the prime determinant being the natural terrain.

#### Circulation

- a. Where feasible, roadways and driveways should be aligned to conform to the natural contours to minimize required earthwork.
- b. The use of cul-de-sacs is generally discouraged. However, cul-de-sacs, loop streets, and common driveways should be encouraged if grading is reduced significantly by their use.
- c. Buildings should be located as close as possible to the street serving them to minimize the need for long driveways and site disturbance.
- d. Parking areas located on existing flat portions of the site should be encouraged. Terracing parking levels to conform to the natural topography may be acceptable.

### Vegetation

- a. Existing vegetation should be preserved to the maximum extent practicable, depending on the species, size, etc.
- b. Development often necessitates the removal of trees to accommodate roads, parking, buildings, and other facilities. Every effort should be made through the design, layout, and construction of development to incorporate and preserve as many quality trees as possible.
- c. All graded or disturbed areas that are not otherwise developed or protected from erosion should be permanently revegetated.

### **Greenways**

- a. The provision of greenways and open space within subdivisions and land developments is strongly encouraged.
- b. Greenway lands should be directly accessible to the largest practicable number of lots within a subdivision. Easements should be considered to allow walking connections from the street to greenways.
- c. Wherever possible, greenways on adjacent properties should be interconnected to provide a continuous greenway network.
- d. The design of greenway corridors in any subdivision or land development plan should incorporate, to the extent possible:
  - o Stream channels (Oak Creek or the Root River), wet soils, swales, and other buffer areas that may be required to ensure their protection.
  - o Existing woodlands.
  - o Visually prominent topographic features, such as scenic viewsheds from public roads.



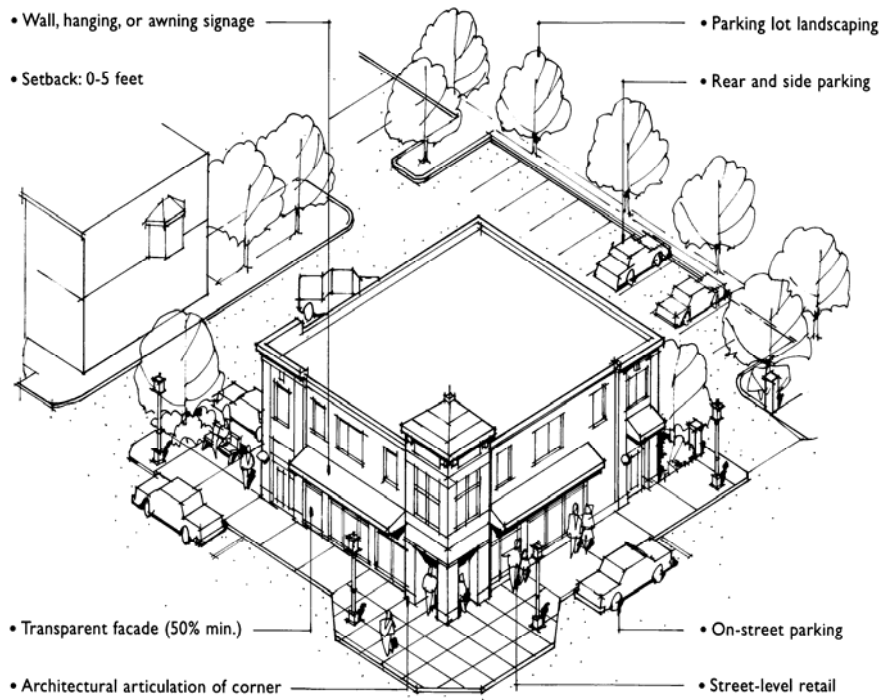
## 6 DESIGN GUIDELINES BY LAND USE AREA

The design guidelines in this section refer to the distinct land use areas found along the 27<sup>th</sup> Street Corridor. It is important to consider the land use in each district and refer to these design guidelines when developing those areas.

### 6.1 Regional Retail/Community Retail

The regional retail/community retail design guidelines apply to retail, hospitality, and entertainment uses.

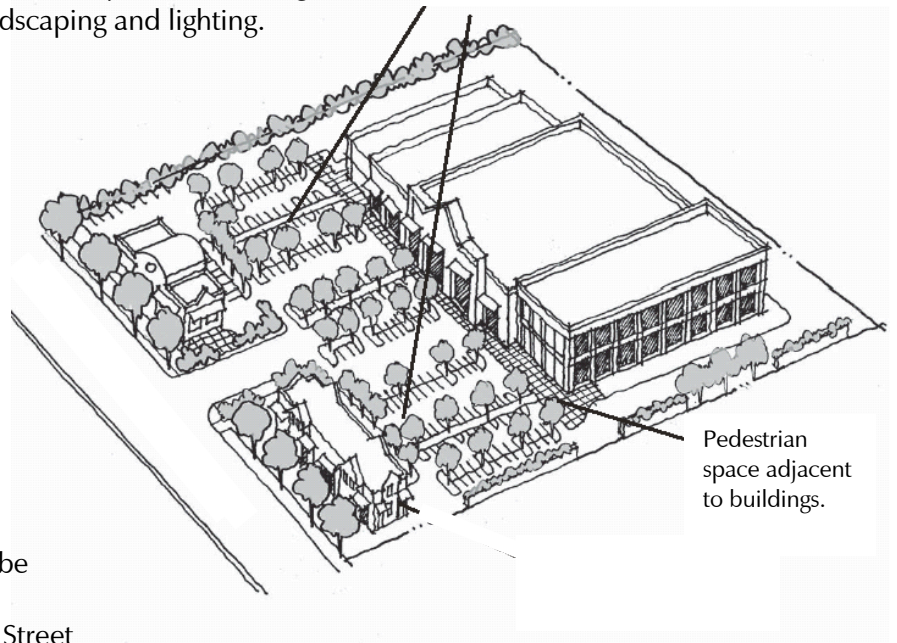
- a. If the commercial development consists of a mix of structures of different sizes, larger buildings should be located behind smaller structures.
- b. Sidewalks and tree planting along the front of small commercial buildings should be provided as they promote pedestrian activities and help define the streetscape, unless the buildings are located within an Urban Village-type of development with a mix of uses, narrow streets, etc.
- c. Long, monotonous, uninterrupted walls should be discouraged on the primary facades of commercial buildings. Building wall offsets, including projections, recesses, and changes in floor level, should be used to add architectural interest and variety.
- d. Buildings on corners that have at least two (2) facades exposed to public streets should be considered significant structures. These buildings should be designated with additional height and architectural detail, such as corner towers to reinforce their location.



Corner buildings should help define intersections with distinctive architectural character.

- e. Whenever possible, development should be organized around open space that can provide natural stormwater retention, greenway trails, etc. However, coordinated developments may share common open space for stormwater detention, greenway trails, etc.
- f. Human scale environments should be created by building massing and form, as well as the use of architectural elements such as canopies, walkways, street-level display windows, lighting, and a variety of building materials. Site design features around the building should further reinforce human scale.
- g. The design of fast-food restaurants, convenience stores, and other auto-oriented, stand-alone businesses should include safe access for pedestrians and other modes of traffic.
- h. Service, entertainment, and retail businesses should be designed in conjunction with larger developments for purposes of providing services to nearby residents and businesses and improving the function and variety of the overall business district.
- i. Corporate or franchise design elements and colors should be incorporated only as secondary elements to the overall façade design or development and not as the dominant element. It is expected that franchise themes and colors will be altered to suit the development of the larger site and reflect the natural and cultural identity of the corridor.
- j. Coordinated amenities for connecting streets and parking areas should be incorporated to give the sense of a cohesively planned development.
- k. Internal pedestrian circulation routes through multiple properties are strongly encouraged and should be clearly defined through the use of special paving treatments, landscaping and lighting.
- l. Shared parking areas are encouraged. Whenever possible, adjoining parking lots should be linked to provide internal traffic circulation. Internal walkways should be provided to safely connect parking lots with building entrances. Driveways along 27<sup>th</sup> Street should be minimized to improve traffic flow and reduce pedestrian conflicts.
- m. Neighborhood retail centers should be located at the major entrances to neighborhoods, primarily along 27<sup>th</sup> Street

**20.** Multiple walkways through a shared parking lot and landscaping connect the site to the adjacent street(s) and create smaller parking areas in place of one large parking lot.



to provide a buffer between the highway and adjacent residential developments.

## 6.2 Mixed Use Office/Office

The mixed use office/office design guidelines should apply to all office, medical, research, and light industrial uses along the 27<sup>th</sup> Street Corridor.

### Office, Research, Medical Uses

- a. Views of vehicle use areas adjacent to public roads should be minimized.
- b. Whenever possible, development should be organized around open space that can provide natural stormwater retention, greenway trails, etc. However, coordinated developments may share common open space for stormwater detention, greenway trails, etc.
- c. Provision of retail opportunities is encouraged to create a mixed-use environment. Developments are encouraged to incorporate well-designed open spaces for employee, customer, and community use.
- d. Corner buildings should be designed with additional height and/or architectural details to reinforce their location.
- e. Buildings of two (2) stories or greater are encouraged.
- f. The incorporation of landscape, water features, and other design features are encouraged at intersections or along the development frontage to enhance the view of the structures from the street.
- g. New developments should include attractively designed, well-connected, streets with coordinated amenities.
- h. The street layout should be adapted to the topography, unique natural features, environmental constraints of the site, and peripheral open space areas. The street layout should provide for open space views and surrounding vistas.



Example of a preferred office building as indicated by the public during the Visual Preference Survey for 27th Street. See Appendix.



Examples of developments incorporating landscaping, lighting and other design features to enhance the view of structures from the street.

### Light Industrial

- a. Views of large structures and vehicle use areas adjacent to public streets should be minimized. Landscape buffers should be provided to the maximum extent possible. Large unarticulated building facades that face the public street should be well-landscaped to provide visual interest.
- b. Loading zones and truck parking should be located out of view of the public street.
- c. Adjacent residential areas should be significantly buffered from light industrial uses through landscaping, fencing, etc.

## **6.3 Mixed Density Residential/Urban Village**

The mixed density residential/Urban Village design guidelines apply to residential developments and the Urban Village district.

### Mixed-Density Residential

- a. A mix of housing types should be provided to help achieve the necessary visual quality and the market and economic mix. However, single family residential is generally discouraged within the study area north of Oakwood Road. As much as possible, different housing types should be intermixed throughout the neighborhood to meet the diverse needs of residents with varied ages and incomes.
- b. Creative and unique development patterns are expected. Conventional subdivisions that do not respect the area's natural features or topography and do not create a sense of neighborhood should not be allowed.
- c. Residential structures are expected to be of high quality design and an urban appearance as suggested by the Visual Preference Survey Results. (see Appendix)
- d. Multi-unit buildings on corner lots should be designed with careful attention to architectural detail and site design since they are highly visible from adjacent streets.
- e. New and existing neighborhoods should be integrated with community commercial areas.
- f. A "build-to-line" should be created in addition to setbacks for residential buildings. Buildings should define the streetscape through the use of uniform setbacks along the build-to-line for each block.



Multi-family residential structure with an urban appearance.

- g. A lot with multiple buildings, such as townhouses, may be organized around features such as courtyards, or greens that encourage pedestrian activity and incidental social interaction among users.
- h. Lots for apartment or condominium buildings should balance the functional requirements of parking with the provision of pedestrian amenities. Transition areas between parking and commercial or residential uses should be carefully designed and landscaped.
- i. Courtyards or internal parks enclosed by apartment or condominium structures are highly encouraged. A logical network of walkways that connect sidewalks, common open space, and parking lots should be provided.
- j. When site conditions enable the locations of apartment or condominium buildings close to 27<sup>th</sup> Street, a landscape buffer between the street and development lot lines should be provided.
- k. Setbacks and screening should be provided between apartment or condominium buildings/parking areas and adjacent properties.
- l. Whenever possible, developments should be organized around interconnected greenways.
- m. Curb-cuts may be allowed to minimize disturbance to topography and other environmentally sensitive areas.
- n. Large expanses of one housing style or type (i.e. single family, garden apartments, duplexes, etc.) are not desirable.
- o. Neighborhood designs should encourage walking to destinations in the area. Street layouts should not be so circuitous and lacking in connections between streets that residents are forced to drive. The use of cul-de-sacs should be strongly discouraged, unless by using them, significant environmental resources are protected.
- p. In single-family and two family dwelling areas, it is expected that such dwellings will include a variety of garage placements and orientations, preferably away from the street frontage. Such variety should include a mixture of rear and side loaded garages, attached and detached garages.
- q. Front porches and stoops are strongly encouraged on both single and multi-family units.
- r. Buildings with multiple dwelling units are expected to include varied rooflines, and varied façade depths to create variety and individuality of dwelling units within the building.
- s. Underground parking is preferred for multi-unit and mixed-use residential buildings greater than eight (8) units. Where used, freestanding garages for multi-unit buildings should be designed to be integrated into the overall building design and sited so as to avoid long monotonous rows of garage doors and building walls. They should not form the frontage along neighborhood or community circulation routes.



Example of a multi-family residential building with varied rooflines and façade depths, front porches and stoops.

## Urban Village

- a. The Urban Village should provide: a central and integrated public gathering space such as a park or plaza; a balance of residential and non-residential uses; and civic and social facilities.
- b. Urban Villages should be accessible by car, foot, and bicycle, and possibly future transit.
- c. Whenever possible, buildings within the center of the Village should define the main common place.
- d. A minimum amount of local or neighborhood retail facilities should be within the Village or immediately adjacent to it.
- e. Mixed-use buildings with retail or office on the ground floor and offices or residential above should be encouraged.
- f. Parking should not be allowed in the front of buildings, unless it is on-street, parallel or head-in. Larger, well-landscaped parking areas should be placed to the rear of buildings and connected to the front by well-designed pedestrian pathways.
- g. Buildings near the Village center should be closely spaced providing for façade continuity. Buildings should also be located close to the street.
- h. Urban Villages should incorporate minimum lot sizes and allow generally higher densities than surrounding areas.
- i. Commercial buildings may be set back from the property line if an outdoor display or café is anticipated.
- j. Residential net density should generally decrease from the Village center toward the periphery of the development.
- k. A mix of dwelling types should be distributed throughout the development. Smaller lots and higher net density dwelling units are generally located closer to the Village center and commercial area, if such an area is provided.
- l. Harmonious architectural styles are expected throughout the district. This does not imply that all buildings must look identical; rather each should employ similar qualities and architectural elements consistent with the corridor or district identity.
- m. Residential areas should be designed in a manner so that residents are within a five (5) minute walking distance of neighborhood retail and service uses.



Example of a well-articulated corner building, with commercial development on the ground floor and residential on the upper floors.

## 7 STREETScape DESIGN GUIDELINES FOR 27<sup>TH</sup> STREET

27<sup>th</sup> Street /State Highway 41 has long served as an auto-oriented commercial district and a major arterial street that historically provided a direct truck route between Milwaukee and Chicago. Public input during the 27<sup>th</sup> Street Corridor Planning process has identified the need to create a high-quality urban atmosphere for the 27<sup>th</sup> Street corridor. The following are guidelines for public street improvements to accomplish this goal.

The guidelines in this section provide recommendations on how to integrate pedestrian circulation, multiple modes of travel, and environmental improvements into the design of 27<sup>th</sup> Street while maintaining its function as a major arterial street for the cities of Franklin and Oak Creek. These guidelines are supported by recommendations in the Land Use Chapter of the 27<sup>th</sup> Street Corridor Plan.

The design guidelines for public street improvements are based on the following goals:

1. Establish gateways and districts
2. Accommodate multiple transportation modes (e.g., transit, autos, pedestrians, bicyclists)
3. Create and enhance pedestrian safety and comfort (e.g., crosswalks, lighting)
4. Visually ‘unify’ the streetscape (lighting, street trees, and street furniture)
5. Reduce visual ‘clutter’ (private signage and overhead utilities)

These guidelines are divided into four (4) parts:

- 7.1 Street Design**
- 7.2 Streetscape Design**
- 7.3 Gateways and Entrances**
- 7.4 Wayfinding and Regulatory Signage**

## 7.1 Street Design

### Sidewalks

1. Sidewalks should be provided along South 27<sup>th</sup> Street in areas not served by the proposed multi-use trail system.
2. All sidewalks should be a minimum of six (6) feet wide, and include a minimum eight (8) foot wide landscaped terrace area.

### Crosswalks

1. Clearly define crosswalk areas on 27th Street with reflective paint or specialty pavement such as colored concrete, or other DOT / City approved materials. Pavements must meet ADA standards to allow for the ease of travel by persons with disabilities. Install handicap accessible curb ramps at all crosswalks.
2. Provide refuge islands at all crosswalk locations that are wide enough for pedestrians and bicyclists.
3. Provide pedestrian activated crossing lights, (countdown pedestrian walk lights) at key signalized intersections.



Example of a well-designed pedestrian crosswalk with refuge island, clearly defined crosswalk area, and pedestrian crossing lights.

### Medians

Today, 27<sup>th</sup> Street has a center median that separates the northbound and southbound travel lanes throughout most of the corridor. Guidelines for improvements include:

1. The nose of the median should fully enclose the crosswalk and be wide enough to allow safe refuge for multiple pedestrians and bicyclists.
2. Provide landscaping, lighting, and banners.
3. Sections of medians that are too narrow for landscaping should be paved with special colored paving in lieu of plain concrete to visually break up the wide expanse of pavement and add character to the area.
4. Explore having businesses, or business associations, fund special median landscape treatments.

### Bicycle Circulation

1. Establish a continuous bicycle system on both sides of 27<sup>th</sup> Street through eight-to-ten foot wide, off-street multi-use paths within the right-of-way.

### Stormwater Design

1. As 27th Street is reconstructed, the storm sewer system should be designed to allow for stormwater infiltration and sediment collection.



2. Open spaces along public ROW's should be considered as locations for rain gardens to facilitate stormwater infiltration.

## 7.2 Streetscape Design

Streetscape improvements include features such as lighting, landscaping and furnishings that enhance community character and the pedestrian use of the street. Streetscape improvements should be located in the terrace zone of the sidewalk and the median.

The cities, in conjunction with the 27<sup>th</sup> Street business community and neighborhoods, should work together to determine the design theme and identity for 27<sup>th</sup> Street and select appropriate streetscape improvements.



Boulevard roadway lighting and landscaping with banners and pedestrian amenities.



Street furniture and amenities can be used to develop the desired identity for South 27<sup>th</sup> Street

General streetscape design recommendations include:

### Lighting

1. New roadway lighting should be selected to provide a unique identity for 27<sup>th</sup> Street. Lighting fixtures should be directed toward the ground and not toward the sky.
2. Existing and new roadway lighting should accommodate banners, hanging floral baskets and holiday decorations that will improve the visual character and identity of the street.

### Street Trees and Landscaping

1. Street trees for 27<sup>th</sup> Street should be selected to provide visual interest and seasonal variety in compliance with WISDOT standards. Street trees should have the same characteristics on both sides of the street in a given block.
2. Provide low maintenance, perennial plantings in the medians. Higher maintenance plantings can be provided if individuals or groups take responsibility for contracting out annual planting and maintenance.

### Street Furniture and Amenities

1. Street furniture and amenities should be provided in higher pedestrian use areas and present a uniform design that complements the desired theme and identity for 27<sup>th</sup> Street.

### 7.3 Gateways and Entrances

The 27<sup>th</sup> Street Corridor Plan provides recommendations regarding key entrances and gateways into the 27<sup>th</sup> Street corridor including I-94, Ryan Road, Rawson Avenue, and College Avenue. Other types of entrances include neighborhood entrances and smaller business district entrances that occur along 27<sup>th</sup> Street. All of these entrances should be designed to improve the visual character and identity of 27<sup>th</sup> Street.



Example of a gateway feature preferred by the public during the Visual Preference Survey for 27<sup>th</sup> Street. See Appendix.

1. The design of key entrances should present a coordinated identity and theme for 27<sup>th</sup> Street. The theme, colors, and design of entrance features and signage should be coordinated with other design features such as lighting, furnishings, and street banners. Entrance features and signage should be located so as to avoid clutter and confusion with other signage.
2. The 27<sup>th</sup> Street Corridor Land Use Plan recommends a full highway interchange at the intersection of 27<sup>th</sup> Street and I-94. This future highway interchange should be distinctive with its own highly recognizable and attractive identity. Special landscaping, architectural, or public improvements should be used at this interchange to identify this as an important community gateway.
3. Ryan Road, Rawson Avenue, and College Avenue are major arterial streets that intersect with 27<sup>th</sup> Street. These intersections should be beautified with landscaping and signage features that are scaled and proportioned to respond to both the pedestrian and vehicular travelers.
4. Neighborhood entrance signs or smaller business district signs should be located in open spaces along the street. Easements on private property may be needed to locate these signs.

## 7.4 Wayfinding and Regulatory Signage

Ensuring public safety and efficient use of the public street, reducing signage clutter, and directing visitors to destinations along 27<sup>th</sup> Street are key goals for the design of 27<sup>th</sup> Street. These goals can be accomplished through the use of appropriate wayfinding and regulatory signage.

### Wayfinding Signage

A coordinated wayfinding system should be designed that directs visitors to the many public destinations located along and around 27<sup>th</sup> Street, and in both communities, such as the medical centers, the airport, park and ride facilities, parks, libraries, community centers, etc.

1. Wayfinding signage should be located in the terrace or median.

### Regulatory Signage

Signage that regulates parking, speed limits, etc. is critically important. Opportunities to reduce the number of regulatory signs should be evaluated to limit signage clutter and improve the visual character of the street while maintaining safety standards.

1. Maximize opportunities to place multiple signs on each sign pole.
2. Locate signs in sidewalk terrace areas, wherever possible. Limit the number of signs in the median.
3. Inventory existing regulatory signage to identify and eliminate potential duplications.
4. Consider use of electronic readerboard signage as a supplement or replacement of regulatory signage along the corridor.



Wayfinding signage example showing multiple destinations, and utilizing one sign pole for multiple signs.

## **CHAPTER 3: ZONING RECOMMENDATIONS**

In the interest of providing an atmosphere along the entire 27<sup>th</sup> Street Corridor that is conducive to high-quality future development and redevelopment, it is essential to implement zoning standards that are relatively consistent on both the Franklin and Oak Creek sides of the street.

A thorough comparison of each City's zoning ordinance and zoning map reveals that these existing regulatory tools are not remarkable in their difference from one community to the other. That is, it does not appear that differences in the current zoning explain any difference that may be observed in development patterns from one side of the street to the other. With that said, there are improvements that could be made to help increase the degree to which Franklin and Oak Creek's respective zoning ordinances are in line with one another, and with the land use recommendations contained in this corridor plan.

This plan does not recommend immediate rezoning of any parcel within the corridor; however, it is suggested that each City require that any property owner requesting future rezoning of land within the corridor be limited to utilization of a zoning district that is consistent with plan recommendations. It is also suggested that certain amendments to each City's zoning ordinance be adopted. Certain of these amendments will establish overlay districts that have the result of modifying the zoning parameters for current districts as they exist within the 27<sup>th</sup> Street corridor. Other amendments will establish new districts for both Franklin and Oak Creek to allow for future rezonings that are strictly consistent with this plan's land use recommendations.

### **1 ZONING RECOMMENDATIONS**

#### **1.1 Application of Design Guidelines**

Design guidelines contained within this plan will, to a large extent, establish the visual character of the future public spaces and the built environment along the 27<sup>th</sup> Street corridor. The design guidelines will be most readily implemented and enforced if their utilization is mandated. It will be necessary for each community to decide to what extent they wish to mandate compliance.

Two major factors ultimately determine how useful the guidelines are: the structure of their language and whether they are a) adopted as a plan (generally considered advisory) or, b) formalized as part of the zoning ordinance (where compliance is supported by force of law). To increase the likelihood that the design guidelines are applied consistently in both Franklin and Oak Creek, it is recommended that, following adoption of this plan, their language be strengthened to the mandatory tone (for example, "shall" rather than "should") and that they be formally adopted as a component of each City's zoning ordinance as it applies to the 27<sup>th</sup> Street corridor study planning area.

#### **1.2 Creation and Adoption of New Overlay Zoning Districts**

It will be noted that, in the interest of maintaining the maximum amount of consistency with current zoning ordinances on both the Franklin and Oak Creek side of the corridor, these proposed overlay district standards in some ways resemble current code language for one, the other, or both communities. It is recommended that both Franklin and Oak Creek craft overlay districts incorporating

these requirements. These districts would apply to all development and redevelopment whether under conventional zoning or planned development (Planned Development District in Franklin / Planned Unit Development Overlay in Oak Creek), taking place in the various land use areas corresponding with those shown on the plan maps.

As a practical matter, it is recommended that existing uses that are consistent with those allowed in the overlay zoning for their area be considered conforming upon adoption of that overlay zoning without the necessity for rezoning of individual parcels. That is, it is suggested that the overlay requirements as they apply to existing uses, apply upon adoption in a permissive manner, establishing conformity in terms of use for certain uses which may not be conforming under their current zoning designation, for example, this would allow single-family residential homes in Franklin which are currently zoned B-4 27<sup>th</sup> Street Business District to become conforming uses upon adoption of the Commercial Mixed Use Overlay District standards for that portion of the corridor.

It is recommended that zoning regulations be crafted to codify the following standards for all overlay districts created for the 27<sup>th</sup> Street corridor, in addition to those standards that are specific to particular sub-areas as detailed in subsequent sections:

1. Require compliance with design guidelines as proposed in this plan.
2. Permit flexibility in building and lot dimensional standards, providing conformity with design guidelines and land division standards applicable to the overlay area is achieved.
3. Raise floor area ratio maximums while retaining open space requirements.
4. Favor design that treats “setbacks” as build-to lines for all new development and redevelopment in the Urban Village and Mixed Use Office districts.
5. Require that cross-access for both pedestrian and vehicular circulation is provided between adjacent parcels at the time of any new development or redevelopment. In cases where existing development on adjacent parcels, not under common ownership, does not allow for the actual construction of connecting driveways, sidewalks, etc. it would be sufficient in most cases to provide the appropriate cross-access easements to be utilized at the point in time when the adjacent parcel undergoes development or redevelopment that would facilitate the completion of the connection. The city may require a letter of credit sufficient to ensure the construction of the future pedestrian and vehicular connection at the appropriate future date.
6. Permit reductions in the number of paved parking stalls from what conventional zoning standards would require where it can be demonstrated that actual use can be reasonably expected to be less than that mandated by code, or where shared parking arrangements exist. The cities may require that space be reserved for future parking area, and that a letter of credit be held to ensure the construction of this additional parking at such time as it is demonstrated that the need exists.
7. Require that applicants demonstrate certain need before approval of any request to build parking more than 20 percent in excess of that required by code. Where additional parking is approved, additional landscaping is required to mitigate extra parking. Consider changing respective city

parking requirements; possibly by using ULI codes as a guide to determine efficient parking standards.

8. Require the delineation of woodland and wetland areas, requiring setbacks for both paving and structures of at least 50 feet from all wetlands, and require the preservation of 70 percent of existing woodland areas and substantial mitigation for the removal thereof.

### 1.3 Overlay District Implementation

A key step in the implementation of this plan will be the crafting of overlay districts. These will need to be adopted as part of each city's zoning regulations. Each city has a large number of zoning districts represented at some location in the South 27<sup>th</sup> Street corridor. The application of overlay districts will create a certain degree of consistency throughout each of the land use categories on both the Franklin and Oak Creek sides of the corridor, no matter what the underlying zoning.

It will be necessary to codify four overlay districts to carry out the intent of this plan. These overlay districts are intended to coincide with the areas mapped in this plan as land use categories of the same name. The overlay (land use) districts are as follows:

- Commercial Overlay
- Mixed Use – Commercial Overlay District
- Office Overlay District
- Mixed Use – Office Overlay District

The Design Guidelines section of this plan (Chapter 2) and the Zoning Recommendations section of this plan (Chapter 3) contain the specifics that are recommended for inclusion in the overlay district standards. Generally speaking, it is recommended that the "General Design Guidelines" found in Section 5 of Chapter 2 and the zoning standards outlined in Subsection 1.2 of Chapter 3 apply to all four overlay districts, in their entirety. To aid in enforceability, all of those guidelines and standards should be written in the mandatory tone when codified.

This plan recommends that new standard zoning districts be crafted for the Urban Village and Mixed Density Residential portions of the South 27<sup>th</sup> Street corridor area. Those areas will not be covered by an overlay because all of the necessary standards should be included directly in their zoning district language at the time of its creation. It is recommended that the design guidelines and zoning standards that apply across all of the overlay districts be considered for inclusion in the regulatory language of the Urban Village and Mixed Density Residential Districts, and that the specific recommendations that are contained in this plan for each of those districts also be included.

In addition to the design and zoning language mentioned above that is broadly applicable to all overlay districts, each of the four individual overlay districts should be crafted to mandate the design and zoning recommendations contained in this plan specifically for those districts. For example, the "Commercial Overlay District" would utilize the design guidelines found in Subsection 6.1 of Chapter 2 and the zoning standards found in Subsection 1.3 of Chapter 3.

Within the overlay districts it is intended that the design guidelines and zoning recommendations have two aspects. In some regards they will establish additional requirements, and in others they will allow a greater degree of flexibility.

- Additional requirements applicable within the overlay districts:
  - Buildings, signage and site design within the overlay districts must conform to the design guidelines.
  - Land divisions are not permitted except in accordance with the parameters of the overlay district.
  - Minimum building heights are established in some cases.
  - Special use approval will be necessary for some uses over a certain size, even though it may not otherwise be necessary.
  - Cross access must be provided between adjacent parcels in most cases.
  - Cause must be demonstrated prior to the approval of parking that exceeds code-established minimum requirements by more than 20%.
  - Delineation of woodland and wetland areas is required and a certain degree of preservation and certain setbacks are established unless more stringent requirements already apply.
  
- Additional flexibility granted within the overlay districts:
  - In addition to the uses set forth in the underlying zoning district standards, any use allowed within the particular overlay district will be possible on a given site as either a permitted or special use.
  - Current non-conforming uses become conforming, allowing building improvements which may otherwise not have been possible, provided they are allowed in that overlay district as either a permitted or special use.
  - Reductions from the standard parking requirements are permissible when it can be demonstrated that actual use can be reasonably expected to be less than that mandated by code, or where shared parking arrangements exist.
  - Floor area ratio maximums are loosened significantly or eliminated altogether.
  - Relief may be granted from building setback and lot dimensional standards when it can be demonstrated that the change increases the degree to which the plans conform to the design guidelines for the overlay district.

## 1.4 Amortization of Existing Non-conforming Signs

The signage standards outlined in this plan should be adopted in such a way that they apply throughout the corridor. Where these standards are more restrictive than existing sign codes in either city, the standards set forth herein should apply. All signage erected following the adoption of such standards should be in compliance. It is not the recommendation of this plan that retroactive enforcement be undertaken toward any existing development in the corridor regarding compliance with the overlay district design standards; however, it is suggested that an amortization schedule be established for non-conforming signage. Signage has a special role to play in its impact on the visual character of the built environment, and is generally less expensive and has a somewhat shorter usable life than buildings themselves. At the time new signage standards are adopted, a “sunset” date should be determined for existing non-conforming signage, and a list of all such signs should be prepared for the purpose of providing notice to the owners of those signs that replacement will be necessary by the established date.

## 1.5 Commercial District

For each community, it is recommended that an overlay district be crafted to correspond to the area on the plan denoted as “Commercial”. This area is currently dominated by “big-box” retailers, with a range of smaller consistent and supporting uses which serve the convenience of shoppers from a broad market area. This overlay district should:

1. Require that future land division be limited, such that no new lots are created that are smaller than two acres in size, except as outlots to a unified development larger than 10 acres in total area.
2. Require that all new buildings greater than 25,000 square feet in total area, and all additions to existing structures that add 50% or more floor area, be at least two stories in height, or appear to be two stories in height.
3. Require special use approval for all new buildings greater than 60,000 square feet in area, whether single-tenant or multi-tenant spaces.
4. Allow such uses as follows (as either permitted or special uses, to be determined at the time of codification):
  - a. Banks and other financial institutions, not including payday loan or title loan agencies.
  - b. Business service uses, such as an employment agency, photocopy center, commercial photography studio or mailing service.
  - c. Educational services, including private and specialty instruction, day care centers, etc.
  - d. Entertainment and recreational facilities such as movie theaters and health clubs, but not including adult oriented businesses.
  - e. Food service uses, such as restaurants, fast food restaurants and taverns.
  - f. General retail establishments, of all sizes and a broad range of types, including secondhand stores, garden supply and home improvement centers, but not including adult oriented businesses.
  - g. Medical and other professional offices.



- h. Motor vehicle uses, limited to filling stations, car washes, specialized car repair, and sale of motor vehicle parts and accessories.
- i. Personal service establishments, such as salons, cleaners and shoe repair.

Note: In Franklin these uses generally correspond with those allowed in the B-3 Community Business District. In Oak Creek these uses generally correspond with those allowed in the B-2 Community Business District.

## 1.6 Mixed Use Commercial District

For each community, it is recommended that an overlay district be crafted to correspond to the area on the plan denoted as “Mixed Use Commercial”. This area is predominantly comprised of small lots populated by individual single-family homes and a broad range of smaller commercial and service uses.

This overlay district should:

1. Require that future land division be limited, such that no new lots are created that are smaller than two acres in size.
2. Require that cross-access for both pedestrian and vehicular circulation is provided between adjacent parcels at the time of any new development or redevelopment. In cases where existing development on adjacent parcels, not under common ownership, does not allow for the actual construction of connecting driveways, sidewalks, etc. it shall be sufficient in most cases to provide the appropriate cross-access easements to be utilized at the point in time when the adjacent parcel undergoes development or redevelopment that would facilitate the completion of the connection. The city may require a letter of credit sufficient to ensure the construction of the future pedestrian and vehicular connection when actual construction is not taking place at the time of site plan approval.
3. Require special use approval for all new buildings greater than 40,000 square feet in area, whether single-tenant or multi-tenant spaces.
4. Allow such uses as follows (as either permitted or special uses, to be determined at the time of codification):
  - a. Accommodations, including hotels, motels, and bed and breakfast establishments.
  - b. Banks and other financial institutions, not including payday loan or title loan agencies.
  - c. Business service uses, such as an employment agency, photocopy center, commercial photography studio or mailing service.
  - d. Educational services, including private and specialty instruction, day care centers, etc.
  - e. Entertainment and recreational facilities such as movie theaters and health clubs, but not including adult oriented businesses.
  - f. Food service uses, such as restaurants, fast food restaurants and taverns.
  - g. Medical and other professional offices.

- h. Motor vehicle uses, limited to filling stations, car washes, specialized car repair, and motor vehicle related retail.
- i. Personal service establishments, such as salons, cleaners and shoe repair.
- j. Places of religious assembly.
- k. Residential uses, including single-family and two-family homes and all state protected residential uses, including but not limited to community living arrangements and foster homes.
- l. Retail establishments, in tenant spaces limited to 80,000 square feet in area. This district allows a broad range of businesses including secondhand stores, garden supply and home improvement centers, but not including adult oriented businesses.

Note: In Franklin these uses generally correspond with those allowed in the R-7 Two-family Residence District and B-3 Community Business District. In Oak Creek these uses generally correspond with those allowed in the Rd-1 Two-family Residential District and B-2 Community Business District.

### 1.7 Office District

For each community, it is recommended that an overlay district be crafted to correspond to the area on the plan denoted as “Office”. This overlay district should:

1. Require that future land division be limited, such that no new lots are created that are smaller than 40,000 square feet in size.
2. Require that all new buildings be a minimum of two stories in height, and encourage taller buildings.
3. Require that cross-access for both pedestrian and vehicular circulation be provided between adjacent parcels at the time of any new development or redevelopment. In cases where existing development on adjacent parcels, not under common ownership, does not allow for the actual construction of connecting driveways, sidewalks, etc. it shall be sufficient in most cases to provide the appropriate cross-access easements to be utilized at the point in time when the adjacent parcel undergoes development or redevelopment that would facilitate the completion of the connection. The city may require a letter of credit sufficient to ensure the construction of the future pedestrian and vehicular connection when actual construction is not taking place at the time of site plan approval.
4. Require special use approval for all new buildings greater than 40,000 square feet in area, whether single-tenant or multi-tenant spaces.
5. Allow such uses as follows (with permitted, accessory and special uses noted):
  - a. Medical uses, including but not limited to professional offices for chiropractors, dentists, doctors and the allied health professions, urgent care centers, and primary care centers offering outpatient services.
  - b. Office uses, including but not limited to business, government and professional offices.

- c. Retail and service establishments, limited to 10,000 square feet in tenant area with interior access in office buildings. It is intended that these uses be limited to those providing retail, personal, educational and business services in support of the primary office uses, and in no way shall be deemed to include adult oriented businesses.
- d. More specifically, allow the following as permitted uses:
  - 1. Accounting, auditing and bookkeeping
  - 2. Advertising agencies
  - 3. Banks or financial institutions w/o drive through; not including payday loan or title loan agencies
  - 4. Business associations and professional organizations
  - 5. Commercial photography
  - 6. Computer and data processing services
  - 7. Consultant services
  - 8. Credit reporting and collection
  - 9. Engineering and management services
  - 10. Government offices
  - 11. Insurance agents
  - 12. Insurance carriers
  - 13. Investment offices
  - 14. Legal services
  - 15. Mailing, reproduction and stenographic services
  - 16. Media representatives
  - 17. Offices of doctors, dentists or health practitioners
  - 18. Personnel services and human resources
  - 19. Public relation services
  - 20. Real estate
  - 21. Research and development
- e. Accessory uses may include:
  - 1. Convenience store (without gas)
  - 2. Day care
  - 3. Drug stores
  - 4. Educational services
  - 5. Job training and related services
  - 6. Motion picture production services
  - 7. Personal services (barber-beauty shops, shoe repair, photo services)
  - 8. Physical fitness facilities (accessory to permitted use)
  - 9. Eating and Drinking places (w/o drive through)
- f. Special or conditional uses may include:
  - 1. Banks or financial institutions with drive-through; not including payday loan or title loan agencies
  - 2. Clinics
  - 3. Hotels (minimum 3 stories)
  - 4. Medical and surgical hospital
  - 5. Physical fitness facilities (free standing)

Note: In Franklin these uses generally correspond with those allowed in the B-6 Professional Office District and the BP Business Park District. In Oak Creek these uses generally correspond with those allowed in the B-3 Office and Professional District.

## 1.8 Mixed Use Office District

For each community, it is recommended that an overlay district be crafted to correspond to the area on the plan denoted as “Mixed Use Office”. Much of this area is currently vacant. This overlay district should:

1. Require that future land division be limited, such that no new lots are created that are smaller than 40,000 square feet in size.
2. Recommend that all new buildings be a minimum of two stories in height, and encourage taller buildings, or at least give the appearance of three stories.
3. Require that cross-access for both pedestrian and vehicular circulation be provided between adjacent parcels at the time of any new development or redevelopment. In cases where existing development on adjacent parcels, not under common ownership, does not allow for the actual construction of connecting driveways, sidewalks, etc. it shall be sufficient in most cases to provide the appropriate cross-access easements to be utilized at the point in time when the adjacent parcel undergoes development or redevelopment that would facilitate the completion of the connection. The city may require a letter of credit sufficient to ensure the construction of the future pedestrian and vehicular connection when actual construction is not taking place at the time of site plan approval.
4. Require special use approval for all new buildings greater than 40,000 square feet in area, whether single-tenant or multi-tenant spaces.
5. Allow such uses as follows (with permitted, accessory, and special uses noted):
  - a. All uses listed as permitted, accessory, or special in the Office district (Section 1.5 above) are similarly allowed in this district.
  - b. Accommodations, including hotels, motels, and bed and breakfast establishments allowed (Special use).
  - c. Banks and other financial institutions, not including payday loan or title loan agencies (Permitted use).
  - d. Business service uses, such as an employment agency, photocopy center, commercial photography studio or mailing service (Permitted use).
  - e. Educational services, including private and specialty instruction, day care centers, etc. (Accessory use).
  - f. Food service uses, such as restaurants, fast food restaurants and taverns.
  - g. Filling stations and car washes (Special use).
  - h. Office uses, including but not limited to business, government and professional offices.
  - i. Personal service establishments, such as salons, cleaners and shoe repair (Accessory use).

- j. Retail establishments, limited to 25,000 square feet in tenant area, except when located on the ground floor of multi-story buildings with an equal or greater amount of upper-floor office space. Adult oriented businesses are prohibited.

Note: In Franklin these uses generally correspond with those allowed in the B-3 Community Business District, the B-6 Professional Office District, the BP Business Park District, and the M-1 Limited Industrial District and in Oak Creek these uses generally correspond with those allowed in the B-2 Community Business District, B-3 Office and Professional District and the M-1 Manufacturing District.

## 1.9 Mixed Density Residential District and Urban Village District

At the conclusion of the detailed sub-area planning study, it is recommended that the City of Oak Creek proactively rezone the area denoted on the plan as “Mixed Density Residential” and the area denoted “Urban Village” rather than establishing overlays for these areas. For the most part, these areas are currently vacant. At this time it is anticipated that more detailed direction will result as the outcome of the sub-area study currently underway, so these recommendations are presented with the understanding that they stand only as a preliminary analysis. These areas should:

1. Require that future land division be limited, such that no new lots are created except when consistent with the street patterns determined as a result of the detailed sub-area planning study.
2. Require that cross-access for both pedestrian and vehicular circulation be provided between adjacent multi-family parcels and adjacent non-residential parcels.
3. Require special use approval for all new buildings greater than 25,000 square feet in area, whether single-tenant or multi-tenant spaces.
4. Establish “build-to lines” for all uses.
5. Require coordinated site planning between and among adjacent uses.
6. Require the establishment of significant common open space areas as neighborhood features.
7. In the Urban Village District allow a broad range of residential uses and such retail and service uses as are consistent with proximity to adjacent residential areas, limited in scale to individual users not greater than 25,000 square feet in floor area.
8. In the Mixed-density Residential District require the establishment of a development pattern that places multi-family dwellings along the 27<sup>th</sup> Street corridor buffering a residential neighborhood comprised of interspersed two-family and single-family units.

The development pattern must provide access for all residents by foot and bicycle to the preserved woodland area at the eastern portion of the site. It is suggested that residential densities for the overall site be calculated at 10 to 12 dwelling units per net acre (depending on

the site size, location, characteristics, etc.) with the understanding that the multi-family portion of the site will exceed this density while the single-family density will be somewhat lower to compensate; the ultimate mix of single-, two- and multi-units can be determined by the applicant in consideration of market forces at the time of development, provided the suggested density is not exceeded.

The level of density should be commensurate with the level of overall site and building design; the provision of public amenities (e.g., parks, plazas, trails, benches); the preservation of natural areas; and achieving community goals. The higher the level of design, amenities, natural resource preservation, and achieving goals should result in higher densities in the 10-12 units per net acre range.

The Urban Village style residential development may be appropriate for this area.

### **1.10 Conservation Residential District**

Though the City of Franklin has “open space subdivisions” as options under several residential zoning classifications in the current Unified Development Ordinance, these are lacking in standards that would effectively establish the means by which a conservation subdivision could be accomplished, and they also require special use review and approval which makes them a less desirable option for potential developers than they otherwise would be.

It is suggested that the City of Franklin craft and adopt a new conservation subdivision district closely following the model proposed to the State legislature in 2001 by UW-Extension, prepared under the auspices of the Smart Growth law. In this scenario, conservation subdivisions could be developed in designated areas following set platting procedures, without the hindrance that special use review and approval now confers. With established standards, special use status would be unnecessary because quality could be ensured.

The suggested model ordinance includes:

1. A means by which a base level development yield is established.
2. Suggested minimum lot sizes and other dimensional standards.
3. A high degree of preserved open space.
4. Standards such as:
  - a. Residential cluster siting standards.
  - b. A requirement that all lots abut shared open space.
  - c. Open space design standards.
  - d. Ownership and maintenance standards for the open space.
  - e. Street design standards.

5. These standards encourage:
  - a. Siting homes with access from interior streets.
  - b. Minimizing impervious surface, both on- and off-site.
  - c. Placing development envelopes to minimize the loss of sensitive environmental features.
  - d. Orientation of lots around central greens or other physical amenities.
  - e. Clustering of homes.
  - f. Interconnecting green space and trails.
  - g. Protection of scenic views.
  - h. Minimizing impact on farmland, woodlands, etc.
  - i. The preservation of existing farmsteads and other features of cultural or historic interest.
  
6. The model also includes other standard platting and approval requirements that, in Franklin, would be covered under the terms of the current Unified Development Ordinance.

## CHAPTER 4: MARKET ASSESSMENT

### 1 DEMOGRAPHIC ANALYSIS

There are many factors which help to define a market area and the market potential including: local and regional traffic connections, current business mix, opportunities for development or redevelopment, competition from other market areas, and demographics.

Demographics provide current information about a specific area, and indicate trends that may inform land use decisions and planning. Demographics also provide an opportunity to make comparisons between individual market areas, which can provide benchmarks for understanding competition, or for validating the positives and negatives of the study area.

Because the South 27<sup>th</sup> Street Corridor Plan covers a large area, there are shifts in the demographic representation throughout, with varying types and quantities of existing development. The first demographic analysis of the corridor was done using a 2-mile radius pattern starting just north of College Avenue, and ending just south of County Line Road. Key demographic data from each 2-mile radius follows. The complete demographic report for each 2-mile area can be found in the Appendix.

#### South 27<sup>th</sup> Street @ W. Grange Avenue – 2-mile radius:

2004 Estimated Population	39,913
2009 Estimated Population	39,200
2004 Estimated Households	17,235
2009 Estimated Households	17,232
2004 Est. Average Household Size	2.27 persons per household
2004 Est. Average Household Income	\$57,815
2004 Est. Average Age	41.17
2004 Est. Average Travel to Work in Minutes	23.60
2004 Est. Median Year Housing Built	1970
2004 Est. Median Occupied Housing Value	\$138,569

#### South 27<sup>th</sup> Street @ W. Rawson Avenue – 2-mile radius:

2004 Estimated Population	23,508
2009 Estimated Population	23,883
2004 Estimated Households	9,778
2009 Estimated Households	10,113
2004 Est. Average Household Size	2.38 persons per household
2004 Est. Average Household Income	\$66,006
2004 Est. Average Age	38.74
2004 Est. Average Travel to Work in Minutes	24.90
2004 Est. Median Year Housing Built	1973
2004 Est. Median Occupied Housing Value	\$150,730



**South 27<sup>th</sup> Street @ W. Puetz Road – 2-mile radius:**

2004 Estimated Population	16,431
2009 Estimated Population	18,633
2004 Estimated Households	6,861
2009 Estimated Households	7,966
2004 Est. Average Household Size	2.39 persons per household
2004 Est. Average Household Income	\$72,370
2004 Est. Average Age	35.24
2004 Est. Average Travel to Work in Minutes	26.81
2004 Est. Median Year Housing Built	1992
2004 Est. Median Occupied Housing Value	\$185,552

**South 27<sup>th</sup> Street @ W. Oakwood Road – 2-mile radius:**

2004 Estimated Population	8,363
2009 Estimated Population	9,798
2004 Estimated Households	3,223
2009 Estimated Households	3,850
2004 Est. Average Household Size	2.58 persons per household
2004 Est. Average Household Income	\$81,238
2004 Est. Average Age	34.84
2004 Est. Average Travel to Work in Minutes	26.59
2004 Est. Median Year Housing Built	1993
2004 Est. Median Occupied Housing Value	\$194,837

Some obvious highlights of the above are:

- The population in the College Avenue area is the largest, but is expected to decline somewhat over the next five years.
- Although the current population level declines significantly from north to south, the southern areas are expected to increase in population over the next five years.
- The average household size increases to the south on 27<sup>th</sup> Street, with the older housing stock to the north supporting a somewhat older population. The newer housing stock to the south appears to attract slightly larger families.
- The median owner occupied housing value ranges from \$138,569 in the College Avenue area to \$194,837 in the West Oakwood Road area.
- Average household income increases significantly from \$57,815 in the north to \$81,238 in the south.

Another way to use demographic information is to pick a central point on South 27<sup>th</sup> Street and use a five-mile radius. This not only provides a demographic snapshot of the entire study area, but also includes the broader market surrounding it. Daytime employment is included in this analysis of the five-mile radius around South 27<sup>th</sup> Street. Again, complete demographic data is included in the Appendix.

**South 27<sup>th</sup> Street @ W. Ryan Road – 5-mile radius:**

2004 Estimated Population	86,076
2009 Estimated Population	92,648
2004 Estimated Households	33,160
2009 Estimated Households	36,402
2004 Est. Average Household Size	2.51 persons per household
2004 Est. Average Household Income	\$71,851
2004 Est. Average Age	37.29
2004 Est. Average Travel to Work in Minutes	25.26
2004 Est. Median Year Housing Built	1978
2004 Est. Median Occupied Housing Value:	\$163,613
Estimated Daytime Employment Population:	40,319

The following demographic information provides an indication of how South 27<sup>th</sup> Street compares to two other business districts in the Milwaukee metropolitan area. Both Bluemound Road, in Brookfield, and the intersection of South 76<sup>th</sup> Street and West Layton Avenue, in Greenfield, are established business districts. It is useful to evaluate how South 27<sup>th</sup> Street compares to these business districts demographically. The address on Bluemound Road represents the mid-point in the five-mile district radius.

**18365 West Bluemound Road, Brookfield – 5-mile radius:**

2004 Estimated Population	118,907
2009 Estimated Population	120,827
2004 Estimated Households	47,469
2009 Estimated Households	49,197
2004 Est. Average Household Size	2.44 persons per household
2004 Est. Average Household Income	\$86,435
2004 Est. Average Age	40.40
2004 Est. Average Travel to Work in Minutes	21.44
2004 Est. Median Year Housing Built	1970
2004 Est. Median Occupied Housing Value	\$192,307
Estimated Daytime Employment Population	149,170

**South 76<sup>th</sup> Street & West Layton Avenue, Greenfield – 5 mile radius:**

2004 Estimated Population	288,264
2009 Estimated Population	288,579
2004 Estimated Households	121,573
2009 Estimated Households	123,158
2004 Est. Average Household Size	2.33
2004 Est. Average Household Income	\$57,972
2004 Est. Average Age	39.28
2004 Est. Average Travel to Work in Minutes	23.27
2004 Est. Median Year Housing Built	1960
2004 Est. Median Occupied Housing Value	\$134,470
Estimated Daytime Employment Population	136,482

Bluemound Road and the intersection of South 76<sup>th</sup> Street and West Layton Avenue represent two very distinct market areas. The population in the Bluemound Road area is somewhat larger than South 27<sup>th</sup> Street and currently demonstrates stronger household incomes and housing values. However, South 27<sup>th</sup> Street has the vacant land and the redevelopment potential to grow a similarly strong population base in the future.

It is also important to acknowledge the very significant difference in the daytime employment population numbers between the two areas. It is these important daytime workers that help support the numerous retail, restaurants and service businesses in the Bluemound corridor.

The intersection of South 76<sup>th</sup> Street and West Layton Avenue is an older and much more densely populated commercial business district. Income levels and housing values are lower than those in the South 27<sup>th</sup> Street study area, but once again, the daytime employment population is very strong in this area. Regional retail has been present in this area for decades, and is now a candidate for re-tooling and perhaps re-tenanting.

Daytime employment demographics are a critical component of the market. In analyzing these three market areas, it is useful to compare their respective daytime employment population to their overall population:

*South 27<sup>th</sup> Street -- daytime employment is 47% of the overall population.*

*Bluemound Rd. – daytime employment is 125% of the overall population.*

*South 76<sup>th</sup> Street – daytime employment is 47% of the overall population.*

Although the daytime employment population number represents the same percentage of the overall population in both the South 76<sup>th</sup> Street area and the South 27<sup>th</sup> Street area, the overall population density in the area around South 76<sup>th</sup> Street is significantly higher. However, it is clear that Bluemound Road leads the three market areas with the daytime employment population representing a substantial 125% of the overall population.

Increasing daytime workers in the South 27<sup>th</sup> Street corridor will be an important component to rounding out the marketplace and in attracting new and exciting retail businesses to the area.

### **Milwaukee Metropolitan Statistical Area (MMSA):**

A comparison between the demographics of the MMSA and the 5-mile radius area around South 27<sup>th</sup> Street and West Ryan Road can provide insight into the market on South 27<sup>th</sup> Street. A metropolitan statistical area includes both a core area with a substantial population nucleus and adjacent communities having a high degree of social and economic integration with that core. In this case it includes multiple counties. Relevant demographic information from the entire MMSA market is compared with similar data from the South 27<sup>th</sup> Street study area. The entire MMSA demographic report is in the Appendix.

- The estimated household size in the South 27<sup>th</sup> Street study area is 2.51, compared to 2.48 in the MMSA.
- The estimated household income in the South 27<sup>th</sup> Street study area is \$71,851, compared to \$65,031 in the MMSA.
- The estimated housing value in the South 27<sup>th</sup> Street study area is \$163,613, compared to \$156,566 in the MMSA.
- The estimated household growth between 2004 and 2009 for the South 27<sup>th</sup> Street study area is 9.78%, compared to 2.55% in the MMSA.

## **2 MARKET CONDITIONS AND OPPORTUNITIES**

### **2.1 College Avenue to Rawson Avenue**

- The density of big box retail in this portion of the study area sets the stage for increased development demand in this area, and will need careful management.
- Access and egress to properties from South 27<sup>th</sup> Street can be difficult, and connections between properties are limited.
- There is not significant retail vacancy in this portion of the corridor.
- There are opportunities for the development of vacant land, and redevelopment of older properties that have a higher and better use.
- There are strong population and traffic counts in this corridor.
- Excellent access to I-94.
- Community identity seems non-existent.

The northern-most section of the South 27<sup>th</sup> Street corridor has developed as a regional retail sector. The combination of available land parcels, high traffic counts and access to I-94 have helped to attract significant “big box” development, along with local and regional tenants. The presence of these large users will continue to attract retail and related businesses to locate on adjacent parcels.

Big box retail typically occupies more than 50,000 square feet of space, often ranging from 90,000 to 200,000 square feet, and can stand alone or locate in a “power center”. The business strategy of the big box user is to derive profits from high sales volumes rather than prices. These retailers rely on shoppers arriving in cars, and therefore require acres of parking, and have a profound impact on traffic.

In terms of architecture and design, free-standing big box retailers strive to develop a standard retail model, often not reflective of a community's desired character.

Examples of big box users and their typical square footages are:

Michael's Crafts	16,200 to 23,500
Office Depot	20,000
Best Buy	30,000 to 45,000
Dick's Sporting Goods	50,000 to 60,000
Barnes & Noble	25,000 to 67,500
Hobby Lobby	50,000 to 75,000
Bed Bath & Beyond	20,000 to 85,000
Wal-Mart	40,000 to 125,000
Super Wal-Mart	109,000 to 233,000
Sam's Club	110,000 to 135,000
Target	126,000
Super Target	175,000
Kmart	96,000 to 182,000
Shopko	112,000
Menards	80,000 to 165,000
American TV	130,000
Home Depot	95,000 to 130,000
Lowe's	100,000 to 150,000

The current and proposed big box retail in this South 27<sup>th</sup> Street area has been the catalyst for changes and growth on the street. Infill development on recycled sites, new retail, office, and service development is and will continue to occur due to the draw of this area. As more and more customers are attracted into this area, it will become critical to look at ways to ease and simplify traffic movements, and to create internal connections between properties whenever possible.

If the communities intend to maintain a significant regional retail presence in this area, it will be important to plan carefully for the remaining undeveloped land. Although many big box users are currently represented in this area, there still may be some limited opportunity for further regional development if the appropriate land can be assembled and satisfactory access is available.

There is still an opportunity for smaller parcel development, e.g. one to five acres, which could provide more specialized retail, restaurants, entertainment venues, medical / dental offices, financial institutions, and other related service businesses. There may also be an opportunity to assemble underutilized parcels, or for complete redevelopment of an existing property to meet future market demand in this area.

Another opportunity for change is the shift towards reinvestment into existing shopping centers. The last couple of years have demonstrated interest from investors to capitalize on solid, existing markets by remodeling, redeveloping and re-tenanting older shopping centers. Older products in this area may find new life from investors who understand this market potential.

The identity and character of South 27<sup>th</sup> Street between College and Rawson Avenues is non-existent. This is an exciting, vibrant, growing area of the Milwaukee Metropolitan market, and the entryway into two growing communities. The area requires planning and investment to develop a more attractive urban streetscape. This might include landscaping details, roadway design, lighting, building set-back guidelines, and design standards.

It will be important for Franklin and Oak Creek to develop and implement design and signage standards, evaluate traffic circulation, access and egress issues. New development occurring in this segment presents an opportunity to set the tone and standard for developments further south on South 27<sup>th</sup> Street.

## 2.2 Rawson Avenue to Drexel Avenue

- Northwestern Mutual is an “anchor” for new development, one which sets a new standard for design, streetscape and land use.
- Significant land parcels are available for sale in this portion of the corridor creating impressive opportunities for new planned developments.
- Falk Park is a valuable amenity in the area.
- The new YMCA will be another important community amenity in this quadrant.
- Proximity to the airport, local destinations, and the Interstate are important factors in attracting new businesses to the area.

The Northwestern Mutual project has established a foundation for recreating this section of South 27<sup>th</sup> Street. The quality of this office project and the presence of approximately 800 new employees in this marketplace sets the stage for many new development opportunities.

With large tracts of undeveloped or underutilized land, there is the potential to grow further corporate or office development. In recent years, the office market in the MMSA has been characterized as “soft”. Existing office properties have worked hard to retain current tenants, while aggressively luring potential new tenants by offering a variety of concessions. However, with the many assets in this area, including access to the Interstate system, regional shopping, residential growth potential, and, of course, the Northwestern Mutual “anchor,” new office development is probable over the next 10 years.

Residential growth will likely follow further office development. The convenience and amenities of this area and the growing employment base nearby will contribute to housing demand in a variety of categories. Multi-family, single-family, condominium units, and live/work housing are all likely opportunities in this area. There is a significant opportunity to provide high quality housing products by taking advantage of the area’s natural amenities and topography.

As residential development continues to grow, retail will also follow. The areas just south of Rawson Avenue in this quadrant will likely continue to be commercially oriented. The market may push larger development this direction, however, it will be the duty of the municipalities to carefully guard and guide retail development in this quadrant to ensure that developments enhance, rather than distract from, the office and housing opportunities in the area. Municipalities should develop and implement scale and design standards that support quality, not quantity. They must also work to interconnect

future retail, residential and office development with access for pedestrians and bicyclists as well as automobiles.

An extraordinary opportunity exists to develop an entire market segment in this section of the corridor, with mixed-uses in a beautiful setting, near major transportation corridors. Dedicated planning and image criteria will be critical to maximize the opportunities and value to the community.

### **2.3 Drexel Avenue to Ryan Road**

- Varied commercial properties located on shallow parcels along South 27<sup>th</sup> Street characterize this portion of the corridor.
- Larger tracts of vacant land provide opportunities for coordinated development on the Oak Creek side of South 27<sup>th</sup> Street, between Drexel Avenue and Puetz Road.
- Established residential subdivisions define the Franklin side of this portion of South 27<sup>th</sup> Street.
- Ryan Road at South 27<sup>th</sup> Street is a key commercial intersection.
- The proposed Pick-N-Save will support additional residential growth.
- The area boasts strong connections to I-94.

Development along South 27<sup>th</sup> Street in this quadrant becomes somewhat more challenging due to the numerous small parcels located along the street. With few significant tracts of land, development or redevelopment will be restricted to smaller parcels or require the assembly of multiple properties. The transition of the older, commercial uses in this area will be smaller-scale service and retail businesses, along with the potential for some in-fill multi-family housing.

Single family residential neighborhoods are fairly well established to the west of South 27<sup>th</sup> Street, with a few single family and multi-family areas to the east. There is one tract of land between Drexel Avenue and Puetz Road that will provide an opportunity for a higher density mix of residential, with the possibility of retail or service commercial directly on South 27<sup>th</sup> Street.

In the vicinity of the Ryan Road and South 27<sup>th</sup> Street intersection, there will likely be continued demand for the expansion of commercial/retail. With nearby access to the Interstate, strong east-west connections, proximity to employment and the opportunity for continued housing growth, the push for commercial and retail growth will increase. Anchored by projects such as Walgreen's, Pick-N-Save, and financial institutions, further neighborhood retail is likely to characterize growth in this area.

## 2.4 Ryan Road to South County Line Road

- Larger vacant tracts characterize this area and provide significant development opportunities.
- There is currently a proposal for a business park, housing, and medical clinic around Oakwood Road in Franklin.
- The South Branch Industrial Park provides for localized daytime employment.
- Oakwood Park is a significant amenity in this quadrant.
- Proximity to the airport and the Interstate is an important advantage for the industrial and business park.

Once again, there is an opportunity for larger parcel development that can quickly change the character of the area. The proposed MLG development at Oakwood Road and South 27<sup>th</sup> Street is planned to be a business park, with a residential component and a Covenant Medical Clinic directly on the corner. The Interstate system, the east-west connections, and the airport remain important factors to businesses looking for new locations.

This area could transition significantly over the long-term. With the industrial market slow but holding, there may not be significant growth in the traditional industrial component at this time. However, business parks that feature “flex” space could supply a niche for business growth in the region. Unlike true industrial or manufacturing space, or traditional office space, “flex” space provides flexibility between office and other use categories (e.g. manufacturing, laboratory, or warehouse space). Flex space provides high bays and relocation flexibility for overhead doors and other entrances. Over time, this kind of product can “flex” with the market demands and is less likely to become obsolete.

As the business component grows in an area, the demand for ancillary businesses such as restaurants, gas stations, and service retail typically follows. It is also possible that in the future this portion of South 27<sup>th</sup> Street would merit consideration for hotel development. Domestic business travel is currently experiencing its first increase since September 11th. An improved business travel environment is fueling renewed growth in the demand for both air travel and hotel rooms, and significantly more capital has been available for hotel investments in 2004 compared to 2003.





## **CHAPTER 5: IMPLEMENTATION**

People and communities participating in the South 27<sup>th</sup> Street corridor planning process have devoted their valuable time, effort, and money to this planning process to create a vision for the South 27<sup>th</sup> Street Corridor that will be an asset for the cities of Franklin and Oak Creek and throughout the region. A coordinated implementation strategy will help make this Plan become reality.

Implementation requires several key components to be successful. Implementation must be undertaken with commitment – that is, the communities must proceed with plan implementation with the full understanding of its complexity, the time required, and the relationship and sequence of the Plan’s various elements and the cooperative effort that is needed to implement the Plan’s recommendations. Implementation must be funded; the community must allocate adequate resources for staff, professional assistance, project funding, and financial leverage. In addition, implementation must occur every day by working with private property owners to implement the Plan and Design Guidelines as they propose and make improvements to their lands.

Implementation requires partnerships. Public and private sector individuals and organizations must come together to collectively take steps to make this plan a reality. Finally, implementation must be dynamic. Unanticipated redevelopment opportunities will present themselves through the process of planned implementation, so the cities through a Joint Community Development Authority (Joint CDA) must be able to assess and reprioritize, on a continuous basis, to take advantage of emerging opportunities. Cooperation between the Cities of Franklin and Oak Creek is vital to the success of the South 27<sup>th</sup> Street Corridor and will be achieved by whatever means necessary.

The following strategy describes the steps and activities needed to implement the South 27<sup>th</sup> Street Corridor Plan, including:

- Implementation process
- Business retention and recruitment
- Strategies for working with developers
- Project priorities
- Implementation Matrix

### **1 IMPLEMENTATION PROCESS**

The following entities should lead the implementation of public improvements and activities, and the facilitation of and support for private improvements and activities:

- Joint Oak Creek-Franklin Community Development Authority (CDA);
- Oak Creek CDA;
- Franklin CDA/EDC;
- City staff; and,
- South Eastern Chamber United in Business (SECUB).

## 1.1 Joint CDA

The Joint CDA should continue to include both cities' CDAs. The Joint CDA will oversee the implementation of the 27<sup>th</sup> Street Corridor Plan and perform many responsibilities associated with implementation that include but are not limited to:

- Monitor, prioritize, and update shared Plan implementation activities as identified on the implementation Matrix (Table 5.1).
- Plan, initiate, direct, and coordinate the design, phasing and construction of South 27<sup>th</sup> Street.
- Coordinate Plan implementation activities with the South Eastern Chamber United in Business, surrounding jurisdictions, the State of Wisconsin, Milwaukee County, Southeast Wisconsin Regional Planning Commission (SEWRPC), and Milwaukee Metropolitan Sewage District (MMSD).
- Improve and maintain communication between the two communities on issues related to South 27<sup>th</sup> Street.
- Create a new process or implement existing procedures between the Cities of Franklin and Oak Creek to resolve disputes related to South 27<sup>th</sup> Street corridor issues.
- Ensure transparency and continued public involvement in the implementation of the South 27<sup>th</sup> Street Corridor Plan.
- Provide oversight and coordinate business retention and recruitment activities. These activities should be carried out by City staff, each community's CDA, the Franklin Economic Development Commission, and the South Eastern Chamber United in Business (SECUB).
- Establish a process whereby Franklin and Oak Creek notify one another of public and private projects, plans, and developments along the corridor, and provide the adjoining the community the opportunity to provide advisory comments on such projects, plans, and developments in a timely manner.
- Provide oversight to creation of the zoning overlay district(s) in each community.
- Provide oversight regarding the incorporation of this Plan into each community's comprehensive plan.
- Coordinate with both Cities and SECUB to create a marketing, promotion, and image development program for this corridor. This effort should include a comprehensive gateway signage and wayfinding design system for the corridor.

## 1.2 Oak Creek CDA, Franklin CDA/EDC

The Oak Creek CDA and Franklin CDA/EDC should oversee Plan implementation within their respective communities, and participate in the Joint CDA. The separate CDAs and EDC should be responsible for the following activities:

- Coordinate and monitor Plan implementation with City departments and staff, boards, commissions, committees, and Councils, as identified on the implementation matrix (Table 5.1).
- Establish a process to allow the CDA to review development proposals for compliance with the South 27<sup>th</sup> Street Corridor Plan prior or in conjunction with the standard development review process.
- Initiate public improvement projects and/or public-private improvement projects.

The respective Plan Commissions and City Councils of Franklin and Oak Creek will have ultimate authority for approving some implementation recommendations such as the adoption of the overlay zoning district.

## 1.3 City Staff

City departments and staff will play key roles in implementing this Plan by conducting their normal duties, such as administering the zoning ordinance. However, additional focus should be paid to this corridor through the following actions:

- Provide staff support to the CDA/EDC and Joint CDA.
- Prepare reports summarizing the progress of Plan implementation.
- Coordinate with the adjoining community on public and private projects, plans, and development reviews and advisory comments.
- Aid in the technical and administrative tasks necessary to oversee implementation. Ongoing technical assistance could include grant application preparation, CDA/EDC or Joint CDA coordination, promotion, neighborhood outreach, and similar tasks.
- Conduct public outreach efforts to educate the public about the Plan and Plan Implementation.
- Ensure hard or electronic copies of the Plan are available for public use.

#### **1.4 South Eastern Chamber United in Business (SECUB)**

SECUB should take an active role in assisting both Cities in the implementation of this plan. The organization's possible implementation activities could include:

- Assist with coordination and implementation of business retention and recruitment activities (discussed below).
- Assist with coordination and implementation of a marketing and promotional campaign for the corridor, including the establishment of an image and identity.
- Assist with the promotion, the education, and advocacy for Plan implementation. Some of the activities that SECUB might preform include:
  - Coordinating and writing articles, editorials, or letters for the newspapers,
  - Developing newsletters to discuss Plan implementation progress,
  - Speaking on radio programs,
  - Reporting on the progress of the plan at public meetings such as the comprehensive plan meetings in both communities, and speaking to community and service clubs, and
  - Educating businesses, developers, and property owners about the Plan conducting workshops on implementing the design guidelines.

## **2 BUSINESS RETENTION AND RECRUITMENT PROCESS**

One of the most important components of maintaining an economically viable corridor is to have healthy businesses. Healthy businesses are those that are successfully meeting their market niche, and who are achieving their own goals for growth and financial viability. Very often, no one within the district or community is monitoring the state of their district businesses.

The process of business recruitment requires a plan of action that is organized, supported by a group of interested and involved persons, and has the financial means to do the necessary work. This Plan recommends that the Oak Creek CDA, the Franklin CDA and EDC, and SECUB jointly direct, coordinate and implement this process.

The following is one comprehensive business recruitment strategy and a series of steps that a business recruitment effort can use to move forward:

### **2.1 Organization of a Business Development Committee**

The Joint CDA, Franklin Economic Development Committee, and SECUB should consider the creation of if a South 27<sup>th</sup> Street Corridor Business Development Committee to guide the business retention and recruitment strategy. A group of this type that is focused on South 27<sup>th</sup> Street is extremely important for establishing the enthusiasm, momentum, professionalism and organization that will be needed to implement the Plan. This committee should represent diverse business interests within the region.

## 2.2 Draft a Work Plan

The first step for this group is to start with an initial work plan. All initial steps should be listed and prioritized. These steps might include the following:

- a) Gather current data and demographics about the community (one source of information is the Oak Creek Comprehensive Plan; Franklin's data will be available later in 2005);
- b) Inventory the real estate in the target area, particularly the vacant or underutilized buildings; meet with the property owners of these vacant or underutilized buildings to garner their support in the process;
- c) Create a simple sales package;
- d) Develop a prospect list, etc. Realistic timeframes need to be assigned to every step.

The right committee member(s) need to be assigned to every step (match skills to tasks). Most importantly, involve the community in the work and indicate that their assistance, ideas and contacts will be valuable to the process. This work plan is not static, it should be reviewed, updated and modified as needed.

## 2.3 Lay the Groundwork

The "business" of business recruitment is being able to SELL South 27th Street the right way, to the right parties. To sell anything, one must know as much about their product as possible. Much data has been gathered for the corridor plan and through the comprehensive planning efforts (Franklin's process is forthcoming). Revisit this as necessary and gather additional pieces as needed. Useful data includes demographics, trade area definitions, financial incentives that may be available, tourist information, parking data, planned improvements, zoning and building code conditions or restrictions, traffic counts and pedestrian counts.

As mentioned above, it is important to inventory the real estate and secure the cooperation of the building owners and the real estate brokers if the property is listed for sale or lease. This requires a look at the present businesses and why they are working, who are the "anchor" tenants, the previous failures or relocations, a current shopper profile and an estimate of potential retail demand. All of this data should be analyzed to identify any trends or niches that seem apparent, and used to support the community profile and image.

Finally, this information will be the basis for developing a simple sales package that is interesting, informative and current. The package should summarize the major assets and cultivate a positive image of the community in the prospects mind. The cost of packages can vary considerably, so options and budgets should be considered. A well-designed pocket folder can be very cost effective, and hold a variety of data and community information that can be easily modified or changed. Again, staff resources outside of the committee can be used to create these pieces.

## 2.4 Design an Ideal Mix of Businesses

This is perhaps the most subjective section of work. It requires evaluating the information gathered on the community, looking at available real estate opportunities, and identifying the likely business types that could succeed along South 27th Street. The market assessment outlines preliminary recommendations.

Ideal businesses fill a market demand, blend with and enhance existing businesses, utilize the available vacant space wisely, create a synergy and offer a uniqueness of business type, merchandise or style. Fortify the existing niches by targeting businesses that will give shoppers a deeper range of products or experiences. It can be useful to “lease” vacancies on paper first. Create a lease plan of the target area and insert all current businesses and note the anchor tenants. Identify the vacancies and acknowledge their size and relationships to other businesses. Test ideas in the vacant spaces and see if the idea has merit.

## 2.5 Identifying Prospective Tenants

Once appropriate target business types are identified, the question remains: How does one find them? The following ideas should be considered:

- 1) Purchase direct mail lists for just about any category or product line;
- 2) Utilize telephone directories and city directories (many of these are now online);
- 3) Collect retail merchant lists from other communities;
- 4) Look for frequent advertisers in local and regional newspapers;
- 5) Identify if a trade association for this retail or business category and advertise in their trade publications;
- 6) Utilize national retail tenant directories; and,
- 7) Visit other communities.

Additionally, be sure to look in your own “backyard” and identify businesses that are currently operating out of homes, expansions of existing businesses, struggling businesses that might benefit a more appropriate niche strategy, or current store managers that want to start their own business. Again, one must inform the rest of the community. Make it known what kind of business South 27th Street is looking for. These connections often pay off. It is important to be open, creative and be selective. Business recruitment requires determination and time when seeking out the right businesses for the community.

## 2.6 Making Contact with Prospective Tenants

The first contact one has with a prospective tenant is important. Consider sending a well-written letter that will garner their attention. It should be personalized, not a form letter, and impress them with specific knowledge of their business. Express why South 27th Street would be a perfect match for their business. Enclose just enough data to tantalize them, but not to overwhelm them. Designate someone to perform follow-up phone calls to the prospective tenants to confirm receipt of the letter and see if

there is interest in a meeting. A smooth, direct sales pitch should be developed to explain the benefits of this opportunity. It is important to note available incentives and how SECUB, Franklin and Oak Creek are prepared and ready to assist a new business. Be patient with the contacts. Provide them with any other information they might need, but don't speculate or guess about information given to them. If they are not interested, work that rejection into a referral.

## **2.7 Getting a Prospect to Say Yes**

Even if a potential business is interested, there is much work to complete the deal. The most important part is to make it simple to work with SECUB and the two communities, so that the "yes" will just happen. Every step of the way, one must be prepared to handle objections, concerns, and any obstacles that might come up. If the potential business is concerned about financing their inventory or improvements, take them to see the local banker. If the potential business wants outside dining but the zoning does not allow for it, work through the process with the municipality. If they object to some of the lease terms, assist in negotiating with the landlord. It is important to provide a single contact person for every prospective business to work with. This contact person is responsible for keeping negotiations moving and follow-up on all remaining details.

## **2.8 Retaining the Businesses You Recruit**

The work is not complete once one has successfully found a new business for your community. It is important to generate a welcome for this business and make sure that they are settled in and operating according to their plans. Keep up contact with new businesses in both good times and bad. Involve new businesses in the business association and other organizations, and, involve them in future business recruitment efforts. They can speak from experience how the process worked and what changes could be made to the action plan.

## **2.9 Develop a Sales System**

During the business recruitment process, there needs to be a critique of the work plan. It should be updated based on experience. The committee will want to create a repeatable sales process that will work again. Keep all contact files and sales materials updated. Reevaluate the recruitment criteria for the next opportunity and modify it as necessary. It is important not to forget to get what ever help you need from including consultants, Realtors, leasing agents, developers, bankers, Wisconsin Department of Commerce, UW Extension, merchandising analysts, national demographic firms, or other resources.

## **2.10 Maximize South 27th Street's Success**

Once there has been success in recruiting a new business, all efforts and contributions should be recognized. Celebrate a grand opening with the new business, run a special ad announcing the new business in the local newspapers, have a feature article run about the business recruitment work and your success, speak at the community meetings about achievements. After the "dust has settled" make sure to get testimonials from the new business, their landlord, from elected officials, other businesses, etc. that can be used in the next round of recruitment.



### 3 WORKING WITH BUSINESS AND PROPERTY OWNERS

The first priority for implementation is to promote a strategy that allows for proactive initiatives to aid business and property owners. The Joint CDA and SECUB should function as advocates for the Plan and should promote Plan's vision and goals, as well as serve as an educator to help people understand how the Plan will be implemented.

### 4 STRATEGIES FOR WORKING WITH DEVELOPERS

There is significant growth potential along South 27<sup>th</sup> Street at this time. Its location at the center of a growing residential area and at the gateway to the Milwaukee Metropolitan region is attracting substantial development interest. The northern portion of the corridor already acts as a regional retail destination, and the central and southern portions contain large tracts of undeveloped or underutilized land. It is critical that the two communities guide the interests of developers and property owners along the South 27<sup>th</sup> Street to ensure the long-term economic viability of the corridor, including the integration with strong and healthy neighborhoods.

The following proactive strategies can help to coordinate development, redevelopment, and infill projects along the corridor:

#### **General:**

- Leadership within the community, both public and private, is supportive of the Plan and its goals. The multiple roles of South 27<sup>th</sup> Street in both the community and the region are understood.
- The available incentives outlined in this chapter for the project are defined, and there is an understanding of how and who can use them.
- Creative funding solutions to fund improvements along the corridor and attract high quality development are in place and made known.
- Appropriate design guidelines are in place.
- Appropriate zoning is in place.
- The development review process is clearly described to the developer, and proceeds smoothly and efficiently.

#### **When City Acquires Property:**

- Utilize land acquisition when sites critical to the overall corridor development plan can be secured for future development.
- Community management and key decision makers from both cities are "on the same page", so the development process does not get bogged down in an inability to come to consensus.
- A list of preferred developers for key sites along the corridor is organized, reflecting the specific project and the developer's capabilities.
- The development process within each community is clear and directed, perhaps with one point of contact.
- A developer "hit list" is organized, reflecting the specific project and the developer's capabilities.
- A concise RFP is developed, with clear directives and a method for weighing responses.
- Each RFP response is evaluated for how it supports the corridor plan aesthetically and financially, and for how it fulfills a market niche.

## 5 FUNDING OPPORTUNITIES

There are a number of funding opportunities that can be targeted for specific public improvements, redevelopment, infill development, and business district revitalization projects recommended in the South 27<sup>th</sup> Street Corridor Plan. Potential funding opportunities include:

### 5.1 Priority Funding Sources

#### **Community Development Block Grant (CDBG)**

CDBG funds are distributed through the Milwaukee County for a variety of projects. Fund allocation will vary by year, with funds available to individual communities to fund select capital projects, staff resources, or as a source to leverage other funding.

#### **General Obligation Bonds**

A GO bond is used to finance select public improvements and is repayable from taxes and guaranteed only by the credit and taxing power of the cities. Priority physical improvements and demonstration projects could be placed on each City's **capital improvement program** and potentially funded through this source.

#### **Tax Incremental Financing District (TIF or TID)**

Tax Increment Financing is an economic development tool to promote tax base expansion. It is targeted toward eliminating blighted areas, rehabilitating areas declining in value, and promoting industrial development. Benefits may come in the form of increased employment, an improved business climate and elimination of unsafe or unsightly areas. When a Tax Incremental District (TID) is created, the city and other taxing entities agree to support their normal operations from the existing tax base within the district. Property tax rates for the school, county, VTAE and Cities are based on the taxable value of the TID at the time it is created. These rates are then applied to the TID value increment which results in additional revenues collected for the TIF fund. Development costs are paid from these TIF fund revenues before the added tax base is shared.

TIF funds can be used to fund a variety of “bricks and mortar” physical projects or be applied to additional funding. In some communities, TIF revenues have been used to fund low-interest loan programs to fund rehabilitation activities or to fund select activities tied to private redevelopment including site acquisition, demolition, and preparations.

#### **Wisconsin DOT: Local Transportation Enhancements (TE) Program:**

This program is designed to fund projects that enhance multi-modal activities in order to improve the transportation system. Projects can include the rehabilitation/operation of historic transportation buildings, acquisition of scenic easements and scenic or historic sites, landscaping and other scenic beautification, and control or removal of outdoor advertising. Projects must relate to surface transportation. This program can provide 80% of funding.

#### **Wisconsin DOT: Surface Transportation Program - Discretionary:**

Funds are targeted to projects that foster alternatives to single-occupancy automobile trips. The most commonly applied for projects are bicycle and pedestrian facilities. Grants cover 80% of eligible project costs.

## 5.2 Additional Funding Sources:

### **Wisconsin Department of Commerce: The Brownfields Initiative:**

This program provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet clean-up costs.

### **Wisconsin DNR: Acquisition and Development of Local Parks:**

Funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants in their region. Funding will provide 50% of eligible costs, and cannot be used if eminent domain is used to acquire property. Eligible projects must be supported by local comprehensive recreation plans.

### **Wisconsin DNR: Urban Rivers:**

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or waterfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

### **Wisconsin DNR: Recreational Trails Act:**

This program provides funds through the transfer of federal gas excise taxes paid on fuel used in off-highway vehicles. These funds are used to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses.

### **WHEDA:**

WHEDA is a quasi-governmental organization that finances housing development through the sale of bonds. WHEDA offers below market, fixed rate financing to low-to-moderate income first time home buyers. WHEDA provides a variety of services including: financing of up to \$10,000 for down payment and closing costs, annual grant funds available for affordable housing for special needs populations, long-term below market rate financing for the construction, acquisition and rehabilitation of affordable rental housing, and affordable assisted living options for low-income seniors.

WHEDA also manages several federal housing programs including the Low Income Housing Tax Credit Program, which encourages affordable housing development by providing private investors with income tax credits when they invest in affordable housing.

### **Wisconsin Small Business Administration:**

The district office of the U.S. Small Business Administration has a wide range of financial information and loan programs available to small businesses.

### 5.3 Potential Future Funding Sources

#### **Business Improvement District (BID)**

Since 1984, Wisconsin communities have had the power to establish one or more business improvement districts within their communities, which allows business properties within a geographic area to contribute through an annual assessment to programs aimed at promotion, management and maintenance and development of the district. BIDs are restricted to commercial and industrial properties that are subject to real estate tax. BID levies are generally based on a proportion of the individual property's assessed value, but may also be based on parcel size or frontage footage. Typical BID expenditures include promotional efforts, assistance for business start-ups, job training programs, advertising, marketing, streetscape development and staff salaries.

#### **Commercial and Residential Rehabilitation Loan Fund**

Some communities have utilized TIF revenues to fund low-interest loan programs to fund rehabilitation/redevelopment activities. Typically, there is a maximum loan amount and term amount and businesses and property owners must provide private matching funds.

#### **Façade and Sign Grant Programs**

It is recommended that the Cities establish façade improvement grant programs to encourage property owners to make improvements to older facades and signage in order to comply with corridor design standards. These programs are often funded through Tax Incremental Finance.

#### **Hotel/Motel Room Tax**

Some communities utilize their room tax revenues for public improvements such as wayfinding systems that encourage and promote tourism.

#### **Lender Commitment Program**

As a mechanism for to fund improvements, many communities have created low interest loan pools through the cooperation of local banks to fund façade and building improvements. Typically, approval of funds is tied to compliance with established design guidelines.

#### **Private Donation Program**

Private donation programs allow the private sector to participate in funding some of the improvements through the purchasing of specialty streetscape amenities in addition to larger features. The corporate community should be approached to fund large gift items. This process could be organized through the development of a non-profit, tax exempt 501 (c) (3) program.

#### **Redevelopment Loan Fund**

Some communities utilize TIF revenues to fund private redevelopment activities such as acquisition, property assemblage, demolition, site preparation and other redevelopment activities deemed appropriate. Typically, there is a maximum loan amount and term. Business and property owners must provide matching funds.

#### **Special Assessments**

Some communities have assessed adjoining property owners for streetscape improvements that exceed the normal cost of public improvement standards. Streetscape improvements can generate a direct benefit to adjoining properties in terms of property value increase and business opportunity.

## **6 RECOMMENDED IMPLEMENTATION TIMELINE**

An implementation timeline has been prepared to outline the sequencing of specific projects as outlined in the South 27<sup>th</sup> Street Corridor Plan. This timeline identifies the lead role for project implementation activities and recommendations for project phasing. This document should be a flexible, dynamic planning tool. As the implementation process moves forward, different opportunities may present themselves which will require adjustments in project priorities and timing. This document is a working tool that will need to be monitored and updated on an annual basis. At the start of each year, the Joint CDA, in conjunction with SECUB, and representative staff from Franklin and Oak Creek should establish an annual work program based on the current need and plan recommendations.

**Table 5.1: IMPLEMENTATION MATRIX**

	ACTIVITY	LEAD	PHASING PRIORITY
<b>1</b>	<b>Implementation, Coordination, and Administration</b>		
1.1	Adopt Corridor Plan.	Oak Creek CDA, Franklin CDA	2005
1.2	Adopt Oak Creek Sub-Area Plan.	Oak Creek CDA	2005
1.3	Establish Implementation/ Joint Decision Making Processes.	Joint CDA	2005
1.4	Annual review and monitoring of completed implementation projects the South 27th Street Corridor Plan.	Joint CDA	Ongoing
1.5	Coordinate the recommendations in the adopted Corridor Plan with neighboring jurisdictions, relevant State of Wisconsin departments (Dept. of Administration, DNR, DOT), Milwaukee County, SEWRPC, and the Chamber of Commerce, and encourage them to consider this Plan when making land use, transportation, and economic development decisions.	Oak Creek CDA, Franklin CDA/EDC	Ongoing
1.6	Bi-annually, City staff from Franklin and Oak Creek will prepare a status report for the Joint CDA on the South 27th Street Corridor Plan that includes: 1) a summary or matrix evaluating progress toward achieving the Plan's objectives and implementing the recommendations, 2) any recommended amendments to the Corridor Plan or Sub-Area Plans, and 3) any staff recommendations regarding future year(s) funding for Plan recommendations and programs. All relevant departments from both communities should participate in the preparation of the report, and the report should be circulated to all relevant boards and commissions prior to a meeting of the Joint CDA and Planning Commissions and EDC. After this meeting on the status of the Plan, each Planning Commission should forward a report to their City Council on progress made in implementing the Plan and include any recommendations regarding the highest priority Plan recommendations that should be funded in the upcoming Capital Improvement Plan. Following the update to each City Council, a Public Meeting should be scheduled to discuss plan progress.	City Staff	Ongoing
1.7	Consider creating and implementing Tax Increment Finance Districts (TIDs) to fund improvements along the corridor.	Oak Creek CDA, Franklin CDA	Ongoing
1.8	Ensure that the Corridor Plan recommendations are incorporated into each of the Cities' Smart Growth Comprehensive Plans.	Oak Creek CDA, Franklin CDA/EDC	1-3 years
1.9	Coordinate with WISDNR to investigate the location and extent of the Butler Garter Snake habitat along South 27th Street.	Joint CDA, City Staff	2005
<b>2</b>	<b>Public Improvements</b>		
2.1	Coordinate with the WISDOT to ensure that the 27th Street Implementation Priorities are included in their 6-year plans.	City Staff, DOT	Ongoing
2.2	Coordinate with the WISDOT to implement streetscape and intersection improvements as properties along the corridor develop/redevelop.	City Staff, DOT	Ongoing
2.3	Coordinate with the WISDOT to identify a schedule for implementation of the access management plan.	City Staff, DOT	Ongoing
2.4	Coordinate with the WISDOT to develop a new I-94 interchange at Drexel and a full interchange at South County Line Road.	City Staff, DOT	Ongoing
2.5	Coordinate with the WISDOT to develop an off-street, multi-use path along South 27th Street.	City Staff, DOT	Ongoing
2.6	Coordinate with the WISDOT to ensure that pedestrian crosswalks and refuge islands are provided at all signalized intersections, ideally spaced at 1/2-mile intervals or less.	City Staff, DOT	Ongoing

	<b>ACTIVITY</b>	<b>LEAD</b>	<b>PHASING PRIORITY</b>
<b>2</b>	<b>Public Improvements, cont.</b>		
2.7	Work cooperatively to determine the location of east-west streets that will intersect South 27th Street. Coordinate with DOT.	City Staff	Ongoing
2.8	Develop north-south collector streets parallel to South 27 <sup>th</sup> Street to interconnect uses within each district.	City Staff	Ongoing
2.9	Begin a comprehensive signage plan for the corridor including: (a) entry features; (b) street signs; and (c) wayfinding.	City Staff, Joint CDA, Chamber	1-3 years
2.10	Develop funding mechanisms to support provision of public streetscape amenities on local streets in commercial areas (e.g. special assessment districts, TIF, etc.).	Franklin CDA/EDC, Oak Creek CDA	Ongoing
2.11	Work with Milwaukee County Parks to: (a) provide improved public access to Falk Park; (b) determine future uses of County lands for park purposes; and (c) preserve the Oak Creek and Root River waterways and greenway corridors and expand these corridors as needed to protect water quality from increased development and traffic.	City Staff	Ongoing
2.12	Develop a joint plan for the extension of sewer services along the corridor in areas that are not currently served.	Joint CDA, City Staff, MMSD	1-5 years
2.13	Work with Milwaukee County Transit (MCT) to extend transit service along South 27th Street and to provide east-west transit linkages from South 27th Street.	City Staff	5-10 years
<b>3</b>	<b>Development, Redevelopment, and Infill</b>		
3.1	Draft and adopt design overlay districts and include Design Guidelines in each City's Ordinance.	City Staff	2005
3.2	Develop a database of qualified developers (shared).	City Staff	Ongoing
3.3	Consider developing Sub-Area Plans for the key districts (e.g. Regional Retail District, Minnesota Avenue/Northwestern Mutual District, South Branch Industrial Park to South County Line Rd District, and others).	Oak Creek CDA, Franklin CDA/EDC	1-3 years
3.4	Create incentives to attract desired businesses.	Joint CDA	Ongoing
3.5	Consider strategies for the remediation and redevelopment of key brownfield sites along the corridor to aid in the overall development and economic well-being of South 27th Street.	City Staff, Oak Creek CDA, Franklin CDA	Ongoing
<b>4</b>	<b>Marketing, Public Relations, and Business Development</b>		
4.1	Develop a marketing image and logo for South 27 <sup>th</sup> Street.	Oak Creek CDA, Franklin EDC	2005
4.2	Post the Corridor Plan on the respective City websites, and promote and distribute electronic copies of the Plan to community organizations.	City Staff	2005
4.3	Coordinate media campaign to kick-off implementation and ongoing media relations.	Oak Creek CDA, Franklin EDC	Ongoing
4.4	Develop and continuously update business database (shared).	City Staff, Chamber	Ongoing
4.5	Jointly identify target retail businesses, offices and service uses to recruit.	Oak Creek CDA, Franklin EDC, Chamber	Ongoing
4.6	Assist Business Owners in Establishing the South 27th Street Development Committee.	All Parties	1-5 years

## CHAPTER 6: SOUTH 27TH STREET EXISTING CONDITIONS & OPPORTUNITIES

### 1 PLANNING CONTEXT

The convergence of three factors – South 27th Street’s strategic location in the Milwaukee-Chicago corridor, catalytic private investments in the corridor, and a cooperative initiative between the cities of Franklin and Oak Creek to improve neighborhood livability and economic vitality along the corridor – make this an ideal time to plan for the future of South 27th Street.

#### 1.1 STRATEGIC LOCATION IN THE REGION

South 27th Street is one of the Milwaukee metropolitan area’s most vital, centrally located corridors. It is a major gateway into the cities of Oak Creek and Franklin as well as to Milwaukee County that provides access to regional destinations, communities, neighborhoods and businesses.

Gateways are the most important entrances into a city, neighborhood or business district that contain high traffic volumes (automobile, bus, pedestrian or bicycle) , visible and defining community features, and/or lead to adjacent key community destinations. While South 27th Street carries significant traffic into the area however it currently lacks defining community features.

The South 27th Street corridor planning area is located just west of Interstate 94 in southern Milwaukee County. The road’s north-south orientation makes it a primary corridor connecting the greater Milwaukee Metro area with Racine, Kenosha and Chicago. The corridor is conveniently accessed from Milwaukee and Racine by several state highways including 100, 38, 32, and 62. In addition, South 27th Street’s access to Interstate 94 and its proximity to General Mitchell International Airport extend the corridor’s interconnection to Chicago, Madison, Green Bay, Minneapolis/St. Paul and destinations well outside the Midwest.



Prior to the construction of Interstate 94, the South 27th Street corridor functioned as a primary truck route between Milwaukee and Chicago, as the many motels along the corridor attest. Its primary purpose was to provide regional transportation between and among communities. However, as land along the corridor has developed the character and function of this important corridor has changed and continues to evolve.



Today, the South 27th Street corridor is situated in the heart of the dynamic, growing southern Milwaukee Metro region. **Exhibit 1** shows the regional context for the study area. The South 27th Street corridor study area lies within close proximity to downtown Milwaukee, and downtown Racine, along with a significant number of major Milwaukee metro destinations including: the Southridge, Bluemound Road and Mayfair commercial areas; General Mitchell International Airport; Miller Park; the County Zoo; the Root River Parkway; the Oak Creek Parkway; the Oak Leaf Trail System;



Milwaukee's many museums; and the University of Wisconsin-Milwaukee, Marquette University, and Milwaukee Area Technical College.

The convenience and accessibility of South 27th Street position it to act as the next major commercial corridor in the county on par with other commercial corridors in the area including Bluemound Road, the area surrounding Mayfair Mall, the Southridge commercial area and others. Furthermore, recent private investments including the Northwestern Mutual campus indicate that the corridor may have potential to attract office development and associated supporting service businesses.

## 2 TRANSPORTATION

### 2.1 TRAFFIC AND CIRCULATION

The consultant team has prepared a general assessment of the current transportation system to determine its ability to efficiently serve the South 27th Street corridor and surrounding areas. Included in the evaluation of the transportation system are analyses of:

- Current traffic volumes and patterns;
- Transit options;
- Pedestrian and bicycle routes and circulation; and
- Connections between South 27th Street and other community destinations.

South 27th Street or US 41 is well connected within the greater Milwaukee metropolitan area and the region via interstate, state and major local roadways including: Interstate 94; US 45; WIS 100; WIS 36; WIS 32; WIS 62; and 76<sup>th</sup> Street. **Exhibit 4**, Big Picture, demonstrates the connectivity between this area and the region.

**Exhibit 5**, Traffic Counts, shows the 2002 Annual Average Daily Traffic counts for South 27th Street and the cross streets within the study area including: College Avenue; Rawson Avenue; Drexel Avenue; Puetz Road; Ryan Road (WIS 100); and Oakwood Road. Traffic counts on 27<sup>th</sup> and associated cross streets increase substantially from south to north. The same is true of Interstate 94 which nearly doubles in traffic volume between County Line Road to the south and College Avenue to the north. Hence, much of the attention to improving traffic circulation along the corridor is focused on the northern portion of the study area with the understanding that new developments to the south need to be undertaken within a clear plan for traffic management.

The Wisconsin Department of Transportation has been observing traffic patterns on South 27th Street and has recently determined that there may be a need to expand the roadway to six (6) traffic lanes with a turning lane on either side in the future. However, South 27<sup>th</sup> Street does not yet meet the threshold for roadway expansion and reconstruction and is not included in the DOT's 6-Year Plan. Representatives of WISDOT also indicated that the agency's general preference is to limit the number of access points along the roadway while coordinating the addition of cross streets to best serve both communities. The DOT is currently working with Short Elliot Hendrickson Inc. (SEH) to develop an Access Management Plan for South 27<sup>th</sup> Street. Their preliminary plans include suggestions for new cross streets, median adjustments, future signal locations, and parallel frontage roads.

Many stakeholders and members of the public noted the significant congestion in the northern portion of the corridor, with some suggesting that heavy traffic in this area could act as a deterrent to shopping or utilizing services. Other observations included the inability to make left-hand turns from side streets or parking areas onto the corridor. This was reinforced in traffic studies conducted by the DOT where observers noted that “numerous illegal u-turns” were made in the northern portion of the corridor.

## **2.2 BICYCLE AND PEDESTRIAN CIRCULATION**

Bicycle facilities are increasingly viewed as important community amenities with more individuals looking for opportunities to ride recreationally and more companies looking to provide employees with a healthy alternative to their daily automobile commute. Currently there are no bicycle facilities on South 27th Street, and sidewalks are generally limited to the northern portion of the corridor. However, the Oak Leaf Recreational Trail does coincide with Drexel Avenue through the corridor. This is an important east – west bicycle connection through the study area and one that links South 27th Street to locations throughout the greater Milwaukee metropolitan area. Additional information on the trail can be found in Section 4 of this chapter, Environmental Corridors and Open Space.

While the Oak Leaf Trail is an important amenity for both recreational riders and potential commuters, a direct north-south link from the corridor is another important amenity for both communities to consider providing in the future. In the case of bicycle commuters, who tend to have the same trip destination as their motoring counterparts, ensuring that a direct route is available is important. The following bicycle related conditions currently exist in the study area, which affect the quality of the road for bicycle movements:

- Traffic volume along South 27th Street is consistently heavy in the north with decreasing volumes moving south along the corridor;
- With no formal bicycle facilities designated, bicyclists using South 27th Street utilize either the shoulder or sidewalks where they are present;
- Sidewalks along South 27th Street are narrow and inconsistent;
- The northern section of South 27th Street features many driveways and intersections, presenting cyclists with frequent potential vehicular conflict locations;
- Many local streets do not intersect South 27th Street making it more difficult for cyclists to access and exit the South 27th Street corridor in order to reach neighborhood and regional destinations.

## **2.3 PEDESTRIAN CIRCULATION**

Pedestrian traffic is minimal on South 27th Street as most of the people who live, work, or shop along the corridor travel by car. Pedestrian access between adjacent properties, and between and among residential and commercial areas, rarely exists or is inconvenient and unsafe. Few pedestrian connections exist between the sidewalks and businesses along the corridor. Pedestrians are forced to share driveways with automobiles and, in many cases, motorists are quickly entering the properties from South 27th Street or are waiting to enter traffic on the road with their attention focused on other automobiles. Similarly, few pedestrian paths or sidewalks exist to connect businesses. In many cases, pedestrians navigate their own informal paths to the businesses.

Many streets do not intersect South 27th Street at all, or do not continue on both sides of South 27th Street, which limits access to adjoining neighborhoods and open spaces for automobiles and pedestrians alike. As a result, people either drive from the neighborhoods to businesses (and potentially not businesses along this corridor, which is a lost economic opportunity), or create their own illegal connections through private property (which frustrates business and property owners).

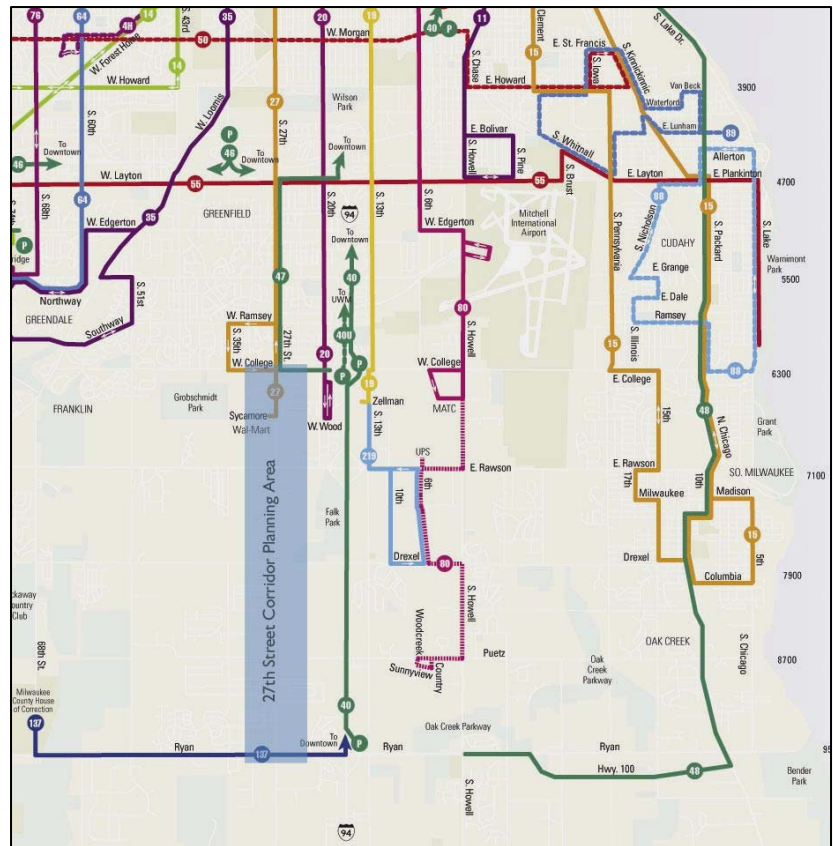
One of the significant consequences of the lack of bicycle and pedestrian connectivity is lost business from people that drive to one business and then leave the area because it is not convenient or safe to shop at another business. The time and difficulty to get from one business to another because of the lack of connectivity or unwillingness to re-enter and re-exit South 27th Street are greater than many people are willing to incur. However, what is even worse is if people choose not to shop in the district at all because they prefer to shop in a place where they can park their vehicle one time and then visit multiple destinations.

## 2.4 TRANSIT

South 27th Street is served by the Milwaukee County Transit System (MCTS). Map 6.1 shows transit routes; the study area is highlighted. There are no north-south routes along or adjacent to the corridor.

Routes 27 and 47 provide service throughout the week, while Route 137 operates on Saturday only. Route 27 brings riders into the regional retail center between College and Rawson; its southernmost stop is at the Wal-Mart on 27<sup>th</sup> and Sycamore Streets. Route 40 acts as a commuter route running on I-94 and stopping at all park-and-ride locations along the route. One park-and-ride location is located immediately east of the corridor at the corner of Drexel Avenue and South 13<sup>th</sup> Street. MCTS has no plans at this time to extend service further into Oak Creek or Franklin.

**Map 6.1: Milwaukee County Transit System Routes**



### 3 URBAN DESIGN CHARACTER

South 27th Street is a corridor poised to experience significant physical change in the near term. The strategic location of the corridor and abundant supply of land for redevelopment, infill and greenfield development has generated numerous development proposals and is likely to continue to do so. These transformations provide opportunities to create consistency both along the corridor and within specific sub-areas. Urban design is the critical element that creates this consistency. It addresses where buildings are located on the property, how buildings address the street (e.g. the location of entrances, and architectural details such as ground floor windows, etc.), where the driveway is located, how adjoining properties relate to one another (i.e., sidewalk connections, similar building elements and features), the location of parking, the location of landscaping, and streetscape improvements. Urban design shapes visual character, which in turn shapes people's perceptions of the corridor.

Meetings with the steering committee and area stakeholders revealed that people who visit, live, work and shop in the South 27th Street corridor do not view the corridor's overall visual character positively. The major public issues surrounding aesthetics and character are best summarized in the following three (3) points:

- **Development patterns**
- **Lack of streetscaping**
- **Lack of identity or sense of place**

The most prominent factor undermining the visual character of the area as a whole is the hodgepodge character of the development patterns along South 27th Street.

#### 3.1 STREETScape

For this analysis, the term streetscape refers to the overall street character and the associated amenities lining the streets. Items factoring into this review include sidewalks, lighting, plantings, trash receptacles, public and private signage, banners, benches and other related amenities. The appearance of the streetscape is an important feature defining the overall character and identity of a community or district.

Currently, South 27th Street has few streetscape elements. The existing street lighting is typical of a highway or major arterial corridor. Sidewalks are generally limited to the northern portion of the study area. Minimal landscaping exists throughout the study area, including on private property. This is of less importance in the south as the area remains largely in agricultural use and significant open spaces are visible from the street; this is also true of the middle portion to a lesser extent. However, as the corridor is developed further and existing agricultural or open lands are occupied by new development, it will be critical for the appearance and function of the corridor to incorporate natural elements such as street trees and native plantings into the streetscape.

*A. Street Enclosure:* One of the major determinants of a corridor’s visual character is the relationship of buildings to the street. As is the case for many suburban arterials, South 27<sup>th</sup> Street features low-scale buildings located at a distance from the street. In places, particularly the north, the street frontage of South 27<sup>th</sup> Street is dominated by parking lots.



OPTIMAL STREET ENCLOSURE  
 Building Height (H) = 1/3 Street Width (W)

A general rule of thumb for human-scaled, pedestrian-friendly streets is that the average building height should be at least one-third of the street width to create a sense of enclosure. The diagram above illustrates this relationship. The regional retail area would benefit from site development practices emphasizing rear and/or shaded parking and buildings fronting more directly on the street.

The addition of street trees and landscaping can also enhance the level of street enclosure and improve the pedestrian environment. Today, South 27th Street is almost devoid of street trees. Street tree plantings improve a street’s pedestrian character by creating a sense of enclosure for the sidewalk and a buffer between the sidewalk and the traffic. Street trees can also make the street more pedestrian friendly by reducing its grand scale, and provide a traffic calming effect by breaking up the wide-open, unobstructed sight lines that encourage higher travel speeds. This could also help mitigate the visual impact of the roadway expansion.

### 3.2 DEVELOPMENT PATTERNS

South 27th Street is a suburban arterial that carries significant volumes of traffic and supports a diversity of commercial, light industrial, agricultural, and residential activity centered on vehicular use. South 27th Street is a four-lane road with gravel shoulders.

Development on the northern portion of the South 27th Street corridor study area is typified by big box retail buildings interspersed with strip centers and smaller commercial uses. Big box commercial buildings are set back from the street behind large parking lots while smaller commercial sites sit somewhat closer to the street. Commercial businesses evidence a variety of signage styles, materials, and heights. In some instances individual commercial sites have incorporated streetscape amenities and plantings; however, there is no consistency from one property to another or between private properties and the public right-of-way.

The middle portion of the corridor evidences a blend of residential uses, office uses and scattered commercial sites including many small hotels and motels. The new Northwestern Mutual (NM) campus has significantly altered the appearance of this portion of the corridor. Steering committee members, stakeholders and members of the public have expressed a desire for additional development in character with the NM development. This portion of the corridor is not so visually cluttered as the northern portion, and the area currently possesses the foundations for a vital mix of uses. However, existing developments in this portion of the corridor are not well integrated; the mix of uses does not result in functional mixed-use neighborhoods/employment centers where a variety of daily activities can be accomplished in close proximity to home or work. Furthermore, this section of the corridor lacks streetscape elements such as lights, street trees, sidewalks, etc. that would provide continuity, screening, and add visual appeal.

The southern end of the corridor is characterized by significant agricultural lands and open space. Other uses in this portion of the corridor include the South Branch Industrial Park and a few residential subdivisions. Streetscaping in this portion of the corridor is nearly non-existent.



**A. AREA 1: VACANT LAND AND OPEN SPACE**

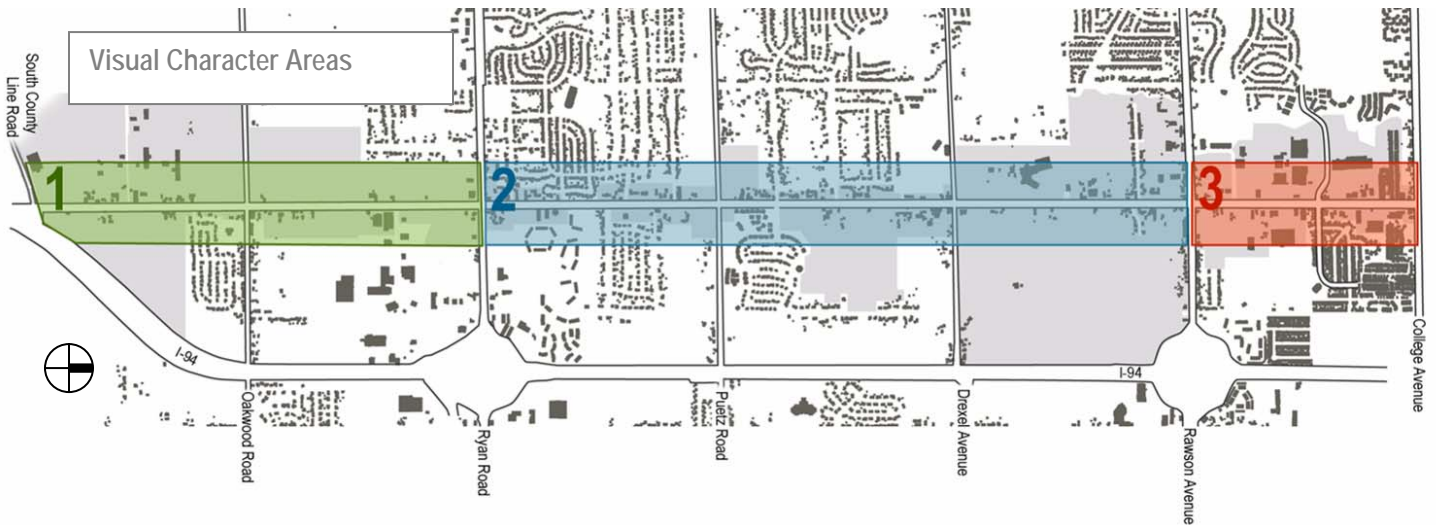
Public Streetscape Character

- Open area with a rural, agricultural character resulting from the significant open spaces, mature trees and woodlands which directly abut the corridor or are located just beyond the immediate street frontage.
- Street lighting consists of shoe-box style lighting.
- This section of the corridor lacks significant streetscape amenities.
- No well defined corridor gateways.
- No plantings in the right-of-way.

Private Property Character

- Agricultural and open space uses dominate this area’s land uses. A few scattered residential, institutional and commercial parcels are also located along the corridor in this area, but with much less intensity than in the rest of the corridor.
- Shoe-box and cobra-head style lights are typical of parking areas along the corridor.

Franklin and Oak Creek, Wisconsin



**B. AREA 2: OFFICE / VILLAGE RESIDENTIAL**

Public Streetscape Character

- This portion of the corridor evidences a blend of residential uses, office uses and scattered commercial sites including many small hotels and motels.
- Street lighting consists of shoe-box style lighting.
- This section of the corridor lacks significant streetscape amenities.
- No gateway/sense of entry from Ryan Road/STH 100.

Private Property Character

- The Northwestern Mutual campus has altered the overall visual character of this area and set a high standard for future developments.
- Signage is a mix of regulatory signs and signs belonging to individual businesses.
- The presence of significant open space areas is not apparent from the street.
- The area consists of a mix of uses that are not well integrated.



Franklin and Oak Creek, Wisconsin



**C. AREA 3: REGIONAL RETAIL CENTER**

Public Streetscape Character

- This area has the corridor’s highest concentration of retail uses and is a regional retail destination. However, the area also exhibits a very diverse and chaotic land use pattern including commercial, residential, and agricultural or vacant land uses.
- No well defined corridor gateways or land-use nodes.
- No plantings in the right-of-way.
- Numerous access points and areas of uncontrolled access.
- Street lighting consists of shoe-box type lighting.
- Overhead utilities clutter the skyline.
- This section of the corridor has few streetscape amenities aside from the Franklin and Oak Creek banners.

Private Property Character

- Individual sites utilize different site amenities rather than contributing to a cohesive corridor design and identity along South 27th Street.
- Surface parking areas front the street, they are often large and lack sufficient screening.
- Uncontrolled big box or strip commercial development oriented to vehicular travel.
- Minimal landscaping on private properties.
- Shoe-box and cobra-head style lights are typical of parking lot lighting.
- The long-term, cumulative impact of unregulated private signage decisions has contributed to a chaotic visual character.
- Corridor architecture is a hodgepodge of franchise architecture lacking character and contributing to an overall lack of identity for the corridor.

### 3.3 THEME AND IDENTITY

Theme and identity are critical pieces for the revitalization of the South 27th Street corridor. At present the corridor is ultimately defined by its convenient location in the region. Overall, public comment regarding the appearance and identity of South 27<sup>th</sup> Street was not negative, but there was also very little sense of South 27<sup>th</sup> Street as a distinct place with a unique identity. Stakeholders and steering committee members see this corridor as having the potential to exhibit high-quality, high-end development to serve community residents, employees and the greater Milwaukee metropolitan area. It will be important to structure an identity for South 27th Street that is consistent with this vision of a premier location to live, work, shop and play.

Theme and identity must go beyond the furnishing of slogans, banners, and the like. These are key visible efforts and represent important work. However, what is needed to supplement these efforts is a complete view of what shapes the perceptions and identity of this corridor. The vision for the corridor must be consciously applied to new development proposals for the corridor, as well as new public amenities proposed for the corridor.

As a major gateway into the cities of Franklin and Oak Creek and Milwaukee County, South 27th Street lacks major (and minor) community entrance features, signature buildings, and a coordinated streetscape character that is consistent with its prominent location and role. Overall, it lacks visual interest and a sense of place. A significant opportunity exists in this corridor to capitalize on the community's unique assets such as the open spaces and woodlands as well as its diverse neighborhoods and business mix.

Another critical component to this area's identity is the appearance of the approaches to the gateway. In general, the impression people have as they enter the corridor has a dramatic impact on how they view the district and both communities.

#### 4 ENVIRONMENTAL CORRIDORS & OPEN SPACE

The South 27th Street Corridor study area is surrounded and abutted by significant park and open space land. The abundance of passive and active recreation areas near South 27th Street should be viewed as significant amenities for the corridor. Currently, the value of these amenities to those who live, work and shop in the area is diminished by the lack of connectivity between the outlying open spaces and the study area.

The **Root River Parkway** represents a significant open space corridor surrounding the South 27th Street study area. The Parkway is 22 miles long, with significant portions in the both Oak Creek and Franklin. It is owned and operated by Milwaukee County Parks. The Root River Parkway is designated a recreation corridor; as such, it provides opportunities for a variety of trail activities including biking, hiking, horseback riding, nature study, and cross-country skiing. The Root River Parkway is significant because it links much of the greater Milwaukee metropolitan area: the New Berlin Corridor in Waukesha County on the west; the Underwood Creek corridor on the north; and the Root River Corridor in Racine County on the south.

The **Oak Creek Parkway** is another significant open space corridor adjacent to the South 27th Street corridor planning area. The Oak Creek Parkway is located primarily in the City of Oak Creek and partially in the City of South Milwaukee. It links the Root River Parkway to the south to Grant Park to the north and Lake Michigan.



**Map 6.2:** Milwaukee County Parks, Trails and Open Spaces in Oak Creek and Franklin

Both the Root River Parkway and the Oak Creek Parkway contain sections of the 96-mile **Oak Leaf Recreational Trail** system. The Oak Leaf Trail is a multiuse trail consisting of multiple loops through all the major parkways and parks in the Milwaukee County Parks system. Loops are composed of off-road paved trails, park drives, and municipal streets (where necessary) to ensure continuity. The Oak Leaf Recreational Trail follows Drexel Avenue through Franklin and Oak Creek, intersecting the South 27th Street Corridor. This connection to countywide and regional trail systems is an important corridor asset

and one which should be maximized via appropriate wayfinding, plantings, crosswalk improvements and other corridor amenities.

**Falk and Oakwood Parks** are significant open spaces located immediately adjacent to the corridor study area. Oakwood is a 278 acre park and 18-hole golf course operated by Milwaukee County Parks in the City of Franklin. The natural area at Oakwood Park consists of dry-mesic oak woods, with a large population of black haw, a State-designated special concern species. Falk Park is approximately 217 acres, and offers a high-quality beech-maple forest that harbors one state-listed rare plant and several that are uncommon in the county. Also present in Falk Park are 100-plus acres of former farm fields that have been planted to grassland. Falk Park is also a reliable bird-watching location.

The 1991 *Park and Open Space Plan for Milwaukee* recommends development of Falk Park, on the City's west side, as a regional community park with outdoor recreational facilities. That Plan also recommends acquisition of additional lands in the Oak Creek and Root River Parkways. However, there are no funds in the one or five year budget for either Falk Park development or parkway acquisition.

Other Milwaukee county parks are indicated on **Map 6.2**.

**Exhibit 6**, the Environmental Corridor Map, indicates the location of environmental corridors as well as park and open space areas adjacent to South 27th Street. According to Oak Creek's Comprehensive Plan, environmental corridors including isolated natural resource sites, critical species habitat, and natural area sites "should be protected from development to the extent practical by incorporating them into site development plans for the property on which they are located." Floodplains are also included in the designated environmental corridor areas; generally these surround much of the Root River and Oak Creek natural corridors. It is critical to the long term sustainability of South 27th Street that the function of floodplains for stormwater conveyance be maintained on both public and privately held lands.

## 5 UTILITIES

**Exhibit 7, Utilities**, shows existing utilities along the South 27th Street Corridor including water, stormwater, and sanitary sewer facilities. Note that the water and sanitary sewer lines along South 27th Street itself extend only as far south as Ryan Road. As a result, a large section of the corridor between South County Line Road and Ryan Road is currently not well served by utilities. In particular, the area between Oakwood Road and South County Line Road on the Franklin side is completely without utilities.

There is some question as to how sewer and water utilities will be extended to the far southern portion of the corridor. Currently the Milwaukee Metropolitan Sewerage District includes much of the study area within its boundaries. However, concerns about available capacity in the District may influence whether the MMSD will be able to serve this area, even if the physical infrastructure can be extended.

## 6 ZONING ANALYSIS

South 27th Street is the north/south dividing line between the City of Franklin and the City of Oak Creek. As such, two entirely separate zoning ordinances control the land in the study area, Franklin's to the west and Oak Creek's to the east. A review of each city's zoning ordinance and zoning map reveals both similarities and differences. This portion of the report will summarize those observations.

Both Franklin and Oak Creek utilize nearly all of their available zoning districts within the six mile length of the South 27th Street corridor study area. There are four general types of zoning districts available to each community: standard districts (residential, business, industrial, public/institutional, agricultural), planned development districts, specialized districts related to environmental factors (wetland, shoreland, conservancy, floodway/plain/fringe), and specialty districts (historic preservation, lakefront, etc.). While acknowledging that each community utilizes a range of specialized zoning districts to protect its environmentally sensitive lands, this report will focus on the utilization of the standard districts and planned development districts within the corridor study area.

Franklin has a larger number of zoning districts in its ordinance book; however, each city uses the same number of standard districts within the corridor study area.

**Table 6.1: Number of Standard Districts Utilized in the South 27th Street Corridor Study Area**

	Franklin	Oak Creek
Residential	6	7
Business	6	4
Industrial	1	1
Institutional/Public	1	2
Agricultural	1	1
Total	15	15

In addition to the standard zoning districts, each city makes use of planned development as a zoning option at locations within the corridor study area. In Franklin these are called "Planned Development Districts" and each PDD functions as a stand-alone zoning district, the parameters of which are set forth in the adoption ordinance for that particular district. In Oak Creek these are called "Planned Unit Developments" and the PUD serves as an overlay, allowing some flexibility from the standards of the underlying district, the specifics of which are set forth at the time of adoption.

### 6.1 RESIDENTIAL

The character of the improved parts of the South 27th Street corridor study area is predominantly commercial; however, there are a relatively large number of individual residential parcels scattered throughout the area. In addition to these scattered parcels, residential subdivisions can be found in both Franklin and Oak Creek, immediately adjacent to South 27th Street or narrowly separated by a tier of non-residential properties.

On Franklin's side of the corridor, with two exceptions, the areas zoned for residential use are smaller lots, most with existing homes. The single-family lots are zoned R-5 and R-6, with minimum lot sizes of 13,000 square feet and 11,000 square feet, respectively. There is a small area of R-7 Two-Family

Residence District, where a minimum of 18,000 square feet per lot is required. There is also a mobile home park at the north end of the corridor and it is zoned R-8 Multiple-Family Residence District. Two other residential designations are found within the study area on the Franklin side, each on undeveloped parcels. On the north side of Puetz Road there is one piece of land zoned R-4 Suburban Single-Family Residence District, where the minimum lot size is 16,000 square feet. On the north side of Oakwood Road there is a larger area zoned R-2 Estate Single-Family Residence District; although, as of this writing, the city is considering rezoning applications to permit higher density residential, business park and medical uses for the parcels which comprise this area.

On Oak Creek's side of the corridor, there are few scattered-site residential parcels currently zoned for residential use. It does not follow, however, that there is little land zoned residential. With the exception of the Rs-5 Mobile Home Park District, each of the nine residential districts listed in Oak Creek's zoning ordinance can be found within the study area. In the study area, Oak Creek has much more vacant land zoned for residential use at this time than does Franklin. Most notably, with the exception of a strip immediately adjacent to South 27th Street, the vacant land between South 27th Street and Falk Park is zoned – in irregularly shaped sections – for various residential uses, as is the area south of Drexel Road extending to the Honadel subdivision.

## **6.2 BUSINESS**

On both sides of the Franklin / Oak Creek line, most of the parcels fronting on South 27th Street are zoned for business use. Table 6.2 outlines the basic dimensional standards for each community's business zoning districts.

Franklin utilizes all of its available business zoning districts at some point in the corridor, with the exception of the B-1 Neighborhood Shopping District. Most of the smaller parcels with existing businesses are zoned either B-4 or B-5. The B-4 South South 27th Street Business District is found only in this part of the city; it is comparable to the B-5 Highway Business District, although its dimensional standards are more liberal, permitting two story buildings and lesser setbacks. The BP Business Park district was utilized for a large tract that is now home to the Northwestern Mutual campus, permitting buildings as high as five stories and including provisions to accommodate large parking garages.

Oak Creek utilizes all four of its business zoning districts at some point along the corridor, although the B-4 Highway Business District predominates. Oak Creek makes extensive use of PUD overlay in its business zoning districts along the South 27th Street corridor.

Franklin and Oak Creek differ most in their business zoning at the northern end of the corridor, the portion north of Rawson Avenue. Here the Oak Creek side of the corridor is a jigsaw puzzle comprised of a multitude of adjacent parcels with differing zoning and the Franklin side of the corridor is dominated by two large commercial PDDs and a large tract of contiguous B-2 General Business District zoning. The difference is quite apparent on the zoning map, whereas a site visit reveals that both areas appear to function similarly with a mix of big box retailers, outlots, and compatible uses.

## **6.3 INDUSTRIAL**

Both Franklin and Oak Creek have individual large areas zoned for industrial use within the South 27th Street corridor.

In Franklin, the M-1 Limited Industrial District is one of two industrial zoning districts listed in the ordinance book. In the South 27th Street corridor, large tracts of vacant land south of Oakwood Road are zoned M-1, as are all of the existing uses along Elm Road. The only other land zoned for industrial use is located between Minnesota and Drexel and home to an existing business. As of this writing, the city is exploring the feasibility of a TIF district and may consider redevelopment options for this vicinity.

In Oak Creek, there is only one industrial zoning district, the M-1 Manufacturing District. Oak Creek's successful South Branch Industrial Park is zoned M-1 PUD and dominates its portion of the South 27th Street Corridor, south of Ryan Road. No other land on the Oak Creek side of the corridor is currently zoned for industrial use.

Oak Creek permits a broad range of industrial uses in its one industrial zoning designation, whereas Franklin splits the heavier industrial uses into a separate district, the M-2 General District, although none is found within the South 27th Street corridor. Oak Creek's use of a PUD overlay for the business park permits both greater flexibility and greater control than what would be possible under the standard zoning district alone.

#### **6.4 INSTITUTIONAL/PUBLIC**

Institutional zoning within the South 27th Street corridor is comprised of two components. Places of worship can be found on both the Franklin and Oak Creek sides of the street. These small parcels comprise a tiny segment of total corridor zoning. On the Oak Creek side of the corridor; however, a vast tract is zoned P-1 Park District. This is Falk Park, part of the Milwaukee County Park System.

#### **6.5 AGRICULTURAL DISTRICTS**

In both Franklin and Oak Creek there are rather extensive areas still zoned primarily for agricultural use. These lands are located at the southernmost extent of the corridor planning area.

#### **6.6 PLANNED DEVELOPMENT DISTRICTS**

In a comparison of the available zoning options within the South 27th Street planning corridor Franklin and Oak Creek differ the most in their planned development options.

Franklin's PDD zoning allows a relatively free hand in crafting zoning district regulations to suit particular purposes provided they are consistent with the city's master plan for the area. Once adopted, these PDD standards stand alone as the zoning for the area. The city's zoning ordinance does require that natural resource protection standards be met in PDD districts as in other districts, and sets forth open space minimums and floor area ratio maximums for PDDs. Submittal requirements are not set forth in any detail. Minimum area requirements apply.

Oak Creek utilizes the Planned Unit Development option as an overlay that is available to add a degree of flexibility to any zoning district. Detailed submittal requirements are included in the city's zoning ordinance so decision makers have a broad range of information available regarding any given proposal before granting PUD designation. Minimum area requirements apply to PUD districts; however, the city has rules in place that establish a means by which exceptions may be authorized.



## 6.7 OTHER MATTERS

Zoning ordinances ordinarily control a number of other matters, aside from those outlined in the districts themselves. Franklin and Oak Creek are generally comparable in those things they do and don't regulate in their zoning ordinances and how they go about addressing these matters. Both communities set forth rather detailed parking requirements, specific to given uses. Both communities require internal parking lot landscaping, though Franklin sets forth no minimum amount and Oak Creek requires a minimal five percent of parking area. Franklin's zoning ordinance requires a certain number and type of plantings on sites, related to the number of total parking stalls, and other landscaping as "bufferyard" requirements where unlike zoning districts are adjacent; Oak Creek's code does not have comparable regulations. Neither community includes extensive design standards in its zoning ordinance, although Oak Creek does state some requirements for residential structures, regulating roof pitch, overhang and the like. The most significant difference between the two communities is related to the regulation of natural resource features located on sites undergoing development. Franklin's code sets forth specific standards limiting the removal of woodlands, and specifying buffers and setbacks from wetlands; no comparable requirements are contained within the Oak Creek codes.

## 6.8 IN SUMMARY

The South 27th Street corridor study area is comprised of a broad range of zoning districts on both sides of the border. The two communities' codes are comparable in many regards, as is their utilization of the districts available to them. Areas of significant difference include the type and use of planned development options and the codification of protection of natural resource features. **Exhibit 8** is a map of the existing zoning designations along South 27<sup>th</sup> Street.

**INSERT ZONING TABLE 6.2**



## 7 LAND USE

“Old Highway 41” served as the primary automobile connection between Chicago and Milwaukee. This scenic corridor traversed through farms and related businesses, small communities or hamlets, and an assortment of environmentally important areas such as woodlands, wetlands, prairies, and more. Over time, businesses sprang up along the corridor to serve passersby on this highway, such as small hotels and motels, gas stations, restaurants, and convenience stores.

As the Milwaukee metropolitan area expanded into this region, and “old Highway 41” became South 27th Street, the cities of Franklin and Oak Creek grew their boundaries to join at this highway. This growth brought new neighborhoods, churches and parks, along with more commercial developments with greater varieties of uses including banks, offices, and larger retail stores.

Accompanying this growth was the new Interstate 94 (I-94), bypassing South 27th Street and taking Highway 41 traffic with it; hence, South 27th Street is still remembered as “old Highway 41.”

With the highway traffic now removed from this corridor, South 27th Street became a more attractive place for people to live, work, and shop, and development along this corridor began to follow. Most of the development occurred at the northern end of the corridor – a natural urban expansion from the south side of Milwaukee into Franklin and Oak Creek. Because of the historically highway-oriented nature of this corridor, many of the developments between College Avenue and just south of Rawson Avenue continue to be primarily oriented to the automobile.

South of Rawson Avenue, however, new development immediately along the corridor has been much more limited. Most of the new developments have been residential subdivisions in close proximity to – but rarely abutting – South 27th Street. In most cases, the new neighborhoods were either separated from the corridor by existing commercial development such as motels and related businesses, or by open space.

The most significant change to occur along the corridor over the past 10 years has been the opening of the Northwestern Mutual campus. The primary reason this change is so significant is that it is a departure from the highway-oriented commercial development, including the significant regional retail development, and residential uses surrounding the corridor, and it sets a new standard for building and landscape design. This development dramatically affects the land use dynamics from at least Rawson Avenue to Puetz Road, setting a new standard for the quality of developments and introducing new uses into the area.

Today, the corridor contains a mix of uses as illustrated on **Exhibit 9**, Existing Land Use. These range from “old Highway 41” uses such as hotels and motels and related businesses to neighborhoods, regional retail destinations, and office. There are also a number of light industrial and service uses located along the entire length of the corridor.

The corridor can generally be divided into the following different existing land use districts:

**7.1 COLLEGE AVENUE – RAWSON AVENUE: REGIONAL RETAIL DISTRICT**

Land use in this district primarily consists of regional retail, containing a variety of large stores often referred to as “big boxes” that attract shoppers from throughout the region. This district also contains supporting uses, such as restaurants and smaller stores, in strip commercial developments (linear, single story buildings with parking between the street and storefront). Immediately abutting these retail developments are residential neighborhoods in the City of Oak Creek and open space in Franklin, some of which are designated park and conservation areas.

**7.2 RAWSON AVENUE – DREXEL AVENUE: MIXED-USE/OFFICE DISTRICT**

This section of the corridor consists of a mix of uses surrounding the Rawson Avenue/South 27th Street intersection, including residential, commercial, institutional, and open space. However, most of the land in this district in Oak Creek is open space, including Falk Park and farmland. Limited residential and commercial uses also exist.

The Northwestern Mutual office building is the most significant development on the Franklin side of the corridor in this district, surrounded by open space for possible future expansion. Limited residential also exists in close proximity to the campus.

**7.3 DREXEL AVENUE – RYAN ROAD: RESIDENTIAL/COMMERCIAL DISTRICT**

This district primarily consists of commercial uses along South 27th Street, such as hotels/motels and related uses, with residential neighborhoods located immediately behind the commercial properties. In some places, residences abut South 27th Street.

**7.4 RYAN ROAD – SOUTH COUNTY LINE ROAD: OPEN SPACE/LIMITED MIXED-USE**

A variety of land uses exist between Ryan Road and South County Line Road, with the vast majority of the land currently in agricultural or open space use. The mix of uses includes the South Branch Industrial Park, trucking facilities, institutional uses, small commercial establishments abutting the corridor, and large neighborhoods.

## 8 OWNERSHIP PATTERNS

**Exhibit 10**, the Ownership Map, is an illustration of all contiguous parcels of 10 acres or more in single ownership. As is evidenced by the map, the far northern and southern portions of the corridor evidence greater concentrations of large, single-owner landholdings.

In the north, between College Avenue and Rawson this pattern reflects the overall land use for the area, which is big box retail. Many retailers in this area, including Menards, Wal-Mart, Sam's Club, and Home Depot, own multiple parcels. Further south, between Rawson and Drexel, the large landowners change in character with Northwestern Mutual owning significant acreage on both sides of South 27th Street. Falk Park is also located immediately east of the corridor, making Milwaukee County Parks a significant corridor landowner as well.

The land in the southern portion of the corridor is also largely in single ownership, yet this reveals a much different pattern of actual land use than in the north. In general landowners in the south tend to have more acreage on average than those in the north. This reflects the largely undeveloped nature of lands in the south. Again Milwaukee County Parks is a significant land owner, this time in the City of Franklin. The Fox Glen Corporate Centre, LLC also owns a lot of land along South County Line Road and South 27th Street. Many of the other owners in this area are private trusts or limited liability companies, indicating that owners are potentially holding lands for future development.

## 9 NEW DEVELOPMENT

**Exhibit 11**, Development Map, provides a snapshot of where new development is occurring, the type of development and the existing land use context. As the map depicts, new developments tend to be located in the far northern and southern portions of the corridor. In the previous section it was clear that these areas are also where large landholdings are focused, an indication that they will continue to develop. The one exception to this is the residential subdivision proposed between Drexel and Puetz, which would extend an existing subdivision located to the south.

The new development in the far northern portion continues to be of a regional retail variety. As mentioned in other sections of this report, the location of Northwestern Mutual along the corridor represents a significant new use and one which is likely to impact the development that takes place on nearby parcels. Medical office is another new use appearing along the corridor in both the northern and southern portions of the corridor.

## 10 SOUTH 27TH STREET OPPORTUNITIES

### 10.1 REGIONAL CONTEXT OPPORTUNITIES

South 27th Street's central location within the Milwaukee metropolitan region provides a number of important opportunities. These opportunities are listed below.

- Consider modifications to the road to create an attractive, safe, efficient, and convenient local access route to a variety of land uses while maintaining it as a regional access route. These transportation enhancements will help make the corridor's businesses more competitive on a regional scale and adjacent neighborhoods more livable for current and future residents.
- Establish local bicycle and pedestrian connections along the corridor and to adjacent and nearby existing and future neighborhoods, businesses, and parks and open spaces.
- Create bicycle connections along the corridor and between the corridor and regional bicycle facilities.
- Coordinate urban design and land use planning along the corridor with land use planning along the Interstate system in Milwaukee County, in particular I-94, and the State Highway system including State Highways 45, 38, 36, 32, 62, and 100.
- Integrate business districts with existing and future neighborhoods and conservation areas.
- Expand commercial uses in the study area to provide choices in goods and services to existing and future neighborhoods.
- Capitalize upon the study area's convenient location and access to mass transit, the airport, Lake Michigan, downtown Milwaukee and other significant areas identified on the Big Picture Map.

### 10.2 LAND USE OPPORTUNITIES

- Benefit from the large amount of vacant, accessible land within the study area, including landscape features such as the topography, natural resources, and scenic qualities.
- Expand and intensify development on land within the study area to better utilize the existing infrastructure and adjacent open space amenities.
- Implement the Oak Creek Sub-Area Plan recommendations and the design guidelines contained within this plan.
- Land uses adjacent to the environmentally sensitive areas must be developed with environmentally sound practices to ensure preservation of these unique natural amenities, which add character to the area as well as environmentally important functions.



- The area boasts one of the most convenient locations in the Milwaukee metropolitan region and has the potential to enhance the existing mix of uses to include medical services for nearby neighborhoods, retail destinations, neighborhood supporting retail, professional office space, restaurants, service businesses, and hotels.

### **10.3 URBAN DESIGN OPPORTUNITIES**

- Implement streetscape improvements identified in the final South 27th Street Corridor Plan. These improvements should be coordinated between the cities of Oak Creek and Franklin and be designed to fit the different districts proposed in this report.
- Consider designating the regional retail district between College and Drexel Avenues and the southern gateway from South County Line Road and Ryan Road as priorities for streetscape improvements. This will establish gateways to the two cities and the County and help create a market identity for this important corridor.
- The major gateways and intersections along this corridor should include significant entrance features such as attractive signage, landscaping and/or decorative fencing, banners, colored pavement, safe and attractive pedestrian crossings, etc. These intersections, at least, must include South County Line Road, Ryan Road, Rawson Avenue and College Avenue.
- Identify locations to create public gathering spaces in the northern (existing) and southern commercial (potential future) core areas.
- Provide streetscape enhancements such as community and corridor identification signage, landscaping, banners, etc. at the major gateways and entrances.
- Provide attractive, consistent, ADA-compliant directional signage throughout the corridor and along major roads connecting to this corridor.
- Where feasible, bury overhead power lines and remove existing power poles. The strategic placement of street trees along the corridor can be used to soften the visual impact of overhead utility lines if burying the lines is found to be cost prohibitive.
- Create a theme and identity for the corridor based on the area's significant natural features such as the Root River, Oak Creek and the significant stands of woodlands.
- Develop design guidelines for new development and redevelopment along this corridor, primarily for commercial properties. Detailed design guidelines should be created for each district within the corridor.

### **10.4 TRANSPORTATION OPPORTUNITIES**

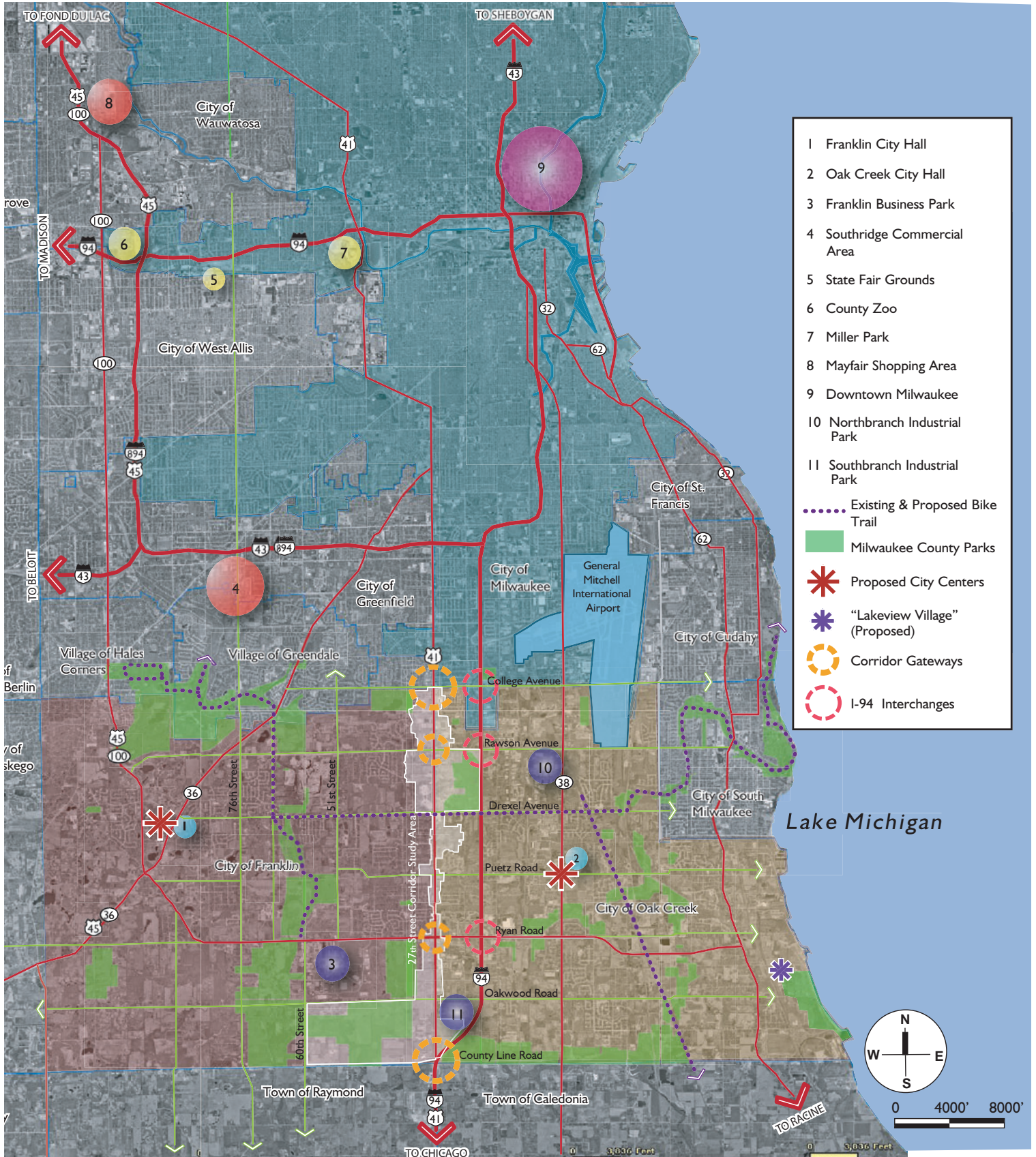
- Converting South 27th Street from strictly a vehicular circulation system to a multimodal transportation network plays a fundamental role in the transportation improvement process.

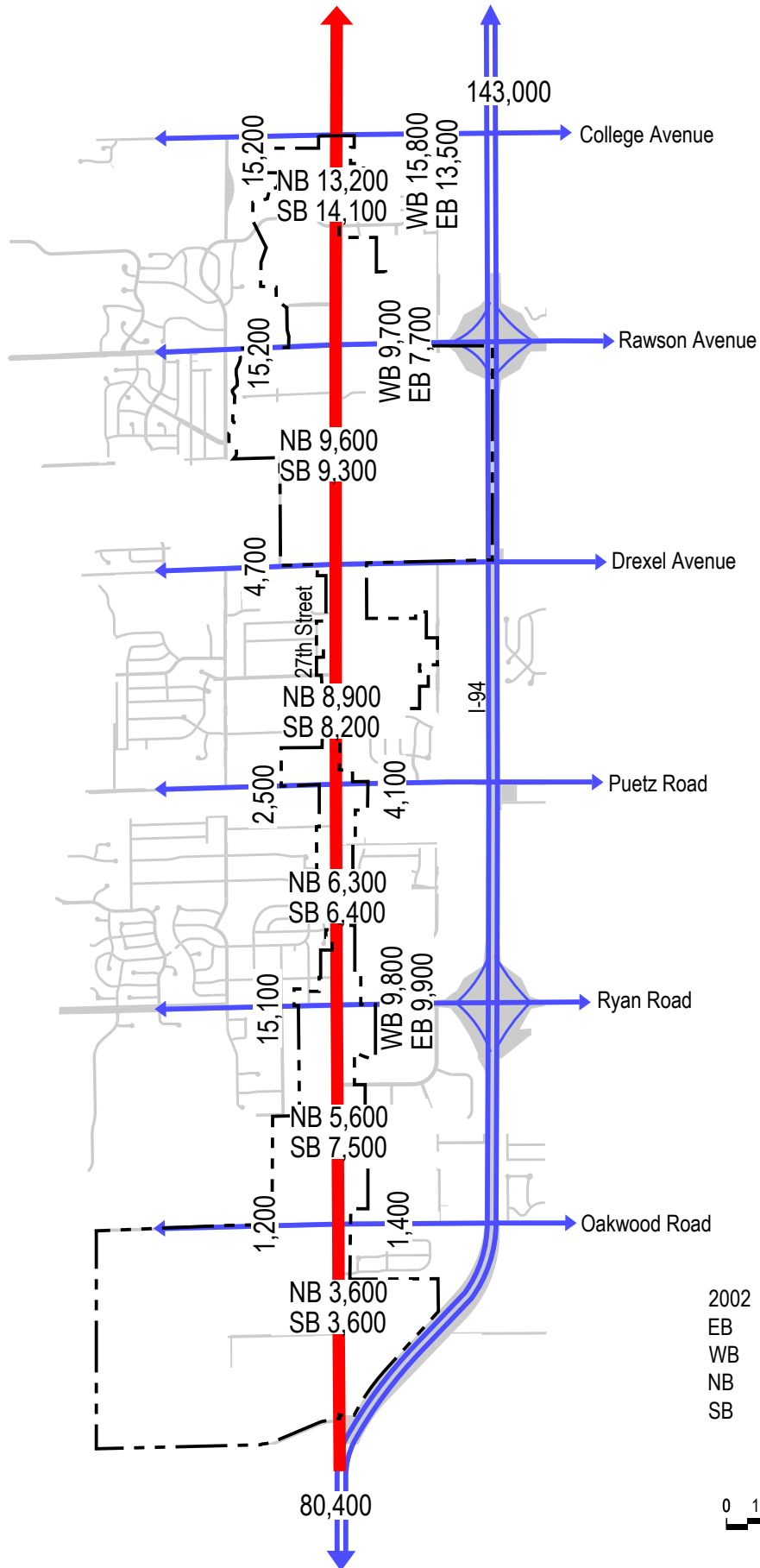
- Include accommodation for recreational and commuter bicyclists into the corridor design along South 27th Street to provide a direct north-south linkage between the study area, local residents, and the City of Milwaukee or other portions of the metro area.
- Several opportunities exist in the corridor to improve traffic circulation. Controlling the number, width and location of access points to South 27th Street creates another opportunity to improve traffic flow. Numerous businesses and residences access directly on to South 27th Street. Combining current access with adjacent uses could dramatically reduce conflict points along the corridor. Besides the number of access points, the width of access points needs to be controlled. Some businesses have access across their entire frontage.
- Recent observations by the Wisconsin Department of Transportation noted that there were numerous illegal right turns being made in the northern portion of the district. This indicates inefficiencies in the current traffic system; further investigation into possible solutions for this inefficiency should be explored with the DOT.
- Opportunities exist to improve the experience of transit riders on South 27th Street. While a MCTS bus currently stops at the Wal-Mart on Sycamore Street, it is important that those riders can then comfortably cross South 27th Street to access businesses across the street. Further improving pedestrian connections between businesses could significantly improve the experience of all corridor users, not just those arriving by bus.

## 10.5 PARK & OPEN SPACE OPPORTUNITIES

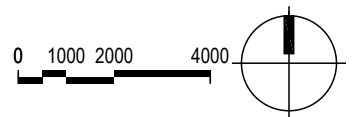
- Work with Milwaukee County Parks to expanding access to area parks and open spaces (including Falk Park), for additional recreation activities such as hiking trails and nature-related activities.
- Work with Milwaukee County Parks to create safe bicycle and pedestrian connections to existing and planned public and private parks, and to public open spaces.
- Identify locations to create public gathering spaces in existing and new developments along South 27th Street. This may include plazas at either the north or south (proposed) commercial districts with restaurants that open to the public gathering space.
- Preserve the existing flood-plain, woodland and wetland areas where these provide natural buffers between conflicting uses, provide critical habitats, or augment the impacts of development on the area's groundwater.
- Consider creating pocket-parks or larger neighborhood parks in areas with existing and new residential development along the corridor.
- Improve access between the South 27th Street Corridor and the significant open space amenities which surround it, including the Root River Parkway, Falk Park, and the Oak Creek Parkway.

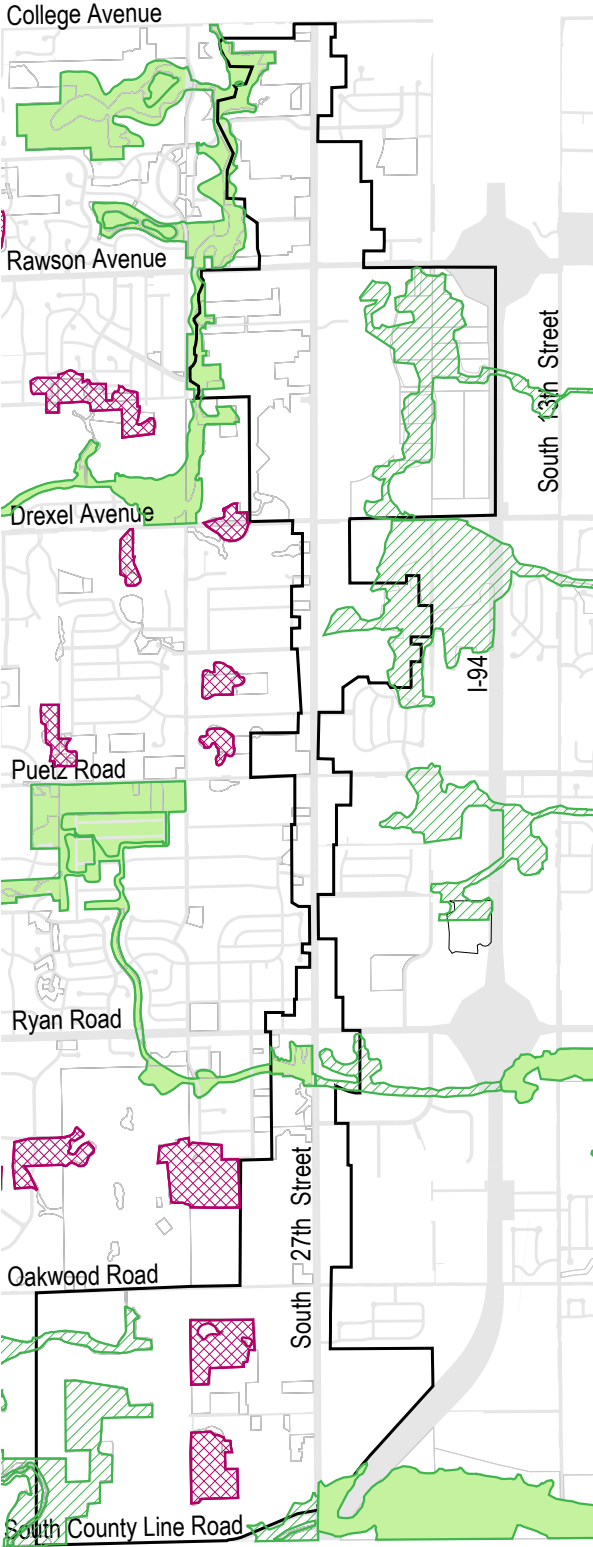
- Create a theme for this corridor based on the significant natural and open spaces within and near the corridor.
- Assist the Milwaukee County Parks department to develop and implement plans to improve the regional open space system, which will further improve the corridor as a place to live, work, play and do business.
- Maximize the use of parks and open spaces by ensuring the facilities are safe and meet user needs.
- Link the open spaces with transportation planning by building pedestrian and bicycle paths where topography allows. This will provide safe, convenient, and enjoyable connections between neighborhoods and parks and open spaces, and between neighborhoods and commercial areas.





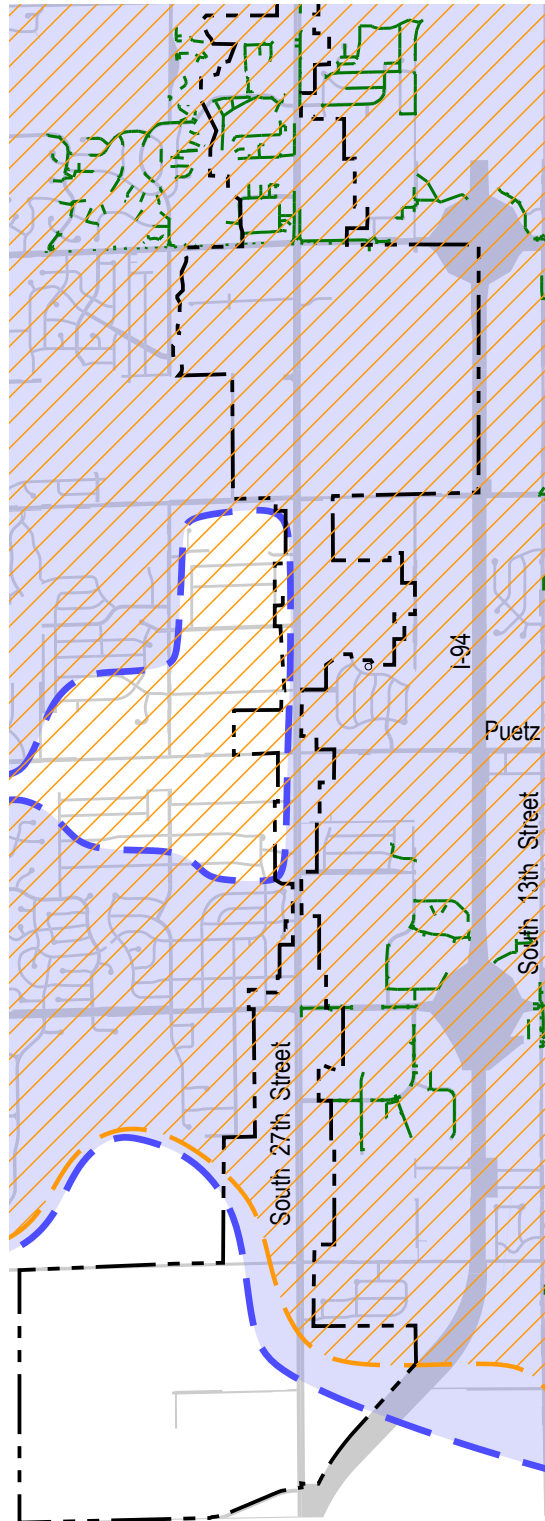
2002 Annual Average Daily Traffic  
 EB East Bound Traffic  
 WB West Bound Traffic  
 NB North Bound Traffic  
 SB South Bound Traffic







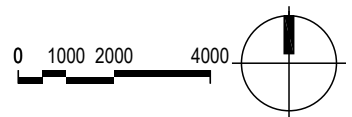


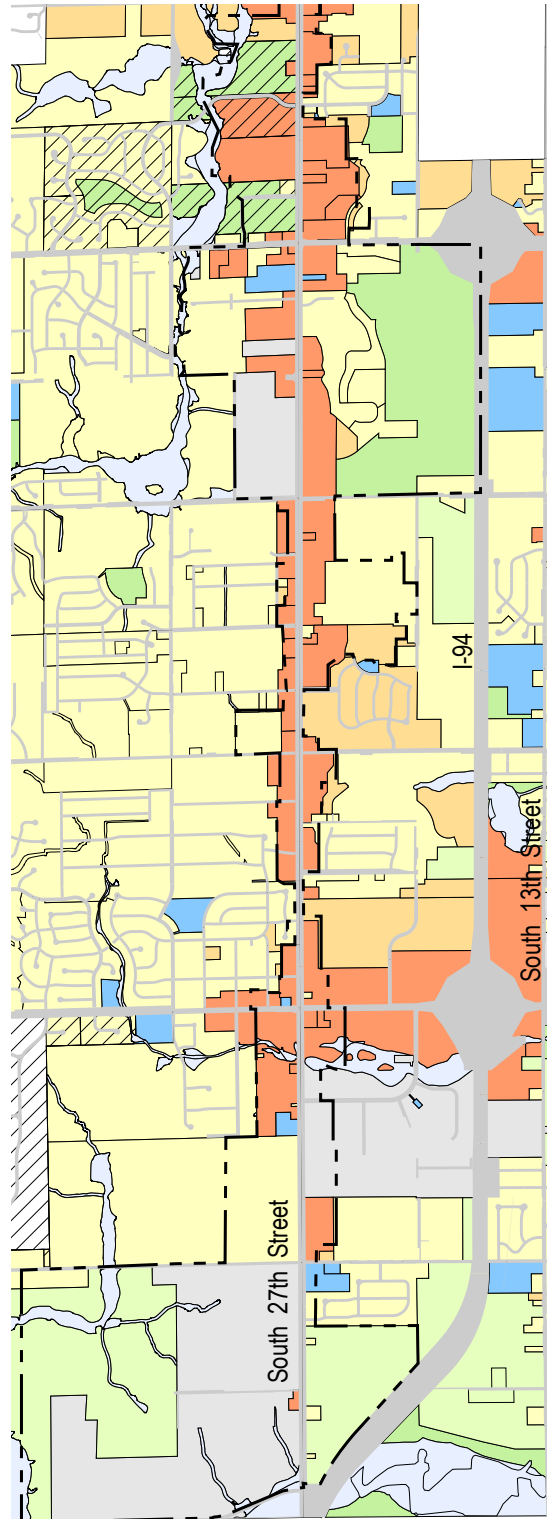
- Primary Environmental Corridor
- Secondary Environmental Corridor
- Isolated Natural Area





-  Water Main Coverage Area
-  Sanitary Sewer Coverage Area
-  Stormwater
-  Study Area





- |                           |                          |                     |
|---------------------------|--------------------------|---------------------|
| Single Family Residential | Agricultural             | Planned Development |
| Multi-Family Residential  | Park                     | Study Area          |
| Business District         | Institutional            |                     |
| Floodplain District       | Manufacturing/Industrial |                     |

