

FN 071125

Downtown Update Report 1 of 19



**Downtown Plan Update Report
January 3, 2008**

I. Purpose

Comprehensive Planning provides guidance for the future development of the city and is required by State law (State Stat. 66.1001). Updating Comprehensive Plans is also required by State Law and the process is fully defined by City Ordinance (Resolution No. 040565).

The purpose of this Update Report is to adequately satisfy both the State and City requirements by providing a comprehensive picture of Downtown in 2007 and outline the changes, including the successes, issues and opportunities, which have occurred since the Downtown Plan was adopted in Fall of 1999.

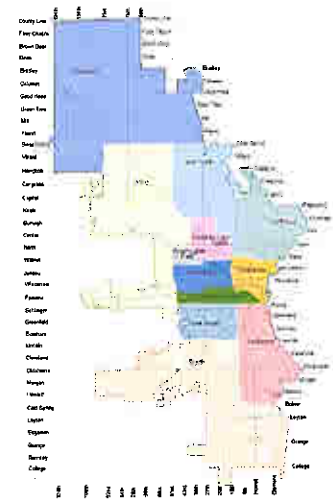
II. Background

Comprehensive Planning for Milwaukee: In 1999, the State of Wisconsin adopted legislation requiring that, by 2010, all municipal programs and actions that affect land use be consistent with a Comprehensive Plan. The Department is in the process of developing the documents that meet State standards for a Comprehensive Plan. It is the intent of the Department to have the entire City of Milwaukee addressed within a Comprehensive Plan by 2010; this will be the first time the entire City will be fully planned.

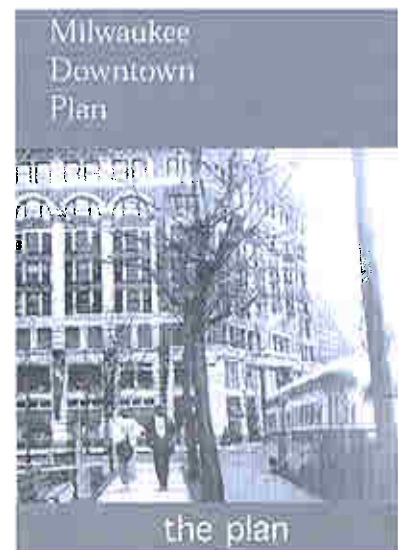
Because of its size and complexity, Milwaukee needs to plan for the overall City as well as its individual neighborhoods. Consequently, while developing the Citywide Comprehensive Plan that meets the mandates of the Wisconsin Law, the Department is also developing Area Plans that tailor citywide policies to smaller geographic areas and address opportunities and challenges specific to particular areas of the City. Currently, 6 Area Plans have been adopted and 6 are underway. The Downtown Plan is one of these Area Plans.

Downtown Plan 1999: Early 1996 saw construction begin on several highly visible projects in Downtown Milwaukee including the Wisconsin Center, Humphrey IMAX Theater, and the Riverwalk. At the same time, public officials were aware that key Downtown planning and policy documents needed to be created to reflect the changing conditions in the local and national markets. As a result, a partnership was formed and consultant hired in 1997 to begin creating a blueprint for further development of Downtown and to identify the specific actions which should be taken to foster that development. In 1999, the City Plan Commission adopted the Downtown Plan.

The Downtown Plan (1999) presented policy and recommendations in the form of districts reflective of the intensity and extent of their

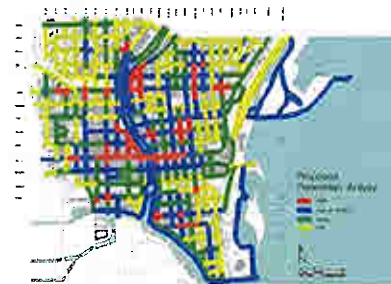


Map of the 12 Area Plan Boundaries



1999 Downtown Plan Cover

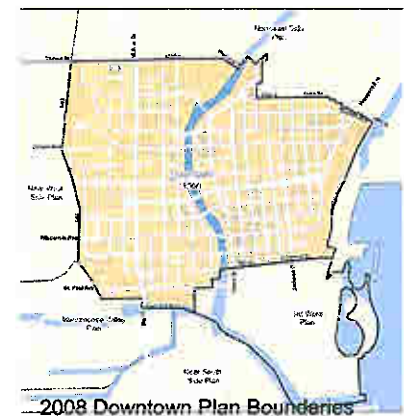
service areas. Street types were identified and designated based on their level of pedestrian activity and vehicular movement. The pedestrian realm including sidewalks, boulevards, river and edge walks, and bridges were evaluated; each street was coded to reflect a blend of the existing and desired pedestrian level of activity. In addition, 13 Catalytic Projects were identified to implement key aspects of the plan and spur activity, investment and redevelopment. Also, the Plan recommended that the Department update the Downtown Zoning Regulations to conform to the Plan.



1999 Plan Pedestrian Activity Map

Update and Amendment Process: On September 21, 2004, the Common Council of the City of Milwaukee adopted Resolution No. 040565, constituting the procedure for evaluating, updating and amending a comprehensive plan. The procedure requires that the Department review the Comprehensive Plan to assess and evaluate the effectiveness and shortcomings, including the validity of the projections, the realization of the goals and objectives, and the applicability of the Plan's policies and maps. Although the procedure requires the Citywide Plan to be evaluated not less than once every 10 years, Area Plans are to be evaluated as needed, upon Department initiation. The Department met in Fall 2007 to discuss the need for a update to the Downtown Plan. As the first step in the evaluation, this Update Report was drafted.

Boundary: For the purpose of this planning effort, the Downtown area is approximately 2.5 square miles, generally bounded by I-43 to the West, the lake front to the East, Walnut/Lyon Street to the North and St. Paul/Milwaukee River to the South. The original Downtown Plan includes the areas contained in the Park East Redevelopment Plan and Historic Third Ward Area Plan. Although these areas will remain in the Update's Planning Area, for the purpose of data comparison, adopted policies and recommendations for these sub-areas will not be changed.



2008 Downtown Plan Boundaries

III New Census Data and Economic Projects

Since Plan adoption, 2000 Census Data has become available. A review and comparison of the census data and current market studies has demonstrated the following notable trends. Please note: most of the statistics used for this Update Report came from the Milwaukee Downtown Market Analysis 2007 by Business Improvement District #21 <http://www.milwaukee-downtown.com/pdf/whitepaper.pdf> and the Market Analysis 2007 by SB Friedman <http://www.mkedcd.org/news/2007/SBFCoFinalDowntownReport060607.pdf>

Housing: Census data 2000 reports there are 73,000,000 households without children in the United States and there will be approximately 101,000,000 households without children by 2025 (88% increase). By 2025, 72% of all households within the US will be without children. Since households without children typically prefer urban residency due to the amenities and no longer need for schools and backyards, this trend could bring a significant increase in population that desires to move Downtown.

According to the most recent data collected by the Department, between 2000 and 2007, housing in the Downtown increased 2435 units, averaging 347 new units per year. Owner-occupancy increased by 3%. In the year 2000, the average Downtown home value was \$226,815 and average rent was \$609 per month, the highest of ten comparable sized cities. In 2007, non-family households (80%) continued to be the dominant household type in the Downtown.

Over 54.5% of Downtown residents are between the ages of 15 to 34. Many of these residents are college students or young professionals who have high levels of disposable income. Between 2000 and 2007, per capita income per household increased from \$23,310 to \$34,035. Residents of the Downtown are twice as likely to be from different race/ethnic groups as the State of Wisconsin's overall population. 45.1% of the residents have obtained either a bachelor of advanced degree.

There are approximately 25,000 people who live Downtown and there are over 2 million people living in the Metropolitan Study Area (MSA). Current studies suggest that approximately 5% of the MSA area population desires to live Downtown. This percentage suggests there are over 75,000 people within the Milwaukee MSA that desire to live Downtown but have not moved to date.

Office: Since 2000, many office headquarters and/or large branches have re-located Downtown. In 2007, there were over 78,000 employees working Downtown with 77% of these employees in "white collar" jobs. The highest employee concentrations continue to be found in the area bounded by the Milwaukee River, Wells Street, Wisconsin Avenue and Jefferson Street with 29,000 employees working within this quarter mile. Downtown incomes were significantly higher than those of several comparable downtowns including Cincinnati, Columbus, Kansas, Memphis, and Nashville.

Retail: Although Downtown employees represent over \$344 million in retail spending potential, since 2000, retail establishments in the Downtown have grown modestly including TJ Maxx, Borders Books, and Old Navy to the Shops of Grand Avenue,, as well as boutique retail establishments in the Historic Third Ward.

Downtown Housing Changes, 2000 to 2007

Housing Units	↑ 2435 units
Owner Occupancy	↑ 3%
Per Capita Income per Household	↑ \$10,725

Household Characteristics Downtown, 2000

Average Home Value (2000)	\$226,815
Average Rent (2000)	\$609/month*

* Highest of ten comparable cities

Household Characteristics Downtown, 2007

Total Population	25,000
Aged 15 to 34	54.5%
Bachelor degree or higher	45.1%
Non-family households	80%
Employees	78,000
White collar jobs	77%
Retail spending potential since 2000	\$344 million



Office Buildings on E. Wisconsin Ave.

Tourism: Milwaukee County ranks first in the state for traveler spending (\$1.5 million in 2005). Downtown tourism facilities include the Midwest Airlines Convention Center (500,000 visitors/yr), 12 hotels, 156 restaurants, museums, performing arts facilities, sports arenas, retailers and festival grounds. Since 2000, Downtown has attracted various new cultural and tourism facilities including the construction of the Milwaukee Art Museum expansion (250,000 visitors/yr), Pier Wisconsin/Discovery World (154,000 visitors/yr), and the Milwaukee Riverwalk which extends 3.1 miles on either side of the Milwaukee River from former North Avenue Dam to Lake Michigan. Since 1998, \$2.2 billion has been invested in tourism development in and connecting to Downtown including the Midwest Airlines convention complex, Miller Park, the Milwaukee Art Museum addition, the Potawatomi Bingo Casino expansion, the Milwaukee Public Market, the new high-speed ferry, and new hotels. Downtown hotel occupancy has increased steadily since 2001, while room supply has been fairly constant.



Milwaukee Art Museum Addition

Transportation: In 2000, approximately 31.2% of the Downtown households did not own an automobile. By 2005 there were 16 bus routes through the Downtown including 972 daily trips on Wisconsin Avenue alone.



Milwaukee County Transit System

IV. Comparison of Adopted Land Use Map (1999) to Land Uses at the Time of Evaluation (2007)

The topics below are based on current level of interest; however, they are not intended to be a comprehensive list of all topics that may come to the forefront during the planning process.

A copy of the Land Use Map in the 1999 Downtown Plan can be found on page 11 of the Executive Summary. (<http://www.mkedcd.org/planning/plans/downtown/plan.html>) The Department examined this Land Use Map and compared it to 2007 Downtown land uses. The following trends were noted and will be codified in the maps that result from the Update Process:

In 2002, the Park East Freeway was taken down clearing approximately 16 acres of land that was beneath the freeway for development and 24 total acres (which includes existing surface parking lots) for a higher and better use.

Industrial land decreased in acreage through the redevelopment of areas such as the Pabst Brewery, the Pfister and Vogel Tannery and the Third Ward. Most of this formerly zoned industrial land has been changed to residential and mixed use.

The Marquette Interchange reconstruction required use of a few developed parcels. However, completion will yield several parcels



Bird's eye view of the Park East Corridor from the West

land for redevelopment including the land located at 7th Street and Michigan Avenue.

The combination of the new Lakeshore Park and the reconfiguration of the lands surrounding Pier Wisconsin has resulted in a somewhat altered and improved lakefront edge along the Downtown.

In 1999, there was little new residential housing in Westtown. Since then, there has been significant development and conversion of buildings for residential use.

Over the past 7 years, Milwaukee Street has emerged as an upscale entertainment district with numerous restaurants, bars, and nightclubs.

The area north of McKinley and West of N. King Drive, known as the Haymarket Redevelopment Area, has seen growth in rehabbed buildings. Given its location to the Park East Corridor, it seems likely to be an area susceptible to change.

In the northeastern section of the Downtown, large, residential infill projects have been constructed contributing to the already dense residential neighborhood. For example, census tracts 43 and 44 have a density of approximately 13,000 people per square mile—notably as dense as many Chicago and San Francisco neighborhoods.

Due to the success of the City's Riverwalk Program, new and rehabilitated buildings have been developed for residential and mixed use purposes on either side of the Milwaukee River adding public and private investment, population base and vibrancy along the River.

The Historic Third Ward has shown and continues to show strength in all market sectors. New condominiums, expanding number of retailers, and strong office rental rents/sq ft have created a stable neighborhood and have significantly added to the Downtown economy.

Open space within the Downtown remains relatively constant at 12 acres per 1000 people, well over the national standard of 1 acre per 1000 people.



Lakeshore State Park



Park East Enterprise Lofts, N. King Dr.



A section of The Riverwalk in the Third Ward

V. Comparison of the 1999 Downtown Plan's Goals and Objectives to Actual Implementation

The Goals listed below in bold print are the original goals identified in the 1999 Downtown Plan.

GOAL: Maintain Downtown as the Metropolitan Area's Single Largest Concentration of Office

Over the past several years, most office development has involved moving a regional employer to Downtown (Manpower, Roundy's) or moving an existing tenant into a new project (Ernst & Young, Whyte Hirschboeck).

The following represent a number of office tenants that have moved to the Downtown since 2000:

ASQ Center- 648 N Plankinton (106,202 square feet)
Cathedral Place- 555 East Wells Street (200,000 square feet)
First Weber Group
Infiniti- Chase Bank Building
JP Morgan- 111 E. Wisconsin (472,507 square feet)
Manpower- Park East (280,000 square feet)
NAI MLG Commercial- 1110 N Old World Third St.
Roundy's- 875 E Wisconsin (209,000 square feet)
Time Warner- 1320 N King Drive (177,090 square feet)
Upper floors of Boston Store (170,449 square feet)
Weas Development

The following represent a number of the office tenants that have expanded their office space in the Downtown since 2000:

AIG American General - 750 West Virginia Street
Artisan Partners - 875 East Wisconsin Avenue
Boston Stores Headquarters, - 310 West Wisconsin Avenue
Executive Director, Inc. - 555 East Wells Street
Fortis Insurance - 501 West Michigan
Johnson Bank - 333 East Wisconsin Avenue
Marcus Corp. - 100 East Wisconsin Avenue
Northwestern Mutual Life - 720 East Wisconsin Avenue
PKWARE - 648 N Plankinton Avenue
R.W. Baird - 777 East Wisconsin Avenue

GOAL: Increase the Amount and Variety of Downtown Housing

Between 2000 and 2007, housing in the Downtown increased 2435 units, averaging 347 new units a year. Resale on existing condo units steadily increased from 150 transactions in 2002 to approximately 500 in 2006. The Downtown apartment market remains strong with occupancy averaging 97%. As of 2006, 79% of the Downtown housing units were renter occupied while 11% were



Cathedral Place, E. Wells St.



Manpower Headquarters and riverfront, W. Cherry St.



Marine Terminal Lofts, E. Erie St.

owner-occupied. The following represents a number of housing developments that have been established in Downtown since 2000:

Downtown Central

601 Lofts (80)
Boston Lofts (74)
Bowman Lofts (10)
Breakwater (104)
Brewery Lofts (12)
Cathedral Square (27)
City Green-Phase 1 (44)
Convent Hill (120)
Courtyard Square (117)
Ernst Place Apartments (12)
Grain Exchange (30)
Kilbourn Tower (73)
Paradigm (6)
Park East Enterprise Lofts (85)
The Blatz (169)
The Flatiron (33)
The Grand Wisconsin (108)
The Lofts on Broadway (56)
The Majestic Building (135)
The North End – Phase 1 (75)

The Soap Works Lofts (27)
The Wisconsin Tower (70)
University Club Tower (56)
Van Buren City Lofts (42)

Total Units: 1565

Historic Third Ward

Commission House (23)
Gaslight Lofts (188)
Jefferson Block Apartments (270)
Marine Terminal Lofts (83)
River Renaissance (82)
Riverview Lofts (21)
The Harbor Front (160)
The Warehouse Lofts (43)

Total HTW Units: 870

**Total Combined Units:
2235**



University Club Tower (left) and Kilbourn Tower (right), N. Prospect Ave.

GOAL: Expand the Number and Variety of Destination Entertainment Venues in the Downtown

The following represent a number of entertainment venues that have been developed or expanded in Downtown since 2000:

Hotel Metro
Linens and Things/TJ Maxx/YMCA/Borders Books at Grand Avenue
Milwaukee Art Museum
Milwaukee Public Market
Milwaukee Street Renovation
Milwaukee Theater
MSOE Kern Center
OnMilwaukee.com
Pabst Theater (winter garden)
Pier Wisconsin/Discovery World
US Cellular Arena (renovation)
Over 25 dining and retail establishments along the Riverwalk



Pabst Theater, E. Wells St.



MSOE Kern Center, N. Broadway St.

GOAL: Provide Attractive Options for Travel within Downtown

The following travel options and enhancements have been developed and/or begun operation in Downtown since 2000:

- 2 Luxury European River Cruise Boats, available for dining and river tours
- 6 Pontoon Boats available for river tours and special events
- 6th Street Viaduct (\$56,500,000)
- Marquette Interchange Reconstruction (\$810,000,000)
- McKinley Boulevard and plantings, as well as other Park East street work
- Milwaukee Trolley
- New Intermodal Station (Amtrak and Greyhound bus terminal, (\$15,000,000 investment)
- New Bus Shelters on WI Ave/Brady Street
- Water Street Resurfacing, Median Plantings and Bike Lane (\$1,034,000 investment)



McKinley Boulevard Bridge



Intermodal Station, W. St Paul Ave.

GOAL: Make Walking Attractive, Easier and Convenient

The following public infrastructure projects represent a number of enhancements that have been developed in Downtown since 2000:

- Ambassador Program (BID #21)
- Clean Sweep and Graffiti Removal Programs (BID #21)
- Highland Pedestrian Bridge
- Marsupial Bridge
- Milwaukee Street Streetscaping and Resurfacing (\$895,000)
- New Knapp Street Bridge (\$11,000,000)
- Park Once Signs
- Proposed North End Public Plaza on Water and Pleasant
- Public Art
- Reconnection of the Street Grid within the Park East Corridor
- Red Arrow Park
- Riverwalk- Connection to the Third Ward
- State Street and Kilbourn Avenue Historic Bridge Reconstructions
- Westown Pedestrian Signage
- Wisconsin Streetscape/Boulevard (\$11,119,000)



Pedestrian way finding sign, Riverwalk

GOAL: Take Maximum Advantage of the Special Features Found Downtown

Since 2000, the following Historic or Iconic buildings have been renovated or rehabilitated:

- 249 N Broadway
- ASQ Center/Marriott - 600 N. Plankinton
- Boston Lofts - 630 N 4th Street
- Cathedral of St John the Evangelist - 812 N. Jackson Street

Commission House - 401 N Broadway
Dye House - 320 E. Buffalo Street
Hotel Metro - 411 East Mason Street
Lakeshore State Park
Lincoln Memorial Drive
Majestic Lofts - 231 W. Wisconsin Avenue
Marine Terminal Lofts - 106 N Broadway
Mathews Building - 301 West Wisconsin Avenue
Milwaukee Art Museum -
Milwaukee City Hall - 200 Wells Street
Milwaukee County Courthouse (Annex Removal) - 901 N. 9th Street
Milwaukee County Historical Center - 910 N. Old World Third Street
Milwaukee Street Buildings - 800 Block
Northwestern Mutual - 720 East Wisconsin
Northwestern National Mutual Insurance - East Wisconsin Avenue
Pabst Theater (winter garden) - 144 E. Wells Street
Pritzlaff Building - 305 N. Plankinton Avenue
The Milwaukee Auditorium (Theater) - 400 West Wisconsin
Time Warner Building - 1320 N Martin Luther King Drive
Turner Hall - 1034 N. 4th Street
Wisconsin Telephone Company Building (AT&T) - 722 N. Broadway
Wisconsin Tower - 6th and Wisconsin Avenue

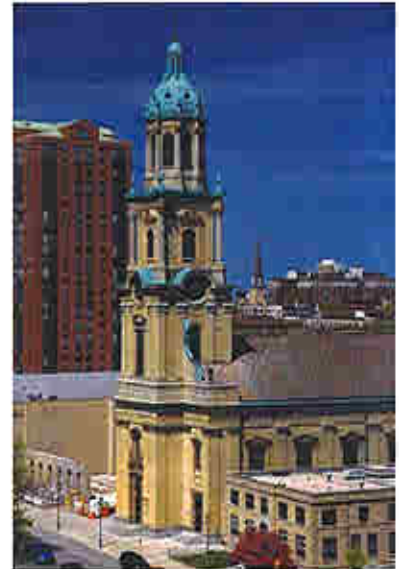
Segments along the Milwaukee Riverwalk continue to be built. The Historic Third Ward Riverwalk is underway and a connection between the two was recently constructed.

VI. Comparison of Projects Anticipated in the Adopted Plan and Projects Completed and/or Underway

The Downtown Plan identified 13 Catalytic Projects that would implement key aspects of the Plan and would spur activity, investment, and redevelopment. Each of the 13 Projects has been either implemented successfully or underway. The following provides a brief update on the projects:

A. Historic Third Ward Public Market was recommended to be a new district which revitalizes the historic produce market tradition. The Market opened at the end of the summer 2005 to much fanfare. The combination of indoor permanent vendors and outdoor stall vendors has provided a thorough mix of market options. Over 20 local vendors operate in the Market.

B. Pabst Brewery Adaptive Redevelopment now known as, "The Brewery" will include a mix of residential, office, retail and cultural uses. Currently, Zilber LLC has purchased the site and is pursuing a development program for the adaptive reuse of the former brewery complex. The City adopted a \$25 million dollar Tax Increment



Cathedral of St John the Evangelist, N. Jackson St.



Milwaukee Street Buildings



Milwaukee Public Market, N Water St and E. St Paul Ave.

Financing District to prepare the site with public infrastructure and help with the costs of environmental contamination clean up and historic preservation. In 2007, the City proceeded with a \$500,000 demolition and street construction project for the area bounded by North 8th Street, West Highland Avenue, North 11th Street, and West Winnebago Street. In 2008, Gorman & Company will construct 95-unit, multifamily development targeting low to moderate income and entrepreneurs and artists in its life work loft development called Blue Ribbon Lofts. In December 2006, a Development Incentive Overlay Zone was adopted for the Brewery Project to establish permitted uses and design standards. Currently, there is a draft amendment that would establish sustainability guidelines for the entire development site. This is the largest designated LEED-ND development in the State of Wisconsin.



Rendering of Proposed Pabst Brewery site redevelopment

C. West and East Wisconsin Avenue Revitalization was noted in the Downtown Plan as being of strategic importance to the Downtown renaissance. Revitalization included streetscape enhancements with intersection paving and landscaping. In 2002, Wisconsin Avenue Streetscaping from North 2nd to North 4th Street began with a \$1,860,000 investment. In 2004, the second phase of streetscaping work along Wisconsin began from North Milwaukee Street to the Milwaukee River, representing a \$1,665,000 investment. In 2005, streetscaping work began along East Wisconsin Avenue from North Prospect to North Milwaukee Street representing a \$3,192,000 investment. And finally in 2006, work began on West Wisconsin Avenue from North 4th to North 10th Street representing an additional \$4,402,000 investment. In total, over \$11,119,000 was invested in the upgrading and revitalization of public infrastructure along Wisconsin Avenue in the Downtown.



W. Wisconsin Ave. Streetscape Improvements

In addition, North Water Street from Juneau Avenue to just north of East Pleasant Street was resurfaced and the median was transformed from a lawn type median into a garden like setting with perennials, shrubs and annuals, representing over \$1,034,000 of additional public infrastructure investment. Ultimately, improvements will also include Water Street from Wisconsin to Kilbourn.

D. West Kilbourn Avenue Streetscape Improvements were recommended to transform Kilbourn Avenue, the link that connects City Hall to the Courthouse, into a well-defined civic street. In 2002, a \$64,000 investment was made to beautify the island located along East Kilbourn Avenue from North Water Street to North Broadway. In 2003, another \$64,000 of investment was made along West Kilbourn Avenue, from the Milwaukee River to North 5th Street. Ultimately, improvements will be made on Kilbourn from Water to 6th Street.



E. Kilbourn Ave. Streetscape Improvements

E. City Hall Square Intersection at Wells and Water Street was recommended for improvements including intersection paving and landscaping to better define and enhance this civic space. Currently, the City is looking into alternatives for funding the intersection improvements to follow the renovation of the City Hall building.

F. The Riverwalk Expansion was identified as a way to enhance the economic and marketability of all Downtown. Continuing the success of the first segments for the Riverwalk, extensions and linkages continue to be built along the Milwaukee River. New and connecting segments have been added along the entire system. New Riverwalk exists at the Knapp St Bridge house and will soon be connected to the existing riverwalk at the Time Warner Cable building. The longest single stretch of Riverwalk will be constructed shortly along the property line of the former Pfister and Vogel Tannery. Upgrades to the original Downtown portions of the Riverwalk have begun including the addition of art and vegetation intertwined with trellis. Improvements at seven locations will make this portion of Riverwalk ADA accessible. To date, 7,703 linear feet of Riverwalk in the Downtown has been constructed.

The Riverwalk segment from Clybourn to St Paul on the east side of the Milwaukee River is complete and serves as a connection between the Historic Third Ward and the Downtown. Common Council adopted design guidelines specific to the Historic Third Ward Riverwalk which created a Riverwalk that is distinguishable from the Downtown portion. Construction began in 2002 and today only approximately 3 Historic Third Ward segments remain to be constructed. With several restaurants and outdoor dining opportunities, this portion of the Riverwalk system has become a popular destination. To date, over 3550 linear feet of Riverwalk in the Third Ward has been constructed.

G. Lakefront Connections were recommended to improve pedestrian access to and utilization of the Lakefront. With the completion of the Art Museum addition, the Lakewalk has been extended down to Michigan St. The redesign of Lakeshore Park is completed, providing an uninterrupted path along the lakefront to the harbor inlet where the connections join with the Riverwalk system.

H. MacArthur Square is a key public open space in the Downtown that can have an enormous impact on the quality of civic life. The Plan recommends that the street structure be redesigned to allow vehicular access and short-term parking around the square. A Master Plan was prepared by Planning and Design Institute and students of the School of Architecture and Urban Planning. Ten local architectural practices then completed a design charrette, each creating a building within the MacArthur Square area. All the work was supported by a grant from the Herzfeld Foundation and has



City Hall Restoration, N. Water St.



Rock Bottom Brewery, Riverwalk



View of Discovery World from Lakeshore Park

been presented to stakeholders (State, DPW, County, Museum, MATC, Convention Center and Milwaukee Theater). The results of the Plan will serve to guide decisions on the redevelopment of MacArthur Square with the intention of making it into a more active pedestrian square.

I. Park East Freeway Replacement with an improved street grid system was recommended to reclaim approximately 24 acres of developable land and attract over \$800,000 in potential investment. In response, the freeway spur has been removed from 6th Street to Jefferson Street and new street segments have been constructed utilizing ISTEAF funds as well as \$20 million in city TIF dollars. As part of the reconnection of the street grid, in 2003, an \$11,000,000 new bridge (Knapp Street Bridge) was built over the Milwaukee River and a new tree-lined, 6-lane boulevard (McKinley Boulevard) was constructed as the new entrance to the Downtown. A redevelopment plan has been adopted and is being used to regulate building form. Several developments are currently underway in the corridor. The North End has begun demolition and will begin construction of Phase 1 in January 2008; The Flatiron is nearing completion; the County has awarded 3 RFP's and is in the process of a forth; and there are plans for the development on the Riverside parking lot and block with the Sydney Hih .



Park East Freeway before removal



Rendering of Park East Corridor after redevelopment

J. The Transit Connector was originally envisioned as several rubber trolley lines connecting the primary activity generators in Downtown to each other and to the surrounding neighborhoods. These rubber trolley's have been implemented; however, in 2003, federal funding for the pilot program was depleted. The Milwaukee Downtown BID has graciously taken over the operation and is able to fund a limited route and schedule during the summer months. A new or enhanced funding source is being sought. To supplement the Trolley system, discussions on transit continue, currently with several alternatives being pursued including the proposed Mayor's Transit Plan.



Image of proposed downtown transit, E. St Paul St.

K. The Park Once concept consists of a proposed, managed system of street signage, parking deck signage and the transit system. Downtown signage is now in place to help create a uniform, predictable look to parking Downtown including way finding signage for Westown and Eastown establishments. The Department of Public Works is currently pursuing a real-time parking system intended to help people coming into Downtown identify where an excess of easily accessed parking exists. The master plan for the installation is completed and will soon be implemented.



Parking signage at The Shops of Grand Avenue

L. Two Way Streets make it easier to understand the Downtown street system and enhance visibility to shops on the street. For these and many other reasons, the Downtown Plan recommended

conversion of one-way streets to two-way streets. Several streets in the Downtown have changed their travel. These include the conversion of State, Broadway, Milwaukee, Van Buren, and Jackson Streets, as well as St Paul Avenue. In addition, the Historic State Street Bridge over the Milwaukee River was reconstructed representing over \$14,700,000 in public infrastructure investment and the Kilbourn Avenue Bridge is under repair.

M. The Intermodal Station Renovation is in the process of becoming a combined depot for trains and intercity buses. Federal, state, city and private funding has been budgeted to cover the project's \$15 million cost. City participation included \$6.25 million in Tax Increment Funds. Work on the depot started in 2006 and was completed in December 2007. The station will serve Amtrak Hiawatha Service and Empire Builder trains as well as Greyhound, Lamers, Wisconsin Coach, and Indian Trails Bus Line. In conjunction with the Amtrak renovation, the State will improve the segments between St. Paul & Clybourn on Plankinton, 2nd, 3rd, 4th and 5th, as well as Clybourn in 2008. Congestion Mitigation and Air Quality money will be used to improve 5th Street between Wisconsin and Clybourn (including streetscape elements) next year.

N. Shops of Grand Avenue Ground Floor Revitalization including façade improvements, although not identified as a Catalytic Project, was a key recommendation of the Downtown Plan. Since adoption, Boston Store has opened its street front windows to allow pedestrian interaction, Wispark has renovated the old Woolworth's Building (currently home to the newly opened Office Max), The Majestic Lofts have been developed into affordable apartments, the 211 West Wisconsin building has completed façade renovations, the Plankinton Arcade has window openings and currently houses Linens and Things, TJ Max and Old Navy, and the ASQ Center has been redeveloped to include Marriott Hotel, Borders Bookstore and additional office space. The Grand Avenue has been sold and the new owners are working on proposed upgrades to the mall.

The Downtown Plan has achieved significant success in terms of implementation of Catalytic Projects and the spin off benefits to the community. As stated above, all 13 projects have moved forward to a point that the Department is recommending a process of identifying new Catalytic Projects to build upon the momentum.



W. St. Paul Ave.



Intermodal Station at night, W. St. Paul Ave.



TJ Maxx, Shops of Grand Ave., W. Wisconsin Ave.



Borders Bookstore, W. Wisconsin Ave.

VII. Major Problems of Development, Physical Deterioration, Location of Land Uses, and the Social and Economic Effect of the Major Problems Identified

The topics below are based on current level of interest; however, they are not intended to be a comprehensive list of all topics that may come to the forefront during the planning process.

Despite its recent levels of reinvestment, Downtown still faces a number of economic development challenges including the need for a competitive retail environment, office space vacancies, and varying public perceptions about Downtown. The Grand Avenue continues to struggle to maintain tenants and steady customer base. Vacancy in class A & B office space has reached 18%, the highest in a decade. While retention and recruitment efforts have been fruitful in general, exodus by large corporations such as Blue Cross remains a concern.

Various “pockets” within Downtown display blighted façade conditions and are experiencing high vacancy rates. Focused attention to these pocket areas is needed to ensure their blighting effect is contained and/or successfully turned around.

Preservation of the various “Iconic” buildings in the Downtown has emerged in recent years as a key issue of concern. Leaders understand that if Milwaukee is to remain a great American City, it must preserve those special places that make it unique, interesting, and attractive place to live, work and play. The unique character of Milwaukee lies in the iconic nature of many buildings within the Downtown, many of which are in need of rehabilitation or façade improvements. Although the importance of these buildings is recognized, there is a growing need for local policy and funding mechanisms to achieve the level of iconic preservation that the community desires.

While numerous new condominiums, especially in the high cost category, have been added to Downtown, a number of apartment to condominium conversions has significantly tightened the supply of rental units in the Downtown resulting in rental price increases higher than the regional average. Also, the availability of condominiums priced below \$250,000 remains limited.

While people region-wide remain attracted to the many public parks within the Downtown, including Cathedral Square, facilities and maintenance have not been able to keep pace with the high level of utilization.

Although several streets have been converted to two-way facilities and street improvements have been implemented on a number of segments, improvements are still needed on key streets in the



Vacant Storefront on W. Wisconsin Ave.



Surface Parking lots, Old World 3rd St. and Wells



Underutilized land on N. Broadway St. and E. Clyborne Ave.



Iconic Buildings, 200 block of E. Michigan Ave.

central pedestrian areas including those surrounding the Transit Hub (Intermodal Station).

The economy is currently not strong enough to support the structured parking necessary for retail and office uses in the Downtown. The market rate rents remain too low to support the costs of structured parking in the urban center.

The Downtown Plan specifically called for the revision of the Downtown Zoning Code to ensure the basic principals of urban design were required and not hampered. The Zoning fails to control building placement, bulk, and design and contains 39 Floor Area Ratio variations represented in 13 Zoning Districts and Subdistricts. Most importantly, the mathematical formula for determining building mass creates developments that are contrary to urban design principals established and promoted within the 1999 Downtown Plan. In 2004, the Department underwent an effort to begin the process of updating the Zoning for Downtown. It is the intent of the Department to continue this effort parallel or slightly following this Downtown Plan update/amendment process.

VIII. Unanticipated and Unforeseen Problems and Opportunities that Occurred Since the Adoption

The topics below are based on current level of interest; however, they are not intended to be a comprehensive list of all topics that may come to the forefront during the planning process.

Issues: In 1991, \$241 million in Intermodal Surface Transportation Efficiency Act funds were dedicated for transportation improvements within Milwaukee County. After many years of transit studies and continuing highway development, \$91.5 million remains to contribute to a transit initiative for the City of Milwaukee. Although there is a strong desire and will to utilize these funds for a transit system that would include Downtown service, to date there has been political disagreement and a resulting indecision on a specific technology and route. As one of the only bus systems that relies on property taxes for operation, the Milwaukee transit service is continually being cut, year after year. Bus lines are eliminated and ridership fares continually increase. In 2000, there were 3,100 bus trips to and from the Downtown, today, there are 2,100. In 2000, a transit rider would pay \$1.35 for a ride, whereas today one pays \$2.00.

In 2000, a rubber tire Trolley was placed in service to provide service between Downtown and the adjacent neighborhoods, however, in 2003, the Milwaukee County Transit Authority eliminated the service after federal funds for the pilot program were depleted. Today, the Downtown Milwaukee Business Improvement District is struggling to keep service active for limited routes and times. It is



Lack of streetscaping on W. St. Paul Ave.



Underutilized area under I-794



Image of proposed Comet Express Service



Milwaukee County Transit System Trolley

clear that agreement on transit improvements is needed and will hopefully emerge as part of the update to the Downtown Plan.

Opportunities: The State of Wisconsin's busiest traffic hub, the Marquette Interchange, carrying over 300,000 vehicles per day is undergoing an \$810 million renovation that will be completed in 2008. Although some businesses were negatively impacted by the construction, market studies suggest that once completed, the presence of the new infrastructure and improved access will complement the growing Downtown economy.

A new \$87 million headquarters for Manpower Inc. has been built and recently opened bringing over 900 employees to the northern portion of the Downtown to live, work and play. Combined with the Time Warner and Schiltz complexes, this concentration of office buildings contains over 5,500 daytime employees in the Downtown market.

IV. Changes to Wisconsin Statutes and/or Changes in State or Regional Policy

In 1999, the State of Wisconsin adopted Comprehensive Planning Legislation (commonly know as Smart Growth Law) which requires that every community in Wisconsin have a Comprehensive Plan adopted by the governing body (Common Council and signed by Mayor) by January 1, 2010. The Plan is required to be adopted in whole (address 9 mandated elements) and adopted by ordinance. This requirement is significantly different then past legislation which allowed adoption by City Plan Commission. The Downtown Plan was adopted under the previous requirements.

In addition, the Law requires that all local programs and actions affecting land use must be consistent with the City's Comprehensive Plan. Those programs or actions which are not consistent could become void. For example, if a court of law determines that a local government's zoning ordinance is not consistent with its Comprehensive Plan, the Zoning could be invalidated.

In response to the new State Law, the Department began an aggressive effort to prepare not only an overall Citywide Policy Plan, but in addition, 12 Area Plans. One of these 12 Areas is the Downtown Plan Area. After extensive review, the Department has determined that an update/amendment to the Downtown Plan is appropriate to comply with State Law. The Common Council will then have a chance to officially adopt the Plan by ordinance.



Cathedral Square in need of Investment



Marquette Interchange under construction



Milwaukee Comprehensive plan Logo



View of Downtown from the Southwest

X. New and/or Revised Goals, Objectives and Policies

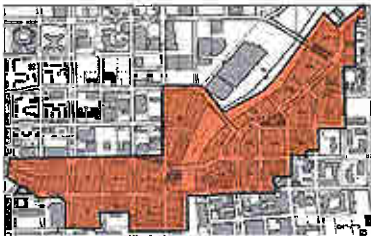
The Downtown Plan goals, objectives, and policies remain valid. They are general in nature and adequately reflect the spirit and intent of creating a Downtown that is appealing to residents, visitors, and current and potential investors. As the Update is prepared, the Department will re-evaluate if specific objectives need to be tweaked based on issues and opportunities that may have changed since Plan adoption. The Department will also explore new issues and opportunities based on increased community input to determine the focus of additional goals and objectives such as the protection of natural resources, sustainability, and density.



Volumetric Study of Downtown's Potential Fromm the 1999 Plan

XI. Any Needed Action to Address the Planning Issues and Changes in Other jurisdictional Policies

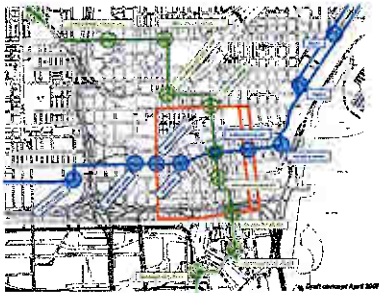
Once updated, the Downtown Plan must be adopted by the full Common Council and signed by the Mayor. The Downtown Zoning Code needs to be revised to ensure consistency between the Comprehensive Plan and Zoning. Existing Redevelopment/Renewal Plans also need to be revisited and possibly revised to ensure consistency between the Redevelopment Authority's policies and projects and the Comprehensive Plan for the area.



Park East Redevelopment Plan Area

XII. Anticipated Text or Map Amendments to Address or Implement the Identified Changes

Without yet engaging stakeholders in the process of identifying issues and opportunities within a larger planning effort, it is difficult to predict what topics will specifically be addressed in the final Downtown Plan Update/Amendment. There are, however, a few topics that the Department has identified as "Areas for Study" including preservation of Iconic buildings, zoning, transit, and retail. It is likely that, at a minimum, the text and maps within the Update/Amendment will address these topics.



Draft Transit Route Study

The Downtown Zoning Code text and map will be revised to recognize modern Downtown development concepts since they were not significantly updated as part of the City's 2002 Zoning Code overhaul. The current conventional zoning districts will be eliminated and street typologies with design standards will be created. Also, areas that aren't actually part of the Downtown will be removed from the Downtown Zoning categories (i.e. Miller Park).

New Catalytic Projects will be identified to build upon the momentum of the 13 Catalytic Projects in the 1999 Downtown Plan.

A new land use map, maps of targeted areas, and potential areas for new redevelopment plans will be identified. New goals and specific objectives will be created.

XIII. Next Steps

The Common Council is scheduled to review the Update Report and direct the Department to begin the Downtown Plan Update/Amendment process at the Zoning, Neighborhoods, and Development meeting on January 8, 2008. The Redevelopment Authority is scheduled to review the Update Report and authorize a Cooperation Agreement on January 17, 2008. A Request for Proposals for a planning consultant was sent out on December 14, 2007 and will close on February 1, 2008.

The Department will begin working with its Contract Management Team and Project Management Team to organize an Open House, draft the citizen survey, summarize past downtown plans and summaries, fundraise, set up a website, and conduct the first meeting of the Plan Advisory Group.

The planning process will formally begin in January 2008 and will conclude in July 2008 with a scheduled, formal adoption of the Downtown Plan Update/Amendment.



Draft plan of areas for study