

Earth Tech, Inc.

Kenosha-Racine-Milwaukee Alternatives Analysis

Environmental Impact Statement &
Project Development Phase

Transit-Oriented Development Portfolio South Side Station - Milwaukee, Wisconsin

in association with:

HNTB

CAMBRIDGE
CONSULTANTS

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 South Side station is to be constructed east of the intersection of E. Bay Street and E. Lincoln Avenue, approximately 2.6 miles south of the downtown station and 3.5 miles north of the Cudahy/St. Francis station. The station area is just south of the Port of Milwaukee and is bordered on the east by Interstate 794 and Lake Michigan. Refer to the *Appendix* for an illustration of proposed station facilities, including the station house, platforms and commuter parking lot.

The station area is defined by ¼ and ½ mile radii around the proposed station. Transit Oriented Development (TOD) is typically focused within a 10 minute walk (about ½ mile) of a transit facility, with higher-density uses concentrated within the distance of a five-minute walk (or about ¼ mile). The ½ mile station area generally extends from the Port of Milwaukee on the north to E. Russell,

South Side ½ Mile Station Area



E. Seeley and E. Ontario Streets on the south and from S. Austin Street on the west to Lake Michigan on the east. S. Kinnickinnick Avenue (WIS 32), Bay View's main commercial corridor, traverses the western side of the study area from northwest to southeast. The Hoan Bridge – the portion of I-794 crossing the Milwaukee Harbor – traverses the eastern edge of the study area.

According to the market assessment, in 2005 the ½ mile station area surrounding the proposed Milwaukee South Side location was home to 3,751 people in 1,792 households. Also, the area contained an estimated 1,663 jobs, according to research documented in the *Appendix*. Employment within a three-mile radius from the proposed station, which includes a portion of Milwaukee's central business district, is approximately 120,720.

Community Issues and Opportunities

To generate community input into transportation and development issues that could potentially be addressed by transit improvements on the south side of Milwaukee, the study team conducted interviews with key stakeholders and facilitated two Community Workshops that were open to the public. Eighteen people participated in the July 2006 interviews, and a total of nearly 100 people attended the July 18 and August 22 workshops. The outreach activities resulted in four primary themes or directions affecting the development of a station area plan:

- Preserve existing neighborhood character with a mix of housing types and range of housing values and channel higher density development to underutilized areas in the immediate vicinity of the proposed station. Planning should be sensitive to the ongoing redevelopment of the business district on Kinnickinnick Ave.
- Preserve and improve greenway linkages between major neighborhood destinations, including the business district on Kinnickinnick Ave., South Shore and Humboldt Parks.
- Simplify access and circulation for motorized vehicles by improving roadway design in the station vicinity; enhance access and options for transit and non-motorized transportation by improving pedestrian and bicycle conditions, including access to Lake Michigan.
- Establish quality architecture and landscape guidelines for new

development and coordinate station area planning with the Southeast Side Area planning process to ensure that stakeholder values are incorporated into the plans.

Existing Land Use

Existing Land Use in the area of the proposed Milwaukee South Side station is illustrated in *Figure H.1* on page H3.

The study area includes a mixture of residential, commercial, industrial and transportation land uses. E. Bay Street acts as a seam between the relatively dense residential and commercial uses to the west and south and the industrial and transportation uses to the north and east. According to market research (see *Appendix*), population density west of the proposed station area is between 7,500 to more than 10,000 persons per square mile, while east of the station area population density is less than 3,000 persons per square mile. This division of land use and density is apparent in *Figure H.1*. Approximately 38 percent of the land area in the ½ mile study area is devoted to single-family, duplex and multi-family use, concentrated in the southwest and southeast portions of the study area. Kinnickinnick Avenue, traversing the southwest quadrant of the study area, is a "Main Street" commercial district, featuring late 19th and early 20th century mixed use buildings fronting the street. Commercial nodes are redeveloping on S. Kinnickinnick Avenue around E. Lincoln and E. Russell Avenues and E. Bay Street. The housing and commercial buildings are in varying states of repair, but rising property values are leading to steady reinvestment. In 2004, 20 permits for construction were issued by the city for the five main census tracts included in the station area, with an estimated value of more than \$3 million.

Most of the land within the north and northwest portions of the ½ mile radius encompass industrial uses. Several hundred workers are employed in this area at stable industries such as Wrought Washer Inc. and Aluminum Casting and Engineering. Some of the station area's industrial space is underutilized or vacant. However, some former large manufacturing buildings now offer lease space to a mixture of business types. This is the case, for example, with the very large former Louis Allis Company facility sprawling four blocks along E. Bay Street. A portion of the complex is now occupied by Doral, Inc., but a large

number of square feet are available for lease. Some of the underused industrial parcels may offer opportunities for redevelopment.

The northeast portion of the study area is occupied by transportation and bulk outside storage uses – mostly on lands controlled by the Port of Milwaukee.

The Harbor Commission offices and the Milwaukee Station of the United States Coast Guard are located to the east of the station across I-794. A large area of land to east of the station is occupied by the I-794 Port of Milwaukee interchange. Immediately to the west of the proposed station is a US Army Reserve station. The Reserve currently leases property controlled by the Port of Milwaukee. However, the Port is currently evaluating if this land should remain under Port control. A short term lease was recently granted to the Army.

Existing Circulation and Access Patterns

Existing Circulation and Access Patterns in the area of the proposed Milwaukee South Side station is illustrated in *Figure H.2* on page H4.

Automobile access to the station is provided by I-794 via the Port of Milwaukee exit and the Lake Parkway (I 794). Accessing the station from this route can be confusing to motorists as the route is circuitous. E. Lincoln Ave. and E. Bay St. provide primary access routes to the station from the local road network.

The station area – including the proposed station itself – is well-served by the Milwaukee County Transit System (MCTS). Three frequent-service routes traverse the area along S. Kinnickinnic Ave., E. Lincoln Ave. and S. Howell Ave. along with portions of S. Clement Ave., E. Russell St. and S. Delaware St. The three routes (MCTS Routes 11, 15, and 53) share a common transfer point at the intersection of S. Kinnickinnic and E. Lincoln Avenues in the area's main commercial node, approximately seven blocks from the proposed station. This transfer point offers a possibility for an efficient transit link to the KRM commuter rail line.

The residential and commercial areas west and south of the proposed station location feature pedestrian friendly land uses, a well-developed sidewalk system and an urban street grid that are favorable for pedestrians. The study area has several pedestrian traffic generators such as neighborhood commercial destinations, parks, schools, a library and a community center. East and north of the station, pedestrian conditions are more difficult, with industrial land uses, large blocks of underutilized land and a lack of streetscaping features and traffic controls that do not favor walking. Pedestrian and bicycle access to Lake Michigan is hampered by the Lincoln Avenue Viaduct and the Port of Milwaukee interchange of I-794 and the elevated Lake Parkway. Pedestrians and vehicles may cross I-794/Lake Parkway (the railroad shares the right-of-way) only at three grade-separated crossings in the study area: at the Lincoln Avenue viaduct, at E. Russell St. and at E. Pryor Ave. The viaduct at E. Lincoln Ave. is particularly hostile to pedestrians and cyclists. The facility's long length, narrow sidewalks – in a state of some disrepair – and high-speed turns leave walkers with a perception of being exposed to danger. The E. Russell St. underpass is more accommodating, with wide sidewalks and a short length. However, some additional lighting under the bridge would make pedestrians feel safer.

S. Kinnickinnic Ave. and E. Lincoln Ave. have striped bike lanes west of Kinnickinnic Ave., which are relatively well-used. Marked bike routes also follow E. Bay Street, E. Russell Street and E. Pryor Street. The bike routes along Russell and Bay streets are part of the county's Oak Leaf bike trail. Bike lanes are proposed for S. Howell Avenue.

Of special note, the Lake Express, a high-speed car and passenger ferry operating between Milwaukee and Muskegon, Michigan, docks in the eastern portion of the study area, boarding and discharging passengers and vehicles several times daily between May and October. The terminal is within a short distance of the proposed station area. However, access to the ferry from the station is hindered by the circuitous roadway system in this area.

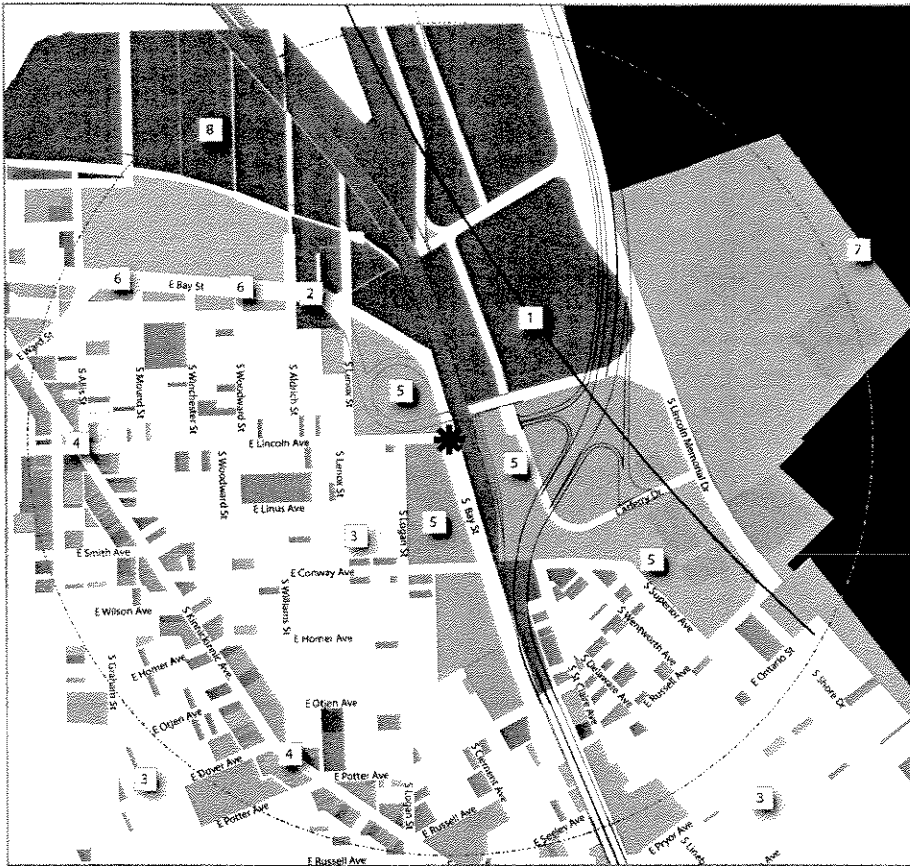
Existing Urban Design Conditions

Existing Urban Design Conditions in the area of the proposed Milwaukee South Side station is illustrated in *Figure H.3* on page H5.

As with its land use mix, the station area features varied urban design conditions. E. Bay St. contains a wide boulevard with a landscaped median. The lack of a street wall along this street creates a less than ideal environment for pedestrians. The streetscape along Lincoln Ave. east of Kinnickinnic Ave. is relatively pleasant given its existing residential character. However, improvements are needed near the intersection of Kinnickinnic and Lincoln.

Gateway points along the Kinnickinnic Avenue commercial district are located at E. Bay Street, E. Lincoln Ave. and E. Russell Street. The northerly intersection has seen considerable redevelopment activity in the last several years with the construction of two auto-oriented businesses (gas station and drive-through restaurant) and one mixed use development that fronts the street corner. The streetscape in the commercial district is hampered by narrow sidewalks and interfering utility poles, but is generally attractive, with special features such as the pocket park at the intersection of Kinnickinnic and Lincoln Avenues. The triangle at the center of this intersection – a major bus transfer point – is currently sparse and uninviting. If improved with streetscaping, the area could become a gateway to the commuter rail station.

The older residential areas in the ½ mile radius are relatively pleasant, with large street lined trees and predominately single- and two-family homes. Urban design conditions north and east of the proposed station location are dictated by the area's industrial and transportation uses and are uninviting for the pedestrian. Improving the streetscape and urban design conditions near the South Side Station could create a more cohesive edge to this neighborhood and buffer the residential uses from the nearby industrial uses.



1. 1835 Lakebed Grant Boundary allows only public uses east of this line.
2. Generally, Bay St separates industrial/port and transportation uses to the east and north from residential neighborhood to the south and west.
3. Traditional urban neighborhoods at approximately 10 dwelling units per acre located west and south.
4. Kinnickinnic Ave serves as a revitalizing commercial "Main Street" and is in the seam between residential enclaves.
5. A number of large under utilized station area parcels are under City of Milwaukee/Port Authority control.
6. Milwaukee Metropolitan Sewerage District infrastructure easement makes the south side of Bay St unbuildable.
7. Emerging natural wildlife habitat along lakefront.
8. Existing industrial uses provide jobs in the area.

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

Existing Land Use	Acres
Open Space	
Residential	
Single Family and Duplex	89.3 acres
Multi-Family	19.9 acres
Commercial	5.7 acres
Mixed Use	9.5 acres
Industrial	89.7 acres
Wholesaling & Storage	18 acres
Institutional	30.6 acres
Railroad Right of Way	
Vacant	17 acres

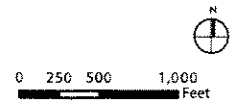
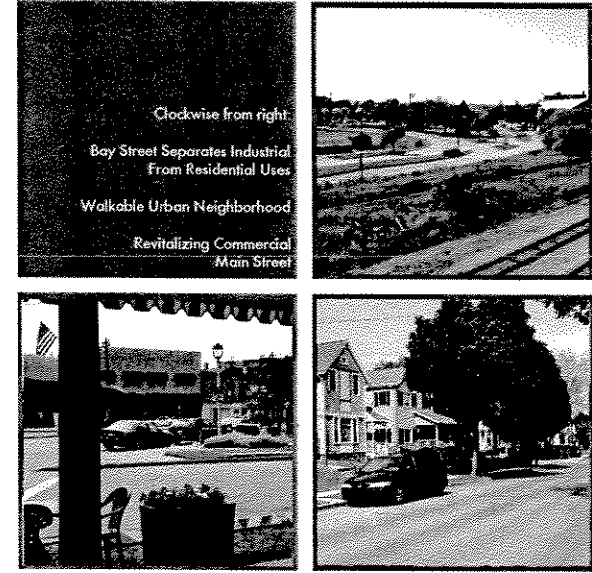


Figure No. H.1
Existing Land Use
South Side Milwaukee
Station Area

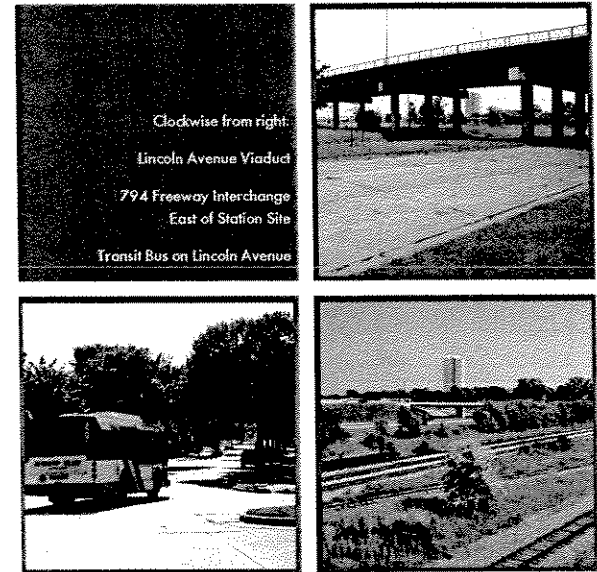
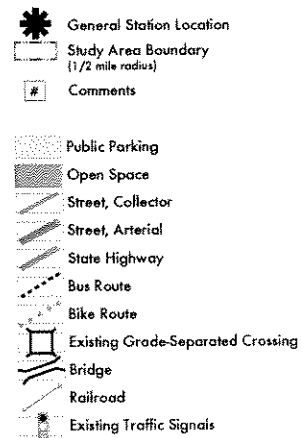


**KRM: A PLAN FOR
THE KENOSHA - RACINE - MILWAUKEE
COMMUTER LINK**

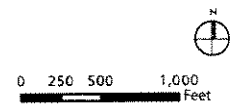




Figure No. H.II
 Existing Access & Circulation Patterns
 South Side Milwaukee Station Area



1. Becher St via Bay St provides high capacity boulevard access from I-94 to station site.
2. Existing viaduct, a remnant of a once busy rail yard, is in disrepair, offers limited pedestrian access and no vehicular advantage.
3. New ferry terminal provides high speed express service to Michigan.
4. Freeway interchange offers direct access to station site from distant Milwaukee neighborhoods north and south along the lake.
5. Lincoln Ave provides uninterrupted cross county connection by bus or car.
6. Kinnickinnic Ave provides local access from near neighborhood to north and south.
7. Existing and proposed bike lanes and routes provide alternative to vehicular access.
8. County Bus Route 53 provides direct connection to station site.



KRM: A PLAN FOR
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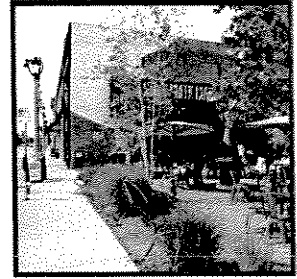


Figure No. H.III
**Existing Urban
 Design Conditions**
**South Side Milwaukee
 Station Area**

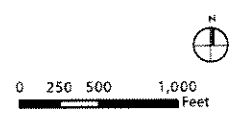
- General Station Location
- Study Area Boundary (1/2 mile radius)
- Comments
- Public Parking
- Open Space
- Gateway Feature
- Bridge
- Streetscape*
- Sidewalks and Curb Ramps
- No Sidewalks
- Railroad
- Existing Grade-Separated Crossing

*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.

Clockwise from right:
 Lincoln & KK Pedestrian Activity Node
 Visual & Psychological Barrier Between Neighborhood & Lake Front
 Neighborhood Gateway to the Lake Front



1. Revitalizing urban neighborhoods.
2. Ongoing revitalization of mixed use commercial seam with vibrant nodes.
3. Image fragmented along neighborhood edge buffering historically industrial uses across Bay Street.
4. Physical and psychological barrier blocking neighborhood from access to lake front. This area is indicated in light blue on map.
5. Vacant and under utilized industrial land mixed with viable ongoing enterprises.
6. Russell Ave trestle acts as a unpleasant gateway, isolating lake front from neighborhoods.
7. Bay View Historical District shown in light green on map.



**KRM: A PLAN FOR
 THE KENOSHA - RACINE - MILWAUKEE
 COMMUTER LINK**

Introduction

The South Side station area is located within a revitalizing traditional urban neighborhood that contains an existing mixture of uses, transportation choices, and a base of moderately dense housing. Several vacant/underutilized lands near the station will provide new opportunities to integrate transit supportive land uses near the station. The station area plan builds upon the area's existing urban framework while finding infill and redevelopment opportunities to incorporate new transit oriented development. The plan also improves the access and circulation routes around the station to better integrate the station within the neighborhood. The City of Milwaukee's upcoming Comprehensive Plan for the Southeast Side will be an opportunity for the community to continue planning for transit usage in this area.

Market Potential

As part of the station area planning process, a real estate market assessment was conducted to estimate the future market demand for investment in the study area. This analysis provides an understanding of the transit oriented development potential that can be expected in the station area as well as a possible mix of future land uses. Development potentials have been projected for a 15-year period between 2005 and 2020 for the 1/2 mile station area.

Based on current development trends, and available population and employment projections, the South Side station area's market demand has been determined for residential, retail, and office uses (see Table 1). The full market assessment report is located in the *Appendix*.

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

	2005-2010	2010-2015	2015-2020	Net Change
Residential Units	167	234	322	734
Retail (sq. ft.)	5,000-10,000	15,000-25,000	10,000-20,000	30,000-45,000
Office (sq. ft.)	5,000-10,000	15,000-25,000	15,000-25,000	35,000-60,000

A primary influence on the station area's residential growth is the demand for urban neighborhood housing with convenient access to jobs in downtown

Milwaukee and along the I-94 corridor. It is estimated that 734 new housing units could be constructed within the 1/2 mile station area by the year 2020. Housing values in the station area have been increasing 15%-20% annually in recent years. Bringing rail service to the area offers the potential to capture a higher share of future housing construction for the station area. The neighborhood surrounding the station is considered by real estate professionals to be "up-and-coming." The study team estimates that the station area can absorb approximately 25,000 square feet to 40,000 square feet of new retail space between 2005 and 2020. The Kinnickinnic Avenue commercial district is redeveloping into an entertainment and specialty retail area, with an activity hub at E. Lincoln Avenue, about six blocks west of the proposed station. There is strong sentiment among stakeholders that new development in the station area should compliment the businesses along Kinnickinnic. The station area currently offers very limited office space. Professional services such as insurance agents and building management firms utilize approximately 10% of the commercial space along Kinnickinnic Avenue for office space. Also, some office space exists north of Bay Street in the former industrial properties. The station area - which has excellent vehicular and transit access - may be attractive for some new office users that want to be close to downtown, but can not afford the cost of downtown space. Also, some businesses may be attracted to the emerging commercial district on Kinnickinnic Avenue that offers interesting restaurants and shops for workers to patronize. The study team estimates between 25,000 and 50,000 square feet of office space may be supported in the 1/2-mile station area over the next 15 years.

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

Future Land Use

Proposed land uses within the station area respect the community's expressed interest in preserving existing residential neighborhoods and promoting the revitalizing Kinnickinnic Avenue, commercial district. Opportunities for transit oriented development are focused near the proposed commuter station where underutilized land offers redevelopment opportunities.

A cornerstone of the station area plan is the removal of the Lincoln Street viaduct, thereby better connecting (physically and psychologically) the neighborhood to Lake Michigan. This, in turn, opens up additional land adjacent to the commuter station for redevelopment.

The areas identified as key areas "subject to change" (as shown on the map inset in Figure H.IV) are focused along the edge of the neighborhood, particularly along Bay Street to the north and areas west of the station. In the immediate area of the station, higher density multi-family residential uses are proposed to increase housing options and support the commuter station. This includes two large parcels - one currently occupied by the Army Reserve Base and the other currently encumbered by the Lincoln Avenue viaduct - immediately west of the station. Some space for retail uses is recommended as part of this development area to satisfy demand for convenience goods and services created by transit riders. Medium density residential is proposed as a transition between the new higher density housing closest to the station and the existing residential neighborhood. Housing is also proposed north of Bay Street where it is now mostly industrial uses.

Other plan recommendations include a new mixed use area or office center adjacent to and immediately east of the commuter station. This new gateway could help support the transit station, and fulfill the need for higher quality office space in the neighborhood. The proposed mixed use areas to the north of Bay Street could serve as a buffer between the neighborhood and the Port of Milwaukee activities. This area currently contains several stable manufacturing uses that are likely to remain in the area for some time. However, if these uses transition, it presents an opportunity for a mixed use area consisting of office, residential, distribution warehouse and retail uses. Preferably this area will retain some sort of employment base over time.



The plan also includes "green" improvements. It recommends enhancing the existing open space along Bay Street that is currently encumbered by utility easements and bike trail enhancements.

A comparison of existing and future land uses within the 1/2 mile station area is presented in Table 2

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

	Existing Land Use	Future Land Use	Change
Single Family/Duplex	89.3	86.7	-2.9%
Multi-Family	19.9	41.0	106%
Commercial	5.7	2.7	-53%
Mixed Use	9.5	38.1	301%
Institutional	30.6	17.9	-42%
Industrial/Warehousing	107.7	73.3	-32%
Park/Open Space	4.7	24.7	426%
Vacant	92.8	72.2	-22%

Future Access and Circulation Patterns

Preliminary Future Access and Circulation Patterns are illustrated in Figure H.V.

Proposed access and circulation improvements focus on enhancements to the existing system, with an emphasis on improving access to the lakefront and the station. The most significant access and circulation change is the proposed replacement of the Lincoln Street viaduct with an at-grade roadway. This would open up lands to the west of the station that are currently encumbered by the infrastructure and significantly improve the connectivity between the east and west sides of the neighborhood that are currently divided by the Lake Park Expressway and the rail road right-of-way. It would also improve the ability of the residents to the southeast of the station to walk or ride their bikes to the station. While a highly desirable improvement, the proposed removal of the Lincoln Avenue viaduct and its replacement with an at-grade roadway will need to be accomplished independently of the KRM project. The South Side station is able to operate with the roadway system as currently designed. A more formal pedestrian greenway to connect parks and open spaces with the station is recommended on the south side of Bay Street. An expanded bike trail and pedestrian greenway system is also recommended through the area

vacated by the viaduct to connect the station with the existing bike routes in the area. The pedestrian greenway would follow the new street edge to Car Ferry Drive then turn south ultimately linking to South Shore Park. In addition, multi-modal access to the ferry station is encouraged to provide a link to the station. This could be accomplished through improved bicycle and pedestrian connections and potential bus connections via extensions of existing MCTS route(s).

New pedestrian accommodations include crosswalk improvements at selected intersections. As improvements to roadways are made, bike and pedestrian improvements, including safe crossings, sidewalks, and bikeways or bike lanes, should be considered in areas identified on the map. In order to encourage bicycle access into the station area, a new bicycle and pedestrian path connecting the residential area to the southeast with the station is recommended.

A commuter parking lot with up to 100 spaces is proposed at the station in a long narrow parcel on the east side of Bay Street. The primary vehicular access routes which include I-794, Bay St. and Lincoln Ave. are considered assets to the station area and are maintained in the future. The preliminary station layout is depicted in the Appendix.

Future Urban Design Framework

The Preliminary Future Urban Design Framework is illustrated in Figure H.VI on page H10.

The urban design program for the South Side Station recommends an enhancement to the existing urban framework of the neighborhood and a continuation of an urban street wall on the periphery of the neighborhood. Pedestrian streetscape enhancements are recommended along Bay Street and Kinnickinnic Avenue for pedestrian comfort and safety, as well as to promote the area's vitality. These enhancements could include banners, landscaping and street trees, decorative lighting, and crosswalk and sidewalk improvements. Also, streetscape improvements along Lincoln Avenue are recommended that are compatible with the existing street's residential character. The improvements will provide an opportunity to enhance the most direct route between the station and the Kinnickinnic Avenue commercial district. Another recommended key urban

design enhancement is to incorporate consistent building setbacks at the public sidewalk to create a "street wall," along the edges of portions of Bay Street that provide a sense of order, rhythm, and enclosure for pedestrian interest and comfort. Finally, the station area should consider gateway features – such as public art, signs or banners – at selected gateways to welcome visitors and residents.

Figure H.VII and H.VIII, Illustrative Perspectives, depict urban design improvements in the station area, including the removal of the Lincoln Street viaduct, and the new streetwall near the station area

Economic Effects

The future economic effects are based on the key areas "subject to change" within the station area (see Figure No. H.IV). Areas subject to change include key vacant sites, underutilized properties, and buildings and uses that are becoming obsolete, and thus have a high potential for reuse and redevelopment in the future. When the future land use recommendations for the station area are applied to the areas subject to change, an approximate "order of magnitude" of potential station area development can be identified.

Using this methodology, the South Side station area is projecting future real estate development increases in multi-family residential (1,255 units), commercial space (1.13 mil. sq. ft.), and office space (462,475 sq. ft.), (see Table 3). This future development would reflect an increase in assessed value (in 2006 dollars) amounting to \$568.9 million. This computes to a total projected 2035 population of 5,482 in the 1/2 mile study area, which is 46.1 percent increase from the 2005 population (3,751). Also, the 2035 employment is expected to be 4,039, which is a 143 percent increase from employment in 2005 (1,663).

Table 3: Year 2035 Development Potential

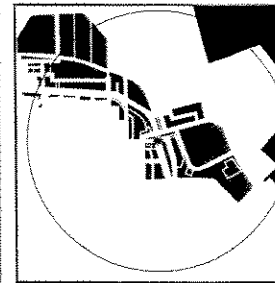
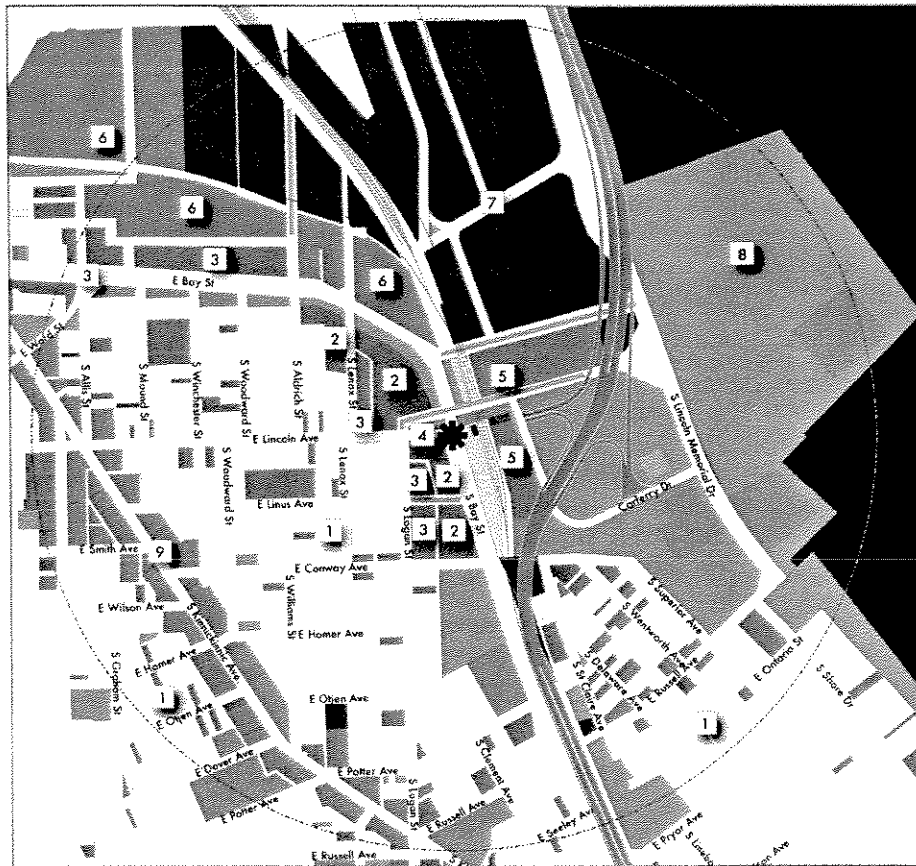
	2020*	2035
Total Residential (units)	322	1,255
Total Retail (square feet)	10,000-20,000	1,130,000
Total Office (square feet)	15,000-25,000	462,475
Total Industrial (square feet)	-	-

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



Further based on future retail development, retail sales could increase \$142 million per year. Retail sales tax revenues could reach \$7.95 million based on current retail sales tax rates; state rate is 5%, county rate is .5%, and .1% stadium rate. 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.



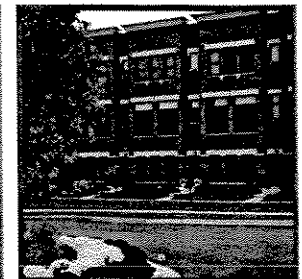
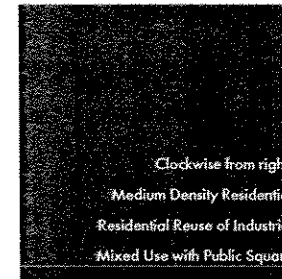


Key areas subject to change.

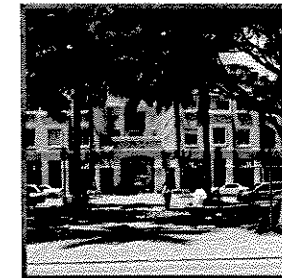
- General Station Location
- Study Area Boundary (1/2 mile radius)
- Proposed Roadway
- Comments

Future Land Use	Proposed Densities
Park/Open Space	
Residential	
Single Family and Duplex	10 du/acre
Multi-Family	20-60 du/acre
Commercial	FAR: 0.5 min.
Office	FAR: 1.0 min.
Mixed Use	FAR: 1.5 min.
Industrial	
Institutional	
Utilities & Communications	
Public Parking	
Vacant	

Figure No. H.IV
Preliminary Future Land Use
South Side Milwaukee Station Area



Clockwise from right:
Medium Density Residential
Residential Reuse of Industrial
Mixed Use with Public Square



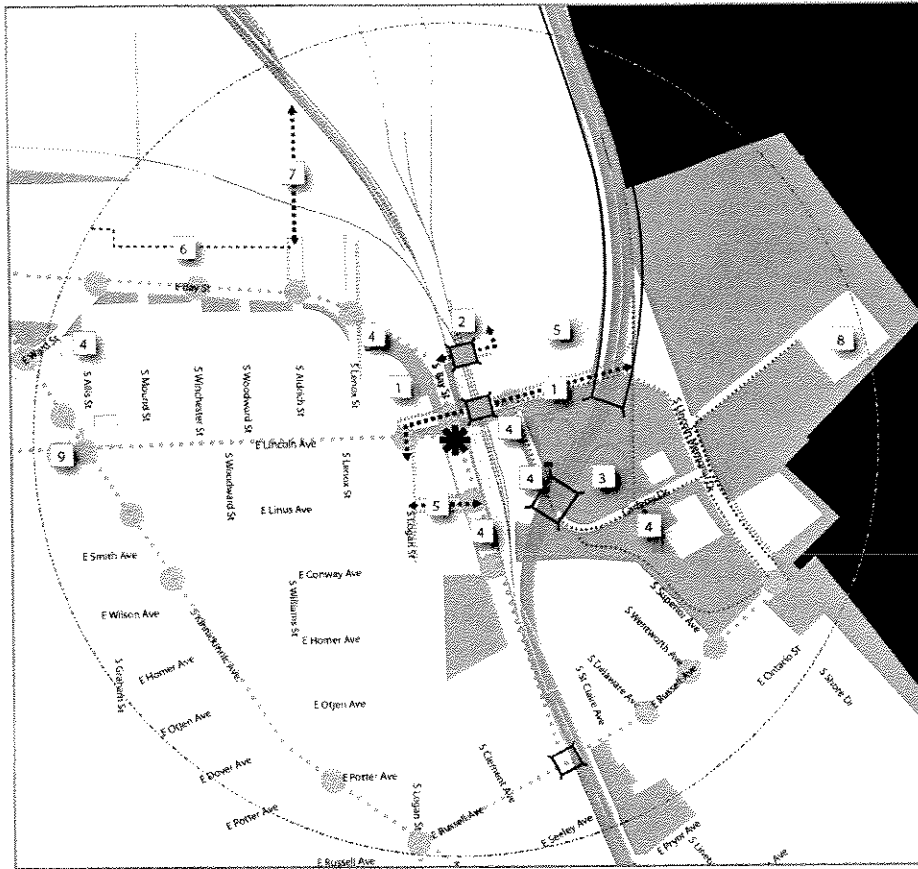
1. Preserve existing neighborhood character.
2. Enhance housing options and support transit with higher density multi-family residential development of under utilized parcels along Bay Street and edge of neighborhood.
3. New medium density housing forms transition from existing neighborhood to new higher density housing.
4. New commercial space frames and activates Station Square.
5. New "green" transit supporting gateway mix use center with parking provides jobs to the neighborhood and professional services to residents.
6. Long-term transition of existing industrial and warehouse buildings into mixed use live work district within walking distance of the station.
7. Port activities buffered by new uses.
8. Wildlife viewing area accessible to the public, bringing "green" attraction to the neighborhood.
9. Continue to promote and preserve mixed use main street atmosphere along KK.



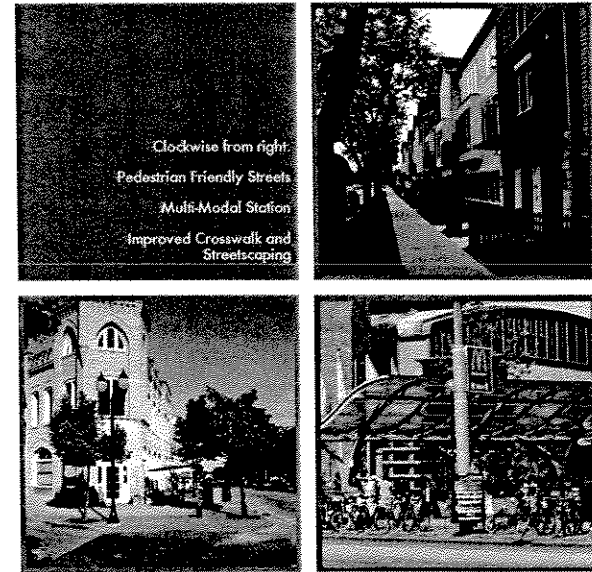
KRM: A PLAN FOR
THE KENOSHA - RACINE - MILWAUKEE
COMMUTER LINK



Figure No. H.V
 Preliminary Future Access
 and Circulation Patterns
 South Side Milwaukee
 Station Area

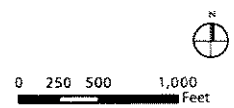


- General Station Location
- Study Area Boundary
- Comments
- Public Parking
- Park/Open Space
- Railroad
- Existing Bike Route and Path
- Proposed Bike Route and Path
- Proposed Roadway
- Proposed Street Crosswalk Improvements
- Proposed At-Grade Rail Crossing Improvements
- Proposed Sidewalk/Pedestrian Access
- Proposed Bus Route Extension



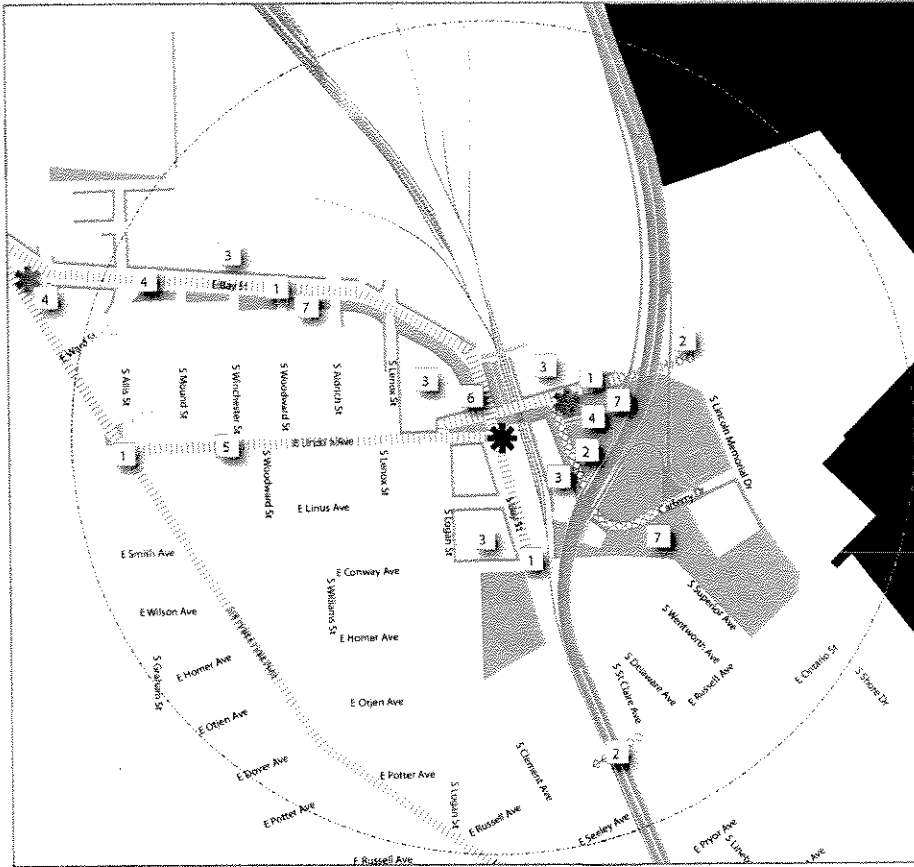
Clockwise from right:
 Pedestrian Friendly Streets
 Multi-Modal Station
 Improved Crosswalk and Streetscaping

1. Remove viaduct and create at-grade crossing to enhance access. Allows access (pedestrian, bicycle and vehicular) to lake front from neighborhood.
2. New truck access street to Port of Milwaukee from Becher interchange at I-94.
3. Freeway interchange provides access to Port of Milwaukee from I-794.
4. Formalized existing and new pedestrian greenway to connect parks and open spaces.
5. New street extends Linus Ave to Bay St and forms two small blocks.
6. New alley separates mixed use complex from new housing site.
7. Extension of street will serve industrial sites to the north.
8. Enhance multi-modal access to ferry by extending bike route and bus service.
9. Improved bus transfer station connects rail to Milwaukee County Transit System.



KRM: A PLAN FOR
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 COMMUTER LINK



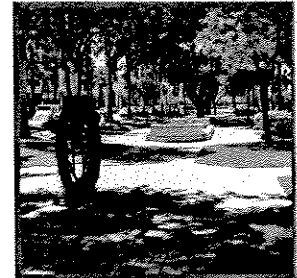
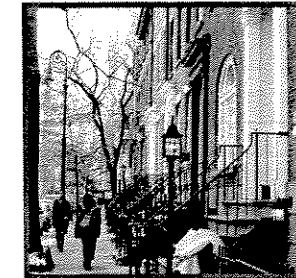


- General Station Location
- Study Area Boundary (1/2 mile radius)
- Comments
- Existing Public Parking
- Railroad
- Park/Open Space
- Proposed Gateway Feature
- Enhanced Pedestrian Streetscape
- Establish Streetwall
- Architectural Enhancements

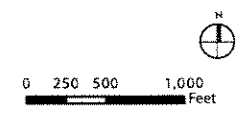
Figure No. H.VI
 Preliminary Future
 Urban Design Framework
 South Side Milwaukee
 Station Area



Clockwise from right:
 Gateway Features Define
 Neighborhood Entries
 Connecting Green Spaces
 Street Wall Contains
 Pedestrian Space



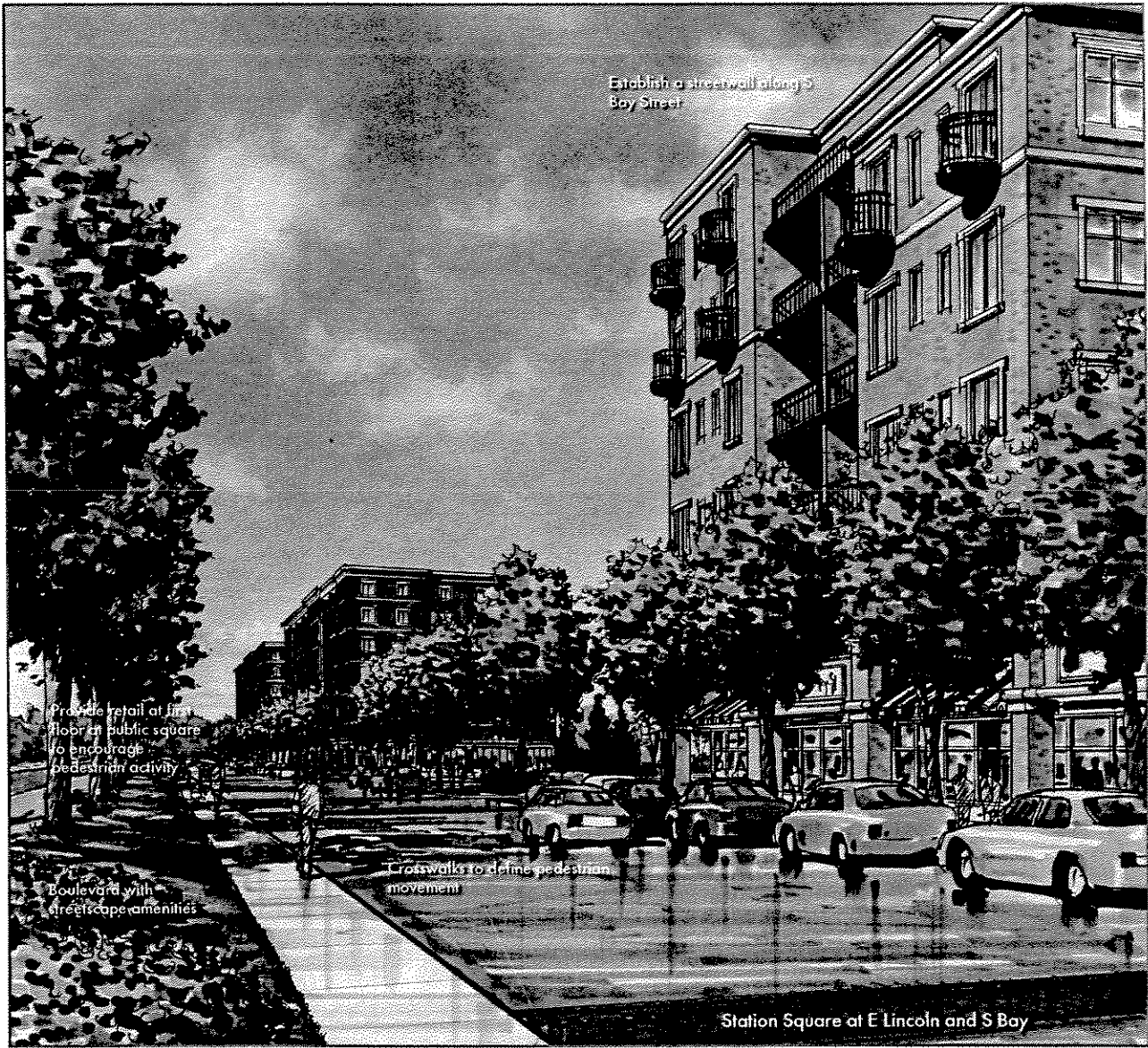
1. Streetscape amenities, including lighting, street trees, banners, planters, public art, and special paving enhance the pedestrian experience along main corridors, especially Kinnickinnic Ave.
2. Architectural enhancements at freeway overpasses would provide continuity of high quality pedestrian environment adjacent to the freeway and at underpass.
3. Neighborhood friendly urban street wall buildings built to the sidewalks fill gaps and create front edges along neighborhood streets throughout station area.
4. Gateway features including civic monuments would announce entry into station area at key entryway points along Becher/Bay, Lincoln Sts and a new Bay View gateway center at I-794.
5. Minor streetscape improvements along Lincoln Ave. that are compatible with existing residential character.
6. A new station square will enhance the station location and provide a new community gathering location for the new housing developments and current residents.
7. Green space enhancements developed in concert with new private development will link neighborhood to lake front amenities.



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Figure No. H.VII
 Illustrative Perspectives
 South Side Milwaukee
 Station Area



**KRM: A PLAN FOR
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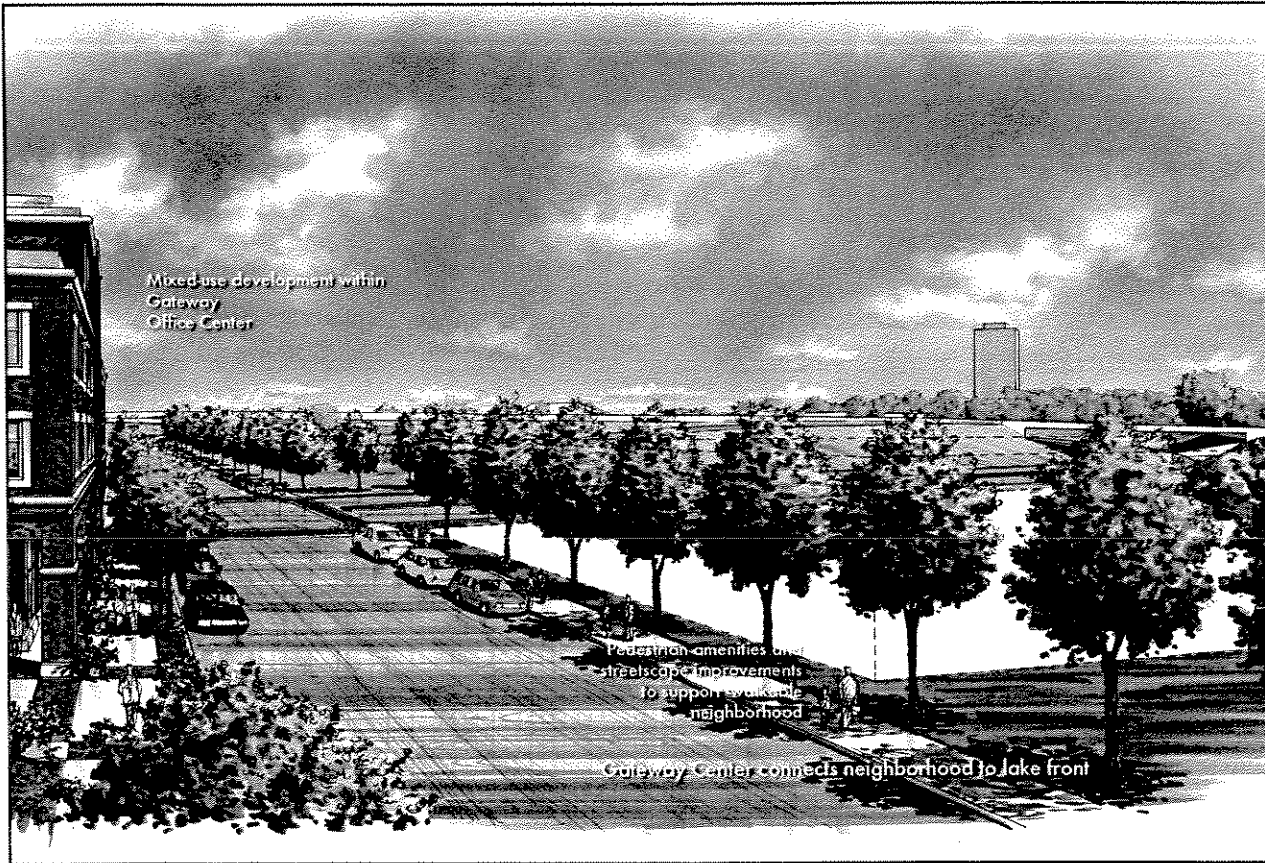


Figure No. H.VIII
 Illustrative Perspectives
 South Side Milwaukee
 Station Area



**KRM: A PLAN FOR
 THE KENOSHA - RACINE - MILWAUKEE
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Introduction

The South Side Station is located in the city of Milwaukee's Bay View neighborhood, a traditional urban neighborhood with a mixture of residential, industrial, commercial and recreational uses. The area has seen considerable new investment over recent years, signifying the popularity of the neighborhood to existing and new residents. The area's residential base to the west and southeast of the station provide an existing base of potential transit riders within an easy walking distance. Several large tracts of underutilized industrial parcels to the north and northwest of the station present opportunities to implement new transit oriented development near the station.

Current Transit Supportive Policies

Transportation Infrastructure

- The station area is served by existing bicycle routes. An on-street portion of the Oak Leaf Bike Trail, a county-wide bike trail system linking major parkways and parks, bisects the station area along Bay Street and Russell Avenue. Also, dedicated bike lanes are striped along Kinnickinnic Avenue in the station area. These trails provide an important transportation mode that will be integrated with the station area plan.
- The existing residential areas within the station area contain sidewalks and are laid out in a grid pattern, creating a pedestrian oriented environment to complement transit systems.
- The station is currently served by bus service from the Milwaukee County Transit System. Route 53 runs along Lincoln Avenue past the station and then south along Bay Street. Route 15, a north-south route, travels along Kinnickinnic Avenue within the station area and Route 11 travels along Kinnickinnic and Howell Avenues. The three routes intersect at the corner of Kinnickinnic and Lincoln Avenues.
- Regional access to the station is provided by Interstate 794 at the Port of Milwaukee exit and by Interstate 43 via Becher/Bay Streets.
- The Lake Express, a high-speed car ferry to Michigan, docks at a new facility in Bay View near the transit station.

Planning Initiatives

- The City of Milwaukee is just beginning a comprehensive neighborhood

planning process for the South East Area. This presents an opportunity to integrate transit supportive land use policies into the Area Plan.

Design Guidelines

- The City of Milwaukee promotes four *Principles of Urban Design* that are used as guides for all new development and redevelopment in residential and commercial areas. The principles are compatible with transit supportive policies and promote: 1) neighborhood compatibility; 2) pedestrian friendly design; 3) land use diversity; and 4) transportation diversity. The principles were adopted by the city plan commission as part of the city's comprehensive plan and are incorporated into the city's zoning code by reference under the district standards.
- The city has a façade grant program for property owners and businesses that would like to improve the look of their building's street face. This program helps to support a positive pedestrian environment within the commercial districts of the station area. The program is a 50-50 matching program up to \$5,000. Eligible items include windows, doors, signage, landscaping, awnings, masonry repair and painting.

Zoning

- The vast majority of residential uses in the station area are zoned RT-4, Two-Family Residential District. The RT-4 district is intended for neighborhoods that primarily contain two-family dwellings while also permitting a mixture of single-family dwellings and small multi-family dwellings of 3 or 4 units. The district also permits traditional corner commercial establishments typical in urban neighborhoods. This zoning designation is compatible with transit oriented development as it supports relatively higher density housing and should be maintained in the area. The RT-4 district has a minimum lot size of 2,400 square feet for detached housing which permits up to 24 units per acre.
- The residential areas within the station area also contain a smattering of multi-family zoning districts including RM-4, 5 and 7. These zoning classifications should be maintained on these parcels to preserve existing multi-family housing within the station area.
- The commercial areas within the station area are primarily zoned LB-2, Local Business District. The LB-2 district permits a wide range of commercial

uses in a more urban form with smaller lots and setbacks. The LB-2 areas are generally found along Kinnickinnic Avenue and Russell Avenue. The LB-2 encourages a mixture of uses by permitting residential uses within the commercial district. This zoning classification should be maintained to allow additional mixed use redevelopment opportunities in the station area.

- The City of Milwaukee's zoning code allows a 15% reduction in the number of required parking spaces if the use is located in the area bounded by West Capitol Drive on the north, Lincoln Avenue on the south, Lake Michigan on the east, and 43rd Street on the west as this area has a high availability of public transit. A reduction in required parking is a transit supportive policy as it encourages transit ridership. The city's parking reduction policy includes the northern portion of the station area where opportunities for mixed use redevelopment exist.
- The City's zoning ordinance requires bicycle parking for all newly constructed buildings or building additions with over 2,000 square feet of floor area. One bicycle parking space must be provided for each 2,000 square feet of floor area, up to a maximum of 10 spaces.
- The city's ordinance requires concrete sidewalks along both sides of every street in a residentially zoned area, and along at least one side of every street in areas zoned other than residential. However, the common council has the authority to waive or defer these requirements.

Redevelopment Review Process

- The City of Milwaukee has created a Development Center which is single source of contact for residents, property owners 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 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 that offers 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. Typically, MEDC loans cover up to 40% of the project costs with a private lender providing 50% of the project costs and the borrower providing 10% in equity.
- Since a portion of the station area includes industrial uses and port property to the north, several tax incentive programs are available in the station area including:
 - Development Zones – Income tax credits may be taken for businesses that locate or expand in designated areas for hiring disadvantaged workers or undertaking environmental remediation.
 - New Market Tax Credit Program – Provides investors with a 39% federal tax credit for a seven year period for qualified equity investments.
- The City has Capital Improvements Program (CIP) funds available that may be used in conjunction with a significant private investment. CIP funds may be used for improvements to the public way, such as lighting, landscaping, or special paving on a cost-sharing basis.
- The City of Milwaukee has the ability to utilize Tax Increment Financing for redevelopment districts and projects. However, no tax increment districts have been created within the station area.
- The City of Milwaukee assists merchant organizations in developing Business Improvement Districts (BIDs) that promote business development within a certain boundary. 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. No BIDs are currently located within the station area.

Transit Supportive Policy Recommendations

Based on preliminary station area improvement concepts, the City of Milwaukee should consider several recommendations to help facilitate the implementation of transit-supportive land use and development within the South Side station area. It is fully recognized that physical land use, transportation and design plans such as these will evolve over time, especially as plans for KRM service are refined. As a result, securing basic acceptance and support of land use and development policies for the station area is perhaps as important, if not more important, than the physical aspects of the transit-supportive land use program at this time. The following policy recommendations could enhance the transit-supportive development framework.

Transportation Infrastructure

- As land development occurs, a local transportation system that emphasizes local access and pedestrian circulation is important. Enhancements to encourage walking such as distinctive crosswalks and streetscapes should be implemented.
- The City should work to increase on-street and off-street bicycle trails to link the community with the regional bicycle path network. Specifically, the plan recommends extending the existing off-street path from Cupertino Park through the Rolling Mill site and to the station, which would connect more directly with the on-street route on Bay Street than does the current alignment.
- If the Army Reserve site becomes available for development, all new developments should be required to install sidewalks and to construct the extension of Linus Avenue to Bay Street. This would help improve the connectivity and pedestrian environment between the neighborhood and the station.
- Bus route 53 currently runs past the transit station. The city should discuss with MCTS the possibility of coordinating the timing of the bus with the commuter train schedule. Also, the city should explore opportunities with MCTS to reconfigure route 53 to stop at the ferry station to promote additional multi-modal connections. Also, the bus transfer location at Lincoln and Kinnickinnic Avenues could be improved with enhanced pedestrian

amenities and crosswalks to promote transit use.

- The removal of the Lincoln Avenue viaduct would simplify the roadway network within the station area and open up lands for development. The City should explore the feasibility of removing this structure and replacing it with an at-grade road. This will take coordination with the railroad and the WisDOT and will require a funding source. See financing tools below.
- Parking should be provided within new buildings or on-street rather than in surface lots.

Planning Initiatives

- The City of Milwaukee should continue to work with the Port of Milwaukee to identify lands controlled by the Port that could be used for transit oriented development opportunities within the station area. In particular, the city should try to obtain control over the Army Reserve site as this is a key parcel for TOD.
- Plans for transit oriented development and related policies to support TOD should be incorporated into the South East Area Plan.
- Through the City's neighborhood planning process or a separate planning study, the land uses to the north of Bay Street should be further analyzed to identify the appropriate mixture and type of land uses for this area. This area already contains a diverse mixture of employment opportunities that should be encouraged to thrive and expand.

Design Guidelines

- The City should consider the adoption of design standards that address new commercial and residential buildings in the station area. The design standards would promote transit oriented development by addressing building orientation and materials, access and parking and pedestrian and bicycle amenities. The guidelines could be incorporated into a zoning overlay district (see below).
- The city's economic development staff should work with local property owners, businesses and business associations to encourage properties along Kinnickinnic Avenue to utilize the city's façade improvement program.



Zoning

- Milwaukee could consider the use of a transit overlay district for the one-half mile area surrounding the Transit Center. The overlay district should require mixed-use development along Bay Street where infill redevelopment opportunities exist. The district should exclude auto-oriented commercial uses, such as gas stations and repair shops, and heavy industrial uses or warehousing which do not support a pedestrian oriented environment. Also, reduced parking standards should be considered for higher density residential projects, and shared parking should be required among commercial uses.
- The City of Milwaukee could rezone underutilized industrial parcels within the station area to consolidate industrial activity and promote mixed-use development.
- The city should maintain the existing two-family and multi-family zoning classifications within the existing residential areas of the station area.
- A potential funding source for improvements around the station is the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which is the federal act that allocates highway and transit program funds to WISDOT. The program funds applicable to the South Side station area include the Transportation Enhancement (TE) and CMAQ programs, which fund new parking, transit, bicycle, and pedestrian improvements to help reduce automobile commuting.
- Explore with business owners, commercial property owners and other stakeholders the possibility of forming a business improvement district in the commercial district along Kinnickinnic Avenue. A self-taxing district could enhance streetscaping, wayfinding and pedestrian amenities in the commercial district and work with neighbors to host area events.

Financing Tools

- As stated above, the City of Milwaukee has several financial resources including tax incentives, capital improvement funding, TIF and MEDC loans that promote business development within the city. These resources should be utilized as appropriate to encourage development within the station area, particularly in the area to the north and northwest of the station where some underutilized industrial parcels exist. Some of these tools may also be appropriate for the Army Reserve site if it becomes available for development.
- The City could consider establishing a new TIF district to facilitate redevelopment of parcels near the transit station. This includes the parcel currently occupied by the Army Reserve that is under Port of Milwaukee control. A TIF could be used to at least partially fund the proposed transportation improvements in this area including the removal of the Lincoln Avenue viaduct and its replacement with an at-grade roadway. A TIF could also help fund proposed streetscape improvements along Bay Street.

