



FN 050469

**Graef, Anhalt, Schloemer
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September 14, 2005

Ms. Vanessa L. Koster
Associate Planner
City of Milwaukee
Dept. of City Development
809 N. Broadway
Milwaukee, WI 53202

SUBJECT: Forest County Potawatomi Legacy District
GPD and DPD Submittals
Common Council File Numbers 050469 and 050468

Dear Vanessa:

Attached are revisions to the General Plan Development (GPD) and Detailed Plan Development (DPD) for the Forest County Potawatomi Legacy District, as identified in John Hyslop's September 7, 2005 letter. The following items are enclosed.

- Revised Sheet DPD-9, showing revisions to the landscape plan. The changes involve the addition of trees and shrubs along the right-of-way at surface parking lots and the building, and showing the existing fence along Parking Lot C. (2 copies)
- Revised Sheet DPD-10C, Showing the sign details for the LCD display board sign at the proposed vehicular bridge connection. (2 copies)
- Revised GPD Project Description and Owner's Statement of Intent. Changes are as follows:
 - III.D Setbacks. Additional detail on parking lot façade areas.
 - III.E Screening. Revisions to parking lot screening standards
 - III.H Landscaping. Revisions to parking lot screening standards
 - III.K Signs. Deleted reference to Master Sign Program. Provided a description of the specific signage program, with types and number of signs.
- Revised DPD Project Description and Owner's Statement of Intent. Changes are as follows:
 - III.D Setbacks. Additional detail on parking lot façade areas.

2005-0004



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- o III.E Screening. Revisions to parking lot screening standards
- o III.H Landscaping. Revisions to parking lot screening standards
- o III.K Signs. Deleted reference to Master Sign Program.

Thank you for your assistance on this matter. Please submit these materials to City Clerk's office, for distribution prior to the Zoning, Neighborhoods, and Development Committee meeting on September 20, 2005.

Please call me at (414) 266-9102 with any questions

Sincerely,

**GRAEF, ANHALT, SCHLOEMER
& Associates, Inc.**

A handwritten signature in black ink, appearing to read "John T. McCarthy", with a long, sweeping underline.

John T. McCarthy, P. E.
Principal, Project Manager

JTM:jtm

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Enclosures

cc: Justo Banaag, EADP
Rob Lee, HBG
John Finerty, FFS.J
Geoffrey Hurtado, HC
Linda Sowell, MS&A

FOREST COUNTY POTAWATOMI LEGACY DISTRICT

GENERAL PLAN DEVELOPMENT

PROJECT DESCRIPTION AND OWNER'S STATEMENT OF INTENT

August 29, 2005

Revised September 14, 2005

I. COMPONENTS OF GENERAL PLAN AND SUPPORTING MATERIALS

The Forest County Potawatomi Community of Wisconsin requests that the zoning of the property at and around 1721 West Canal Street be amended from an Industrial Heavy (I/H) District to a General Plan Development (GPD) District in accordance with this submission. The Tribe intends to redevelop its Canal Street facilities over the next several years to reflect market demands and the requirements of the Tribe and the City of Milwaukee.

This Statement of Owner's Intent, together with the accompanying plan sheets and related materials, identified below, constitutes and supports the general development plan:

Plan Sheets

Sheet Index

GPD-0 Cover Sheet / Vicinity Map

GPD-1 Project Team / Sheet Index

GPD-2 ALTA/ACSM Land Title Survey – Existing

GPD-3 Proposed Project Boundary Description

GPD-4 Existing Facilities Site Plan

GPD-5 Proposed Building and Parking Site Plan

GPD-6 Proposed Campus Perimeter Façade Standards

Exhibit A Statistical Sheet

Exhibit B Site Photographs

II. OVERALL DEVELOPMENT CONCEPT

1. Existing Conditions:

The Tribe's existing facility at 1721 West Canal Street (West Canal at 16th Street) is a 3-story building (ground level, mezzanine and 2nd level) that opened in October of 2000. The principal building houses a casino and bingo hall owned and operated by the Forest County Potawatomi Community of Wisconsin.

The facility contains approximately 254,400 total gross square feet (107,500 square feet on the ground floor), and includes casino space, two restaurants, a sports bar, the bingo hall, a theater, as well as support spaces such as offices, employee spaces, kitchens, storage, docks, and warehouse. The facility also has a ground level entry lobby and a third level enclosed pedestrian bridge from the 1,200 car parking structure.

The building's construction is a combination of concrete and steel, with exterior materials of brick, pre-cast concrete, terra cotta, copper and glass/aluminum. Architectural exterior elements reflecting tribal culture are expressed on the building exterior. The existing parking structure is a 4-story concrete structure, which is currently undergoing renovation to add two more floors, with approximately 600 additional parking spaces.

The site for the building contains approximately 7.6 acres of Tribal Trust Land owned by the Secretary of the U. S. Department of the Interior, in trust for the Tribe. There is additional Non-Trust property of approximately 21.5 acres, which is used for surface parking lots and parking structures.

The building is currently in an Industrial Heavy (I/H) zone, and is currently classified as a "non-conforming use".

The Potawatomi Bingo Casino is located in the Menomonee Valley, and employs approximately 1,900 people, more than half of which are racial and ethnic minorities. The proposed expansion will add approximately 1,000 more employment positions. Many of Potawatomi Bingo Casino employees come from the surrounding neighborhoods in Milwaukee. The proposed expansion will help to restore the Menomonee Valley to its historical role as a place of stable employment for families in the surrounding neighborhoods.

2. Proposed Expansion of Facility:

The proposed expansion includes new construction on all three levels, which will create additional area for casino space, and will create additional restaurants. There will be renovation of a portion of the existing casino space, and the creation of additional

employee and office space. There will also be a new 1,800 car parking structure. The new parking structure will connect to the existing parking structure. A new vehicular bridge will connect the parking structures to the James E. Groppi Unity Bridge (formerly the 16th Street Viaduct). New traffic signals will be installed at the intersection with the viaduct.

The square footage of new construction is approximately 518,500 square feet. The total facility square footage will be approximately 772,900 square feet, including a below grade valet parking structure. The expanded and new parking structures will have a capacity of approximately 3,600 cars. The below grade valet parking structure will accommodate 365 additional cars. Existing surface lots in the development will accommodate another 1,400± cars and be used primarily for employees and some overflow valet parking.

The total parking capacity for the development will be approximately 5,400 cars, which meets the expected needs of the facility, so that on-street parking will not be necessary.

3. Approved Uses:

Sheet GPD-5 shows the proposed building and parking zones within the site, as well as circulation facilities and open space. Following are the potential uses as defined in Table 295-703-1, square footages, and maximum heights for each of the zones, as applicable:

- A. Entertainment and Support Facilities with Underground Parking -- Uses within this area may include Gaming Facility, Theater, Conference and Exposition Center, Restaurant – Sit Down, Cultural Institution, and Parking Structure. Maximum gross square footage will be 1,000,000 square feet, with a maximum height of four stories.
- B. Future Development Zone -- Uses within this area may include Parking Lot, Parking Structure, Restaurant – Sit Down, Theater, General Office, and Cultural Institution.
- C. Structured Parking -- Uses may include Parking Structure, and General Office. Maximum parking structure height is 8 parking levels, which would include any office space.
- D. Surface Parking -- Uses may include Parking Lot, including bus parking, and Parking Structure. Maximum parking structure height is 8 parking levels.
- E. Circulation Facilities -- Uses may include roadways, driveways, vehicular bridge, and pedestrian facilities, including elevated walkway, as further defined in III.G.
- F. Open Space -- Uses may include storm water management facilities, landscape areas, and pedestrian facilities, as further defined in III.F.

4. Land Use Plan for the Menomonee Valley:

The Department of City Development along with Menomonee Valley Partners, Inc. has promulgated a plan to revitalize the Menomonee Valley as a distinct district of urban industrial, business, and employment. The plan identified goals for revitalization of the Valley by improving the infrastructure and encouraging new development. The Potawatomi Bingo Casino was recognized in the plan as a member of the Menomonee Valley community. The proposed casino and parking expansion adheres to many of the design and development guidelines developed in the Plan.

The existing Valley is bracketed by the new 6th Street Viaduct on the east, and Miller Park on the west, with reconstructed Canal Street acting as a central spine. A number of improvements have been made within the Valley since development of the Plan, including the at-grade connection of 6th Street to Canal Street, the Marquette Playing Fields, new office buildings and roadway improvements, demolition of outdated industrial buildings, and expansion of the Casino. New improvements currently underway include the Canal Street reconstruction, which will create a connection to the Miller Park area, the light industrial park in the old CMC rail yards area, and the new storm water parks, to enhance water quality prior to discharge to the Menomonee River.

The nearest structure to the Casino is the James E. Groppi Unity Bridge, formerly known as the 16th Street Viaduct, which traverses the Valley at just over forty feet above the valley floor. From the Valley floor, the viaduct's structural undercarriage is the dominant feature in the landscape. Other immediate neighbors are Emmpak Foods and Badger Rail, both small industries, and the Marquette Playing Fields to the north.

Miller Park to the west, Potawatomi Bingo Casino in the center, the proposed Harley Davidson Museum to the east, and the proposed Menomonee Valley Park and Henry Aaron Trail comprise an "Overlay of Entertainment" for the Valley. This mixture of uses, connected by Canal Street, will create a new vitality to the Valley and help achieve the goals of the Plan.

This is an excellent opportunity for the City to provide landscaping under the James E. Groppi Unity Bridge and improvements to the viaduct-to-ground stairways. This could be a catalyst in making this micro-area of the Menomonee Valley into an area that is more inviting and responsive to pedestrian traffic.

The immediate environment for visitors arriving and departing the facility by car or bus will be improved with clear and attractive signage, improved lighting and landscaping features, all of which embody the theme of "welcoming" and/or "thanking" the patrons. This same idea will be apparent at the level of the viaduct where the expanded Casino will rise above the level of the viaduct by at least a story in height.

The new vehicular bridge connection from the viaduct to the parking structure, and the façade of the new parking structure will provide the visitors and viewers with a strong sense of "welcome". These features will be visible to this "elevated" neighborhood where there are no other dominant structures. Aside from assisting the flow and

decongestion of traffic at this facility, these visual enhancements will provide interest to the passer-by and the users alike.

The proposed expansion will help achieve the goals of the Plan in many ways by creation of new jobs that are accessible to local residents; encouraging high quality, sustainable development; using existing City infrastructure in job development; and helping reduce urban sprawl. The expansion will promote revitalization of the Valley by providing for a wide range of land uses, and new employment opportunities. It will add visual interest to the Valley, help alleviate traffic congestion by providing a new connection to the viaduct, and improve surface conditions, lighting, viaduct conditions, and traffic signalization. It will have high quality and harmonious architectural and landscape design, will place utilities underground, clean up vacant land, provide off-street parking, and enhance security in the Valley environment.

III. COMPLIANCE WITH STANDARDS

The proposed GPD development rezoning complies with, or varies from, the standards prescribed by Section 295-907 of the Milwaukee Code of Ordinances in the following respects:

A. Size (295-907.2.c-1-a.)

The Forest County Potawatomi Legacy District area subject to the GPD is approximately 1,530,999 square feet (35.146 acres).

B. Density (295-907.3.c.)

Not applicable.

C. Space Between Structures (295-907.3.d.)

The location of structures in the GPD complies with the applicable provisions of the Wisconsin Administrative Code, ILHR Chs. 50-65.

D. Setbacks (295-907.3.e.)

Proposed standards for façade and landscaping treatments have been established for street edges within the development. The setbacks are defined below for each façade treatment. Refer to Sheet GPD-6 for the location of the treatments.

Principal Façade is defined as the public façade designed in accordance with the City of Milwaukee Urban Design Guidelines. The Principal Façade areas will be associated with the main buildings and parking structure fronts. The Principal Façade areas will have setbacks from the property line of a minimum of zero feet, to a maximum of 30 feet. The Principal Façade areas will have pedestrian and vehicular entrances designed for the public, as well as for deliveries. The Principal Façade areas will have landscaping and streetscape treatments designed to enhance the pedestrian experience. This could include decorative pavements, special lighting, street trees, planting beds, benches, directional signage, and cultural related features on the building façade and within the pavement. There will also be canopies and seating areas at the entrances and valet parking drop off areas.

Secondary Façade is defined as the area not generally exposed to significant public contact. Secondary Façade areas will be associated with the back of the building areas, parking structures, utilities, and materials management facilities, facing the interiors of the project site. Pedestrian and vehicular access points will not be used by the public. Parking structure facades may be partially open, for ventilation purposes.

Existing Façade will generally remain as is, but may have landscape and streetscape improvements to improve the pedestrian experience, where appropriate.

Surface Parking – Primary, is defined as the areas of surface parking adjacent to the right-of-way. These areas will receive landscape treatments as specified in III.E, below, which will generally include regularly spaced trees and a continuous base of shrubs. Surface Parking – Secondary, is defined as the areas of surface parking adjacent to adjoining properties. These areas will receive landscape treatments as specified in III.F and III.H, below. Open space areas adjacent to the right-of-way and adjoining properties will receive landscape treatments as specified in III.F and III.H, below.

E. Screening (295-907.3.f.)

Urban Landscape Treatment will be used as a landscape buffer along all streets. New landscaping shall conform to City of Milwaukee requirements. Screening of surface parking and circulation facilities will be comprised of regularly spaced trees and continuous base shrubs, and may include fencing that will create a barrier, but not be a visual screen. Plantings will create a continuous edge of plants, but the eye level zone will be mostly open, to allow for surveillance between parking lots and streets. Facilities such as mechanical equipment or enclosures, dumpsters, and other trash collection equipment, will be screened per Section 295-405.1.b-7, Type “G” Landscaping (object screening), wherever these facilities are visible to the public. Fencing and walls shall be in accordance with Table 295-405.1-c, Fence/Wall and Landscaping Requirements for Landscape Types, and Section 295-405.1.c-5.

F. Open Spaces (295-907.3.g.)

Open spaces are shown on Sheet GPD-5. Open spaces will include facilities for storm water management, pedestrian circulation, including paved paths and seating areas; landscaped and garden areas with walls and fencing; information features such as signs or kiosks; lighting, shielded so as to not cause glare on adjoining streets and residences; and decorative enhancements, such as flagpoles, artwork, or water features. Landscaping and screening in open spaces will be maintained so as not to create a nuisance or hazardous condition.

G. Circulation Facilities (295-907.3.h.)

The general location of circulation facilities, including pedestrian and vehicle access and egress, as well as dropoff and loading facilities, and elevated pedestrian and vehicular bridges, are identified on Sheet GPD-5. Adequate access for pedestrians and private vehicles shall be provided. Parking and loading facilities shall be located near the uses they support and will be adequately screened.

H. Landscaping (295-907.3.i.)

Site landscaping standards will conform to Section 295-405, Milwaukee Code of Ordinances; and will be of a quality consistent with the standards of the American Association of Nurserymen (ANSI 260.1). Surface parking and circulation facilities will be landscaped and screened as specified in III.E above. Open spaces will include the uses and related landscape standards as specified in III.F, above. Landscaping shall meet or exceed the requirements of Section 295-405.1.c, for planting materials, fencing and walls, and berms. Landscape features may encroach into the public right-of-way, with City approval, in accordance with Section 295-405.1.c-8.

I. Lighting (295-907.3.j.)

New building lighting will conform to the Illuminating Engineering Society Standards and City of Milwaukee Ordinances. All exterior lighting shall be shielded so as not to cause glare on adjoining streets, or light escape to nearby residences.

J. Utilities (295-907.3.k.)

All new utility lines will be installed underground. New transformers and substations will be installed within buildings or will be otherwise screened from view.

K. Signs (295-907.3.l.)

A signage program will be developed for the Forest County Potawatomi Legacy District. The signage program will include a Main Entrance sign, a LCD display board sign, directional signs, identification signs, decorative lighting features, pole mounted signs, , and canopy signs.

The Main Entrance sign will be a monument sign, located on Canal Street, at the northeast corner of the site. It will have a 2-foot tall masonry base, a 15-foot long, 3-foot high sign panel (maximum of 45 square feet), two sided, metal, externally lit, with a 16-foot tall decorative lantern.

The proposed vehicular bridge connection from the James E. Groppi Unity Bridge to the existing parking structure will be straddled at the face of the parking structure by a 30-foot wide by 125-foot high LCD display board sign, which will provide directional information and details on activities at the casino. The sign will be glass and metal, and will be internally lit.

There will be directional monument signs at key locations around the site. There will be a maximum of 24 primary and secondary directional signs, with a maximum sign area of 24 square feet. These signs may be internally or externally lit. Signs may be located in the right of way, or off-premise, subject to City approval.

There will be parking lot, parking structure, and freestanding identification signs. There will be a maximum of four parking structure signs, mounted over the structure entrances; four monument parking lot signs; and four monument freestanding

identification signs, for facilities such as employee entrance and materials management. Monument style signs will have a maximum area of 24 square feet. Overhead mounted signs will have a maximum area of 40 square feet. These signs may be internally or externally lit. Monument signs may be located in the right of way, or off-premise, subject to City approval.

There will be decorative lighting features, designed as lanterns, installed on the proposed vehicular bridge connection, the parking structure, along internal drives, and within the right-of-way, subject to City approval. There will be a maximum of 36 ground-mounted special lanterns, 20 bridge lanterns, and 12 garage lanterns. Maximum height of the lanterns will be 15 feet.

There will be canopy-mounted signs at a maximum of four locations, for entrance identification purposes. The maximum canopy sign area will be 40 square feet. Canopy signs will be internally lit.

There will be pole mounted signs, for directional and other information, that may serve other functions, such as decorative lighting, flag poles, and time or temperature displays. There will be a maximum of six pole mounted signs, with a maximum height of 12 feet. Pole mounted signs may be located in the right of way, or off-premise, subject to City approval.

The signage program will be submitted as part of the Detailed Plan Development (DPD) submittal.

L. Survey (295-907)

The ALTA/ASCM Land Title Survey, Sheet GPD-2 shows topography at 1-foot intervals.

IV. MINOR MODIFICATIONS

Section 295-907.2.i. of the Milwaukee Code of Ordinances provides that minor modifications to the general and detailed plans may be allowed, provided that such minor modifications do not result in certain changes to the plan relating to its general character, or such things as land coverage of buildings and parking areas. The Tribe, in generating the plans for the GPD, has attempted to anticipate all factors required to complete the project successfully, and has invested a substantial amount of time and capital in doing so. However, neither the Tribe nor the City of Milwaukee can predict how the plans set forth herein may unfold in their implementation. In recognition of this fact, and acknowledging the need to maintain flexibility of plans to be modified for particular circumstances, the Tribe will retain the right to make minor modifications to the GPD at any time. However, in no event, will any modifications undertaken by the Tribe cause any of those effects sets forth in Section 295-907.2.i-1 through -7, without submittal of a revised GPD plan.

Minor improvements of the site may be allowed without submittal and approval of a general plan if sufficient detail is shown on the approved GPD.

V. "STATISTICAL SHEET" INFORMATION

Section 295-907.2.c-1 of the Milwaukee Code of Ordinances provides that this Owner's GPD Project Description contain a statistical sheet setting forth specific information on the project. The pertinent information required under this Section is set forth on the Statistical Sheet attached hereto as Exhibit A.

EXHIBIT A
GENERAL PLAN DEVELOPMENT STATISTICAL SHEET
FOREST COUNTY POTAWATOMI LEGACY DISTRICT

2.b-1-a	Gross Land Area	<u>1,347,306</u> sf <u>30.93</u> ac
2.b-1-b	Maximum Amount of Land Covered by Principal Buildings	<u>265,300</u> sf <u>6.1</u> ac <u>20</u> percent of total
2.b-1-c	Maximum Amount of Land Devoted to Parking, Drives and Parking Structures	<u>720,000</u> sf <u>16.5</u> ac <u>53</u> percent of total
2.b-1-d	Minimum Amount of Land Devoted to Landscaped Green Space	<u>300,000</u> sf <u>6.9</u> ac <u>22</u> percent of total
2.b-1-e	Total Area Devoted to Non-Residential Uses	<u>1,347,306</u> sf <u>30.93</u> ac <u>100</u> percent of total
2.b-1-f	Proposed Number of Buildings	<u>2</u>
2.b-1-i	Parking Spaces Provided	<u>1400</u> Surface <u>3965</u> Structured <u>5365</u> Total <u>6.9</u> Number of cars per 1,000 square feet