

## 2 PLANNING PROCESS AND INFORMATION GATHERING

### PROCESS

The planning team has pursued an open and collaborative approach to involving the residents, HEDC and other stakeholders in the planning process prior to developing a neighborhood plan. The public has been involved in this process from the earliest stages and at each decisive step. Participants have both shared comments and ideas, as well as received information. As reflected in this report, many of the comments provided by the participants have helped contribute to the quality of the Havenwoods Neighborhood Plan, and Design and Development guidelines.

The development of Havenwoods Neighborhood Plan and Design and Development Guidelines has included site reconnaissance; review of existing documents and prior studies; and meetings with the residents, business owners, neighborhood stakeholders, HEDC Director and Board, and DCD. Community involvement has been extensive throughout the process to gain input regarding the future of their neighborhood. The cornerstone of the public input process has been morning stakeholder meetings followed by evening public input meetings, held approximately every four weeks throughout the five-month process. These meetings have been held within the planning area to encourage participation. Various planning techniques were employed during a process which included four resident meetings, five stakeholders meeting, and five meetings with the HEDC Director and Board (see

project timeline below). In addition, industrial, retail and residential market analysis were conducted (Redevelopment Strategy for the Havenwoods Area, 2001) and are summarized in this chapter.

A kick-off meeting with the HEDC Director and Board was conducted on December 9th, 2004 to review the project scope and schedule, establish project milestones, develop a community involvement strategy, develop an approach and schedule for meeting with DCD, and establish team communication protocols. In conjunction with HEDC representatives, the planning team met with the DCD to determine overall process and issues, and receive feedback regarding planning conducted by Havenwoods to date. As part of the project kick-off meeting, the group was engaged in an open, candid brainstorming session to try and identify the issues/concerns that are important to the community. Opportunities, constraints, and key issues were also identified related to the following topics:

- Image/Identity
- Access/Circulation
- Sub Districts/Linkages
- Land uses
- Infrastructure
- Redevelopment
- Green Sustainability

The first of four stakeholders and public workshops was held on January 13, 2005. The purpose of the first workshop was to inform residents about the objectives of the Havenwoods Neighborhood Plan and to hear from them about their wishes and visions for their neighborhood. The catalytic projects, urban design and streetscapes improvement concepts identified during prior studies were also presented and discussed. The residents and the stakeholders also shared their views regarding each of the broad topics. As part of the workshop, exemplary diverse-use developments; open space linkages, gateways, wayfinding and directional signage, and other streetscape improvement examples from around the country were presented and discussed.

		2004				2005															
		December				January				February				March				April			
<b>WORK TASKS</b>																					
<b>A. Neighborhood Plan</b>																					
Task 1	Project Initiation (1: HEDC, DCD)	●				●				●											
Task 2	Preliminary Neighborhood Plan (HEDC, Stakeholders, DCD, Public)									●											
Task 3	Final Neighborhood Plan (HEDC, Stakeholders, DCD, Public)																				
<b>B. Design and Development Guidelines</b>																					
Task 1	Design and Development Guidelines Workshop (HEDC, Stakeholders)									●											
Task 2	Preliminary Design and Development Guidelines (HEDC, Stakeholders, Public)													●							
Task 3	Final Design and Development Guidelines (HEDC, Stakeholders, Public)																	●			

● Stakeholders and Public Meeting

### Project Timeline

The second of four stakeholders and public workshops was held on February 9, 2005. The purpose of the second workshop was to consolidate what was heard during the prior workshops and what was recommended in the prior planning studies, into a Preliminary Neighborhood Plan. As part of the workshop, the Preliminary Neighborhood Plan was presented and discussed to gain input from the participants regarding their preferences.

The third of four stakeholders and public workshops was held on March 9, 2005. Based on the input received from the stakeholders and public, the Preliminary Neighborhood Plan was revised and presented. In addition, the Preliminary Design and Development Guidelines that reflect the character concepts and ideas brought forth during the planning process, and consistent with the proposed land uses within the neighborhood, were also presented. These guidelines were intended to create a setting consistent with the desired image and identity for the Havenwoods Neighborhood and be responsive to expressed stakeholder interests for each of the dominant land use types.

The final stakeholders and public workshops were held on April 13, 2005. Through a process of refinement and public dialogue, the Draft Final Neighborhood Plan and Design and Development Guidelines were developed. Favorable feedback was received, and after minor modifications the Neighborhood Plan and Design and Development Guidelines were finalized and accepted by the HEDC Board in November 2005.



January 13 Morning Session



January 13 Evening Session



March 9 Morning Session



March 9 Evening Session

## MARKET ANALYSIS SUMMARY

The following is the summary of the market analysis of the Havenwoods Area, focusing on three market sectors: Industrial, Retail and Residential (Redevelopment Strategy for the Havenwoods Area, 2001). As part of this plan the existing area use mix and geography were examined, its competitive position relative to adjacent areas was assessed, and the area's future absorption potential was estimated. Findings from this analysis have provided key input for chapter 3: Neighborhood Plan and Strategies.

### Industrial Market

Based on this study (Redevelopment Strategy for the Havenwoods Area, 2001), Havenwoods contained approximately 200 acres of vacant industrially-zoned land, much of which was concentrated in three areas that ranged from 19 to 69 acres. Milwaukee had in the five-year prior to the study absorbed new industrial space at a rate of about 41 acres per year. While other nearby industrial parks have advantageous locations compared to Havenwoods with respect to interstate access and visibility, few have land availability equal to Havenwoods.

Findings from the industrial market analysis show a potential demand of 20 to 30 acres of industrial land per year in the Havenwoods area. At this rate, 200 acres of vacant industrial land could potentially be absorbed in seven to ten years, with an additional two to three years needed to absorb the various existing infill and expansion parcels.

Several strategies were outlined that would enhance the marketing and image of the area's industrial inventory, including:

**Parcelization and Phasing:** Based on recent market activity, which featured parcels in the three-to-five acre range, it was recommended maintaining an inventory primarily of this size range, with combinable parcels for larger users (few industrial users seeking up to 15 - 20 acres); and phasing the introduction of new sites into the available inventory.

**Image and Appearance:** In order to enhance marketability, the study recommended the creation of more unified districts through the identification of

gateways, buffers from adjacent uses, and infrastructure design standards.

**Marketing and Building Organizational Capacity:** A unified marketing strategy was recommended for the largest parcel and the area in general. A new Business Improvement District was formed as an implementation entity. Efforts to market the area's industrial potential and existing mass transit should also leverage the area's existing social service infrastructure for specialized services. One of the important opportunities of the area is the ability to tap the City's labor pool. By coordinating with other programs including child care, and, if necessary, additionally by creating special programs, the business community has an opportunity to draw on the surrounding community.

### Retail Market

The assessment of Havenwoods' retail potential focused on its three main existing retail corridors: the neighborhood-oriented West Silver Spring Drive corridor; the North 76th Street community and auto-oriented corridor; and the newer commercial corridor along West Good Hope Road. An inventory of existing storefronts indicated that the majority of area uses were service rather than retail oriented. Area residents were said to be concerned over the lack of certain store types, and the poor quality of many existing area stores. The study assessed local competition, and developed specific retail strategies for the two areas perceived to have the most potential: West Silver Spring Drive between 60th and 64th Streets, and North 76th Street around West Mill Road.

Based upon the study findings, it was suggested that the West Silver Spring retail district had the potential for a pedestrian-oriented neighborhood/town center that provides a range of quality neighborhood retail stores and community service-oriented uses, primarily for local residents and employees. The creation of a pedestrian-oriented town center on West Silver Spring Drive could capitalize on the population density of the surrounding neighborhoods while providing quality neighborhood-oriented retail stores and community service uses. A retail program was developed that

estimated the potential for between 43,340 and 66,500 new square feet, approximately 40% of which would be a new full-size grocery store; and about half of which would be support services or institutions such as a library.

The largest concentration of competitive retail activity is located to the north along Brown Deer Road and North 76th Street, anchored by Granville Plaza and surrounding shopping centers. Mill Road Center is somewhat shadowed by this critical mass of retail to the north; the challenge is to find a position in the market for this shopping center by drawing on the heavy traffic volumes that pass by to reach the retail concentration to the north.

Based upon the area competition and gap analysis, the North 76th Street/Mill Road was seen as having potential to add between 37,800 and 83,234 square feet of new retail space, primarily by adding a variety of small to moderate-sized supportive retail and service businesses. Recently Walgreens was build at this location.

West Good Hope Road was observed as different in appearance and character than West Silver Spring Drive and North 76th Street. Stores along the Good Hope corridor are newer and generally better in appearance than the other commercial corridors. The potential for Good Hope Road is somewhat limited by the extensive concentration of retail to the north along North 76th Street and along Brown Deer Road.

As with the industrial market segment, the study discussed the benefits of improving the area's overall physical appearance, and recommended a variety of façade, landscaping, lighting and streetscaping improvements (See chapter 4).

### Residential Market

The study discussed Havenwoods' residential characteristics in a more qualitative manner than the industrial and retail markets, for which specific absorption rates were estimated. The analysis focused instead on the impact that the image and perception of Havenwoods' residential areas has on its industrial and retail potential. The area was seen as undergoing shifts in its economic and

demographic character, with a decline in middle-income households, and an increase in minorities - primarily Asian (largely Hmong) and African-American. Some of the challenge and the promise of the area was seen in the ability to convert some of these population groups from renters to homeowners.

The majority of housing stock was observed in the study area to be in fair to good condition with few concentrated areas of housing in poor condition south of Mill Road. Approximately 52% of housing units within the planning area were owner occupied in 2000. It was observed that the owner-occupied units have marginally declined from 54% to 52% in the ten year period from 1990 to 2000.

By 2005 out of a total of 5,269 units, 3,172 units were owner-occupied. It was observed that the owner-occupied units have increased from 52% to 60% in the five year period from 2000 to 2005. Area median housing value was approximately \$106,300 and median housing value upper portion was approximately \$114,400 in 2005.

The study recommended several support services that would strengthen the area's residential market, such as financial assistance and home-ownership counseling programs.

NATIONAL PROJECT REVIEW

The following are some of the success stories from around the country where a single project or combination of projects has been successful in revitalizing communities and bringing additional reinvestment in the area. All such projects are a result of a strong collaborative effort from the city, private bodies, residents and stakeholders, and creation of an implementation strategy that includes:

- Strong public-private partnership and involvement;
- Long-term vision plan for growth and enhancing the quality of life for the communities;
- Funding through a variety of sources;
- Monitoring body for plan implementation

The following projects may or may not be directly applicable to Havenwoods but the overall approach and certain elements from each project were found applicable.

DIVERSE-USE DEVELOPMENT CASE STUDIES

1) South Side Works, Pittsburgh, Pennsylvania

Source: New Urban News. December 2004, Volume 9. Number 8



Diverse-use buildings in South Side Works - retail on first floor and offices, apartments and/or lofts above

This was a former steel-making site along Monongahela River in Pittsburgh. The Urban Redevelopment Authority of Pittsburgh has been converting the 120 acres of cleared industrial land on the City's South Side into three to four story buildings that line the streets creating a pedestrian-oriented environment. The Soffer Organization has erected block after block of buildings on a 34-acre portion of the land near the Hot Metal Bridge. These buildings include stores and restaurants at ground level, and offices or housing on upper levels. "The street-front retail forms a natural extension of the South Side's long-established Carson Street shopping district." (New Urban News, 2004). Uses at South Street Works range from high-tech employment, sports medicine facilities, and labor union regional head quarters, to flats and loft-style apartments.

**2) Excelsior & Grand, St. Louis Park, Minnesota**

Sources: Excelsior & Grand, <http://www.excelsiorandgrand.com/restaurants.html>, Accessed February 18, 2005.  
City of St. Louis Park, Reports and Publications, Photos and Maps, <http://www.stlouispark.org/Publications/Publications.html>, Accessed May 28, 2005.



**Diverse-use buildings with outdoor dining, coffee shops on first floor and residential above**

This is a 16-acre diverse-use project that includes retail space, apartments, condominiums, and a town green that links to an existing city park. The city of St. Louis Park, entered into a public/private partnership with TOLD Development Company to develop Excelsior & Grand, a \$150 million diverse-use development.

Excelsior & Grand is located in the midst of a vibrant, friendly urban neighborhood featuring some of the best in Twin Cities' restaurant, recreation, nightlife and shopping destinations. Excelsior & Grand is just minutes from Lake Calhoun, Lake Harriet, Lake of The Isles, and the Downtown excitement of Minneapolis and St. Paul.

The main features of the project include a diverse-use Town Center, underground parking, and pedestrian-friendly design that incorporates Transit-Oriented Development (bus).

**3) Ode to Roses, Portland, Oregon**

Source: Portland's Green Building Resource, Commercial Buildings, Case Studies, [http://www.green-rated.org/cs\\_detail.asp?id=40&md=commercial](http://www.green-rated.org/cs_detail.asp?id=40&md=commercial), Accessed January 2005.



**Diverse-use building that creates a pedestrian-friendly environment; outdoor dining/restaurant on first floor and offices above; and a building program that resulted in a reduction of the number of parking spaces required and facilitated efficient use of land.**

This site formerly hosted Rose's famous 24-flavor ice cream shop. The City desired to discourage a fast food chain restaurant from taking over the site, and to renew a once vital component of the Beaumont Wilshire neighborhood's urban fabric.

A designer and neighborhood resident purchased this site, and designed and developed it into a diverse-use building with a restaurant and co-op office. This example of urban infill utilizes sustainable design and construction techniques. The Ode to Rose's project is an example that demonstrates that sustainable design and construction does not have to translate to higher costs and increased complexity. The project includes a 2-story (5,500 square feet) building, was completed in 2002 and has earned the LEED Silver ratings.

Key features of the project include maximizing street frontage that creates pedestrian-friendly boundaries between the street, sidewalk, building and parking areas. The north side of the building front a street and the parking was located on the east side of the building. By virtue of building program and alternative transportation-friendly

design, the number of required parking spaces was reduced. The building is programmed to be occupied in shifts as the 2nd floor office space closes just before the 1st floor restaurant opens for the evening. Some other sustainable design features include solar orientation based design, use of local materials for construction, waste recycling, and best practices for stormwater management, etc.

**4) Bethesda Row, Bethesda, Maryland**

Source: Beyond DC, <http://www.beyonddc.com/profiles/bethesda.html>, Accessed January 2005.



**Diverse-use urban infill development offering pedestrian-friendly environment; with outdoor café, bookstores, theaters, galleries, and offices**

This is a multi-phase diverse-use development in the heart of Bethesda's central business district that includes retail, offices and residential uses. This example of urban infill development that was built through a public/private partnership. With initial purchases in 1993, Bethesda Row encompasses seven contiguous blocks, is in the final phases of its master planned redevelopment, and future phases are in the planning stages.

Key features include 110,000 square feet of office space, 190,000 square feet of retail space, and

40,000 square feet of restaurants. The redevelopment effort is a combination of distinctive architecture, attractive streetscape, outdoor café-style restaurant seating, and a central fountain; Bethesda Row offers a pedestrian-friendly relaxed gathering space. This vibrant destination draws people day and night, weekends and weekdays, to the unique shops, restaurants, galleries and theater. Future phases of the project will include art movie theaters and possibly a residential component.

The project has helped to transform this formerly neglected part of Bethesda's downtown into an attractive and vital addition to the community. The project has been so successful that the developer is now employing similar concept in other projects elsewhere in the country.

**BUSINESS PARK CASE STUDIES**

**1) Radio Shack Master Planned Corporate Campus, Fort Worth, Texas**

Source: Architecture in Downtown Fort Worth, Radio Shack Riverfront Campus, <http://www.fortwortharchitecture.com/radioshack.htm>, Accessed May 2005.

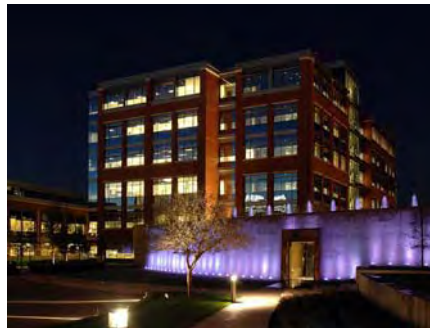
This site was primarily a riparian floodplain that had obsolete public housing on an upper terrace and an expansive 16-acre asphalt parking lot on a lower terrace near the Trinity River.

Radio Shack finished moving in March 2005 into their new 38-acre corporate campus on the site of the old Ripley Arnold Housing Project and old surface parking lot located at the junction of the West and Clear Forks of the Trinity River. The campus features three six-story buildings, a commons building, a flagship Radio Shack store and a multi-level parking garage to accommodate all employees and guests. The layout of the site plan offers the employees views of the river and has inviting public gardens and landscaping.

Unlike many other corporate campuses that are isolated from neighboring and public uses, the \$200 million Radio Shack riverfront campus was designed to be a public and inviting campus. Approximately 75 percent of the site is devoted to open space; the headquarters building surround a landscaped park in the campus core that includes pedestrian bridges,

walkways and a serpentine canal. The former 16-acre asphalt parking lot has been replaced with a meadow filled with native plants species providing new wildlife habitat.

Radio Shack has worked hard to earn Leadership in Energy and Environmental Design (LEED) ratings for its new headquarters. Radio Shack's new headquarters has made positive impacts on downtown Fort Worth. The project has encouraged other companies to move downtown and recently Pier 1 Imports constructed a new headquarters within the Trinity Uptown area, and Tarrant Community College will build a new urban campus in Trinity Uptown.



Radio Shack Corporate Campus with LEED ratings, water-efficient landscape of native and adapted plants, and pedestrian walkways that connect the campus core down to Trinity River

**2) Harley-Davidson Museum Information Center, Milwaukee, Wisconsin**

Source: Menomonee Valley Partners, Inc, Current Projects, <http://renewthevalley.org/projects/project.html?a=show&pid=41>, Accessed June 5th, 2005



Aerial View looking west for the proposed site at 6th and Canal Streets for the Harley-Davidson Museum

This site includes three parcels currently owned by the City of Milwaukee and the former Morton Salt parcel owned by Menomonee Valley Partners, Inc (MVP). In 2004 Harley-Davidson announced plans to build its museum complex at 6th and Canal Streets on the eastern tip of the Menomonee Valley. The Museum plan is a three-phase development with, Phase I at an estimated cost of \$60 million consisting of 110,000 square feet for the museum, café, retail, supporting offices and technical functions, banquet and restaurant facilities; Phase II will include space for Harley-Davidson corporate archives, a restoration shop and additional museum exhibits; Phase III plans include office space and other growth needs.

In 2004, The Milwaukee Common Council approved the sale of 20 acres at 6th and Canal Streets to Harley-Davidson. The Council approved property rezoning, site redevelopment guidelines and the creation of a Tax Incremental District. The City plans to move Traser Yards (a Department of Public Works facility) to the former Tower Automotive Plant by February 2006. The Harley facility is scheduled to open in 2008.

The Museum will connect the downtown entertainment district to Milwaukee's revitalized south side via the landmark 6th Street bridges. Harley-Davidson plans to incorporate the Menomonee Valley Sustainable Design Guidelines in their development. The Museum is expected to bring an estimated 350,000 annual visitors, \$78 million in total annual spending and more than \$12 million in annual state and local government revenue.

### 3) Eco-Industrial Park (EIP) Concept

Source: Center for Economic Conversion. 1997. Green Base Conversion Strategies: Technical Brief # 3.

An EIP is a community of manufacturing and service businesses seeking enhanced environmental and economic performance by collaboratively addressing environmental and resource management issues. By working together, the set of businesses seeks a collective benefit that is greater than the sum of the individual benefits each company would realize. An EIP may choose to establish any of the following:

- A single byproduct exchange pattern or network of exchanges;
- A recycling business cluster (e.g., resource recovery, recycling companies);
- A collection of environmental technology companies;
- A collection of companies making "green" products;
- An industrial park designed around a single environmental theme (e.g. a solar energy-driven park);
- A park with environmentally-friendly infrastructure or construction; and
- A mixed use development (i.e., industrial, commercial, and residential).

EIPs may provide benefits to the companies that participate, to the local community, to the region, and to the wider community. EIP members are the building blocks of the EIP's economic and environmental systems. Each EIP member exchanges inputs (labor, capital, and materials) with other EIP members, members of the community, and suppliers and customers from outside the community. The EIP management unit adds value to the production and

### EIP Case Study

#### Port of Cape Charles Sustainable Technologies Industrial Park, Northampton County, Virginia

Source: Center for Economic Conversion. 1997. Green Base Conversion Strategies: Technical Brief # 3. Cape Charles Sustainable Technology Park, <http://www.sustainablepark.com/index.html>, Accessed March 2005.



**Building One in Cape Charles Sustainable Technology Park has 9,600 square feet of manufacturing space. Building One is a 30,930 square foot industrial facility with advanced design features including photovoltaic panels to produce 50 kilowatts of solar power, indoor air quality monitoring, energy efficiency/high R value, skylights for natural daylighting, porous pavers to reduce stormwater runoff, and common areas for conferences and meetings.**

The Joint Industrial Development Authority of Northampton County, VA developed a 579-acre site, including a former town dump, into an eco-industrial park. The park's master plan includes recycled-water mains, by-product exchanges and redevelopment of brownfields.

The project did not start out to establish a national model, but the EIP concept was utilized as the best way to achieve the goals of revitalizing a depressed economy, preserving the natural environment, and promoting a high quality of life in Cape Charles. The park was selected as one of the four eco-industrial demonstration projects for the President's Council on Sustainable Development (PCSD, established by President Clinton in June 1993).

