

Earth Tech, Inc.

Kenosha-Racine-Milwaukee Alternatives Analysis

Environmental Impact Statement &
Project Development Phase

Transit-Oriented Development Portfolio Milwaukee, Wisconsin

in association with:

HNTB
CAMBRIDGE
SYSTEMATICS

and

American Design
Bay Ridge Consulting
Connectics Transportation Group
Great Lakes Archeological Research Center
Heritage Research
Martinsek & Associates
Valerie Kretchmer Associates

Prepared for:

Southeastern Wisconsin
Regional Planning Commission



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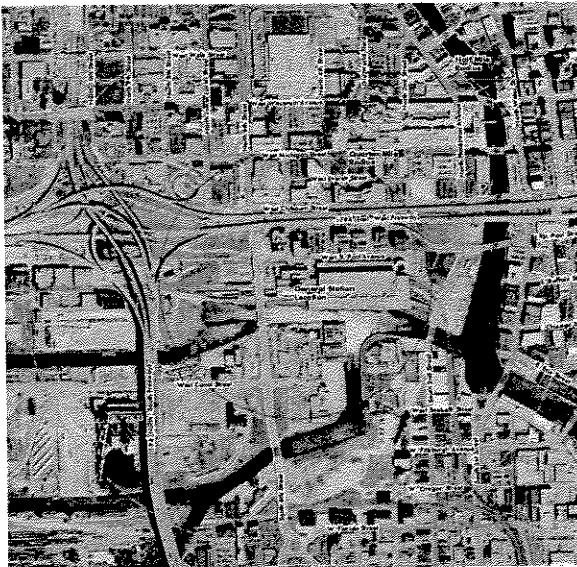
January 2007

Introduction

The City of Milwaukee's proposed KRM commuter rail station will be located on the site of the existing Amtrak station within a newly renovated and expanded facility in the South End District of downtown Milwaukee. The area is commonly known as the "Menomonee Valley." The existing station is located on West St. Paul Avenue, east of 6th Street. Refer to the *Appendix* for an illustration of station facilities including, the location of the station house, platforms, and commuter parking lot.

The station study area is considered to be a 1/4 mile radius around the proposed station due to the fact that transit-oriented development (TOD) is typically focused within a ten minute walk or 1/4 mile of a transit facility, with higher density uses concentrated within a five minute walk or 1/8 mile area. The 1/4 mile station

Milwaukee's 1/4 Mile Station Area



study area extends approximately from Florida Street on the south, Wells Street on the north, North Water Street on the east, and just west of Interstate 94 (North-South Freeway) on the east. Bisecting the project area in an east-west direction is Interstate 794, the location of the recently improved Marquette Interchange. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the Milwaukee Station area sustains an estimated 2005 population of 1,733 and contains 907 households. Employment (number of jobs) within 1/4 mile of the station is 33,128 and according to Demographics Now, expands to 167,388 within three miles of the station.

Community Issues and Opportunities

Key stakeholders within the community were interviewed to obtain opinions on "issues" and "opportunities" within the station study area. In addition, a community workshop was held on April 17, 2006 at the City of Milwaukee Zeidler Building. The primary issues and opportunities mentioned in both the workshops and interviews are summarized below. The complete summaries of the interviews and workshop are located in the *Appendix*.

Key Issues

- The Marquette Interchange is a major visual and physical barrier separating the southern part of the station area from Milwaukee's central business district to the north.
- There are large underutilized parcels in the station area.
- A pedestrian connection is necessary to address the grade difference between 6th Street, which is elevated, and the local streets in the study area.
- The U.S. Post Office is a massive, unattractive building that is not available for redevelopment in the near future.
- Providing a connection to the West Town neighborhood is difficult due to Interstate 94.
- Historically, there has not been much development activity in the Menomonee Valley area.
- Neighborhood retail is needed in the study area.
- Daily and monthly parking rates in the downtown are relatively inexpensive.

Key Opportunities

- Significant new developments are planned, under construction or recently completed in the station area include the Harley Davidson Museum, new residential condominium development, the Public Market, mixed-use buildings, and restaurants.
- The station area is located next to the revitalized Third Ward neighborhood and can take advantage of the potential synergism.
- The reconstruction of the Marquette interchange (Interstate 794) and reconfiguration of the ramps will free up significant land parcels for redevelopment once construction is completed in 2008.
- Infrastructure improvements, including the extension of Canal Street to the west, have increased access into the neighborhood.
- The Amtrak Station will be undergoing a significant renovation and expansion in the near future.
- New and existing entertainment venues outside the study area, including Potawatomi Casino, Summerfest grounds, the new Discovery World Museum, the proposed Lake Shore State Park, the Art Museum, Betty Brinn Children's Museum, and a variety of other sites attract a significant amount of visitors annually.
- Residential condominium conversions of former warehouse buildings as well as new development along the Milwaukee River will be a catalyst for related redevelopment activities in the station study area.
- The current zoning ordinance permits mixed-use buildings and "transit friendly" development.
- A Tax Increment Financing (TIF) district is in place that includes the Amtrak Station and parcels across from the Amtrak Station.

Existing Land Use

Existing Land Use is illustrated in *Figure 1.1* on page 13.

The study area consists of a mix of uses at various densities, but also significant vacant and underutilized parcels of land. The intensity and density of development varies on the north and south sides of the Marquette Interchange. The area north of the interchange is proximate to the core of Milwaukee's central business district and has a strong urban fabric. As the mixed-use core of the City, land uses are diverse and include major institutional uses such as the Midwest Air-



lines Convention Center, Milwaukee Public Library, and the museum complex. Other uses within the area include the Grand Avenue Mall, condominiums, office and other retail uses. Amongst the uses in the downtown area a number of surface parking lots.

The south side of the Marquette Interchange has historically contained heavy industrial uses. In recent years, the area is transitioning to a more diverse area that includes, public, residential, entertainment and retail uses. The area still contains vacant or underutilized land, surface parking lots, and vacant buildings. The historic Third Ward, located in the southeast part of the study area, continues to benefit from significant reuse and redevelopment. The Public Market, located in the Third Ward at St. Paul Avenue and South 2nd Street, is a new attraction in the station area. In addition to the Amtrak Station the U.S. Post Office terminal is also located along St. Paul Avenue. The Amtrak Station will be undergoing significant renovation and expansion in the near future.

Existing Access and Circulation Patterns

Existing Access and Circulation Patterns are illustrated in *Figure 1.11* on page 14.

The area is accessed by Interstate 94 and Interstate 794. Due to significant reconstruction of the Marquette Interchange, all of the ramps within the station area will experience temporary closings until construction is completed in 2008. The westbound ramp leading from Interstate 794 to North Plankinton Avenue will not re-open after construction is completed.

A major access corridor in the study area is 6th Street which was recently reconstructed as an elevated roadway to provide a new crossing over the Milwaukee River. 6th Street provides at-grade access at Canal Street before it becomes elevated between West St. Paul Avenue and Michigan Street. East-west access is provided north of Interstate 794 by Clybourn Street, Michigan Street, Wisconsin Avenue and Wells Street. North-south access is provided by several local streets. The presence of the Milwaukee River in the southern portion of the station area creates a somewhat fractured street and access pattern. West St. Paul Avenue provides an east-west connection through the station area, and South 1st and 2nd Streets provide the only at-grade north-south access through the station area.

North of Interstate 794, the downtown area is pedestrian-friendly given the traditional grid layout and a well-developed sidewalk system. However, in the southern part of the station area, pedestrian access is limited with long blocks and a lack of local roads. Although streets and sidewalks connect the northern and southern portions of the station area, the lack of street level development and pedestrian amenities renders the north-south streets that traverse under the Marquette Interchange uninviting to pedestrians. On-street bike routes are provided along sections of North Water Street, 2nd Street, 5th Street and West St. Paul Avenue.

Bus service in the area is provided by the Milwaukee County Transit System with several connections at the Amtrak station. Various routes provide service along sections of West St. Paul Street, North Water Street, 2nd Street, Wisconsin Avenue, Michigan Street, Wells Street, 4th Street and 6th Street. These routes provide connections between the station area and other parts of the downtown. Free trolley service is provided among various points of attractions during the summer months. This service is sponsored by the downtown business community.

Existing Urban Design Conditions

Existing Urban Design Conditions are illustrated in *Figure 1.111* on page 15.

It includes several design features which frame conditions within the downtown. The Milwaukee River provides a unique waterfront environment for the station area. Pedestrian riverwalk access is provided, for the portion of the river that runs north and south. Providing expanded pedestrian access to the waterfront in the future could be a strong element in enhancing the overall pedestrian character of the station area, promoting walkability and supporting transit-oriented land uses.

One of the more significant gateway features is the new 6th Street bridge. It serves as a prominent landmark and visual cue for the station area. Further, two architecturally enhanced bridges serving as gateways into the Third Ward are located over the Milwaukee River at West St. Paul Avenue and at South 1st Street.

Varying degrees of streetscape treatment can be found along local streets in the station area. Those streets the most significant streetscape features are located

north of the Marquette Interchange and east of the Milwaukee River in the Third Ward neighborhood. There is little streetscape continuity in the area south of the Marquette Interchange. Again, the relatively uncomfortable environment crossing under the Marquette Interchange on north-south streets is an issue. In addition, there is currently limited pedestrian access across the Milwaukee River, and from the 6th Street bridge to the station area.

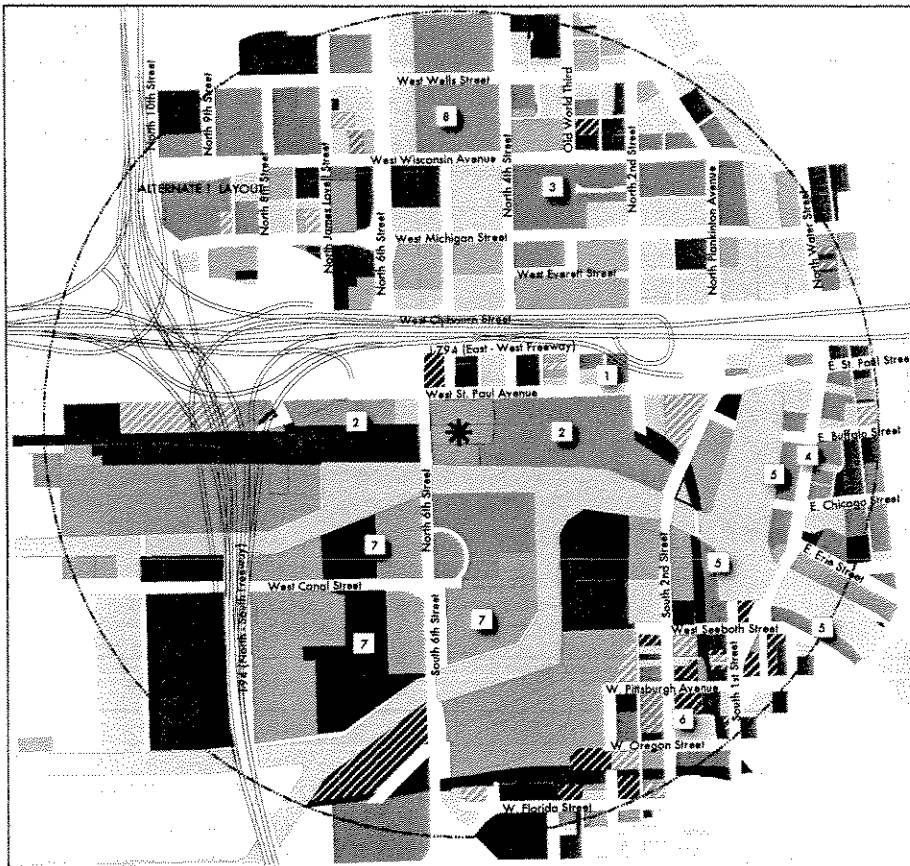


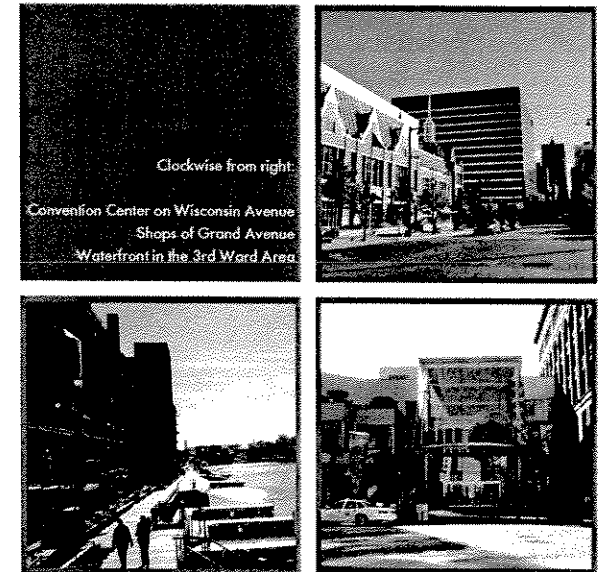
Figure 1.1

Existing Land Use
Downtown Milwaukee
Station Area

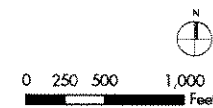
- * General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments

| Existing Land Use | Acres |
|----------------------------------|-----------|
| Open Space | 2 acres |
| Residential | |
| Single Family | 0.1 acres |
| Multi-Family (4 or more stories) | 6 acres |
| Commercial | 21 acres |
| Office | 21 acres |
| Mixed Use | 24 acres |
| Industrial | 25 acres |
| Wholesaling & Storage | 61 acres |
| Institutional | 36 acres |
| Bus and Rail Depots | 5 acres |
| Utilities & Communications | 20 acres |
| Railroad Right of Way | 16 acres |
| Parking | 40 acres |
| Vacant | 12 acres |
| Vacant Buildings | |

1. Converted warehouse condominiums near freeway indicate demand for residential uses in the immediate station area.
2. Lands adjacent to the Amtrak Station offer opportunities to future development.
3. "The Shops of Grand Avenue" is a mixed-use destination and a focal point for the West Town District.
4. The revitalizing 3rd Ward District provides diverse shopping, working, and living environment near the station.
5. New warehouse conversions and condominiums focus on the Milwaukee River as a key amenity.
6. This former warehouse district is transitioning due to its unique urban environment and proximity to the 3rd Ward.
7. This area will become a travel destination with the completion of the new Harley-Davidson Museum.
8. Convention Center is a major trip generator three blocks north of the station.



KRM: A PLAN FOR
THE KENOSHA - RACINE - MILWAUKEE
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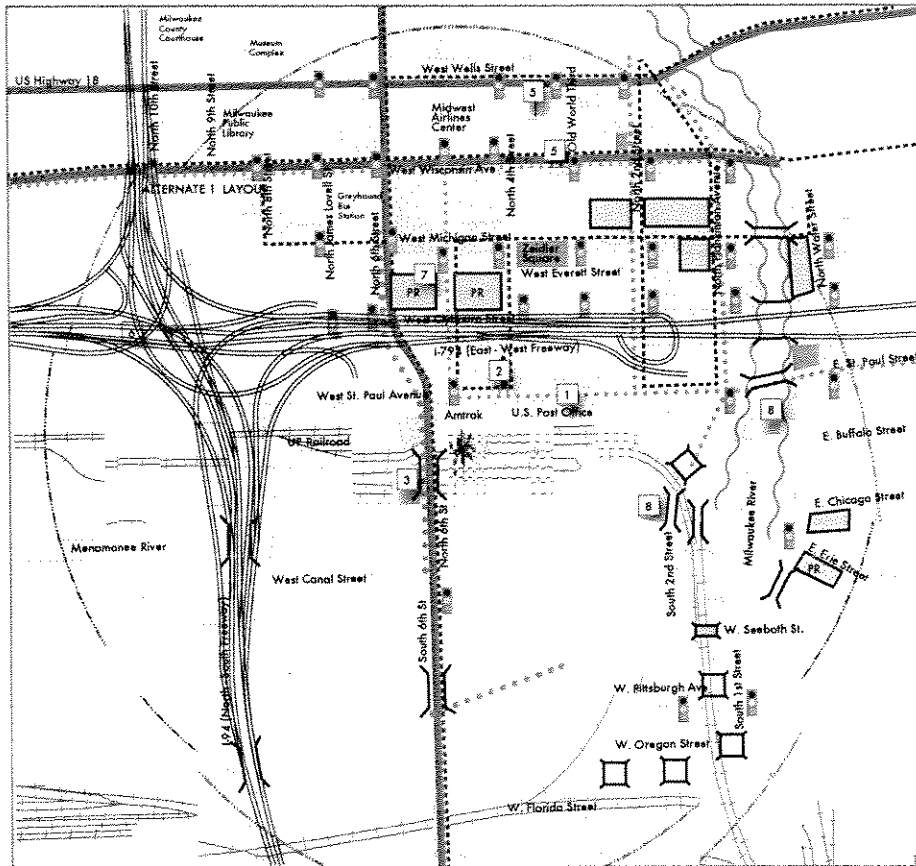
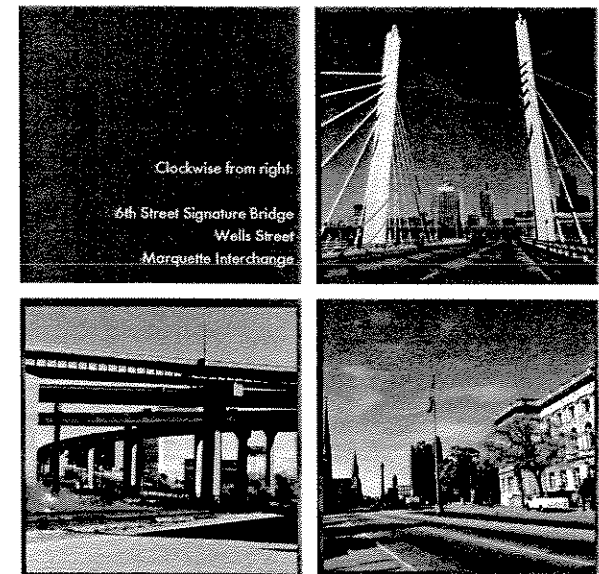
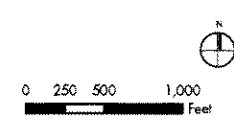


Figure No. 1.11
Existing Access & Circulation Patterns
Downtown Milwaukee Station Area



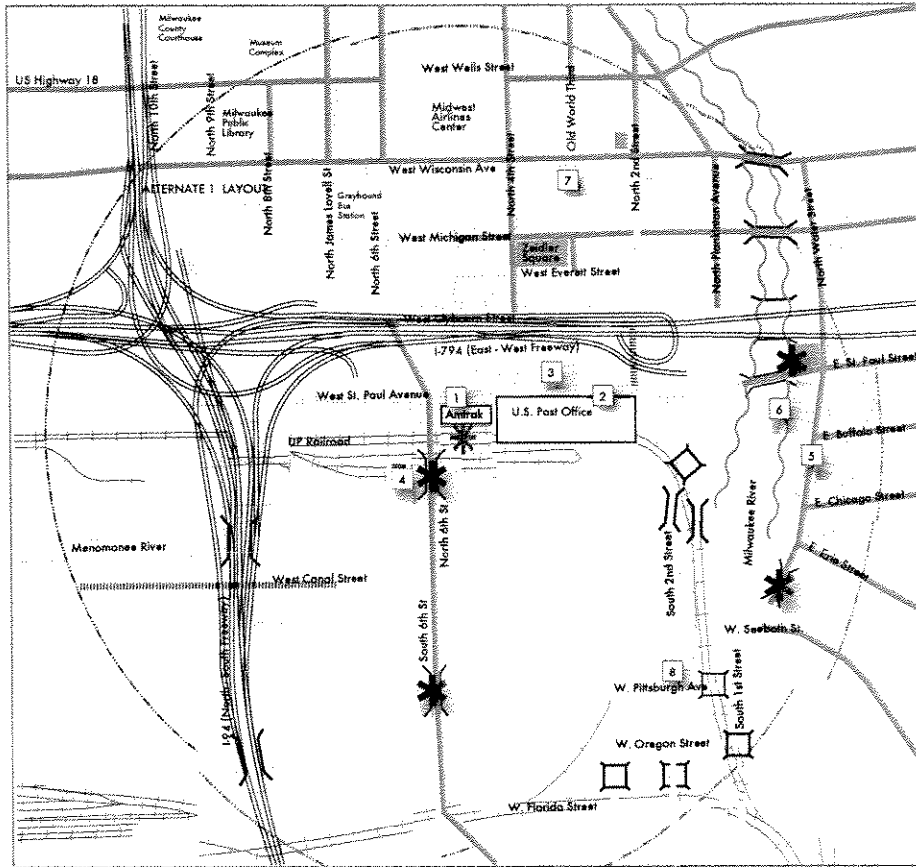
1. St. Paul Avenue was recently made a two-way street through most its length, and now provides east-west access to the Amtrak station.
2. Parking lots and vacant streets along St. Paul Avenue provide extraordinary opportunities for transit supportive land use and development.
3. The 6th Avenue bridge, a signature structure, provides multi-modal access for vehicles, bicycles and pedestrians. However, there is no pedestrian access to the bridge from the Amtrak station.
4. I-794 access ramps allow direct access from the interstate system to the station area.
5. Wells Street is a major east-west arterial through the station area connecting Marquette University, convention center and Shops of Grand Avenue.
6. Marquette interchange ramps limit local street access west of the train station. State owned parcels in the area will be turned over to the City for development once the improvement program is complete in 2008.
7. Public and private structured parking garages are within walking distance to the Amtrak station.
8. 2nd Street and St. Paul Street bridges provide access to revitalizing neighborhoods adjacent to the station.

- * General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- ▭ Parking Structure
- ▭ PR Parking Structure, Private
- ▭ Parking
- ▭ Open Space
- ▭ Street, Collector
- ▭ Street, Arterial
- ▭ Highway
- ▭ Bus Route
- ▭ Bike Route
- ▭ Riverwalk
- ▭ Existing Grade-Separated Crossing
- ▭ Bridge
- ▭ Pedestrian Underpass
- ▭ Railroad
- ▭ Existing Stop Lights



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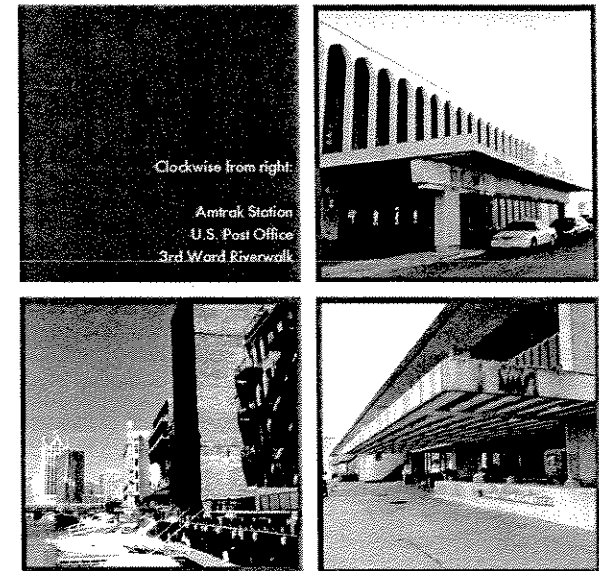




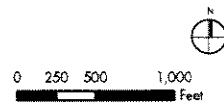
- * General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- ▨ Parking
- Open Space
- * Gateway Feature
- Bridge
- Streetscape*
- Sidewalks and Curb Ramps
- No Sidewalks
- Riverwalk
- Railroad
- Existing Grade-Separated Crossing

*In addition to sidewalks and curb ramps, streetscape areas have created special pedestrian oriented environments including such amenities as lighting, landscaping, street furniture, signage and public art.

Figure No. 1.III
Existing Urban Design Conditions
Downtown Milwaukee Station Area



1. The Amtrak station is planned for major facility and infrastructure improvements
2. The U.S. Post Office spans two city blocks in length and creates a harsh institutional streetscape environment.
3. Pedestrian amenities under the I-794 Interstate are needed to properly connect West Town and the station.
4. The 6th Avenue bridge is a prominent landmark and visual cue to locate the Amtrak station.
5. A revitalized mixed-use district create a distinctive urban place in the the 3rd District.
6. The Milwaukee Riverwalk provides a unique pedestrian environment between the 3rd Ward and West Town Districts.
7. Numerous public facilities, the convention center and Shops of Grand Avenue create a vibrant mixed-use streetscape in West Town.
8. Converted industrial space and riverfront proximity offers potential for another vibrant district within the station area.



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Introduction

Transit-supportive development opportunities are strong in downtown Milwaukee. The City of Milwaukee's *Downtown Plan* (1999) states that the enhancement of the downtown is dependent upon "safeguarding the character of the public realm, the building edges, sidewalks, plazas, and parks." The Plan calls for all development to contribute incrementally to the creation of a "complete" downtown, with buildings that are pedestrian-oriented and contribute to a positive urban environment. The objectives of the Downtown Plan are reflected in the future land use concept developed for the station area. The future land use plan builds upon the pattern and scale of existing land uses in the neighborhood, while planning for future land uses that are transit-oriented in nature and support the Menomonee Valley redevelopment efforts.

Market Potential

As part of the station area planning process, a detailed real estate market assessment was conducted to estimate the City of Milwaukee's future market demand. Exploring private sector interest in investment within the station area provides an understanding of the level of near term transit-oriented development potential to be expected in the station area as well as the possible mix of future land uses. Development potentials have been examined over a 15-year period, between 2005 and 2020 for the ½ mile station area. Based on current development trends, and available population and employment projections, Milwaukee's station area market demand has been determined for residential, retail, and office uses (see *Table 1*).

Table 1: Milwaukee Station Area Market Demand, 2005-2020

| | 2005-2010 | 2010-2015 | 2015-2020 | Total |
|----------------------|-----------------|-----------------|-----------------|-------------------|
| Residential | 1,202 | 1,531 | 1,788 | 4,520 |
| Retail (square feet) | 75,000-100,000 | 100,000-150,000 | 150,000-200,000 | 325,000-450,000 |
| Office (square feet) | 250,000-300,000 | 300,000-350,000 | 350,000-400,000 | 900,000-1,050,000 |

Source: Milwaukee Market Assessment (June 2006) Valerie S. Kretschmer Associates, Inc.

The market assessment projections for growth suggest that the ½ mile study area will attract a greater share of the downtown's overall development than it has in the past. It is expected that as the Third Ward becomes built-out, new development will occur on the periphery, within the station area. Residential

land uses are expected to increase as warehouse spaces are converted into condominiums and apartment loft spaces. Additional retail space will serve the increased residential population. Entertainment uses will serve residents, as well as attract visitors from outside the station area. New office space is projected to locate in converted loft buildings, as well as in freestanding office buildings closer to the downtown.

It is important to point out that the market assessment is but one element to be considered in developing preliminary land use concepts for the station area. Community policies and preferences for future development, and the long-term nature of the transit-supportive land use programs are among other factors to be considered. While the market assessment looked 15 years into the future, regional planning projections for the station area consider a 30 year planning horizon. Therefore, these market demand numbers are used as a basis for the buildout 2035 scenario presented in *Table 3*, in "Economic Effects." A complete report on the methodology and assumptions used in deriving the market potentials for the Milwaukee Station area is available in the *Appendix*.

Future Land Use

Preliminary Future Land Use is illustrated in *Figure 1.IV* on page 18.

The Milwaukee *Downtown Plan* emphasizes the goal of a "unified design for a prosperous and beautiful downtown that will be best equipped to fulfill its role as the regional center." The preliminary land use plan for the station area supports this vision by offering a range of commercial, office, mixed-use, entertainment, residential, and institutional uses. Mixed-use development is represented throughout most parts of the station area. A major emphasis of new mixed-use development is recommended south of the Marquette Interchange along West St. Paul Avenue. Mixed-use development is proposed to encourage transit-supportive land use, such as ground-floor commercial with residential uses above. The use mix also includes an emerging entertainment area through the development of the new Harley-Davidson Museum to be located on both sides of Canal Street, just east of the 6th Street bridge. With proper access improvements, this use could be a major pedestrian destination from the future shared transit facility. Office uses are suggested along Interstate 94 leading into the downtown as well as continuing to be located on the north side of the Marquette Interchange. Multi-family residential and mixed uses are recommended along the Milwaukee River

on the eastern edge of the station area near the Third Ward district. As the study area develops in intensity, it is expected that surface parking will be redeveloped and parking accommodated on-site in structured facilities.

A comparison of existing and future land uses within the ½ mile station area is presented in *Table 2*.

**Table 2
Comparison of Existing and Future Land Uses, 2005-2035**

| | Existing Land Use (Acres) | Future Land Use (Acres) | Net Change |
|--|---------------------------|-------------------------|------------|
| Single Family/ Low Density Residential | 0.1 | 0 | (100%) |
| Multi-Family Residential | 6 | 28 | 337% |
| Commercial | 21 | 12 | (53%) |
| Mixed Use | 24 | 117 | 345% |
| Office | 21 | 37 | 52% |
| Entertainment | 0 | 23 | N/A |
| Institutional | 36 | 21 | (42%) |
| Industrial/ Warehousing and Storage | 87 | 11 | (88%) |
| Open Space | 2 | 4 | 67% |
| Vacant | 12 | 0 | (100%) |

Source: HNTB Corporation (June 2006)

Future Access and Circulation Patterns

Preliminary Future Access and Circulation Patterns are illustrated in *Figure 1.V* on page 19.

Proposed vehicle and pedestrian improvements are recommended for locations where new development is likely to occur in the future. Street extensions are proposed for West Canal Street to connect over the South Menomonee River Canal to South 2nd Street. This corridor will provide access to the new Harley-Davidson Museum from the east. Access improvements are recommended in the Reed Street Yards to create a connection between Pittsburg Avenue and Oregon Street. Pedestrian connections between the 6th Street bridge and new developments to the east are recommended either via stairways leading to lower level streets, or via upper stories of new buildings providing vertical access to both 6th Street and lower level uses.

Further, pedestrian crosswalk improvements are needed to better define pedes-



trian linkages through the Marquette Interchange corridor. A new bicycle path could provide access to neighborhoods from North Water Street.

The City's *Downtown Plan* includes a parking plan element which recommends new parking structures on both the east and west sides of the 6th Street bridge. The recommendation for a proposed parking structure under the Marquette Interchange is generally consistent with the City's Plan. The preliminary station area layout is located in the *Appendix*.

Future Urban Design Framework

The *Preliminary Future Urban Design Framework* is illustrated in Figure I.VI on page I10.

The urban design framework recommends the continued maintenance of an urban "street wall" throughout the station area which requires building facades to be placed at the public sidewalk. Consistent with the City's efforts in the downtown overall, enhanced streetscape treatments, including lighting, street trees, banners, public art, and distinctive paving materials would improve several streets, including Michigan Street, Plankinton Avenue, 2nd Street, Seeboth Street, Pittsburgh Avenue, and South 1st Street.

Further, in order to encourage pedestrian and design continuity between the north and south sides of the Marquette Interchange, "context sensitive" improvements are recommended. These improvements could include decorative treatments to the bridge structure, landscaping treatments, and decorative pavement on sidewalks and streets which traverse under the structure. Other improvement could include public art, signage, public sculpture and open spaces. These improvements should integrate and be consistent with the other design improvements recommended for other areas of the downtown.

A riverwalk is proposed along both the north and south edges of the Menomonee River, as it continues in an east-west direction through the study area, to connect with the existing riverwalk in the Third Ward and the central business district. Gateway features, including decorative wayfinding and architectural elements are recommended for key entryway points along Canal Street, Michigan Street and St. Paul Avenue. These gateways would build upon the strong architectural elements that already exist in the area, including the 6th Street bridge and the

entry bridges into the Third Ward. *Figure I.VII, illustrative Perspectives*, depicts potential urban design improvements in the station area.

Economic Effects

The future economic effects are based on the key areas "subject to change". A map inset in Figure I.IV identifies key areas "subject to change" within the Milwaukee station area. Areas subject to change include key vacant sites and underutilized properties, and buildings which are becoming obsolete, and thus have a high potential for reuse and redevelopment in the future. When preliminary land use recommendations for the station area are applied to these locations, a general "order of magnitude" of station area development potential can be identified. Using this methodology, and assuming that most new development would consist of eight - ten story buildings, the Milwaukee station area could accommodate an additional 7,900 residential units, 2.39 million square feet of commercial space, 220,000 square feet of industrial space, and 3.09 million square feet of office by the year 2035 (see *Table 3*). This results in a total projected 2035 population in the half mile area of 12,733, a significant increase from the 2005 population estimate of 1,733. Employment (number of jobs) is expected to increase also, from 33,128 jobs in 2005 to 43,478 jobs in 2035, a 31% increase.

This future development would reflect an increase in assessed value (in 2006 dollars) amounting to \$2.93 billion.

Table 3: Year 2035 Development Potential

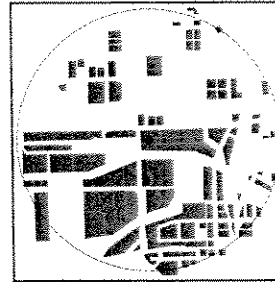
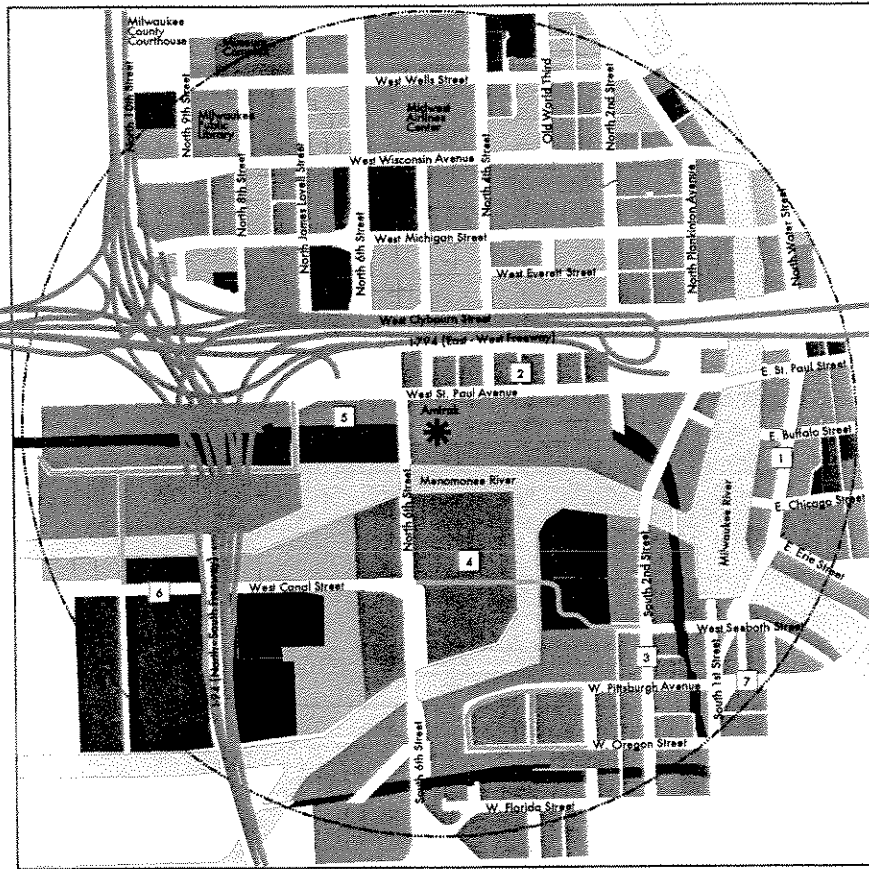
| | 2020* | 2035 |
|--------------------------------|-------------------|-----------|
| Total Residential (units) | 4,520 | 7,900 |
| Total Retail (square feet) | 325,000-450,000 | 2,390,000 |
| Total Office (square feet) | 900,000-1,050,000 | 3,090,000 |
| Total Industrial (square feet) | - | 220,000 |

*Source: Milwaukee Market Assessment (June 2006), Valerie S. Kretschmer Associates, Inc.

Further based on future retail development, retail sales in the study area could increase \$218.75 million per year. Retail sales tax revenues could reach \$12.25 million based on current retail sales tax rates; state rate is 5%, county rate is 0.5%, and 0.1% stadium rate in Milwaukee County. The sales tax revenues could be higher because of the additional taxes applicable on certain goods and

services for communities within the Wisconsin Center District, contiguous with Milwaukee County.





Key Areas Subject to Change

- * General Station Location
- Study Area Boundary (1/2 mile radius)
- ▨ Proposed Roadway
- # Comments

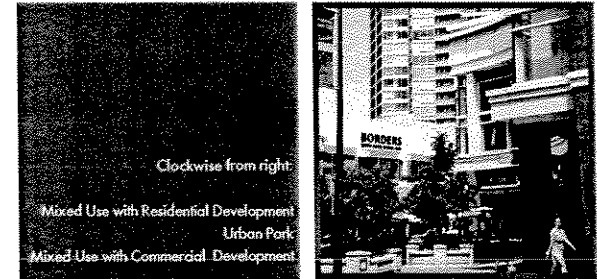
| Future Land Use | Proposed Densities |
|--|---|
| <ul style="list-style-type: none"> □ Park/Open Space ■ Residential <ul style="list-style-type: none"> ■ Multi-Family ■ Commercial ■ Office ■ Mixed Use ■ Entertainment ■ Industrial ■ Institutional ■ Utilities & Communications ■ Railroad Right of Way | <p>60 - 80 dus/acre*</p> <p>FAR: 3.5 min.**</p> <p>FAR: 3.5 min.**</p> <p>FAR: 3.5 min.**</p> |

1. Third Ward redevelopment, including opening of the new Public Market, encourages revitalization of adjacent neighborhoods.
2. Key parcels adjacent to the Marquette Interchange are expected to be developed once construction of the Interchange is complete.
3. 2nd Street is proposed for new entertainment and retail uses including bars and restaurants.
4. The Harley-Davidson Museum will generate new tourism for the station area.
5. High density mixed uses are proposed to encourage more transit-supportive land uses, such as ground-floor commercial with residential above.
6. Canal Street is an important re-development corridor with key tourist attractions, including the Harley Davidson Museum on the east and the Potawatomi Casino and Miller Park on the west.
7. High density multi-family residential is proposed to increase housing options, potential ridership, and downtown customers.

*dus/acre = dwelling units per acre
 **FAR = Floor Area Ratio

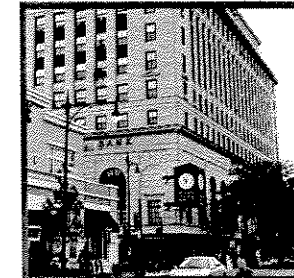


Figure No. I.IV
 Preliminary Future Land Use
 Downtown Milwaukee Station Area



Clockwise from right:

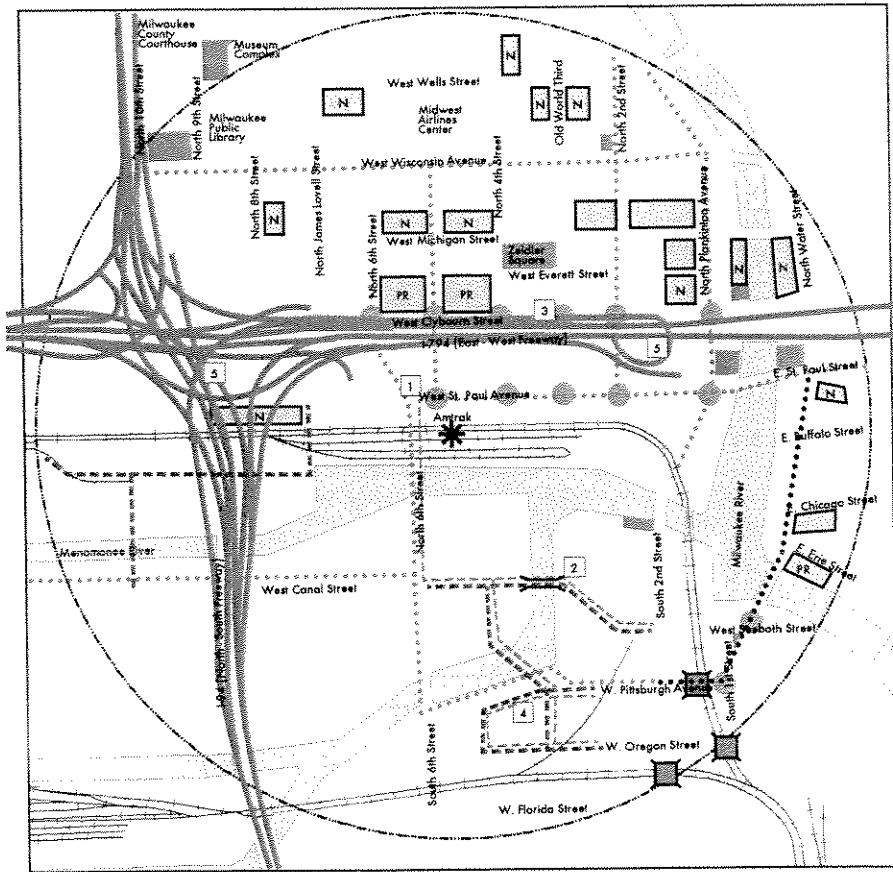
Mixed Use with Residential Development
 Urban Park
 Mixed Use with Commercial Development



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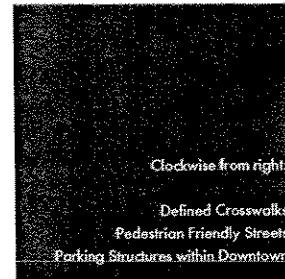


Figure No. 1.V
 Preliminary Future
 Access and Circulation
 Patterns
 Downtown Milwaukee
 Station Area

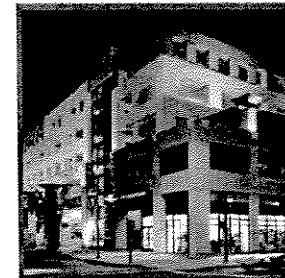


1. Provide access between elevated 6th Street, West Clybourn Street and West St. Paul Avenue.
2. The addition of roadways to provide additional connections to adjacent neighborhoods is encouraged.
3. Crosswalk improvements, such as bump-outs and decorative paving could be used to clearly define pedestrian access along key access routes.
4. New roadways in areas currently undeveloped will break up large superblocks and allow for increased circulation.
5. The new Marquette Interchange configuration revises the traffic pattern in the station area to a limited degree.

- * General Station Location
- ▭ Study Area Boundary
- # Comments
- N Parking Structure
- ▭ Existing Parking Structure
- PR Existing Parking Structure, Private
- ▭ Park/Open Space
- Railroad
- Existing Bike Path
- Proposed Bike Path
- Proposed Roadway
- Proposed Street Crosswalk Improvements
- ▭ Proposed At-Grade Rail Crossing Improvements
- Proposed Pedestrian Bridge
- Proposed Sidewalk/Pedestrian Access



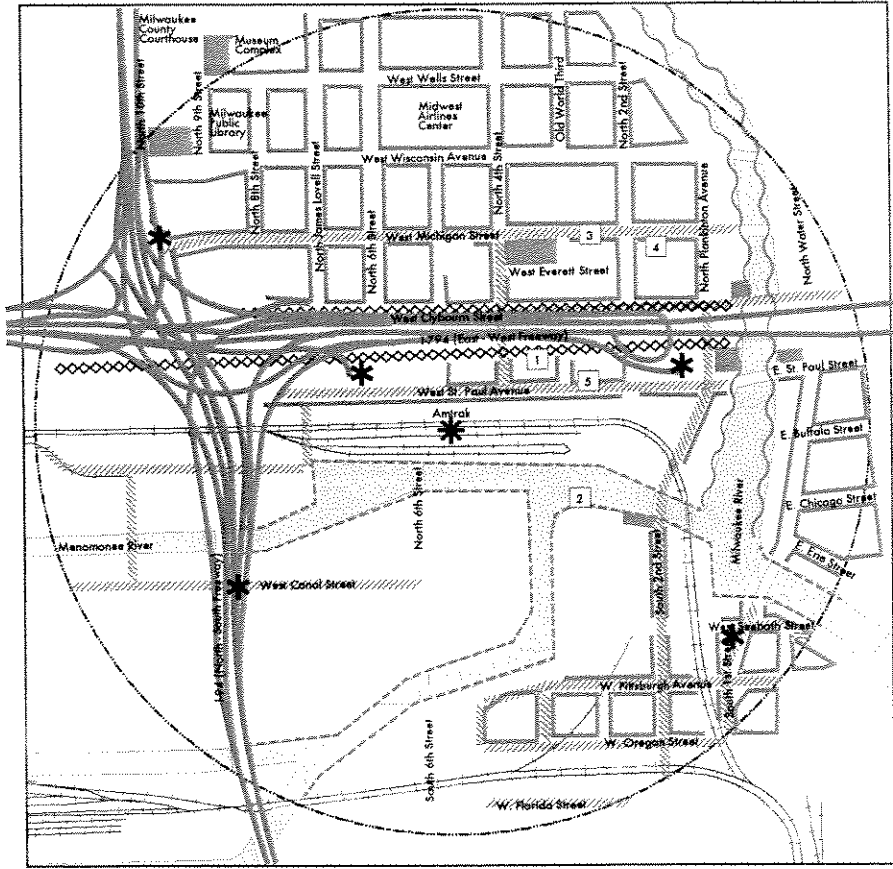
Clockwise from right:
 Defined Crosswalks
 Pedestrian Friendly Streets
 Parking Structures within Downtown



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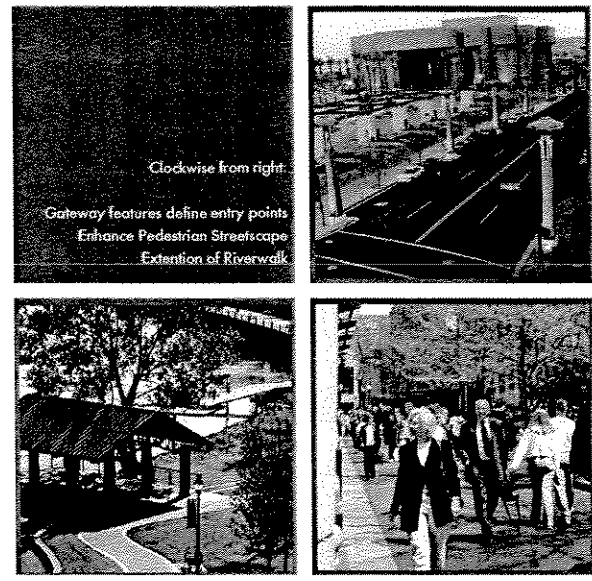
Figure No. 1.VI
**Preliminary Future
 Urban Design Framework**
 Downtown Milwaukee
 Station Area



- * General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Existing Parking
- Railroad
- Existing Riverwalk
- Park/Open Space
- Proposed Riverwalk
- * Proposed Gateway Feature
- Enhanced Pedestrian Streetscape
- Maintain Streetwall
- Architectural/Urban Design Enhancement

1. An architectural or urban design enhancement should be incorporated along the expressway to connect streets and neighborhoods along the north and south portions of the interstate.
2. The extension of the riverwalk in new development emulates toward the City's goal in increasing th use of the river for special events and general recreation.
3. Streetscape amenities, including lighting, street trees, banners, public art and special paving would enhance Downtown and all entry corridors.
4. Urban streetwall buildings built at the sidewalk should be maintained throughout the station area.
5. Gateway features, including decorative wayfinding, would announce entry into the station area at key entryway points along Canal, Michigan, and St. Paul.
6. Redesign intersection for better pedestrian and vehicular circulation.

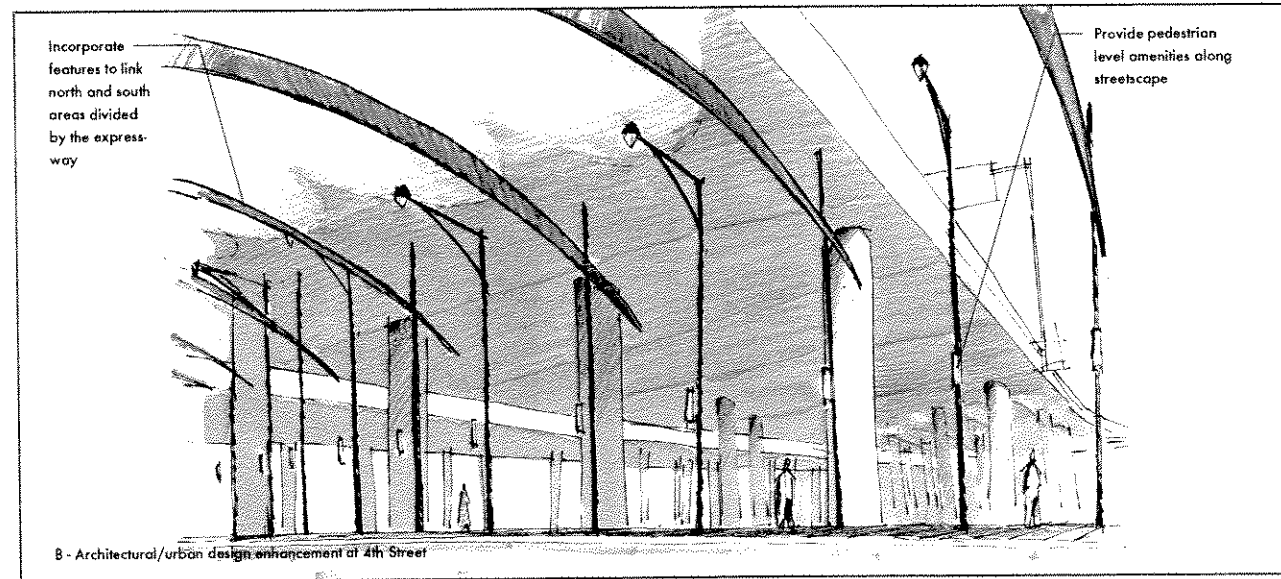
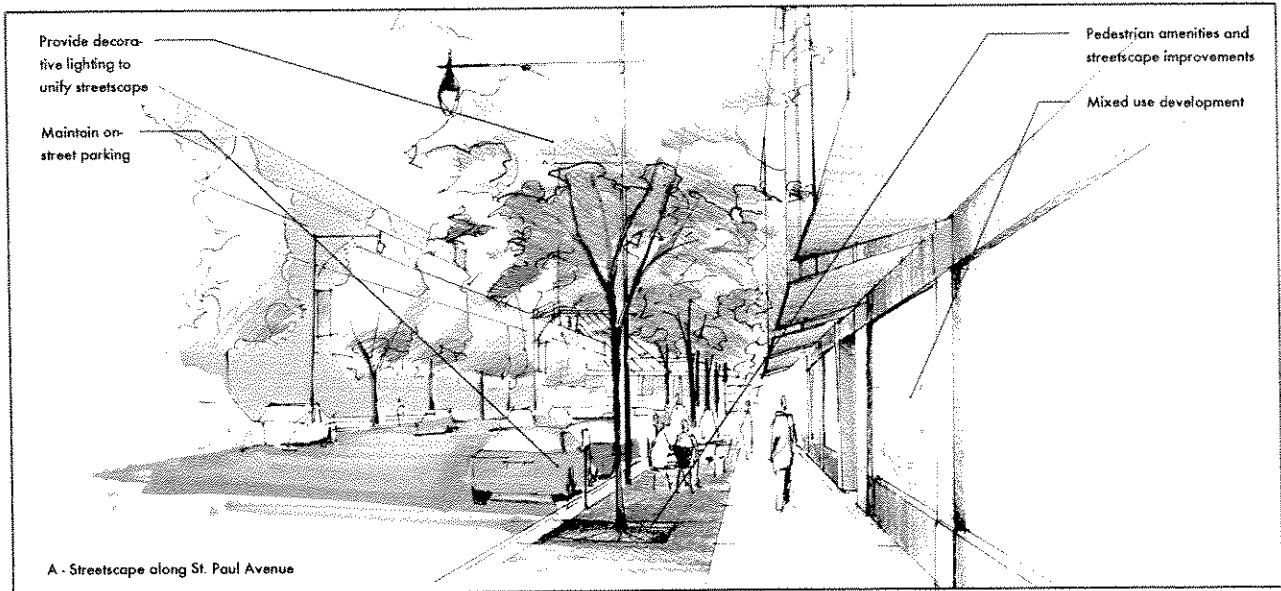
0 250 500 1,000
 Feet



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Figure No. I.VII
 Illustrative Perspectives
 Downtown Milwaukee
 Station Area



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City of Milwaukee: Transit Supportive Policies

Introduction

The City of Milwaukee has historically developed as a city with transit oriented developments given its densities, walkable environment, mixed use buildings, existing transportation infrastructure, and residential base. However, as more historically industrial land uses in the station area are redeveloped, a transit-supportive framework to accommodate future development and redevelopment is appropriate. The City is proactively working to create appropriate transit oriented developments through various planning and zoning efforts, as well as, infrastructure improvements.

The Milwaukee Downtown Plan (July 1999) and the Menomonee Valley Market, Transportation & Land Use Study (1998) establish a course for significant reinvestment in the station area. The City is also amending the Zoning Code for the Downtown area. The new code will create design standards that incorporate the Principles of Urban Design established in 1998 and policies adopted in the Downtown Plan. This revision will encourage Downtown investment and development by simplifying complex regulations that often do not provide adequate guidance for developers.

Current Transit Supportive Policies

Transportation Infrastructure

- The existing Amtrak Station will accommodate the KRM commuter rail service. Renovation plans are currently underway to accommodate future service.
- The roadway and sidewalk infrastructure in the northern and eastern portions of the station area are in place. The street infrastructure follows a grid like pattern with connections to other areas of the Downtown.
- Bus service is provided by the Milwaukee County Transit System with several connections between the proposed commuter rail station and several parts of the Downtown.
- Regional access to the station area is provided by Interstates 94 and 794.
- The City has a policy in place that requires bicycle parking for all new development of at least 2,000 square feet.
- For a newly-constructed building or building addition with over 2,000 square

feet of floor area, one bicycle parking space shall be provided for each 2,000 square feet of floor area, up to a maximum of 10 spaces.

Planning Initiatives

- The Downtown station area is within the Menomonee Valley area of Milwaukee. The "Menomonee Valley Market, Transportation & Land Use Study" (1998) has identified land uses issues and concerns that promote transit oriented development. The Plan promotes compatible new mixed-use development in the station area. In particular, the Plan recommends that new commercial, residential, public and open space use be encouraged east of 6th Street in the station area. The sites in this area, particularly those along the river and canals provide unique opportunities for mixed-use developments that will connect the Menomonee Valley with the Historic Third Ward, the Downtown, and the Walker's Point neighborhood.
- The station area is also part of the "Milwaukee Downtown Plan" (July 1999). Some of the recommendations for the "South End District" that are transit supportive include the extension of the riverwalk throughout the area to allow for pedestrian linkages; introduction of a range of housing types and densities including townhouses, apartments, housing above office or retail (i.e. mixed use buildings), and loft apartment conversions; and new retail, office and entertainment uses.
- The Downtown Plan identifies areas on which new infill development should occur, particularly on areas of surface parking. Significant infill is recommended in areas surrounding the Post Office located to the east and south of the commuter rail station.
- The Downtown Plan identifies Wisconsin Avenue as one of strategic importance for the Downtown renaissance. The Plan proposes improvements to the streetscape that includes sidewalk and crosswalk enhancements, street trees, pedestrian lighting and street furniture; the revitalization of the Grand Avenue Mall, and a trolley connector.

Design Guidelines

- The Westtown Design Guidelines (October 2003) were developed for use in the Westtown Association Business Improvement District No. 5, an area which encompasses the station area. The point of the guidelines is to improve the exterior of properties within the Westtown Association neighborhood, while at the same time setting high design standards for new or reno-

vated properties.

- The Menomonee Valley Plan highlights urban design issues and concerns for the station area. The Urban Design Objectives include improvement of the physical environment to include attractive streetscapes, usable open spaces, well maintained sites and buildings, and distinctive signage and gateway treatments. Open space opportunities exist along the riverfront which meanders throughout the station area.
- The City sponsored façade grant program is a 50-50 matching grant, not to exceed \$5,000, to encourage a better physical appearance in the commercial areas.
- There are "design standards" presented in the zoning code for the downtown zoning districts which regulate building setbacks (including "build-to-line" provisions), lot area and width, minimum and maximum building height, and allowable floor area.

Zoning

- Most property within the station area is currently within the C9 Downtown zoning district, with the exception of property located west of 6th Street which has industrial zoning. The existing C9 zoning consists of eight (8) use-related sub districts (i.e. C9A-H) that are further divided into sub districts. Most of these Downtown zoning districts are represented within the station area. The Downtown districts present within the station area allow a wide range of uses, which range from mixed use development, retail, office, civic, and industrial uses. Live-work units are also allowed within most of the station area although not permitted in the industrial districts.
- Mixed use development is permitted within the station area; ground floor residential and accessory parking are prohibited at street level which helps to maintain a mixed use, pedestrian-oriented environment with retail and other commercial uses on the ground floor.
- Floor area "bonuses" are offered for the provision of public open space as part of development projects within the downtown, including parks, roof-top gardens, plazas, and interior atriums that connect to the downtown skywalk system are provided.
- Transit-supportive, multi-story, higher density development is not only encouraged, but required within most of the station area, as there are minimum building height requirements that range from 20-40 feet.

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- The transit and pedestrian-oriented development pattern is maintained, as there is a build-to line requirement along street frontages within the downtown districts. This requires buildings to have at least 70% of the street-facing facades located within 10 feet of the property line to maintain the "street-wall" within the downtown.
- Auto-related uses that are subject to approval as special uses within the station area are gas stations, auto leasing/wholesale operations, and drive-through facilities. The discretionary approval process allows for evaluation of such uses on a case-by-case basis to ensure that they are compatible with development within the station area.
- There are no parking requirements within the station area which encourages the dependency on transit use.
- Metal-building walls are prohibited within 100 feet of a street within the portion of the station area that is zoned C9 which is a means of requiring high-quality architectural design which complements the image and appearance of the downtown.
- New development west of 6th Street within the station area is facilitated by redevelopment district zoning which provides flexibility in exchange for high quality design and site layout.

Development Review Process

- The City of Milwaukee has created a Development Center which is single source of contact for residents and business owners seeking to obtain information and development review assistance. This approach provides a "one-stop shop" for obtaining permits for new construction and remodeling. The Development Center staff review building plans to ensure that they comply with the City's building and development codes. Permitting development review by staff is a means of streamlining the review process. Residents and property owners can also file permit applications and track the status of their permit and development review on-line. The Development Center allows the City to facilitate development within the station area and throughout the City.

Financing Tools

- The City currently has a variety of programs to assist in business development. These include assistance from the Milwaukee Economic Development Corporation (MEDC), a private non-profit corporation offering financial

resources to businesses in partnership with conventional lenders; financial incentives for environmental assessment and brownfield redevelopment within designated Development Zones; and special state and federal tax incentives or credits within designated Development Zones.

- There are established Business Improvement Districts (BIDs) that promote business development within a certain boundary. The station area is within two designated BIDs: Westtown BID and the Downtown BID. Property owners in BID areas voluntarily collect annual assessments that are spent on streetscape, marketing, recruitment and other projects to enhance the local business environment.
- The Department of City Development has access to Capital Improvement Program funds for improvements to the public way, such as lighting, landscaping, or special paving, some times on a cost-sharing basis with local property owners.
- Tax Increment Financing (TIF) is used by the City to spark redevelopment in areas deemed blighted. Since 1977, the City has used TIF for 50 redevelopment projects, creating \$1.8 billion in new tax base. The first time the TIF tool was used was in the Menomonee Valley area, the location of the station area.
- The Main Street Milwaukee program is a comprehensive approach to increase investment in urban neighborhoods, create new businesses, jobs and wealth in urban communities. Main Street Milwaukee is a collaborative effort between the City of Milwaukee Department of City Development and the Local Initiatives Support Corporation (LISC). The program uses \$350,000 in Community Development Block Grant funds and matches it with private resources contributed by partners. This program is currently offered in neighborhoods outside of the station area.

Transit Supportive Policy Recommendations

Although the City of Milwaukee has transit oriented development policies in place, there are others that the City should consider to help facilitate the implementation of land use and development within the station area. Basic acceptance and support of land use and development policies are critical for implementing the KRM program.

Transportation Infrastructure

- As land development occurs, a local transportation system that empha-

sizes local access and pedestrian circulation is important. Enhancements to encourage walking such as distinctive crosswalks and streetscapes, the completion of the riverwalk system throughout the Downtown, pedestrian connections to the lakefront and other entertainment uses, and connections under the Interstates are important and should be implemented.

- The City should continue to convert all streets to two way streets, allowing for better circulation and access.
- Transit links are important throughout the Downtown; the City should continue to encourage the connection of major destinations, including the proposed KRM commuter station, with transit links.
- Parking should be provided within buildings as part of developments, or on-street, rather than in and alone structures or surface lots.

Planning Initiatives

- Allowing for a variety of housing types, including townhouses, apartment buildings, live/work units, can achieve and expanded and diverse Downtown population and increase the Downtown's appeal by extending activity beyond office hours.
- The station area should promote a wide variety of types of offices to provide a strong workforce adjacent to a major transportation corridor.
- The City should maximize development by promoting infill development on surface parking lots and vacant sites in the station area, and promote catalytic projects to encourage additional ancillary investment.

Zoning

- The City is in the process of updating the downtown zoning district regulations which were not updated with the overall zoning code updated undertaken in 2002. The update is proposed to change from a zoning district structure that is based on use and bulk requirements to one based on street typology which would better regulate development in the Downtown (and the station area) based on physical form and scale related to both streets, buildings, and other site improvements rather than primary emphasis on the use of property. Through the update process, the City proposes to reduce the number of zoning districts and sub districts and to streamline the requirements to make them easier to use. The approach will be more context-based and help to implement the Downtown design principles adopted in the 1999 Downtown Plan.

