

## Chapter 8: Land Use

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### 8.1 Introduction

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The land within the Village is used for housing, public facilities, places of worship, private institutional facilities, businesses, transportation, recreation, and special uses. Current land development issues facing the Village of Whitefish Bay include:

- Maintaining the character of single-family and multi-family housing in the Village.
- Encourage the appropriate mass and scale in the Village's retail district.
- Preserving public access to and views of Lake Michigan.
- Preserving and/or expanding Village and County parks.

### 8.2 Existing Conditions

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#### *History*

The following is a list of significant developments by type of use in the past 20 years:

- Residential – While there has been a high level of residential home renovation to existing single-family homes throughout the Village, along with some new single-family home construction that has either replaced older structures or filled the few remaining vacant properties, there have been no significant residential developments in the Village in the past 20 years. The Johnson Bank Building with its three stories of condominiums is considered the most significant residential development in the last 20 years.
- Commercial – The Johnson Bank Building was completed in 2006 including Johnson Bank on the first floor and three stories above that above condominiums (See Economic Development Element, 6.4). The Bayshore Mall in neighboring City of Glendale, reopened in 2006 as the Bayshore Town Center. This mixed-use development included numerous retail, service, entertainment, restaurants, and housing uses.
- Community Facilities – The Whitefish Bay Library was originally constructed in 1956, but underwent a redevelopment in 2002 to provide for additional collection space, community programs, and other amenities (See Utilities and Community Facilities Element, 4.1). Even though it is a private organization, the Jewish Community Center underwent a major redevelopment in 2007 to upgrade and expand its facilities (See Agricultural, Natural, and Cultural Resources, Section 5.4 and Section 8.4.2).

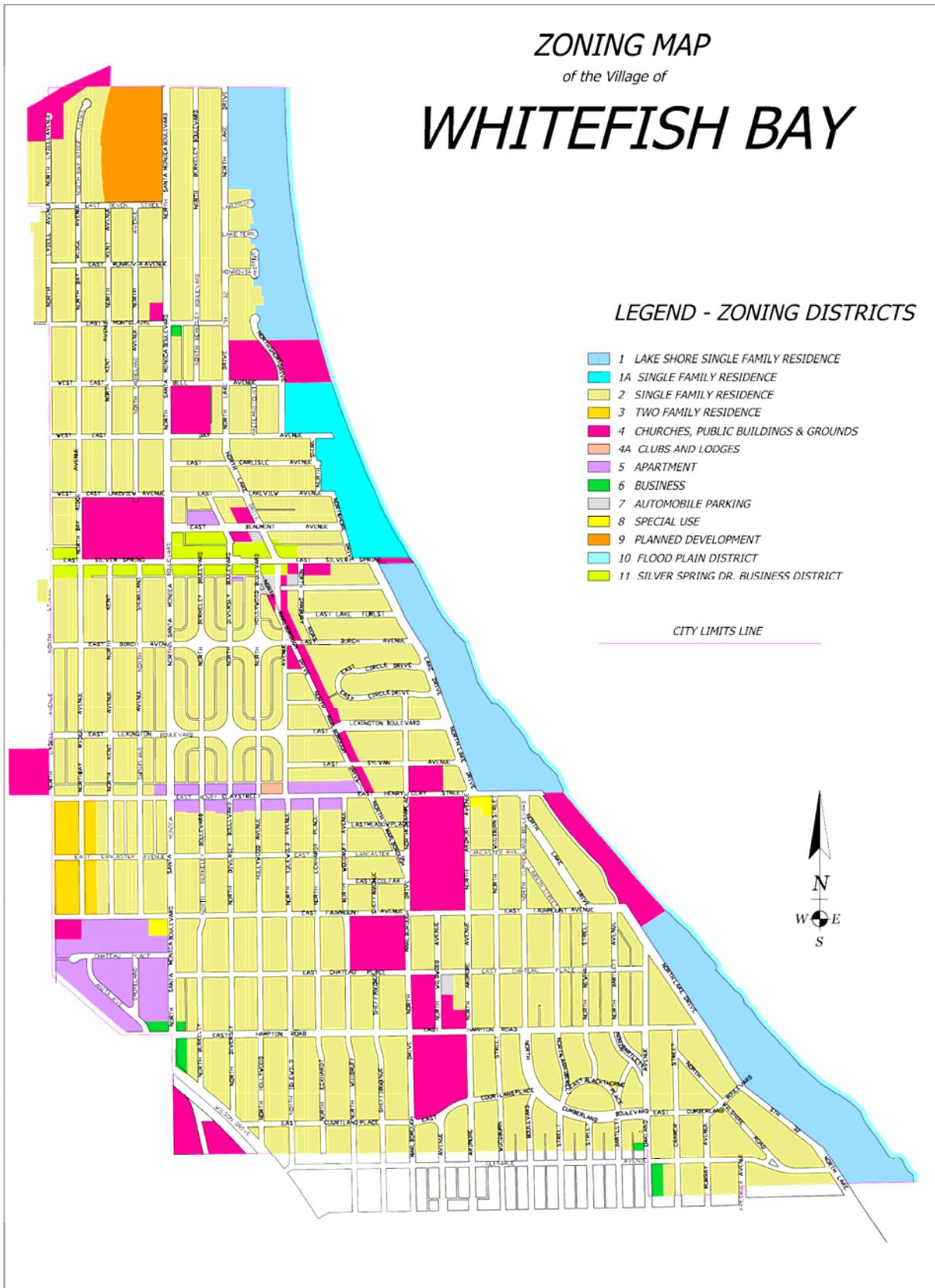
### **8.3 Land Use Approach**

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The current zoning of the Village (Figure 8.3.1) demonstrates the Village's heavy residential influence as well as other types of uses. The land use plan must respect time-tested principles while also addressing modern conditions of housing, transportation, and commerce. This plan views the Village of Whitefish Bay as a collection of areas with similar zoning and projected land use. The current level of zoning provides for adequate separation of specific uses as well as the mixing of other uses. The traditional downtown commercial district surrounded by various forms of residential with a mix of community and other institutional facilities.

In its Charter, the Congress for the New Urbanism has identified neighborhoods, districts, and corridors as the fundamental elements of urban areas. A neighborhood is a compact, walk-able area, which is made distinct by its unique mix of land uses. Districts are areas that are dominated by a single activity such as education, healthcare, or heavy industry. Corridors are areas, such as roadways or parks that connect or separate neighborhoods and districts. While the State of Wisconsin urges five-year segments for this land use proposal, the Village of Whitefish Bay sees no need for such segmentation, because the Village is fully developed and foresees no major changes to the current pattern of development.

Figure 8.3.1: Current Whitefish Bay Zoning



## **8.4 Residential Neighborhoods – Land Use Recommendations: Patterns, Activities and Uses**

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Residential Neighborhoods within the Village are areas of mixed use that include primarily residential housing, but also include commercial and institutional uses. Each neighborhood will be unique because of its type of housing and its combination of land uses. There are four neighborhood areas that have specific characteristics that are not seen elsewhere in the Village. Section 8.4.1 describes general recommendations for all Residential Neighborhoods, and Sections 8.4.2 describes recommendations for specific neighborhoods.

### **8.4.1 General Recommendations for all Residential Neighborhoods**

#### **Activities and Uses for all Residential Neighborhoods**

- a) Allow mixes of land use – The neighborhood should allow for those uses that complement residential life, such as schools, parks, or other similar uses, to be located within the neighborhood.
- b) Encourage reuse of existing buildings – Restoration, preservation, and adaptive reuse of existing structures, particularly any historic buildings, is preferable to new construction or tear downs in built-up areas.

#### **Redevelopment Process for all Residential Neighborhoods**

- a) Ensure maintenance of exteriors through programs of code enforcement of the property maintenance and building ordinances.
- b) Require maintenance of common areas – Any areas shared in the community should not be allowed to fall into disrepair, and should be maintained through property owner associations or through “Friends” groups made up of local residents.
- c) Encourage the renovation of existing residential structures through the use of architectural and design guidelines as identified by ordinance and the Architectural Review Commission.

#### **Physical Characteristics for all Residential Neighborhoods**

- a) Maintain a street edge – Bring consistency to the line of structures facing the street by establishing maximum setbacks, requiring that buildings next to each other have a difference in setbacks of no more than five feet, and requiring even spacing between buildings. This street edge can be reinforced with conscientious placement of streetlights and shade trees.

**Figure 8.4.1: Typical setback of homes within the Village (Lake Drive).**

- b) Character of the neighborhood – In an effort to maintain architectural harmony in the neighborhood; encourage alterations of existing buildings and new construction to be designed with sensitivity to the buildings on both sides and those across the street. These requirements should apply to the overall structure as well as materials, scale, etc.
- c) Garages – Garages should not dominate the front of houses. Newly constructed detached garages should not allow for any habitable space either adjacent or above the parking space for the vehicle.
- d) Preserve existing, historically significant structures – Encourage the preservation of historically significant structures are not destroyed by construction (See Agricultural, Natural, and Cultural Resources Element, 5.4).
- e) Integrate multifamily housing – Multi-family housing should be designed in a manner that fits harmoniously with surrounding single-family residences.
- f) Signage should be simple, clear, of modest size, and contiguous with the building it advertises.
- g) Preserve the existing natural features on all sites (e.g., ponds, creeks, significant trees) by incorporating them into the design.
- h) Establish boundaries for parking lots with vegetation.

### **Traffic and Circulation for all Residential Neighborhoods**

- a) Include sidewalks or create walking and hiking trails
- b) Neighborhood streets for local traffic – Encourage safer, local traffic on neighborhood streets by using traffic calming techniques such as narrowing streets, allowing street parking, and creating pedestrian bump-outs.
- c) Maintain street grid – preserve the existing street grid wherever possible. Where curvilinear streets are necessary, ensure that they intersect with each other in intuitive ways to allow for navigation through the neighborhood. Avoid cul de sacs.

#### **8.4.2 Neighborhood Recommendations**

While the Village does not have any defined neighborhoods, there are four areas that require further analysis due to the factors affecting them that are not as prevalent throughout the Village.

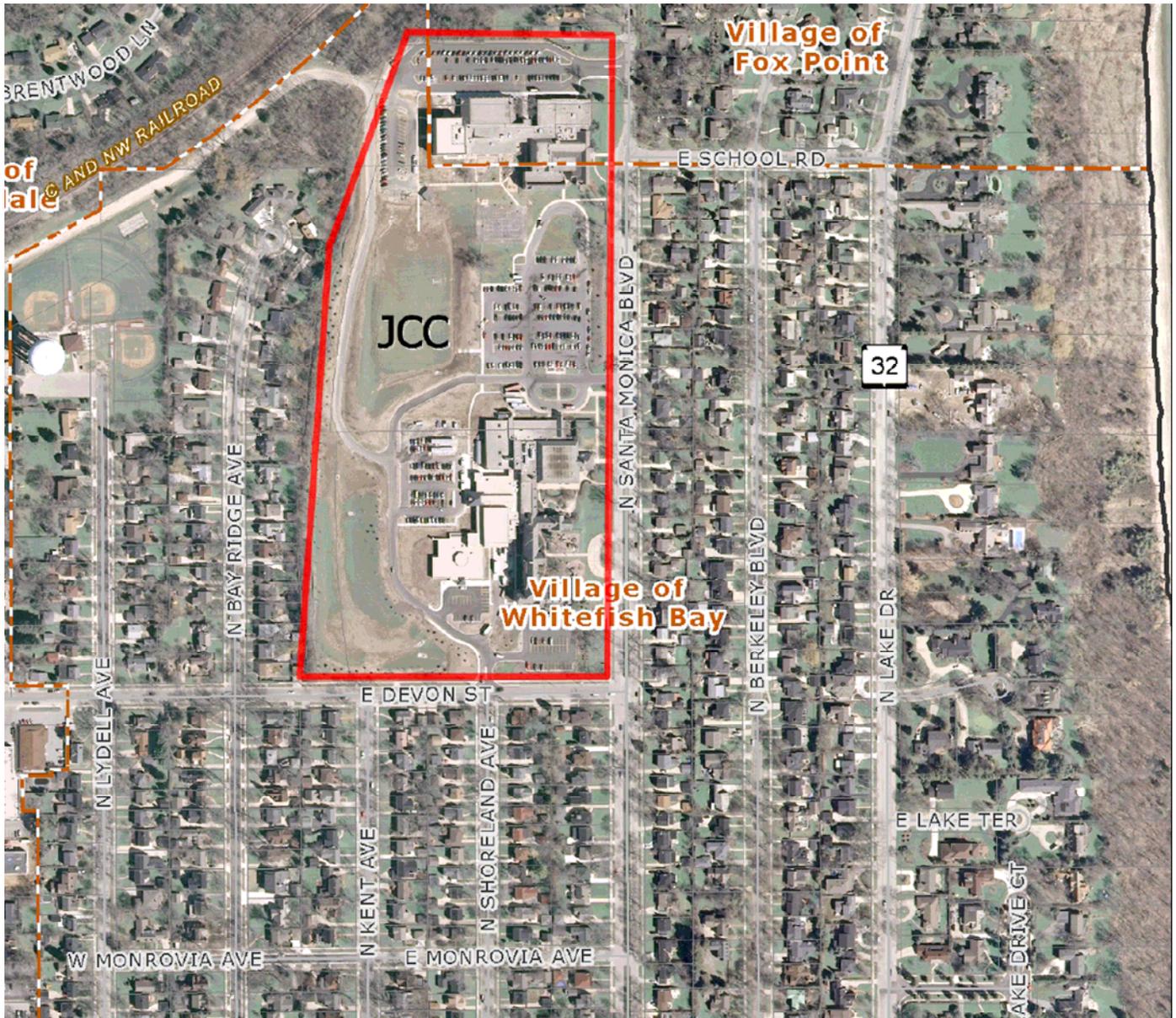
##### Jewish Community Center (JCC) Neighborhood (Figure 8.4.2)

The Jewish Community Center, continuing to follow the Jewish community's shift to the suburbs, moved to the 28 acre Karl Campus in Whitefish Bay in 1987. In 2007, the JCC reopened following a major renovation of the property that provided for new structures and services that were not previously offered on the campus. This project was made possible by a developer's agreement between the Milwaukee Jewish Federation, which operates the JCC, and the Village of Whitefish Bay. The developer's agreement provides specific limitations and requirements on the use of the property with respect to attendance, operating hours, vehicles, deliveries, new construction, and other requirements. This developer's agreement was an important document drafted to minimize any negative future impact the campus would have on the surrounding neighborhoods, while still providing its users and the community many desired amenities.

##### *JCC Neighborhood Recommendations*

- Continue to monitor and enforce, as necessary, the terms of the Development Agreement with the JCC.
- Work with the JCC on other initiatives that benefit the community.

**Figure 8.4.2 – Map of neighborhood surrounding the Jewish Community Center:** The redevelopment of the existing campus provided for the construction of a new road that would connect the JCC with Port Washington Road to allow for deliveries to be made through the Northwest corner of the campus rather than through the neighborhoods. This road was later named Helen Bader Drive (Milwaukee County Interactive Map Service).



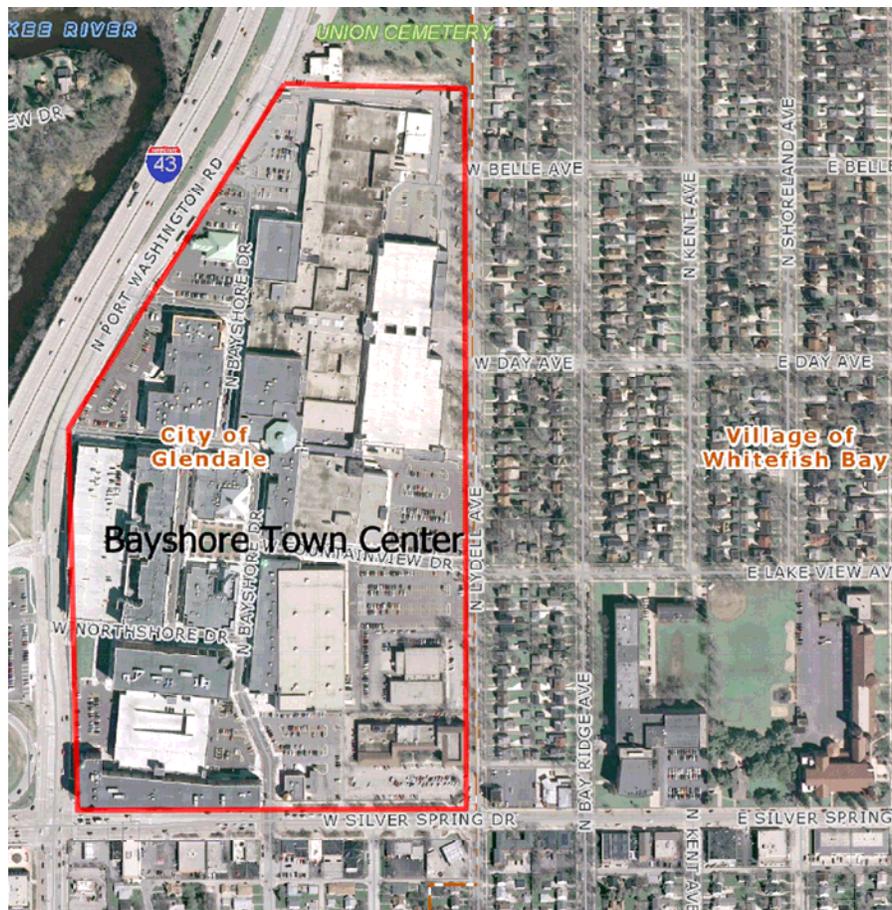
Bayshore Town Center Neighborhood (Figure 8.4.3)

The Bayshore Town Center located in the City of Glendale is considered a desired amenity; however, it also can be an imposing figure on the adjacent residential properties to the east located in the Village of Whitefish Bay. Those in the near proximity have walking access to all the retail shopping, entertainment, and restaurants that the mall has to offer. Alternatively, the facility also presents challenges to the neighborhood, such as traffic and parking during peak times.

*Bayshore Town Center Neighborhood Recommendations*

- Review and implement, as possible, traffic calming and pedestrian safety elements that were studied and recommended as part of the Bayshore redevelopment project.
- Continue to monitor and adjust parking regulations in the neighborhood to limit potential parking problems.
- Work with the Bayshore Town Center to deal with other activities potentially impacting the adjoining neighborhood.

**Figure 8.4.3 – Map of neighborhood adjacent to the Bayshore Town Center (Milwaukee County Interactive Map Service)**



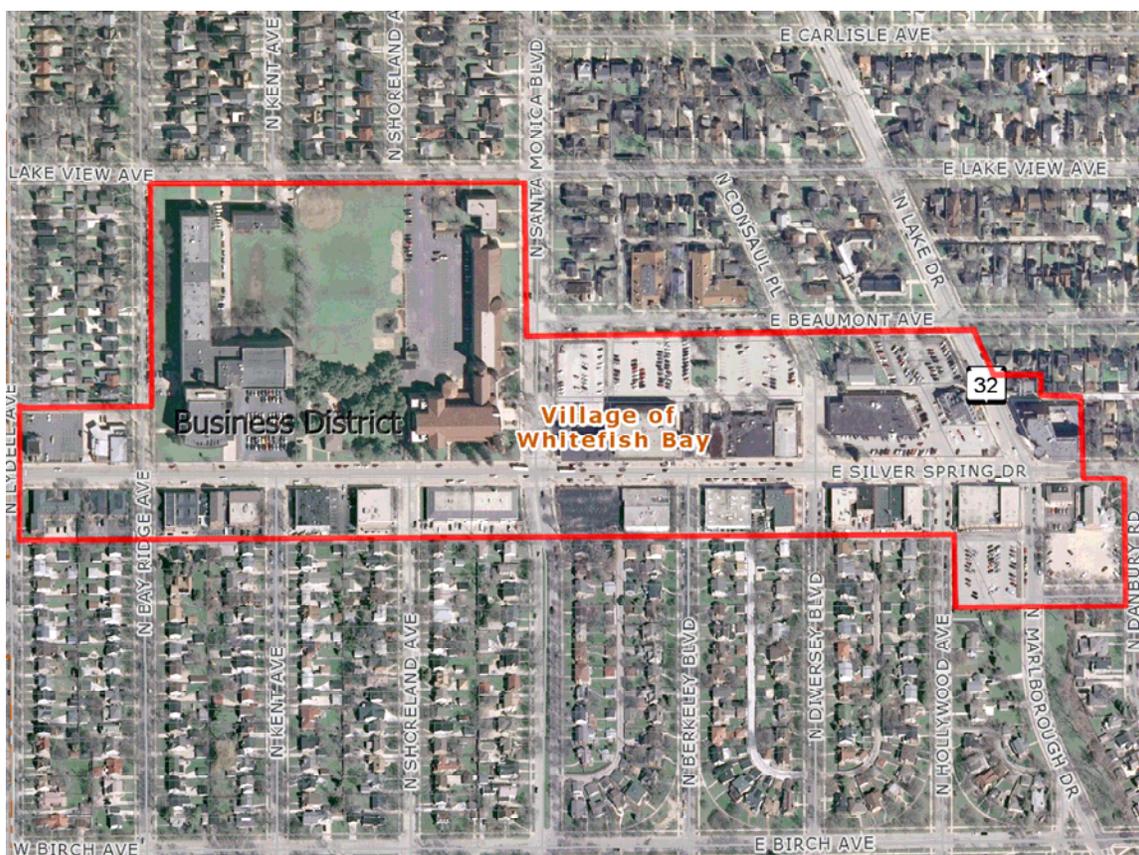
Silver Spring Drive Business District Neighborhood (Figure 8.4.4)

The health and vibrancy of the Silver Spring Drive Business District is a priority for many residents. The Village has to take careful steps to manage the close proximity of the commercial properties and mostly single-family homes that are only separated by an alley or parking lot.

*Silver Spring Drive Neighborhood Recommendations*

- Monitor the proposals for new development through the Community Development Authority.
- Monitor and review new business tenants with the conditional use permitting process through the Plan Commission reviewing the hours of operation, use of the property, employees, parking, and other factors when making its decision.
- Continue to monitor and enforce, as necessary, all applicable Village Codes including building code, zoning code, sign code, property maintenance, and other ordinances that may apply.
- Continue to monitor and maintain infrastructure throughout the district as needed.

**Figure 8.4.4 - Neighborhood surrounding the Silver Spring Drive Business District (Milwaukee County Interactive Map Service)**



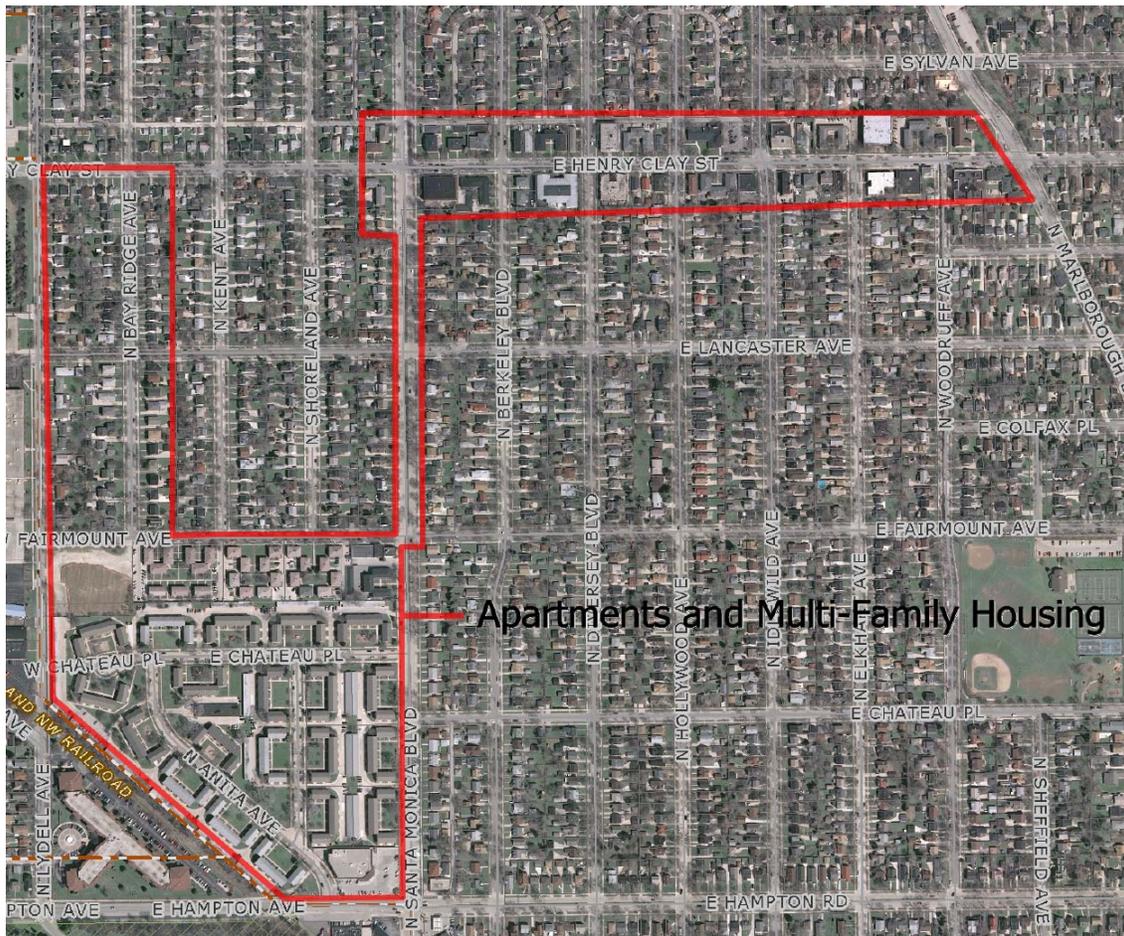
Apartments and Multi-Family Housing Neighborhoods (Figure 8.4.5)

Single-family housing is the most dominant form in the Village, but there are areas of apartments and other rental housing as well. Mainly 2-4 story apartment buildings are located along both sides of E. Henry Clay Street from Santa Monica Boulevard to Marlborough Drive. These structures are surrounded on both sides by single-family houses. The other section is primarily west of Santa Monica Boulevard and south of Fairmount Avenue, which consists of apartments, townhomes, and condominiums. There are also a number of duplex units along Bay Ridge Avenue.

*Apartments and Multi-Family Housing Neighborhood Recommendations*

- Monitor and enforce, as needed, building code, property maintenance, public nuisances, parking code, and all other applicable Village Ordinances within these areas.
- Work with landlords who may or may not live within the Village to maintain their properties.

**Figure 8.4.5 – Map of Apartments and Multi-Family Housing Neighborhoods (Milwaukee County Interactive Map Service)**



## **8.5 Districts – Land Use Recommendations: Patterns, Activities and Uses**

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Districts are dominated by one use, but supporting or compatible uses are also present. The Village of Whitefish Bay has two districts. Section 8.5.1 outlines the types of districts in the Village, and Sections 8.5.2 and 8.5.3 outline recommendations for each specific district.

### **8.5.1 Types of Districts**

- **Business District** – The Business District (Figure 8.4.4, above) is characterized by business uses on the ground floor, while office, retail, and some residential uses above them are permitted and encouraged. Whitefish Bay's Business District runs along Silver Spring Drive from Lake Drive in the east to the western border of the Village at Lydell Avenue (See Economic Development Element, 6.6).
- **Institutional District** – A significant Institutional District (Figure 8.5.1) exists within Whitefish Bay, between Courtland Place to the south and Sylvan Avenue to the north along Marlborough Drive and Kimbark Place. This district provides challenges to surrounding residences with the impact of the pedestrians, vehicular traffic, and parking created by these uses. This district consists of schools and churches, which are accessed primarily by vehicles or mass transit. Students and other users within the vicinity of these facilities will also frequently walk or use a bike for transportation. The high school is located in this district as the center for athletic and recreational events with a lighted track, football, and soccer field that presents many challenges and amenities to the surrounding neighborhood.

**Figure 8.5.1 – Whitefish Bay Institutional District (Milwaukee County Interactive Map System)**



## **8.5.2 Recommendations for the Silver Spring Drive Business District**

### **Activities and Uses for the Silver Spring Drive Business District**

- a) Encourage the development/redevelopment of small-business retail on the first floor.
- b) Encourage the development/redevelopment of office, service, and residential uses on the above floors.
- c) Use Consaul Commons as a central gathering/meeting place.

### **Redevelopment Process for the Silver Spring Drive Business District**

- a) Follow the Silver Spring Drive Business District Master Plan for development/redevelopment (See Economic Development Element, 6.5).
- b) Determine the appropriate businesses to attract to the Silver Spring Drive Business District through market research.
- c) Maintain and enhance elements of the newly constructed Streetscape Project as it develops over time (See Economic Development Element, 6.4)

### **Physical Characteristics the Silver Spring Drive Business District**

- a) Enhance the entrances to the Silver Spring Drive Business District with gateways.
- b) Apply the building code, zoning code, and master plan to ensure the quality of developments by establishing architectural and site design guidelines as reviewed jointly by the Architectural Review Commission and Community Development Authority.
- c) Review existing parking lots to determine whether improvements can be made to provide for a more inviting environment for pedestrians and vehicles.
- d) Create public areas using the spaces between and among different buildings.

### **Traffic and Circulation within the Silver Spring Drive Business District**

- a) Encourage the primary entrance to face the street. Additional entrances should be allowed in the rear or side to accommodate parking, but these entrances should be secondary to the street-facing entrance.
- b) Encourage pedestrian-friendly environment by requiring sidewalks throughout the Silver Spring Drive Business District.

- c) Make use of curbside parking wherever possible. Any additional parking should be behind, or to the side of, the building.
- d) Parking lots should have distinct visual cues to direct foot and vehicular traffic.

### **8.5.3 Recommendations for the Institutional District**

#### **Activities and Uses for the Institutional District**

- a) Allow uses that will provide necessary services for the Village.
- b) Monitor the level of activity of athletic events and other recreational uses as conducted at the High School and near by Cahill Park.
- c) Police Department will continue to monitor and enforce all parking and traffic laws as applicable within this district.

#### **Redevelopment Process for the Institutional District**

- a) Promote development or uses that will fill service gaps within the Village.
- b) Encourage uses that will contribute to the Village's tax base.

#### **Physical Characteristics of the Institutional District**

- a) Apply the building and zoning code to ensure the quality of developments by establishing architectural and site design guidelines as reviewed by the Architectural Review Commission.
- b) Edges of parking lots should be buffered with landscaping.
- c) Encourage Whitefish Bay School District to install buffers and screening from athletic events and other recreational uses to limit the impact on parking, lighting, noise, and other attractive nuisances.

## **8.6 Corridors – Land Use Recommendations: Patterns, Activities and Uses**

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### **8.6.1 Types of Corridors**

- Regional Corridors – Regional Corridors are areas, such as roadways or parks that connect or separate neighborhoods and districts. Lake Drive and Silver Spring Drive form the regional corridors in Whitefish Bay. The corridors impact the Village of Whitefish Bay in three main ways:
  - 1) Silver Spring Drive divides the north and south sides of the Village.
  - 2) Intersections along Silver Spring Drive and Lake Drive provide important sites for future development.
  - 3) Lake Drive and Silver Spring Drive contribute to increased traffic on local streets, and the Village has limited control over this fact.
- Neighborhood Corridors – Neighborhood Corridors are streets that link residential neighborhoods, and which feature inviting public spaces and multiple options for circulation. The neighborhood corridors in Whitefish Bay are Hampton Rd., Henry Clay St., Marlborough Dr., Oakland Ave., and Santa Monica Blvd.
- Environmental Corridors – Environmental Corridors are those areas of natural land that enhance the beauty of the Village. These lands should be protected against development so that they may be preserved for future generations. Environmental corridors within the Village include wetlands, woodlands, wildlife habitats and isolated natural resource areas (See Agricultural, Cultural and Natural Resources Element).

### **8.6.2 Recommendations for the Regional Corridor**

#### **Activities and Uses for the Regional Corridor**

- a) Uses along Silver Spring Drive should be consistent with the recommendations made in Section 6.5.2 for the Business District.
- b) Mixed uses should be encouraged, with retail on the ground floor and office, service, or residential use on the floors above. Since different businesses have different hours of operations, customer traffic would be staggered, thus enabling vibrant street life that does not conflict with the surrounding residential areas and other uses. Further encourage active street life with outdoor activities and events, such as sidewalk cafes, block parties, and use of parking lots for festivals.

**Figure 8.6.1: Sidewalk seating at Berkeley's Café on Silver Spring Drive**

- c) Maintain and enhance gateways at the intersection of Silver Spring Drive and Lake Drive, and at the intersection of Silver Spring Drive and Lydell. These gateways should be visually interesting, compatible with surrounding uses, and incorporated into existing structures wherever possible. The gateways should serve as indications to motorists and pedestrians that they have entered a distinct district.

#### **Redevelopment Process for the Regional Corridor**

- a) Continue to apply the master plan, consistent with the recommendations for the Business District in Section 6.5.2, to redevelop existing businesses along Silver Spring Drive.
- b) Public areas and features, such as plazas, landscaping, signage, must be maintained.

#### **Physical Characteristics for the Regional Corridor**

- a) Maintain the street edge by establishing maximum setbacks.

**Figure 8.6.2: Picture on Silver Spring Drive at Berkley Boulevard looking east at the 400, 500, and 600 Blocks**



- b) Maintain architectural guidelines that require buildings of appropriate size, bulk, and density, and the use of high-quality building materials.
- c) Parking lots should be pedestrian-friendly, and edges of parking lots should be buffered with landscaping.

**Traffic and Circulation for the Regional Corridor**

- a) Establish and preserve the balance among pedestrians, bicycles, and automobiles.

**Figure 8.6.3: Pedestrian crossing Silver Spring Drive at the Berkeley Boulevard Median as traffic yields**



- b) Maintain the pedestrian-friendliness of the corridor by requiring shared access to or use of parking and entrances.

### **8.6.3 Recommendations for Neighborhood Corridors**

#### **Activities and Uses for Neighborhood Corridors**

- a) Neighborhood corridors are the preferred place for multi-family housing. It should be executed in a manner that is compatible with surrounding development.
- b) Neighborhood corridors should connect those uses that complement residential life, such as schools, parks, and small businesses.

#### **Traffic and Circulation Neighborhood Corridors**

- a) Encourage safer, local traffic on neighborhood streets by using traffic calming techniques such as narrowing streets, allowing street parking, and creating pedestrian bump-outs.