



## 6 Land Use

### 6.1 Introduction

Living, working, shopping, commuting, and recreating all have a home in St. Francis. The community's existing land use pattern provides these amenities to anyone in or crossing through St. Francis. St. Francis is uniquely nestled between the shore of Lake Michigan and major transportation hubs. Having this ideal location comes with specific redevelopment opportunities, all of which are outlined in the section on Economic Development.

Figures 6.1 and 6.2 illustrate the a) existing land use conditions and b) zoning in the City of St. Francis that provide comprehensive services and amenities for residents, workers, and visitors.

Survey results from 168 St. Francis residents indicate that while retail in St. Francis is utilized, many respondents shop outside of the city. Despite this fact, residents do make use of the existing services in St. Francis; however there are potential opportunities to capture more of the community buying power.

Respondents share a desire for additional grocery and specialty retail, such as coffee shops and pharmacies. There are significant requests for additional high quality restaurants in Kinnickinnic Corners, the Garden District, and Layton Square. Other noteworthy feedback includes interest in development at the Packard Triangle, ideally with retail space, in addition to the revitalization of Layton Square. Full survey results are available at City Hall.

### 6.2 Land Use Approach

The land use plan must honor traditional and timeless principles while responding to contemporary challenges. The 'Land Use Approach' for the City of St. Francis centers on a series of **Neighborhoods, Districts and Corridors** – a practiced method which views the community as a mix of places rather than as isolated land uses. The Charter for the New Urbanism offers a definition set for Neighborhoods, Districts, and Corridors:

**Neighborhoods** are urbanized areas having a balanced range of human activity. **Districts** are urbanized areas organized around a predominant activity such as a campus. **Corridors** are linear systems of transportation or green space that connect or separate neighborhoods and districts.

St. Francis must guide future land use and zoning decisions via this Land Use element. The Land Use Plan map (Figure 6.3) is the starting point for guiding these decisions. The City should be the liaison for a **3-step process** in guiding land use and zoning decisions on a site-by-site basis:

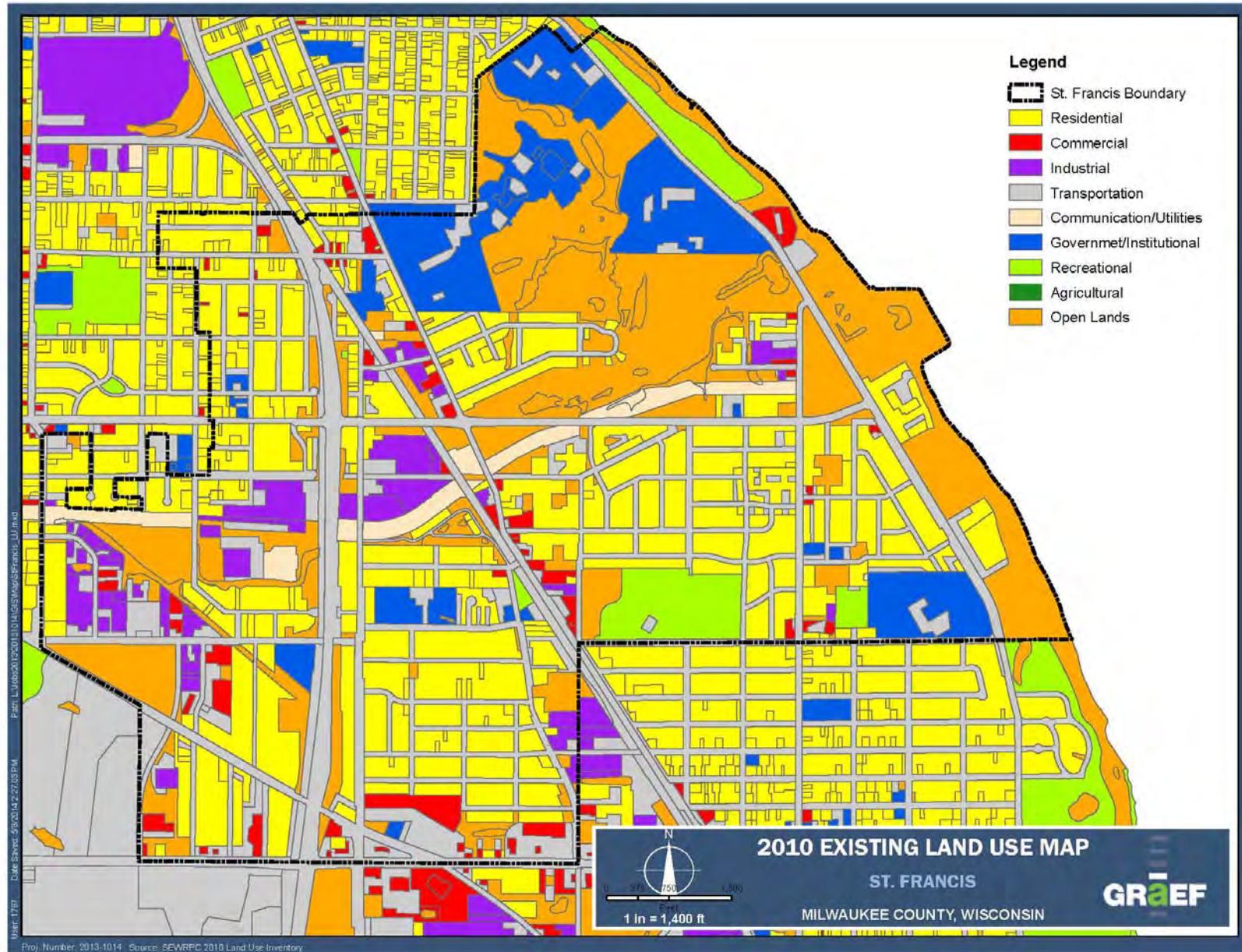
1. **Look at the Land Use Plan map** to locate the area in question and determine the name of the Neighborhood, District, or Corridor in which it falls.
2. **Turn to the text** in this chapter for that Neighborhood, District, or Corridor to review what uses and strategies are outlined for the area.
3. **Confirm what can and can't happen** on the site in question.

The Land Use Plan can guide St. Francis through 2034. While the State recommends that a 20-year projection be broken into five-year increments, this Land Use Plan is not rooted in major departures from existing land use designations. Rather, the Land Use Plan seeks to refine local character and to reinforce a set of guidelines for each Neighborhood, District, and Corridor.





Figure 6.2





**Figure 6.3**





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### 6.3 Neighborhoods – Guidelines

Residential Neighborhoods generally consist of diverse housing types coupled with complementary activities that support the surrounding neighborhood. Seven Residential Neighborhoods are identified within St. Francis:

- Library Acres
- Gateway North
- Gateway West
- Parkway Acres
- Packard West
- Deer Park
- Lake Terrace
- Parkway Overlook



The Land Use Recommendations chart describes general recommendations to be applied to all Residential Neighborhoods. The chart also lists special considerations for specific neighborhoods.

### 6.4 Districts – Guidelines

Districts are comprised primarily of a single use with secondary and tertiary supporting uses. Eleven Districts are identified within the City of St. Francis, 5 of which are Catalytic Districts\*.

- Airport Gateway \*
- Civic Garden \*
- Kinnickinnic Corners \*
- Lake Shore \*
- Layton Square \*
- Parkway View
- Seminary
- Airport Industrial





The Land Use Recommendations chart describes general recommendations to be applied to all Districts. The chart also lists special considerations for specific districts.

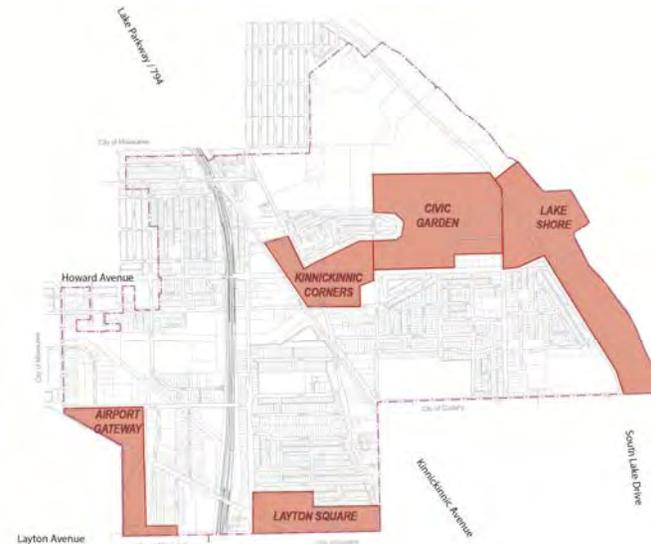
**Catalytic Districts:** The City must continue making face-to-face contacts with key developers and investors. These representatives are the key driving force behind redevelopment, and it will be essential to continue meeting with these individuals, one on one, to find and initiate the first key redevelopment project. As such, the City needs visual tools to communicate its visions for the 5 Catalytic Districts. **The site designs outlined for each Catalytic District are intended to provide conversation pieces for rough square footages, parking space, access, and circulation.** These concepts do not take into account specific restrictions such as utilities or required minimum distances between curb cuts. By focusing on conceptual square footages, parking space, access, and circulation, St. Francis officials can more knowledgably discuss general site options in each Catalytic District.

This is not a committee task, nor is it one that should be handled through an RFP. The most successful developers and investors typically do not respond to RFPs (in fact, the developers who do respond are often facing financial challenges and need new opportunities). Consequently, the City should pursue the types of investment projects identified in the next section. Ideally, it would be useful for the City to pursue at least one project in each of these categories.

**Catalytic Districts**

Five Catalytic Districts are identified in St. Francis:

- Airport Gateway
- Layton Square
- Civic Garden
- Kinnickinnic Corners
- Lake Shore





Source: City of St. Francis

### Airport Gateway

#### HISTORICAL BACKGROUND:

In 1836, Theodore L. Worthington, a native of Vermont was the first settler to file a claim for the 160 acres bounded by E. Layton, S. Pennsylvania, E. Bolivar, and S. Clement Avenues. The land transferred ownership in 1837 to Hiram Person, a native of New York. By 1876, the 160 acres had been subdivided into 12 lots (see 1876 plat map).

#### SITE DESIGN:

This area offers the greatest opportunity to develop additional industrial and/or manufacturing space in St. Francis. This site boasts high values given its location within the Aerotropolis, and along the major Layton Avenue arterial.

#### Option 1

Five new one-story buildings can be accommodated in this option. It is important to maximize visibility of these businesses for potential customers, clients, and to bring more prominence to the burgeoning Aerotropolis. All the buildings portrayed have footprints that easily fit in with surrounding buildings, and would sufficiently allow for a broad mix of uses. The two new one-story structures adjacent to S. Whitnall and S. Brust Avenues would be best for industrial use, to complement the existing industrial buildings in the area and address any local need for additional industrial properties. Given the diversity of companies in the immediate area, these properties can accommodate a wide range of companies with different specialties. A vegetation buffer between the new parking lot and the residential properties east of the site is highly recommended to screen the different uses.

| Airport Catalytic District   |                  |
|------------------------------|------------------|
| Option 1                     |                  |
| New Building Footprints (SF) | ~ Parking Stalls |
| 16,000                       | 88               |
| 40,000                       | 89               |
| 21,000 (3x 7,000)            | 119              |
| Option 2                     |                  |
| New Building Footprints (SF) | ~ Parking Stalls |
| 16,000                       | 88               |
| 40,000                       | 89               |
| 8,500                        | 119              |
| 16,500                       |                  |



Three new 7,000 square foot one-story retail/office structures are along the northern edge of E. Layton Avenue between S. Brust and S. Kansas Avenues. The possibility of a shared parking configuration is identified. The building closest to S. Brust and E. Layton Avenues could incorporate a gateway feature for St. Francis, either through a public space, building design, or both, that mimics the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan.

**Option 2**

Similar to the first option, Option 2 depicts industrial buildings along S. Brust Avenue and retail/office buildings along E. Layton Avenue. The three, separate buildings that were shown along Layton as part of Option 1, have been combined into two buildings with a slightly larger overall square footage showing the possibility of different retail/office configuration while still maintaining strong street edge presence.

**Figure 6.4 Option 1**



**Figure 6.5 Option 2**





## Layton Square

### HISTORICAL BACKGROUND:

In 1839, Joseph Williams purchased the quarter section of land along E. Layton Avenue. By 1879, Williams had subdivided the land into a number of lots (see 1879 plat). A 1900 plat map shows land as being further subdivided into more than 34 lots.

### SITE DESIGN:

The existing Whitnall Square and Layton Mart Shopping Center areas present a unique and important opportunity to transform the retail landscape along E. Layton Avenue, the surrounding neighborhoods, and the overall image of St. Francis. Based on surveys of residents, there is a strong desire for the following improvements of Layton Square: overall image, enhanced storefronts and signage, and more attractive streets, sidewalks and streetscaping. Whitnall Square is currently under the management of Regency Centers – a national shopping center owner and operator with only one other site in Wisconsin – presenting St. Francis with a partnership opportunity. Redevelopment of this area can be done in phases, could increase access points, make internal connections between the separate commercial developments, and incorporate green infrastructure. A stormwater feature and tree buffering between these commercial uses and the adjacent residential area to the north should be incorporated during redevelopment.



Source: City of St. Francis



Source: City of St. Francis

### Option 1

Twelve new one-story commercial buildings can complement and strengthen the current uses and area's identity as a destination in St. Francis. All buildings and design elements would define the street edge, improve visibility for potential customers of these retail areas, and establish the area as a high-quality prominent retail node in St. Francis.

The existing structure on the triangle between S. Pennsylvania, S. Whitnall, and E. Layton Avenues could be replaced with two new one-story structures, each with footprints of 6,000 and 6,500 square feet, ideal for restaurant use. Incorporating the gateway element proposed in the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan could help characterize this area as a significant place in St. Francis.



Three new one-story buildings are shown in the outlots of Whitnall Square, the area along the northern edge of S. Whitnall Avenue. These buildings complement the existing 132,500 square feet of existing retail, including anchor tenant, Pick ‘n Save and the adjacent retail including Family Tree and Fashion Bug. One of these buildings could be built to accommodate a footprint of approximately 18,000 square feet, and two buildings up to 14,000 square feet in place of underutilized parking spaces along S. Whitnall Avenue. This would maximize the commercial development opportunity along this major St. Francis corridor. Additional parking would be added to accommodate the new retail at the corner site of S. Pennsylvania and S. Whitnall Avenues. Were the daycare to leave, redevelopment and modification would be recommended for commercial use.

Two new buildings of 9,000 square feet each can replace four existing commercial and residential structures between Whitnall Square and the Layton Mart Shopping Center. These buildings could be ideal for retail/office and would stitch the existing shopping areas into a stronger and more cohesive commercial corridor in St. Francis and Cudahy. Parking is shown in the rear to maximize the visibility of the businesses and create more continuity along the corridor.

The largest area for a redevelopment opportunity in this option is Layton Mart Shopping Center, the commercial area on the northwest corner of E. Layton and S. Nicholson Avenues. Five new one- or two-story commercial buildings, with a total of 64,500 square feet, ranging from 10,500 to 16,000 square feet per building are shown for this site. These buildings would continue the theme of retail space that hug the street edge to increase visibility to potential customers. These buildings could also accommodate second floor office space. Existing access points into the site are retained, with shared parking, and a central public square added to create a unique open landscaped space for shoppers.

**Figure 6.6 Option 1**

| Layton Square Catalytic District |                  |
|----------------------------------|------------------|
| Option 1                         |                  |
| New Building Footprints (SF)     | ~ Parking Stalls |
| 6,000                            | 88               |
| 6,500                            |                  |
| 18,000                           | 486              |
| 14,000                           |                  |
| 14,000                           |                  |
| 9,000                            | 77               |
| 9,000                            |                  |
| 16,000                           | 273              |
| 16,000                           |                  |
| 11,000                           |                  |
| 11,000                           |                  |
| 10,500                           |                  |





**Option 2**

This option depicts a more intense pattern of redevelopment than Option 1 and would have more potential to transform the corridor. Here the triangular island lot, between S. Pennsylvania, S. Whitnall, and E. Layton Avenues is incorporated into Whitnall Square. This option addresses past accident issues at S. Whitnall and S. Pennsylvania Avenues. Six new one-story buildings could be developed, perhaps even incrementally as demand increases, in place of the two existing buildings and the section of S. Whitnall Avenue that runs between S. Pennsylvania and E. Layton Avenues. These new buildings would have combined footprints of up to 38,600 square feet, and could range in size from 4,200 to 8,000 square feet per building.

The other primary difference would be in the area of the current Layton Mart Shopping Center on the northwest corner of S. Nicholson and E. Layton Avenues. In this option, four one- or two-story buildings are shown rather than five as in Option 1, equaling a slightly smaller total square footage. These building footprints could accommodate up to 58,500 square feet, ranging from 10,500-16,000 square feet per building, compared to the 64,500 square feet that could be possible in Option 1. Second story office space could be accommodated to increase density and traffic to the corridor. This option also reflects a public use area in the middle to increase opportunities for public engagement and create a “square” in St. Francis.

| Layton Square Catalytic District |                  |
|----------------------------------|------------------|
| Option 2                         |                  |
| New Building Footprints (SF)     | ~ Parking Stalls |
| 6,400                            | 596              |
| 8,000                            |                  |
| 4,200                            |                  |
| 6,400                            |                  |
| 6,400                            |                  |
| 7,200                            | 77               |
| 9,000                            |                  |
| 9,000                            | 293              |
| 16,000                           |                  |
| 16,000                           |                  |
| 10,500                           |                  |
| 10,500                           |                  |

**Figure 6.7 Option 2**





**Figure 6.8 Catalytic District: Layton Square**



Source: Pictometry. Date accessed : May 2014.



Source: City of St. Francis

### Civic Garden

#### HISTORICAL BACKGROUND:

In 1839, Thomas Brock purchased the land to the west of the intersection of Lake and Packard. In 1840, Brock sold the land to Samuel Sexton. In 1865, Sexton sold 71 acres to Peter Welbes, a lumberman, who was living in Manistee, Michigan at the time. Welbes moved to the Town of Lake in the 1880s and built a large home on the Catalytic Project Site. His land extended to the St. Francis Seminary property; the Cousin’s Center (formerly De Sales Preparatory) sites on former Welbes land. In 1890, the South Point Park Company was buying up the lakeshore property, and they purchased Welbes’ land. In 1917, the land was sold to the Wisconsin General Railway and then to the Wisconsin Electric Power in 1920. The house was razed in the early 1920s. Concrete sidewalks, which once graced the front and back of the house, are still visible and mark the former site of the Welbes’ house.

#### SITE DESIGN:

This Catalytic District at the corner of S. Lake Drive and S. Packard Avenue provides a unique opportunity to add a complementary use to the existing commercial and residential uses in the district. While new buildings and uses can take different forms, the most successful developments complement current scale and function. The triangular site, bounded by S. Lake Drive, and E. Howard and S. Packard Avenues, could be developed into office and supporting retail. A St. Francis resident survey indicates that respondents would be interested in seeing additional grocery, restaurant, specialty retail, recreation opportunities, and professional office space in this area. The site has long been held for this type of development and is a particularly challenging development given its history as a power plant facility.

| Civic Garden Catalytic District |                  |
|---------------------------------|------------------|
| <b>Option 1</b>                 |                  |
| New Building Footprints (SF)    | ~ Parking Stalls |
| 6,000                           | 17               |
| <b>Option 2</b>                 |                  |
| New Building Footprints (SF)    | ~ Parking Stalls |
| 9,270                           | 24               |
| 12,000                          | 72               |

#### Option 1

A one- or two-story building could be accommodated on this site, with a footprint of 6,000 square feet of retail and/or office space to strengthen the mixed commercial and residential uses of the Civic Center area. This development would further complement the existing St. Francis gateway monument on the western corner of S. Lake Drive and S. Packard Avenue, and improve connectivity with the



surrounding residential communities by becoming a prominent entry point for the existing trails of the Civic Garden green space that connect to E. Koenig Avenue, as well as an impetus for formalizing these trails in the Civic Garden community.

**Option 2**

A larger opportunity for development at this site is shown in this option. The northern building could be one- to three-stories, and accommodate a footprint of approximately 12,000 square feet for office space. The southern building shows a footprint of approximately 9,270 square feet, and would be well-suited for retail, restaurant, and/or office uses. Each building shows a rear surface parking lot to maximize building visibility along this major corridor. This option provides flexibility for development as market conditions and demand for space along the S. Lake Drive corridor grows.

**Figure 6.9 Option 1**



**Figure 6.10 Option 2**





### Kinnickinnic Corners

#### HISTORICAL BACKGROUND:



Source: City of St. Francis

The northeast corner of the intersection of E. Howard and S. Kinnickinnic Avenues was part of Zebedee Packard's 160-acre claim in 1837. After an 1839 government land sale purchase, Packard proceeded to divide and sell the land. The northeast corner of the intersection was sold to William J. Langson and became part of Langson's celery farm. The southeast corner of the intersection was purchased by Jared Thompson in 1839. By 1879, this land was in the hands of Thompson's son, Hayden, and became part of his St. Francis Nurseries business. The southwest corner of this intersection was owned by Daniel Packard, son of Zebedee (as was shown on an 1858 plat map). By 1879 this land was owned by William J. Langson and was part of his celery farm. Langson's mansion stood on the northwest corner of the intersection on the present site of the St. Francis Brewery. By the early 1920s, all three of these corners were owned by the Wisconsin Electric Company.

#### SITE DESIGN:

While Civic Gardens will likely be the primary focus of resources in St. Francis in the short term, Kinnickinnic Corners is a critical site for retail and office development in the short and mid term. This Catalytic District is significant to the image of St. Francis and presents a unique opportunity to strengthen two prominent St. Francis major thoroughfares – S. Kinnickinnic and E. Howard Avenues. Currently S. Kinnickinnic Avenue contains a series of uses, structures, and visual features that do not present an appealing atmosphere of high value and quality retail. In a survey of St. Francis residents, respondents shared that they desire more restaurants and specialty retail in this area. The overall image of this intersection was also seen as a priority for improvement. New developments at this site could connect existing commercial properties on S. Kinnickinnic Avenue and create a high value, quality, and cohesive commercial corridor through St. Francis. Current traffic counts for this intersection should not be seen as a limitation. The investment and expansion of S. Kinnickinnic Avenue in Bay View will move south and overcome any existing market limitations.

Developments built tightly around all three vacant corners of this intersection could complement the existing mix of commercial and residential areas and increase the visual appeal and value to the intersection and adjacent areas. This could potentially create a highly visible central destination for retail and restaurants in St. Francis. All structures would feature minimal setbacks from the street to define



the street edge and parking in the rear or between the buildings to maximize visibility of the businesses to potential customers, and create connectivity with the surrounding residential communities.

Building compatibility is important at this intersection and incremental development of the different sites and projects should be managed accordingly. Given the importance of S. Kinnickinnic and E. Howard Avenues in St. Francis, strong streetscape treatments will be needed to establish this area as a place, increase the value and activity, and create a pedestrian-friendly experience that will enhance restaurant, retail, and residential uses.

Three corners of the E. Howard and S. Kinnickinnic Avenue intersection are currently vacant land, and present multiple development opportunities for retail and/or restaurants that could harmonize with the existing St. Francis Brewery and Restaurant. The northeast corner shows a one-story building approximately 8,000 square feet and sufficient parking for retail or a restaurant. The southwest corner shows a one-story building approximately 5,700 square feet and parking for retail.

The most critical site, on the southeast corner of the intersection, could feature a gateway with a unique architectural design feature on the corner, as proposed in the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan. This site shows a one-story building approximately 9,500 square feet for a restaurant, and two- or three-story mixed-use residential structures with a footprint of approximately 16,000 square feet (32,000-48,000 square feet in total), in addition to sufficient parking. This building could feature retail and/or offices on the ground floor.

A two- or three-story multi-family residential development (32,000-48,000 square feet) could be accommodated on the northeast corner of E. Norwich and S. Kinnickinnic Avenues, along with parking, and could connect to the existing development on the southwest corner of S. Caufield and E. Norwich Avenues.

| Kinnickinnic Corners Catalytic District |                  |
|---|------------------|
| Option                                  |                  |
| New Building Footprints (SF)            | ~ Parking Stalls |
| 8,000                                   | 35               |
| 5,700                                   | 42               |
| 9,500                                   | 159              |
| 16,000                                  | 117              |
| 16,000                                  | 117              |

Figure 6.11





## Lake Shore

### HISTORICAL BACKGROUND:



Source: City of St. Francis

Both the northern and southern catalytic sites along S. Lake Drive were part of the George H. Wentworth's quarter section, 160-acre claim in 1836. Wentworth built his home on S. Lake Drive on the present-day site of the St. Francis High School. The northern catalytic site is part of the 40 acres that Wentworth sold to James Bonniwell in 1866. The southern catalytic site changed hands a number of times. By 1874, William Disch owned the property. Also of note in this area was the plan by a group of Chicago developers to extend Sheridan Road in Illinois northward along the Lake Michigan shoreline through Kenosha, Racine, and the Town of Lake, ending at E. Oklahoma Avenue and develop the lakeshore with resorts, parks, and marinas. The Wentworth and Bonniwell farms were purchased as part of this process. By 1916 the Sheridan Road project was abandoned. By 1920, the land was owned by the Wisconsin Electric Power Company who rented out the Wentworth farmhouse.



Source: City of St. Francis

### SITE DESIGN:

This Catalytic District can capture the value of the lakefront in St. Francis while respectfully providing public access to the lake. Development strategies should incorporate input from the Thomson Companies and Cushman and Wakefield, focus on complementing the landscape, existing uses, and building scales, in addition to maximizing the views of Lake Michigan and S. Lake Drive from the new developments.

### Option 1

The northern site of this Catalytic District is suitable for high-value development, specifically as a high-quality multi-family development that echoes but does not replicate the character and texture of the existing adjacent residential development north of the site. Similar to the adjacent site, this area could contain a variety of residential structures, including different housing types. This visual and social diversity is essential in avoiding the image and feeling of a single block of housing type and style. Housing diversity and increased density is instrumental in maintaining and increasing value on S. Lake Drive. Twenty-eight townhome units are housed within seven building structures along S. Lake Drive to maintain continuity with the neighboring development. Units would include private entries and attached garages or covered parking.



Just east of the townhomes, three-story multi-family residential structures with a combined area of 228,000 square feet could be accommodated and designed thoughtfully to maximize views of Lake Michigan. Building height could potentially be higher.

The primary entry point into the site shows an extension of E. Tesch Avenue and would provide direct and physical access to Lake Michigan, as well as a public space feature, such as an amphitheater or a pavilion to capture views of the lakefront. Ample surface parking could be accommodated behind the buildings and new road infrastructure and could potentially be connected to the adjacent development to increase connectivity.

The southern commercial development shows four office structures, just north of the St. Francis / Cudahy boundary, where E. Lunham Avenue and Lake Drive meet. These structures could be a minimum of two-stories high with footprints of approximately 21,000 square feet each, with a combined area potential of 84,000 total square feet. These buildings would be designed to complement the adjacent residential development and high school, and to optimize views of Lake Michigan. The buildings could be centered around two vehicular entry points, with parking areas behind the buildings to maintain continuity on S. Lake Drive. This site will have a gateway feature, situated at the St. Francis/Cudahy border.

**Figure 6.12 Option 1**



| Lake Shore Catalytic District |                  |
|-------------------------------|------------------|
| Option 1                      |                  |
| New Building Footprints (SF)  | ~ Parking Stalls |
| 28,000 (7x 4,000)             | 191              |
| 76,000 (combined)             | 124              |
| 84000 (4x 21,000)             | 124              |



**Figure 6.13 Option 2**



**Option 2**

This option is similar to the first, however with slightly adjusted residential ratios and a layout that could maximize views of Lake Michigan for more of the units shown. The northern residential development shows multi-story apartment structures along S. Lake Drive with townhouse structures located along the two entry roads leading into the site. A total of twenty-four townhouse units are shown within six structures that would each feature private entries and covered parking. The three-story multi-family residential buildings have a slightly larger combined footprint of 82,700 square feet, totaling approximately 248,100 total square feet. The public space feature in this option is more modest than in option 1, however the layout allows for more open space, potentially for recreational use or even connections to the Oak Leaf Trail below. The southern commercial development in this option is very similar; however the buildings are oriented differently, with the parking facing S. Lake Drive and ultimately fewer lake views from the interiors of the office buildings.

| Lake Shore Catalytic District |                  |
|-------------------------------|------------------|
| Option 2                      |                  |
| New Building Footprints (SF)  | ~ Parking Stalls |
| 16,000 (4x 4,000)             | 172              |
| 82,700 (combined)             |                  |
| 84,000 (4x 21,000)            | 124              |



**Figure 6.14 Catalytic Districts: Civic Garden & Lake Drive**



Source: Pictometry. Date accessed: May 2014.



## 6.5 Corridors – Guidelines

The Land Use Recommendations chart describes general recommendations to be applied to all Corridors (both Regional Thoroughfares and Community Corridors). The chart also lists special considerations for specific corridors.

### Regional Thoroughfares

Four regional thoroughfares are identified in St. Francis:

- Lake Parkway (STH 794)
- Layton Avenue
- South Lake Drive
- Union Pacific Rail



### Lake Parkway

Lake Parkway moves traffic from the central and southern portions of the Milwaukee region directly through St. Francis. The corridor impacts St. Francis in three main ways: 1) it acts as a barrier between the east and west sides of the city, 2) it offers higher traffic volumes to Howard Avenue and Layton Avenue, and 3) it provides development opportunities at specific sites adjacent the parkway.

Commercial, office, and light industry should be focused in areas where the infrastructure and utilities can support the development. This includes the Rail Corridor. By focusing this type of land use in these corridors, local residential neighborhoods and retail centers will be better utilized and protected.

### Layton Avenue

Layton Avenue is a major thoroughfare traveling east and west to S. 124<sup>th</sup> Street and serves as one of the boundaries between St. Francis and Cudahy. The corridor impacts St. Francis by serving as a barrier between St. Francis and Cudahy between S. Burst Avenue and S. Nicholson Avenue, a high trafficked primary commercial area in St. Francis and Cudahy with some commercial redevelopment opportunities between S. Burst Avenue and S. Kansas Avenue, as well as S. Pennsylvania Avenue and S. Nicholson Avenue, at Whitnall Square and the Layton Mart Shopping Center. Redevelopment opportunities have the potential to strengthen areas along this corridor



as destination points and increase the high quality retail in St. Francis and bordering Cudahy. Efforts should continue to be coordinated with Cudahy, Milwaukee, and the Greater Milwaukee Aerotropolis Committee. This high visibility public/private partnership will carry Layton Avenue into future successfully.

### **South Lake Drive**

This scenic corridor runs the length of St. Francis along Lake Michigan, from the boundary between the Bay View neighborhood in the City of Milwaukee and St. Francis, at the Sister of St. Francis-Assisi campus just south of E. Rhode Island Avenue to E. Lunham Avenue, which serves as the boundary between St. Francis and Cudahy. This corridor widens just north of the business district area. This corridor also includes a corridor extension, which encompasses the land east of S. Lake Drive to the lake from the City of Milwaukee and St. Francis boundary to just south of Stark Investments, before the Civic Center District.

The South Lake Drive corridor encompasses mixed institutional, recreational, commercial, industrial, residential uses, and open space with the potential for development of expanded residential and commercial uses, particularly in the southern portion of the corridor. These developments could have the potential to increase the value of the parcels and the corridor in general.

### **Union Pacific Rail**

The intent of the Union Pacific Rail thoroughfare is to maximize unique development opportunities along the corridor that are created from unique, angular properties ideally-suited for business and light industrial uses. The Union Pacific Rail thoroughfare can support the continuation of viable businesses and sites for new businesses that are responsive to market demands.

Manufacturing and light industrial uses should be focused in areas where infrastructure and utilities can support development, and where they minimize any negative impact to residential communities. Focusing manufacturing and light industrial in this corridor is complementary to existing land use patterns. Additionally, residential neighborhoods and retail centers will be better preserved. Industrial development along the Union Pacific Rail corridor can actually capitalize off of the physical barrier the corridor can create (i.e. privacy), and if developed with high-quality site design, can buffer aesthetically displeasing views of the rail line itself.

### **Community Corridors**

Community Corridors in St. Francis include Howard Avenue and Kinnickinnic Avenue. These corridors in St. Francis stitch together area neighborhoods in a way that offers local retail and civic opportunities. They are relatively well-trafficked corridors that support a variety of land uses. Guidelines for these corridors, in the Land Use Recommendations chart, give direction to the pattern of development along these corridors as properties are upgraded and/or redeveloped. As they evolve, these community corridors should see greater visual harmony and compatibility between sites.



**ST. FRANCIS - LAND USE PLAN RECOMMENDATIONS CHART**

|                      | Activities and Uses   | Redevelopment Process   | Physical Characteristics  | Traffic and Circulation   |   |
|----------------------|---|---|---|---|---|
| <b>NEIGHBORHOODS</b> | <b>All Residential Neighborhoods</b>  | Design for shared open spaces that attract home buyers who value a connection with neighbors and the natural environment.   | At the beginning of the process, discuss preservation and enhancement of existing natural environmental features. Use deed restrictions and easements that guarantee land control and management of significant environmental features.   | Create a uniform street edge. Design lots and layout buildings to form a cohesive, harmonize street face with a uniform setbacks, evenly spaced buildings, built-up corners, and similar (but not identical) architectural details. | Design new streets to slow traffic and create vistas within the development. Discourage traffic hierarchies by maximizing street connections and avoiding cul-de-sacs. Use traffic calming techniques and signage within low-traffic residential areas. |
|                      | Allow a variety of residential buildings types that are constructed with high-quality, appealing materials. When zoning allows, new residences should be designed in such a manner that they comfortably integrate themselves with single-family residential neighborhoods. | Require common property maintenance through property owner associations to guarantee maintenance of common areas. Establish regulations for public intervention, at the cost of the homeowners, if homeowners and/or their association fail to maintain the land.                       | When designing streets, ensure that the visual character of both sides harmonize rather than creating excessive contrasts. Create a modest level of balance or symmetry of buildings on both sides of each street. One street edge need not be identical to its opposite street edge but they should be visually compatible and have similar visual features. New developments and modifications to existing structures should be carefully scrutinized from the standpoint of matching both adjacent structures and structures across the street.  | Allow for street parking through parallel parking where the right-of-way allows.  |   |
|                      | Facilitate the creative, high-design reuse of any existing building or structure. Ensure that existing structures are assessed for their merit and value before being demolished for new construction.  | Establish standards for dedication of parkland. Where substantial amounts of open space exist, require developers to dedicate park and open space in residential developments. The location and size of these areas will become an important element of the site plan approval process. | Provide similar setbacks - Establish setback requirements which should not vary more than five feet between adjacent properties and properties across the street from one another. This will help create a continuous edge along the street.  | Link streets together - Connect streets with one another and link to streets in adjacent developments. Plan for future road expansion and preserve connection points. Include sidewalks or create walking and hiking trails.        |   |
|                      | Incorporate uses which are supportive to residential living, such as open space, schools, daycare facilities and other family-scale businesses.   | Reinvigorate City programs that not only enforce, but also incentive exterior maintenance of residential units.   | Garages shall not be the prominent feature and where feasible shall have a side entry. Alternatively, the garage may be detached and located in the rear.   | Use dense plantings to create strong edges around parking courts.   |   |
|                      |   |   | Create a strong, harmonious visual order by using rhythmic plantings of shade trees and streetlights to reinforce the continuous street façade.<br><br>Apply architectural regulations, suggestions, and/or guidelines in a manner that harmonizes new construction with existing housing. Features of new buildings need not be identical to existing structures, but they should have a similar scale, texture, orientation, and composition in relation to surrounding houses.<br><br>Incentivize property owners to install native, groomed, high-visibility landscaping on residential lots. | Create pedestrian and bicycle linkages along existing neighborhood corridors.   |   |



| NEIGHBORHOODS | Individual Neighborhoods - Additional Recommendations | Activities and Uses   | Redevelopment Process   | Physical Characteristics   | Traffic and Circulation   |
|---------------|---|---|---|--|---|
|               | Parkway Acres   |   | Encourage infill development that is complementary to existing single-family homes.   |  |   |
|               | Library Acres   | Utilize the new City Hall and the surrounding open space to entice building on remaining open lots.   |   | Encourage trail connections between the neighborhood and the open space to the east.   |   |
|               | Deer Creek  | Rezone land as necessary to allow infill single-family residential development.   |   |  |   |
|               | Packard West  | Allow infill of single family homes where appropriate, and support small-scale retail or home office along Kinnickinnic Avenue and Packard Avenue.  |   | Seek support from County to creatively enhance the facilities in Greene Park (the only County park in St. Francis). Work with the Park People to attract in-kind and financial resources for the Park, and to help build a new Friends of Greene Park group. | Provide pedestrian connections across Howard Avenue to City Hall and to the public places and environmental features north of Howard. |
|               | Lake Terrace  | Restrict new multi-family buildings (including both condominiums and apartments) to the Lake Drive and Packard Avenue corridors.<br>Allow small-scale neighborhood retail or home offices along Packard Avenue. | Allow development of infill residential uses where appropriate, reserving the southeast portion of the neighborhood for office or institutional uses should the school relocate   |  | Create artistic multimodal connections to existing recreation areas such as Memorial Park and the Oak Leaf Trail.                     |
|               | Parkway Overlook                                      |   | Incentivize owners of vacant manufacturing facilities to reach "move-in ready" status by cleaning up building exteriors, maintaining off-street parking lots, and installing low-maintenance, native, high-quality landscaping. |  |   |



|                             |   | Activities and Uses  | Redevelopment Process   | Physical Characteristics   | Traffic and Circulation  |
|-----------------------------|---|--|---|--|--|
| <b>DISTRICTS</b>            | <b>Airport Gateway / Layton Square</b>  | Facilitate and incentivize the redevelopment of properties along Layton Avenue for expanded retail and office uses.  | Develop a master plan in concert with the City of Cudahy for future redevelopment in Layton Square.   | Establish gateways or signature buildings at the entry to each district.   | Link existing commercial nodes along within the district through visual cues, off-corridor bicycle linkages, and pedestrian connections.   |
|                             |   | Discourage continued residential uses along Layton Avenue.   | Conduct a market study in concert with the Gateway to Milwaukee with the goal of attracting desirable retail businesses.  | Create design guidelines for redevelopment of business properties to ensure quality architectural and site design.   | As part of a master plan for these districts, establish guidelines for specific access points into various sites and require easements between sites to allow off-corridor linkages. |
|                             |   |  | Setup agreements for long-term maintenance by the landowners.   | Require landscaped and buffered parking courts in all retail and office developments.  |  |
|                             |   |  | Reduce the need or major maintenance in this area by selecting landscaping and screening elements that are durable and thus low maintenance.  | Promote development along the street edge with parking in the rear or in between business uses.  |  |
| <b>Kinnickinnic Corners</b> | Encourage smaller scale uses consistent with the character of Kinnickinnic Avenue further north. Encourage redevelopment as a continuation of the urban revitalization occurring in the Bay View area and southward. Encourage a new identity for this area as a "creative" urban enclave in St. Francis that will attract a younger demographic to the City. | Seek businesses that wish to relocate from comparable neighborhood retail districts, especially local non-franchise businesses that enjoyed success adjacent to comparable residential areas.  | Promote development along the street edge with parking in the rear or in between business uses.   | Encourage traffic calming and active pedestrian movement across Kinnickinnic Avenue.   |  |
| <b>Civic Garden</b>         | Utilize the new City Hall and the surrounding open space to entice building on remaining open residential lots in the Civic Center Neighborhood.  | Work with WE Energies to clean and improve the developable area. Establish clear criteria and expected standards for remediation of the contaminated areas on the site.  | Create meaningful, artistic public places within any new development.   | Make pedestrian connections across Howard Avenue to the Greene Park and Lake Terrace Neighborhoods.  |  |
|                             | Allow retail development along Packard Avenue to create a more active urban center where community members want to utilize a mix of uses. Allow development of office and supporting services on the northeastern portion of the district.  | Following the completion of City Hall, create and follow detailed design guidelines for any new development or redevelopment in this area.   | Preserve existing natural features and maintain on-site pedestrian and bicycle trails.  |  |  |
| <b>Lake Shore</b>           | Create a public gathering space between South Lake Drive and the Oak Leaf Trail at the gateway to the public easement. Allow development of small-scale, specialty retail and office spaces (on upper floors) to activate the street edge in the triangle defined by Packard Avenue, South Lake Drive, and Howard Avenue.                                     | Reserve the developable lands between South Lake Drive and Lake Michigan for a financially-solvent developer or tenant who can provide only the highest-quality office, private recreation, or residential development that fits with the City's long-term vision of lakefront development. Consider the use of an overlay district that incentivizes high-quality construction and facade guidelines that support the pedestrian scale. | Enhance the impact of new development along the lakefront by creating district design standards that existing and new property owners must follow. Create a strong street edge along Packard Ave. and Lake Dr. creating an urban "main street". Require preservation of view corridors from Packard Avenue eastward to Lake Michigan. | Provide public access between South Lake Drive and the Oak Leaf Trail at the north end of the district via a public easement. Maintain sidewalks throughout the district, and linkages to surrounding neighborhoods and the lakefront. Encourage street level pedestrian activity. Require front entry conditions for the general public, but allow other additional side or rear entry conditions for the public. Use on-street parking wherever possible to supply parking for existing and new uses. When additional parking is needed, place parking behind buildings, in mid-block courtyards or underground. |  |



|                 |  | Activities and Uses   | Redevelopment Process   | Physical Characteristics  | Traffic and Circulation  |
|-----------------|--|---|---|---|--|
| DISTRICTS       | <b>Parkway View</b>  | Encourage business and mixed use, especially uses which will be consistent with an identify consistent with the concept of the Aeratropolis.      | Plan for redevelopment consistent with the Aeratropolis and the goal of attracting desirable retail businesses, should the site be redeveloped.   | Maximize the district's location as a gateway to St. Francis for travelers on Lake Parkway and along Layton Avenue by requiring higher quality design features and appearance for retail/office uses. | For future retail/office development, ensure that access is provided to both Layton and Whithall Avenues for drivers, pedestrians, and bicyclists. |
|                 | <b>Airport Industrial</b>  | Encourage light manufacturing, business or office uses. Incentivize uses that are supportive of the Aeratropolis concepts.                        | Facilitate the expansion of existing industry within the district to retain those industries in St. Francis.  | Promote development along the street edge with parking in the rear or in between business uses.   | Minimize impacts of industrial traffic in residential neighborhoods by analyzing trucking routes and funneling truck traffic to specific streets.  |
|                 |  | Encourage new/ revitalized outdoor spaces within the district to promote pedestrian movement (i.e. – bikeways, outdoor eating, or seating areas). | Identify sites in which new businesses can locate, and market them through the South Shore Chamber of Commerce.   | Require landscaped and buffered edges along all industrial properties.  |  |
| <b>Seminary</b> | Allow uses that will provide services to the surrounding community. Develop a detailed redevelopment master plan for this area that evaluates existing environmental conditions, existing structures, and a value analysis so that if the district is ever redeveloped, the City has an approved plan for how to maximize that site as a regional amenity. While redevelopment is not being considered by the Seminary, such changes are possible, especially those which would include partial redevelopment. Modified or new uses should match and fit with each of the surrounding and abutting neighborhood and district uses. Ensure that any redevelopment preserves and enhances the potential for significant outdoor uses and activities. | Promote development or uses that will contribute tax base or impact fees to the City.   | Any redevelopment of existing or future uses should preserve the aesthetic character of existing environmental features. This aesthetic value contributes to the image of St. Francis and should be preserved not only for the immediate area but for the City. | As a current campus-like setting, the district is oriented toward vehicular access. Should the predominant use change, ensure that multimodal transportation avenues are designed to and on the site. |  |



|                  | Activities and Uses            | Redevelopment Process   | Physical Characteristics  | Traffic and Circulation   |   |
|------------------|--------------------------------|---|---|---|---|
| <b>CORRIDORS</b> | <b>South Lake Drive</b>        | South Lake Drive should be Uses should be consistent with those identified in the surrounding neighborhood and districts. Redevelopment should take advantage of transit opportunities along South Lake Drive by encouraging uses that can promote ridership and minimize us of automobiles.  | South Lake Drive should be considered a primary opportunity for branding St. Francis as a high value community with excellent access and amenities.   | New development should maintain the continuity of the street edge, provide views eastward, through property redevelopment, to Lake Michigan.  | Parking lots should be prohibited in front of buildings along the street edge.  |
|                  | <b>Howard Avenue</b>           | Uses at the Howard Avenue interchange should create an attractive gateway into the community and be compatible with surrounding uses. Uses should be consistent with those identified in the surrounding neighborhood and districts.  | While the review process should not be overly burdensome to investors and developers, additional scrutiny should be given to design quality. The new projects which re developed in the short term will et the standard for the character and value of the corridor.                      | New buildings should reinforce the continuity of the street edge.   | As existing uses evolve or change, require the creation of links for shared access in front of commercial structures. Use such easements to reduce the frequency of curb cuts. Surface parking in the front of buildings should be prohibited.  |
|                  | <b>Layton Avenue</b>           | Commercial, mixed-use development and light industry should be focused in areas where infrastructure and utilities can support development. Consideration should be given to crating property redevelopment which complements redevelopment along Layton in other communities. In the long term for redevelopment on Layton to be successful in St. Francis it also needs to succeeded in Milwaukee and Cudahy. Uses should be consistent with those identified in the surrounding neighborhood and districts.  | While the review process should not be overly burdensome to investors and developers, additional scrutiny should be given to design quality. The new projects which re developed in the short term will et the standard for the character and value of the corridor.                      | New buildings should reinforce the continuity of the street edge.   | As existing uses evolve or change, require the creation of links for shared access in front of commercial structures. Use such easements to reduce the frequency of curb cuts. Surface parking in the front of buildings should be prohibited.  |
|                  | <b>Kinnickinnic Avenue</b>     | The Kinnickinnic corridor offers St. Francis a unique opportunity. It is one of the few urbanizing corridors that connects Milwaukee to traditional urban suburbs like St. Francis. As new investment occurs in Milwaukee it will spread southward and provide new opportunities for uses and activities in St. Francis. Redevelopment should take advantage of transit opportunities along Kinnickinnic by encouraging uses that can promote ridership and minimize us of automobiles. Uses should be consistent with those identified in the surrounding neighborhood and districts. Uses should be consistent with those identified in the surrounding neighborhood and districts. | Seek businesses that wish to relocate from comparable neighborhood retail districts, especially local non-franchise businesses that enjoyed success adjacent to comparable residential areas.   | Promote development along the street edge with parking in the rear or in between business uses.   | Encourage traffic calming and active pedestrian movement across Kinnickinnic Avenue.  |
|                  | <b>Lake Arterial</b>           | Encourage a mix of uses that will create an active environment throughout the day. For example, offices, shops and residential units all have peak activities at different times of the day and week. Such diversity is likely to spread out traffic patterns and opportunities for shared parking. Uses should be consistent with those identified in the surrounding neighborhood and districts.  | The interchanges along the Lake Arterial provide opportunities for major auto-oriented businesses that derive value from high traffic volumes. St. Francis should add value as such opportunities arise but should require higher design quality that is often found in such investments. |   | As new traffic impacts and patterns emerge, consideration should be given to maintaining pedestrian quality, and using traffic calming techniques to maintain the community's quality of life. Higher volume traffic provides value but it must be balanced with crating a traditional urban community. |
|                  | <b>Rail Corridor</b>           | Concentrate industrial developments along the Union Pacific Rail thoroughfare.  | If needed, the redevelopment process should make exceptions for new industrial uses that can use rail access as part of their proposed project.   |   | Traffic and circulation may require adjustments from City standards to accommodate truck movements for new industry.  |
|                  | <b>Lake Michigan Shoreline</b> | Over time, the most valuable redevelopment asset will be visual and physical access to the Lake Michigan shoreline. St. Francis should encourage higher intensity uses which maximize the value provided by the Lake Michigan shoreline without minimizing or diminishing public access, both visual and physical.  | The redevelopment process must require visual and physical access to the Lake Michigan shoreline as part of any redevelopment.  | Long term protecting of the Lake Michigan bluffs will be critical. St. Francis should consider cooperative projects with neighboring communities to seek funds that wills stabilize and protect the bluffs. | Pedestrian and bicycle circulating should be required wherever physically feasible as part of any shoreline redevelopment.  |