

MILWAUKEE

comprehensive **Plan**

DEPARTMENT OF CITY DEVELOPMENT • OCTOBER, 2010

Downtown

A Plan for the Area

 **BankMutual**

Final DRAFT October 12, 2010





Downtown Comprehensive Area Plan
October, 2010

HOLD FOR COMMON COUNCIL RESOLUTION

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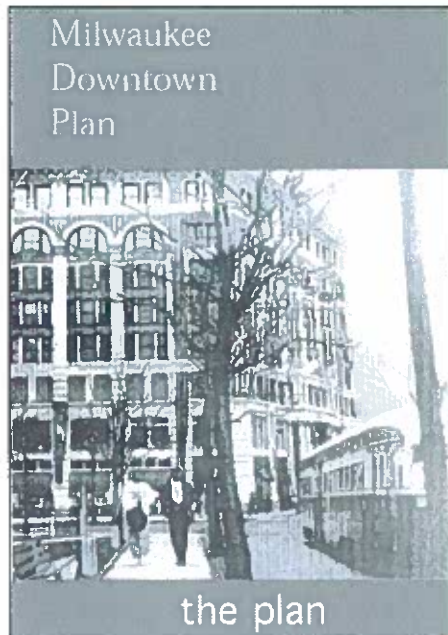
Downtown
Third Ward
Menomonee
Valley
Fond Du Lac &
North
Near West
Washington Park
Southeast
Near South
Southwest
West
Northeast
Northwest
Near North

Chapter 1 Introduction

A distinct and vibrant downtown starts with a vision. This plan is a vision for downtown Milwaukee in order to attract and retain creative forward-thinking businesses, residents, and visitors. Depending on the strength of its vision, the identity, substance, and appearance of downtown Milwaukee will advance or stagnate in comparison with other cities in the Midwest, United States, and in the world. This Plan incorporates that vision and provides a blueprint for continued progress.

This Plan is also part of a city-wide comprehensive planning process that began in 1999 in response to State of Wisconsin "Smart Growth" legislation. For the first time in its 163 year history the City of Milwaukee, together with community partners and elected officials, undertook a comprehensive plan for the entire city. The process began by dividing the city into 13 areas with common social and economic characteristics. The 13 area plans would, based on analysis and substantial public participation, identify priorities for neighborhoods, districts, corridors and catalytic projects. This plan is an update to the original Downtown Plan, one of the 13 area plans. Area plans plus the Citywide Policy Plan now comprise the completed City of Milwaukee Comprehensive Plan.

The legal significance of the area plans, as part of a city-wide comprehensive plan, is that upon adoption all land use decisions in the City of Milwaukee must be consistent with the goals, objectives, and policies, outlined in this area plan.



1999 Downtown Plan

This Downtown Plan update is an attempt to continue the vision and successful initiatives of the original Downtown Plan. In 1999, the Milwaukee Downtown Plan was created in response to the economic momentum created by Third Ward revitalization, a new convention center, reinvigorated theater and entertainment districts, and Milwaukee River revitalization anchored by the downtown RiverWalk. The Plan was also shaped by the Congress for the New Urbanism's emphasis on compact, walkable, mixed use communities, and a return to the joys of urban life. With signs of a downtown renewal after decades of stagnation, city and civic leaders reacted with a planning and policy document to reflect the rapidly changing conditions and dynamics of the downtown market. The result was the 1999 Milwaukee Downtown Plan.

The original Downtown Plan had five broad goals:

1. Increase the amount and variety of downtown housing.
2. Maintain downtown as the metropolitan area's single largest concentration of office development.
3. Expand the number and variety of destination entertainment venues in the downtown.
4. Provide attractive options for travel within downtown.
5. Make walking, attractive, easier, and convenient.

A core group of 13 catalytic projects were identified as the foundation of the Plan in order to attract and create spin-off investment to further momentum and development downtown:

1. Creation of a public market
2. Pabst Brewery Re-development
3. Wisconsin Avenue streetscaping
4. Kilbourn Avenue streetscaping
5. City Hall intersection streetscaping
6. RiverWalk Expansion
7. Improved lakefront connections
8. Mac Arthur Square Re-development
9. Park East freeway replacement
10. A downtown streetcar
11. Park Once
12. Two-way street conversion
13. Renovation of the intermodal station



1999 Downtown Catalytic Projects - Public Market, Pabst Brewery redevelopment, RiverWalk expansion, Wisconsin Avenue streetscaping, Park East freeway removal

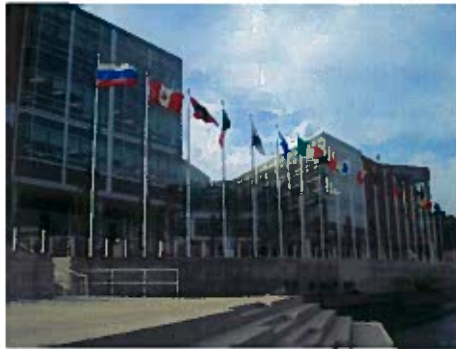
The 1999 Plan also identified policies and recommendations by district reflective of their intensities and service areas. Street types were identified and designated based upon their level of pedestrian and vehicular activity. The pedestrian realm, long relegated to the back seat in favor of vehicular movement and parking, was given renewed status with an emphasis on sidewalks, boulevards, and defined street edges with a stressing of street-level pedestrian activation.

By most accounts the 1999 Plan is a success. In the roughly ten years since its inception most of the goals and objectives of the Plan have been met, with as much or more economic benefit than the Plan initially anticipated:

- Housing – 2,400 units added downtown between 2000 and 2007.
- Office – major office developments since 2000 such as Cathedral Place, Manpower, Time Warner, and ASQ.
- Destinations – expanded dining and retail shops; the Quadracci addition to the Milwaukee Art Museum; Discovery World; substantial completion of the Downtown RiverWalk, and restoration of the Pabst Theater, among others.
- Downtown Travel – expanded river cruises, a Downtown BID Trolley, and various street improvements or enhancements.
- Pedestrian Realm – the Downtown BID public ambassador program; expanded public art; improved and expanded wayfinding pedestrian signage; and Red Arrow park improvements.

Along with many of the catalytic projects, most notably:

- the removal of the Park East freeway
- expansion of the RiverWalk south to Third Ward and north to Beer Line 'B'
- creation of the Milwaukee Public Market in the Third Ward
- enhanced lakefront connections including the Lakeshore State Park
- a striking renovation of the Amtrak train shed into the Intermodal Station
- A significant streetscape enhancement of Kilbourn and Wisconsin Avenues.
- The conversion or partial conversion of State, Broadway, Milwaukee, Van Buren, Jackson, and St. Paul rights of way from one to two-way.
- A mixed-use redevelopment of the former Pabst Brewing complex - The Brewery development.



1999 Downtown Plan accomplished goals: Housing (University and Kilbourn Towers), Office (Manpower and ASQ), Destinations (Milwaukee Art Museum addition and Discovery World), Travel (Downtown trolley)

Plan Goals and Objectives

In ten years time, market, policy, and political currents have changed course and new dominant issues have risen to the surface. To better reflect the times, this Plan update will re-examine unfinished business from the 1999 plan and re-direct some of its proposals, build upon successes of the Plan, as well as acknowledge a new landscape with new challenges.

To this end, the broad goals of this plan are to make downtown Milwaukee more:

- Centered
- Place-oriented
- Connected
- Dense

In short, the overall goal is to elevate downtown Milwaukee into a regional and nationally recognized urban center known for its livability and innovation.

Objectives to meet these goals include:

- Improve the lakefront and its connections to downtown
- Create and foster a strong retail presence downtown
- Increase transit options downtown
- Preserve and re-use historic and iconic sites downtown
- Maintain and attract human talent
- Build up the pedestrian realm
- Strengthen the center of downtown
- Increase downtown's residential population
- Integrate public art into the built environment
- Promote social, economic, and environmental sustainable practices

Plan Layout

This Plan both replaces the 1999 Downtown Plan and in format mirrors the layout and form of the other 12 area plans as part of an overall city-wide comprehensive plan. The organization of this plan is intended to create a document that is clear, concise, and easy to use by structuring guidelines and recommendations first for the entire downtown area, then for specific districts, and finally for specific catalytic project sites.

This Plan provides a framework for investment intended to be used by both private and public sector individuals and organizations for their strategic and overall decision making process as it pertains to urban design, architecture, land use, and investment in downtown Milwaukee.

The remaining chapters in this document consist of the following:

Chapter 2: The Planning Process – A succinct review and analysis of the downtown plan area along with demographic and physical characteristics and a summary of the public input process and its results.

Chapter 3: Land Use Policy – A summary of types of land uses, related policies, and redevelopment strategies for the downtown as a whole.

Chapter 4: District Recommendations – An outline of what, where and how policies, strategies, and design guidelines should be implemented within specific downtown districts.

Chapter 5: Catalytic Projects – A description of large impact projects for specific sites downtown with recommendations or scenarios for the development of those sites.

Chapter 6: Implementation – Recommended priorities, implementation strategies, and responsible parties for plan initiatives and projects.



Chapter 2 Plan Context and the Plan Process

Physical and Demographic Description of Downtown

The creation of this Downtown Plan, while partly guided by current and emerging contextual issues, was at the same time framed by the physical make-up and existing conditions of Downtown.

Geographic Context. Located on the western edge of Lake Michigan, 90 miles north of Chicago, the city of Milwaukee is the largest city in the state of Wisconsin. With an estimated 2008 population of 604,000, Milwaukee, in terms of population, is the 23rd largest city in the United States. For comparison sake, Milwaukee is sandwiched between Boston (22nd) and Denver (24th) in population rankings and more populous than the municipalities of Atlanta (538,000), Seattle (599,000), and Washington D.C. (592,000).



Map of southeast Wisconsin and northern Illinois

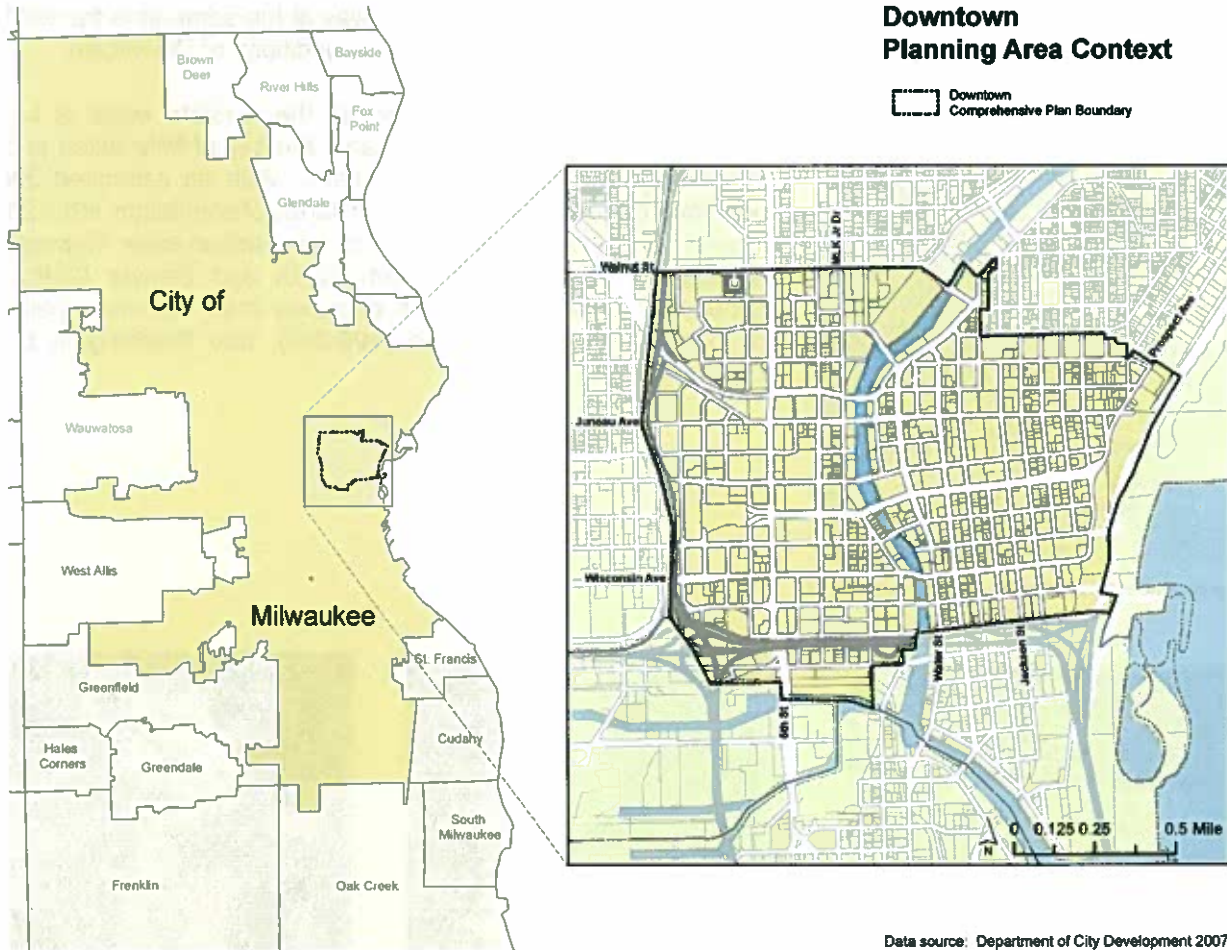


Simple comparison of similar sized cities in terms of area and population.



The city of Milwaukee is the hub of the Milwaukee MSA, comprised of four counties – Milwaukee, Waukesha, Ozaukee, and Washington. The approximate 2008 population of this area is 1.5 million persons – making the Milwaukee MSA the 39th most populous MSA in the United States. As a comparison, the Milwaukee metro area is similar in size to the Nashville (38th) and the Jacksonville, FLA (40th) MSA's.

Downtown Milwaukee is an area of approximately 1,000 acres. For this plan, Downtown is bordered on the north by Walnut, Pleasant, and Lyon Streets; on the south by the Menomonee River and Clybourn St; on the east by Lincoln Memorial Drive; and on the west by Interstate 43.



Geographically, Downtown is split nearly equally into two halves by the Milwaukee River. The eastern half is adjacent to the Lakefront and is primarily dominated by its residential and office land uses. It is characterized by its original small-block grid system and corresponding building stock of older and historic structures, mid and high-rise condominium and office buildings, and low-rise apartments. The western half is notable for its large-scale blocks and building forms. The majority of the metro area's predominant entertainment and civic uses are located in the western portion of Downtown including the convention center, sports and music venues, and the Milwaukee County government complex highlighted by the neo-Classical Milwaukee County Courthouse, as well as the Milwaukee Public Museum and Milwaukee Public Library. Marquette University adjoins Downtown to the west.



The Milwaukee River is the seam between east and west Downtown

Plan Context – Historical Development

Milwaukee's first permanent, non-native resident was Solomon Juneau, who established his residence and trading post in 1822 in the vicinity of Wisconsin Avenue and Water Street. Over 180 years later this intersection is still considered the center of Downtown Milwaukee.

In 1835, following a number of treaties with Native American tribes, the U.S. government acquired, surveyed, and platted lands for the eventual European and Yankee settlement of Milwaukee. The surveying and platting led to the development of three distinct towns by three different land speculators and developers – Solomon Juneau and Byron Kilbourn developing Juneautown on the east side of the Milwaukee River, Kilbourntown on the west side, and George Walker establishing the south side with Walker's Point. Milwaukee was literally divided from its inception.

Water Street is Milwaukee's oldest street and was originally developed between Wisconsin Avenue and Clybourn Street with a grid that also incorporated parts of Broadway, Wisconsin, Michigan, and Clybourn Streets. Along these streets the city's main commercial and financial center developed and supporting retail and services soon followed. This district is home to the city's largest collection of historic and iconic buildings – the Iron Block (1860), Mitchell (1877), Mackie (1879), Loyalty (1886), and Grain Exchange (1900) buildings along with many other turn of the century commercial buildings primarily along Water and Broadway streets.



Water Street, late 19th Century.

The northern end of Water Street, near Knapp and Juneau, developed differently from the south end. Whereas the south was the established business and finance hub, the north end was a collection of taverns and an early red light district. The bawdy uses no longer exist but this portion of Water Street is considered to be one of Downtown's primary bar and nightclub centers to this day.



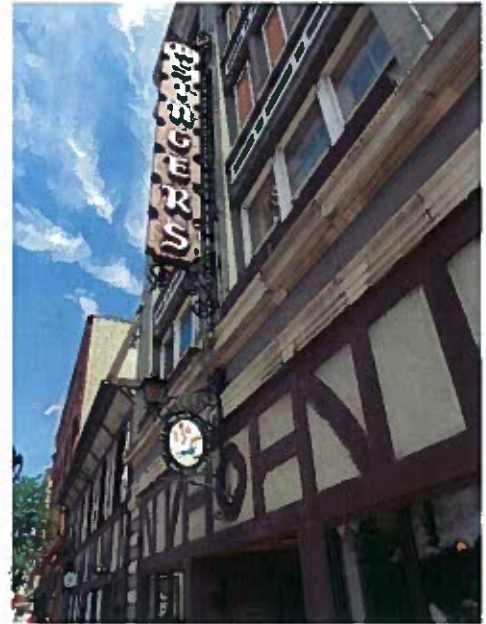
Wisconsin Avenue (Grand Avenue), circa 1880's.

A market district formed around what is now City Hall, extending west, across the Milwaukee River to Plankinton and 2nd Streets. This market district, taking its name from the city's first market house evolved into an unofficial town "square" due to a platting accident that formed a triangle of land between Plankinton, Wells, and 2nd streets. Between the market place and town square, retail, entertainment, and supporting services followed. A second story tenant in the market hall was forced to move when it was decided to construct city hall (1893) on that site. The tenant, a German language theater and opera company, moved across the street to the present day Pabst Theater in 1895 and established Wells and Market streets as a Downtown theater district.

On the west side of the river, in Kilbourntown, a primarily German enclave was established around what is now Old World 3rd Street and Juneau Avenue. This early German influence can be seen today in Mader's German restaurant and Usinger's sausage company. Except for the preserved row of small storefront buildings along Old World Third Street, the smaller-scale development in Kilbourntown was gradually replaced with larger commercial buildings served by elevators and subsequent development of numerous assembly buildings that are in use today.

Wisconsin Avenue, west of the river, was one of the last original areas of early Milwaukee to develop commercially. In 1840 the first bridge to connect the two sides of Wisconsin Avenue was constructed spurring new development. By the 1880's the western portion of Wisconsin Avenue, named Grand Avenue, was considered to be the city's premier retail district. A change to larger-scale, department store retailing ensued at the turn of the century and with the advent of the cinema in the 1920's, led to the construction of movie palaces including the remaining Grand and Riverside theaters.

The earliest residents came to Milwaukee primarily from the East Coast and New England and settled on the high ground on the northeast edge of Downtown, primarily between the 1840's and the 1910's. This area became known as Yankee Hill. Today its Yankee roots can be found in the neighborhood streets, named after prominent New England financial and political figures: Astor, Van Buren, Mason, and Cass.



Usingers, Old World Third Street



Photo credit: UWM

Jackson Street and Juneau Streets, Circa 1885.



West Wisconsin Avenue today

Plan Context – Current and Emerging Issues and Trends



Downtowns require attractions for all age groups



Shanghai/Pudong skyline

Photo credit: Wikipedia



Manpower International headquarters

Fast forwarding to the 21st Century, since the adoption of the 1999 Downtown Plan much has changed both locally and globally that has a direct impact on the future of Downtown Milwaukee. Indeed, many of these changes were not anticipated in 1999, nor could they have been. In this regard taking a step back and examining recent trends provides an opportunity to identify the implications for Downtown from this point forward.

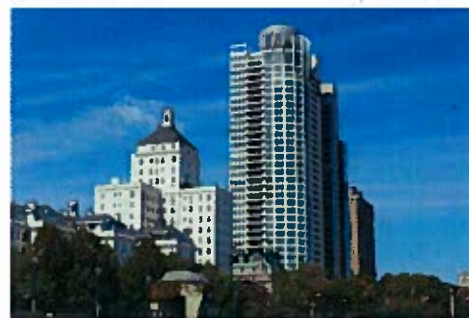
Demographics. The local and national populations resemble a bow-tie, demographically speaking. The two largest population cohorts are the young, "Millennials" born between 1980 and 1992; there are about 70 million Millennials in the country. Their parents, the Baby Boomers, were born between 1946 and 1964 and constitute 75-80 million, each year adding 5 million persons to the "Empty Nester" population of parents whose children have moved away to start their own households. The knot of the bow-tie is Generation X (born between 1965 and 1979) at 35 million. Trends and demographic research indicates the Millennials are marrying later, if at all, and the Boomers are living and working longer. Both of these cohorts will have a lasting impact on Downtown living. Both groups are willing to be mobile and a significant number prefer urban/downtown living –provided the downtowns offer reasons to locate there. Not surprisingly, a 2009 study by UWM on who is actually living in downtown Milwaukee shows that Boomers and Millennials comprise the majority of residents moving to Downtown in the past few years. To retain them Downtown must offer a wider array of housing, cultural and social amenities, and an overall high degree of livability, resulting in an increasing variety of activities connected by an attractive pedestrian realm flowing with foot traffic – the lifeblood of any vibrant Downtown.

Globalization. The last decade has witnessed an explosion in a world economy that has created an international middle-class, most notably in China and India. The existence of billions of individuals in Asia and SE Asia acquiring the means to purchase electronics, cars, and new housing has strained construction and petroleum resources. The impacts on American urban and suburban development trends are still being sorted out. Will high fuel and materials costs signal a noticeable slowing of outward suburbanization? Conversely, will urban centers benefit from such a land use contraction? In light of a possible contraction, cities and downtowns will need to plan and react accordingly, by maximizing and building upon existing infrastructure, becoming more sustainable, and drawing upon higher densities to create enjoyable places of interaction and investment.

Housing. Ten years ago few anticipated the threat, severity and ramifications of the recent bursting of the real estate bubble and the ripples it would create throughout the rest of the local, national, and global economy. Continued Downtown growth and expansion now must take place in a context of diminished real estate values and increased restrictions on credit availability.

Water. Fresh water is becoming scarce and more valuable as a resource and commodity. Milwaukee has access to a virtually unlimited supply of fresh water. Milwaukee can and should benefit culturally, recreationally, and also economically from this reality and its implications that are now just starting to come into sharper focus.

Transit. Due primarily to political and economic changes since 1999, expanding modes of transit Downtown and throughout the region is becoming more of a reality than at any time in over a generation. A combination of successful referenda, federal stimulus spending, and a frightening spike in oil and gas prices has increased the broader acceptance of mass transit projects in recent years. In 2008, Milwaukee County voters approved an increase in the sales tax for transit and parks improvement and the creation of a regional transit authority to fund a Downtown streetcar, expanded bus lines, and the introduction of bus rapid transit throughout Milwaukee County. In 2009, Congress and the Obama Administration, partly in response to the near-collapse of the financial and real estate markets and ensuing recession, approved \$8 billion for high-speed rail, including a route connecting Chicago-Milwaukee-Madison, and the Twin Cities. The Wisconsin Legislature also examined funding for extending commuter rail service from Kenosha to Racine and Milwaukee.



New condominium development along Milwaukee's lakefront



Downtown Milwaukee lakefront



Milwaukee County Transit System bus



Seattle streetcar

Photo credit: Wikipedia



UW-Milwaukee and the YMCA occupy space in the Grand Avenue complex

UWM. The University of Wisconsin-Milwaukee has been steadily expanding both its research capabilities and its physical plant in recent years. This ensuing growth will include a new UWM school located in downtown Milwaukee – a newly created Joseph J. Zilber School of Public Health.

Lakefront. Two significant additions to the Milwaukee Lakefront were developed Downtown following the 1999 plan: the addition to the Milwaukee Art Museum, designed by Santiago Calatrava and the Discovery World museum just south of the Calatrava addition. These two developments have generated the most activity on Milwaukee's lakefront since Summerfest, setting the stage for greater transit and pedestrian improvements to better accommodate and connect these and future projects.

The Marquette interchange / 794. In 2004 work began on re-constructing the Marquette freeway interchange, extending from the southwestern edge of Downtown Milwaukee to the Milwaukee River, just west of Water Street. The tightening of the "spaghetti" network freed up eight vacant right-of-way parcels Downtown and will allow for significant development opportunities with further re-construction of I-794 between the Lakefront and the Third Ward.



Milwaukee Art Museum grounds

Bradley Center. The Downtown's most popular entertainment venue and the home of the NBA Milwaukee Bucks, the Bradley Center, was constructed in 1988 and is now in need of major renovation or replacement altogether. The relevant questions associated with the Bradley Center revolve around its current location, a possible future location, and how associated and adjacent programming will catalyze improvements to both the Bradley Center and Downtown.



Aerial image of the Marquette interchange and downtown Milwaukee

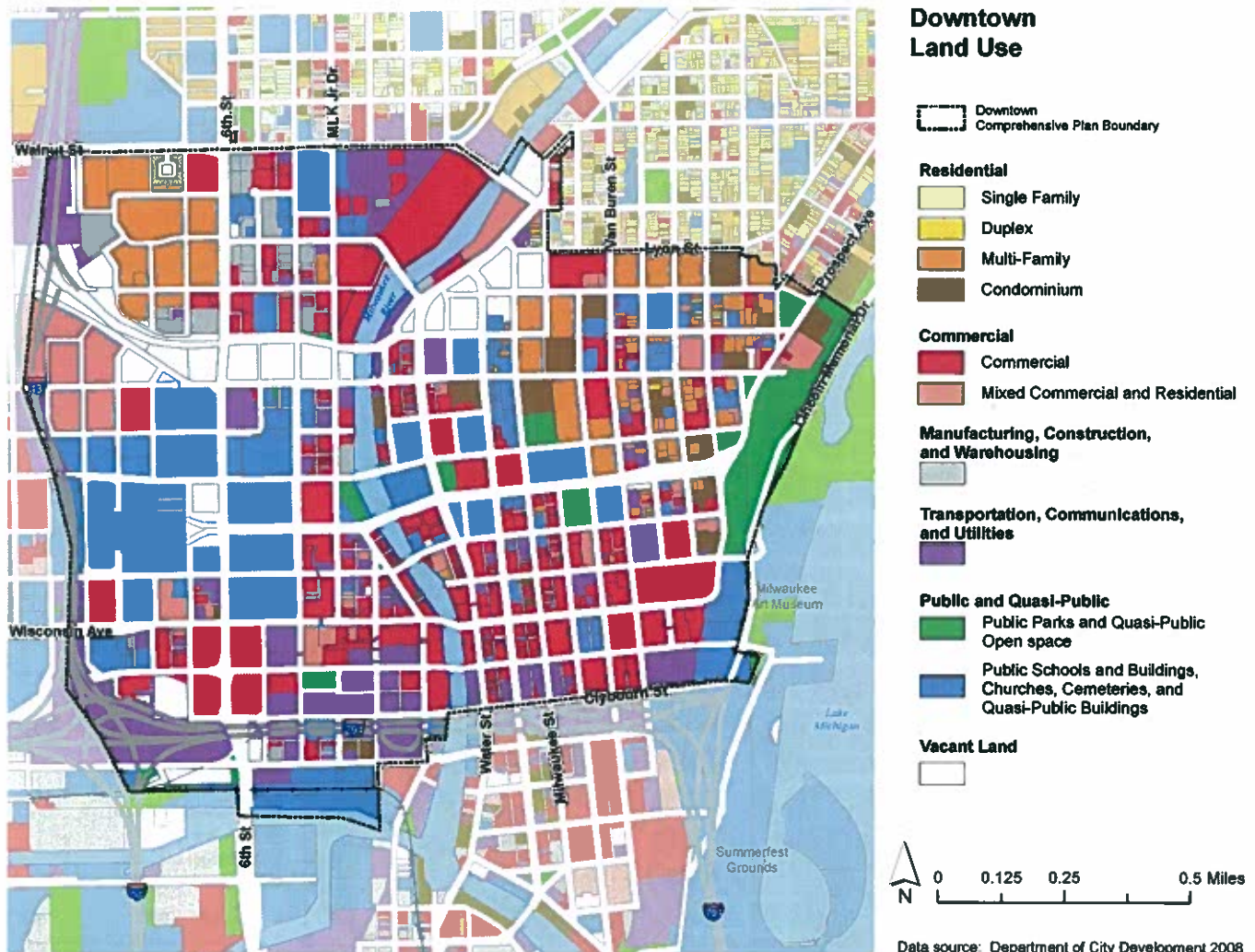


The Bradley Center

Existing Conditions

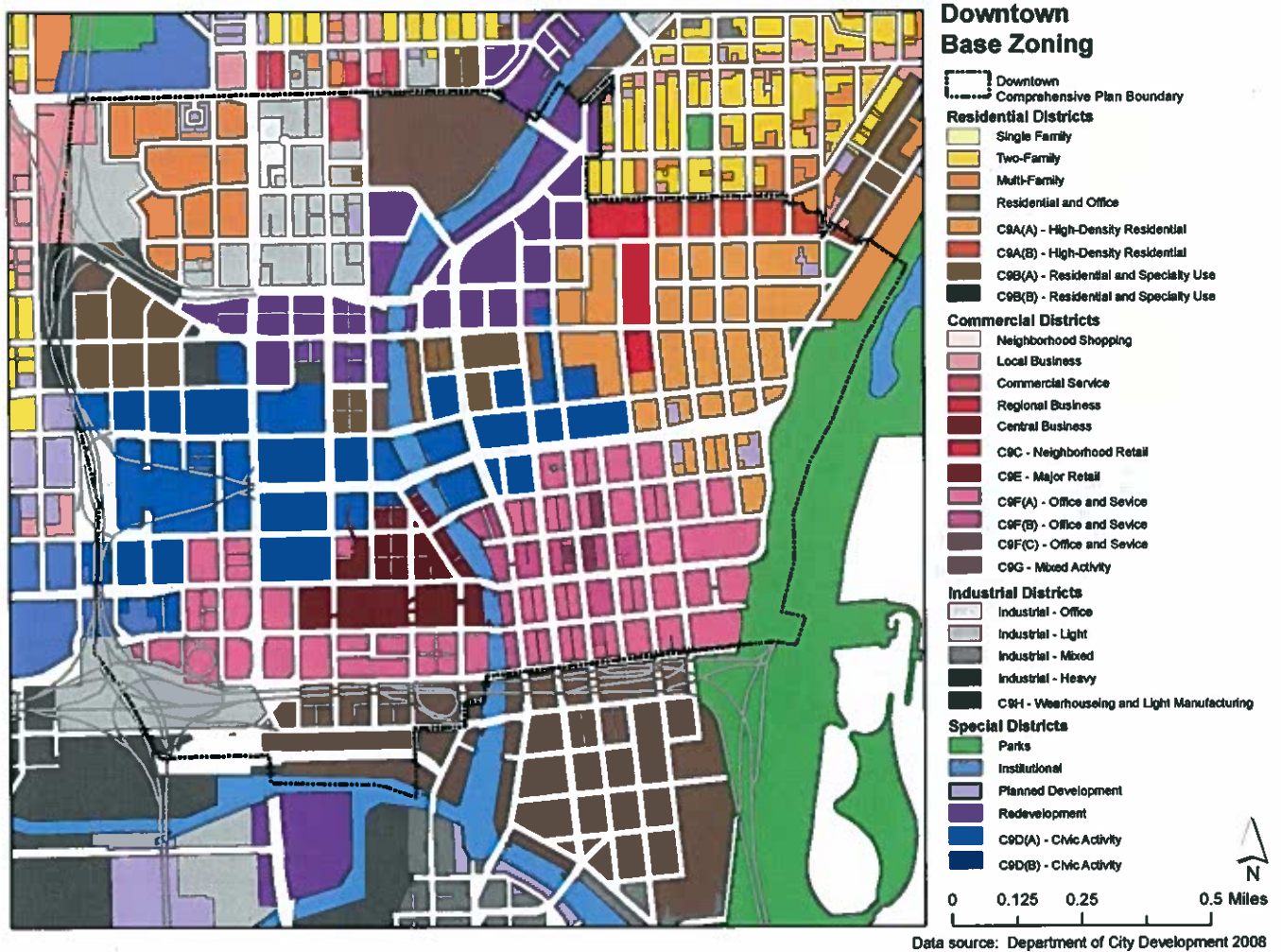
Land Use Map

The dominant land use category Downtown is commercial, which is comprised of office, retail, and supporting services. Civic and government uses are the next prominent land use, particularly on the west side of Downtown. Additional land uses include parks and open space on along the lakefront, the predominantly residential northeast quadrant, surface and structured parking lots, street rights-of-way, and vacant space in the former Park East freeway corridor.



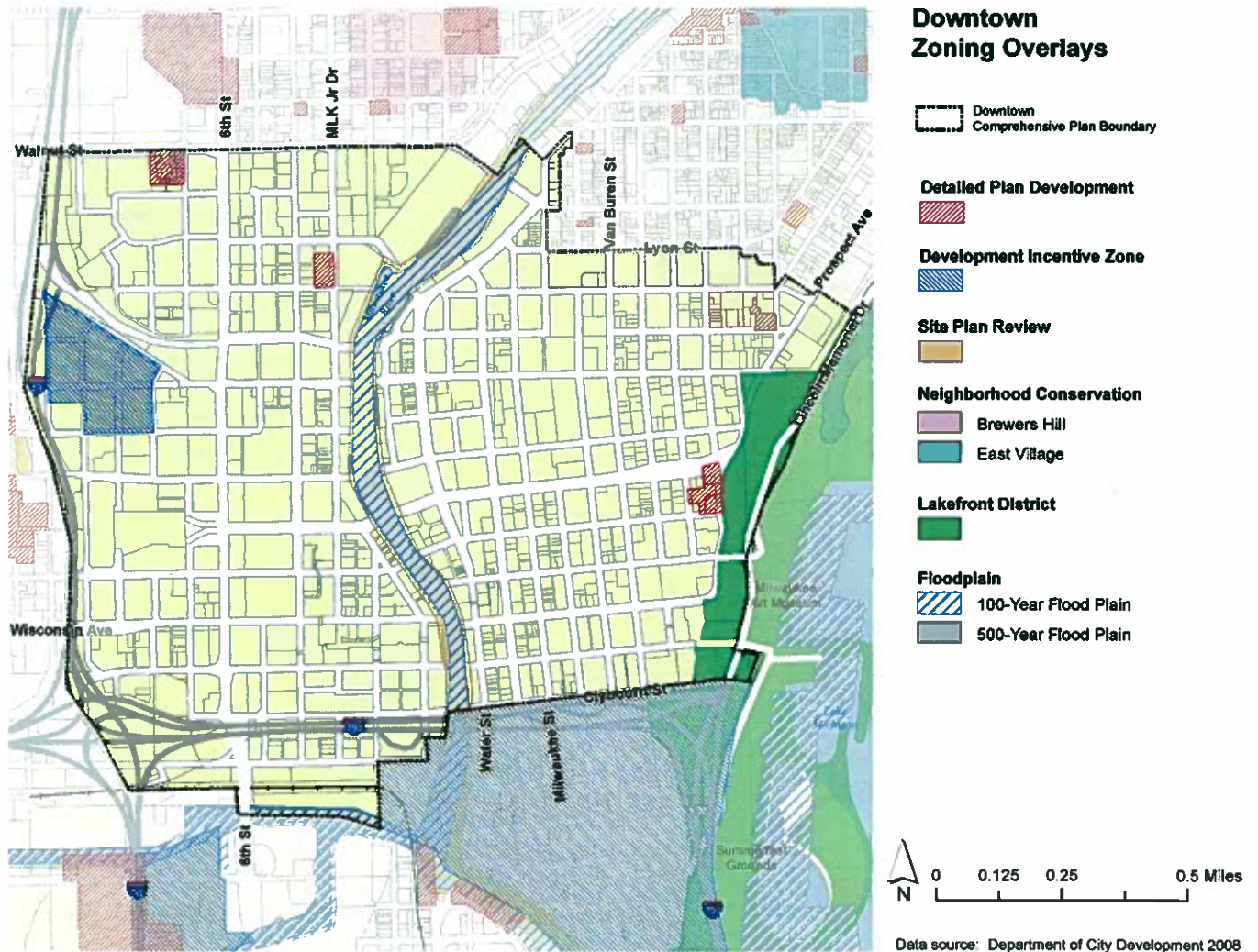
Zoning Map

The downtown area is primarily zoned “Central Business District” Zoning, with exception of the northwest portion of the plan area, the Park East redevelopment area, and a few small planned development areas. While the Central Business District zoning encompasses the majority of the area, that broader zoning category is divided into 13 specific sub-districts, each with its own “Use” and “Design” standards. The design standards include complex Floor Area Ratio limitations on maximum building size. Minimum parking requirements are not required in the Central Business District except for in the C9A District. The zoning districts in the northwest portion of the plan accommodate mostly residential and light industrial uses.



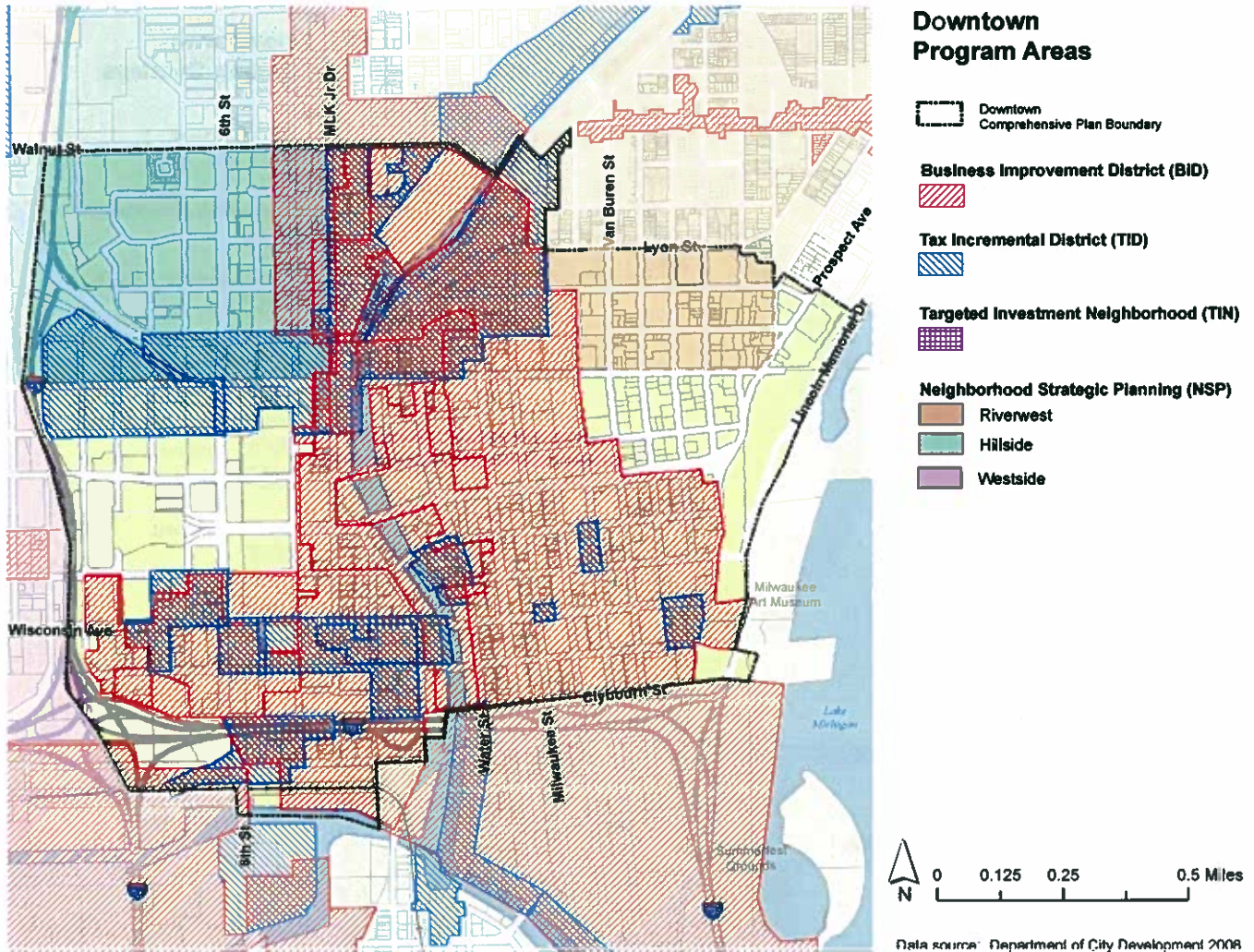
Overlays Map

Overlay districts currently in Downtown are the Riverwalk, various planned developments, primarily large residential projects; the Pabst brewery redevelopment; and the Lakefront.



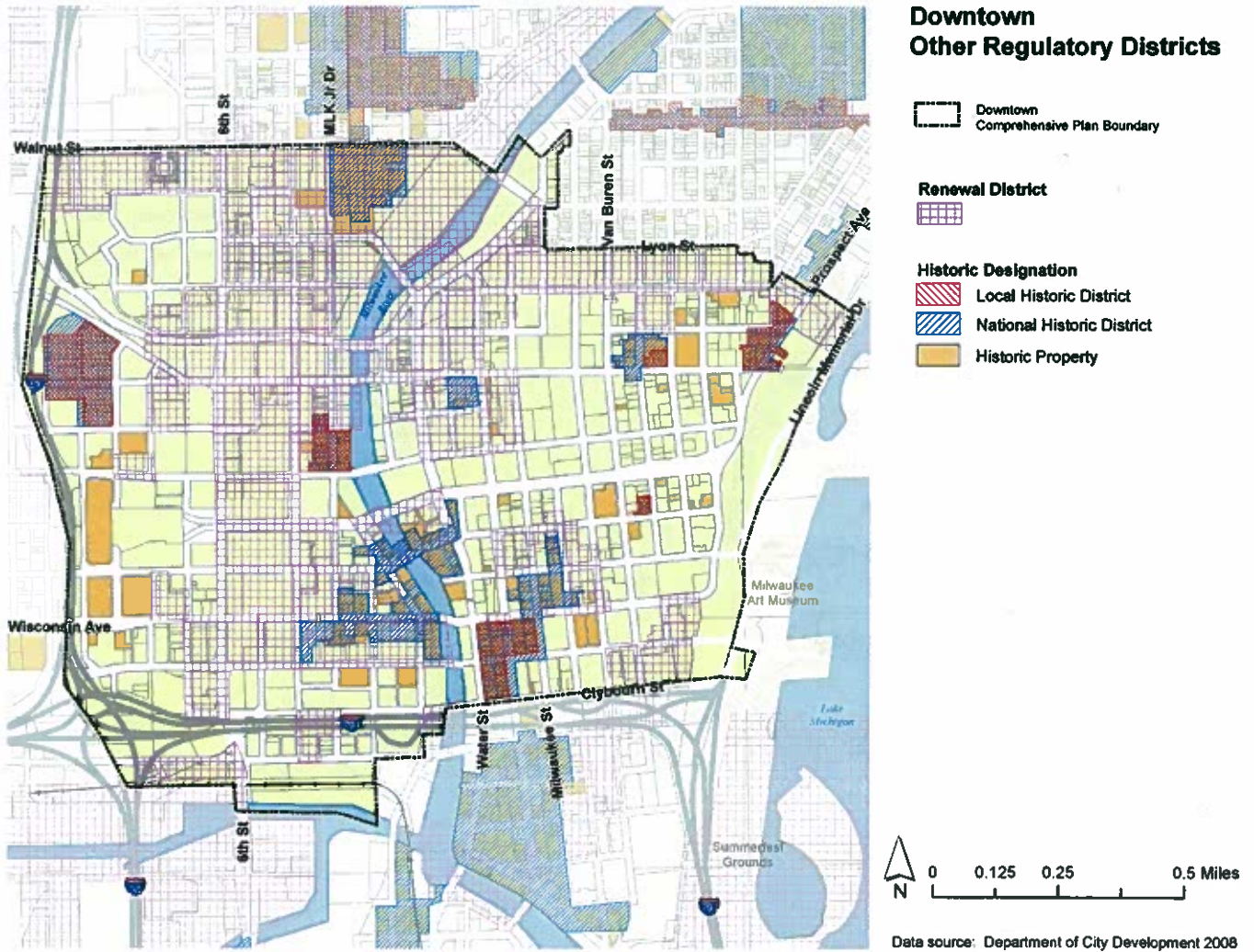
Program Areas

Program Areas are special districts that are either financed or governed by a separate set of policies or regulations. Examples of program areas include tax increment finance districts, business improvement districts, and Community Development Block Grant eligible areas. Downtown Milwaukee contains each of these types of program areas: the Downtown and MLK Drive BID's; the Pabst, Park East, Library Hill, Grand Avenue, Intermodel; Cathedral Square and Roundy's TIF Districts; and the Hillside and Riverside CDBG NSP areas.



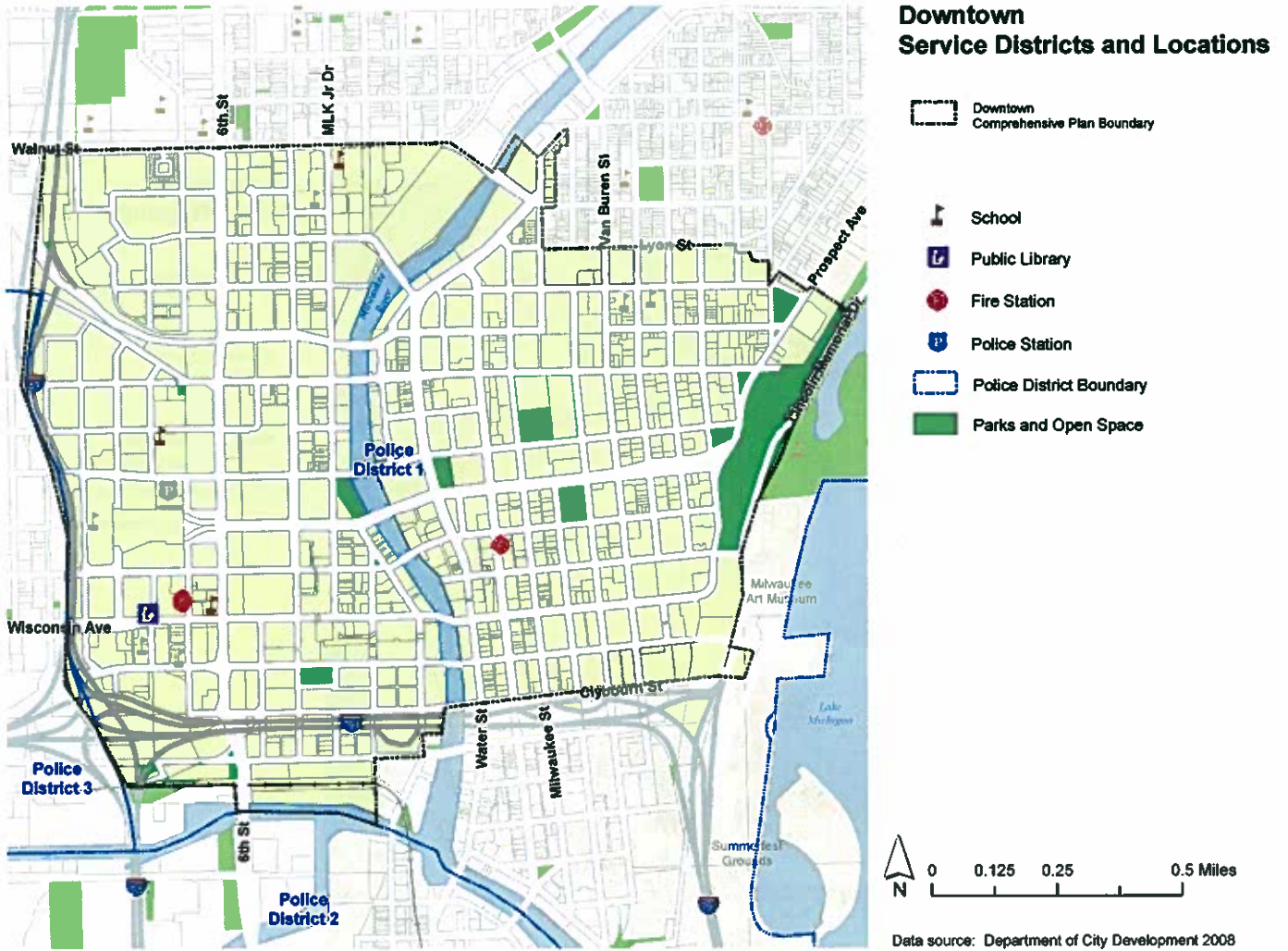
Regulatory Districts

Regulatory Districts are areas that, due to a unique use or character, require additional protections or guidelines not included in the base zoning regulations. Downtown Milwaukee has two regulatory district types: a Renewal District for blighted or under-developed areas and Historic Districts, which includes City Hall, Pabst Theater, Postman Square, the arcade portion of the Shops of Grand Avenue, the collection of historic buildings in the Broadway / Michigan area, and several scattered sites in the old Yankee Hill district.



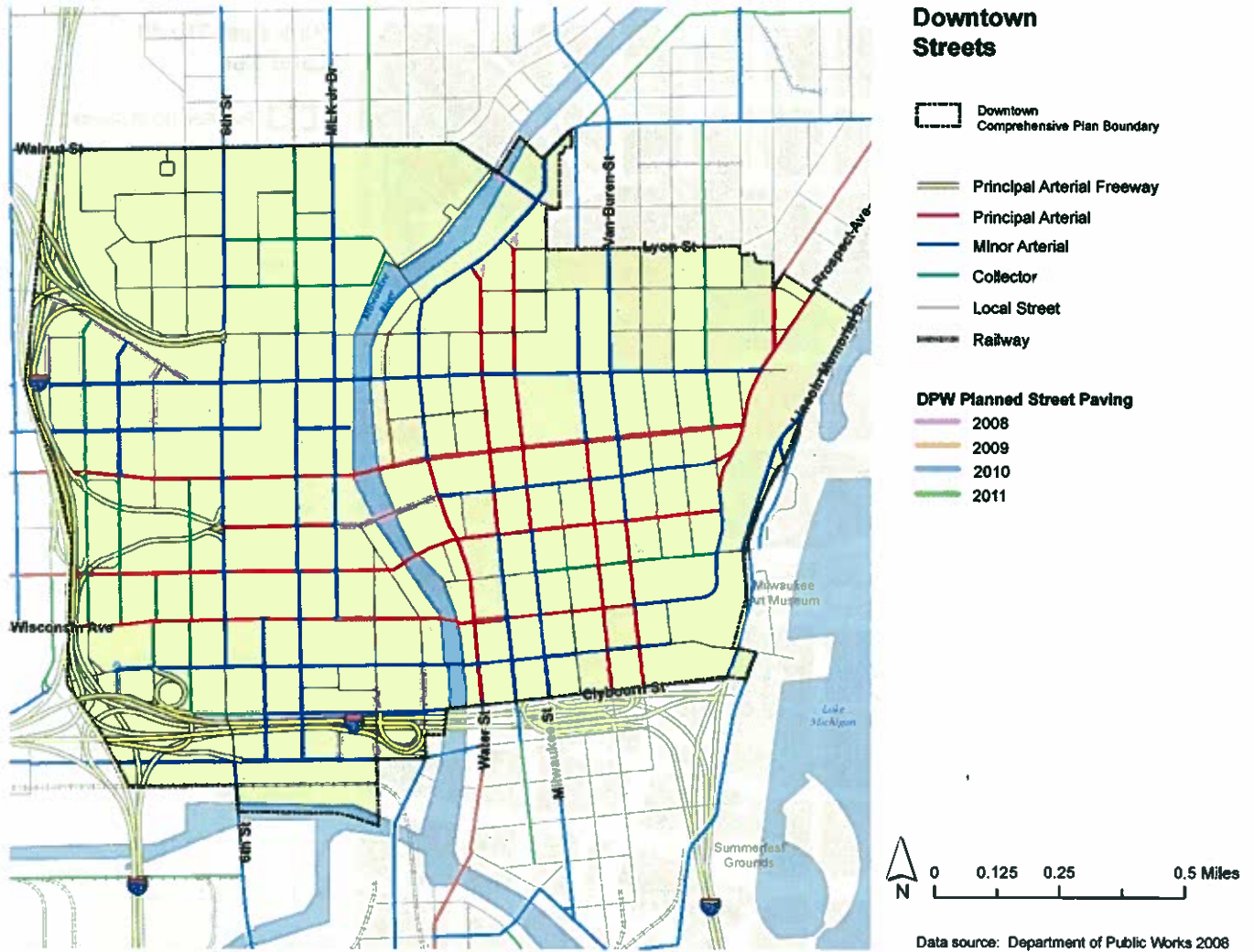
Service Districts

Service Districts are locations within which public services and civic uses are provided, such as police and fire stations, libraries, schools, and parks.



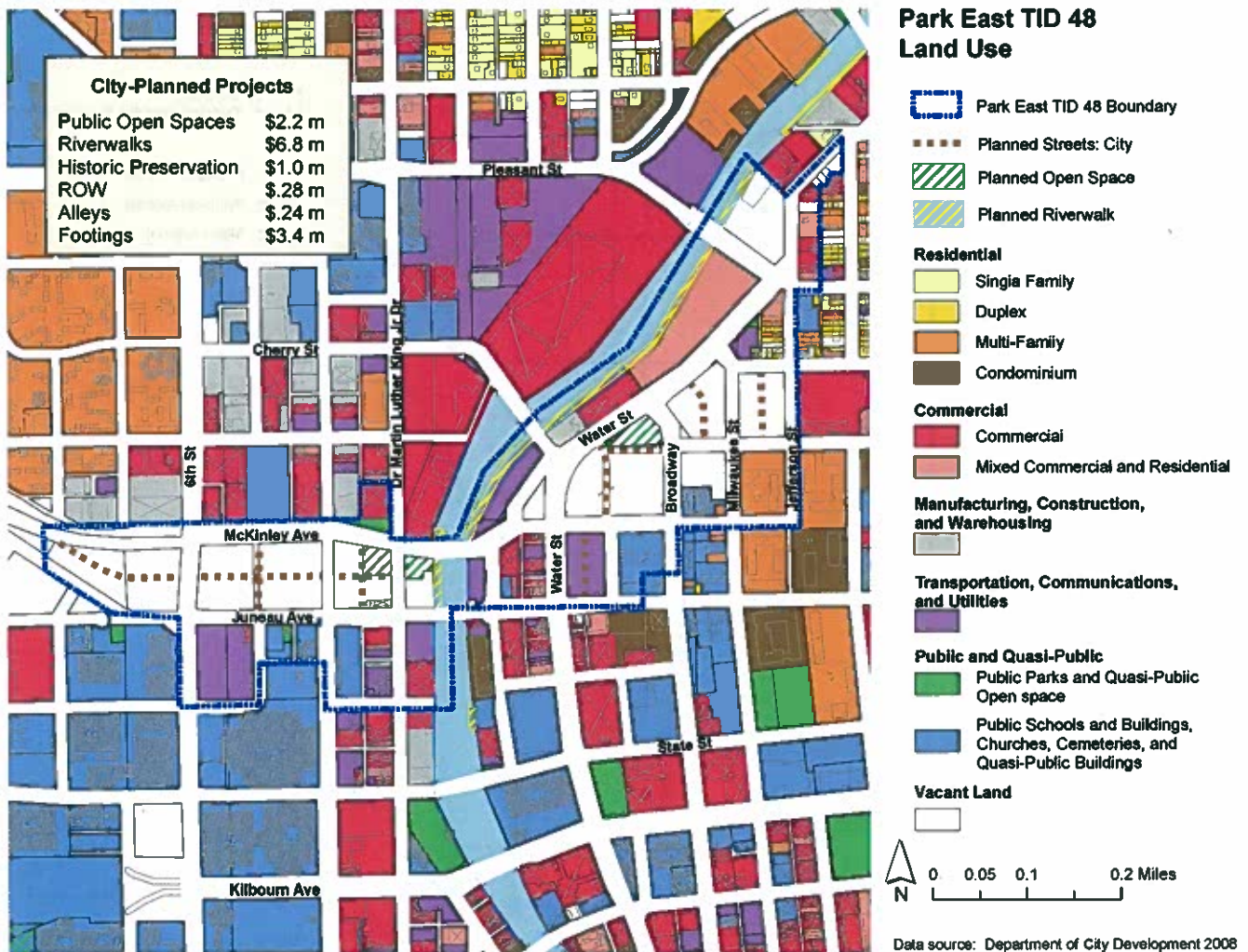
Downtown Streets

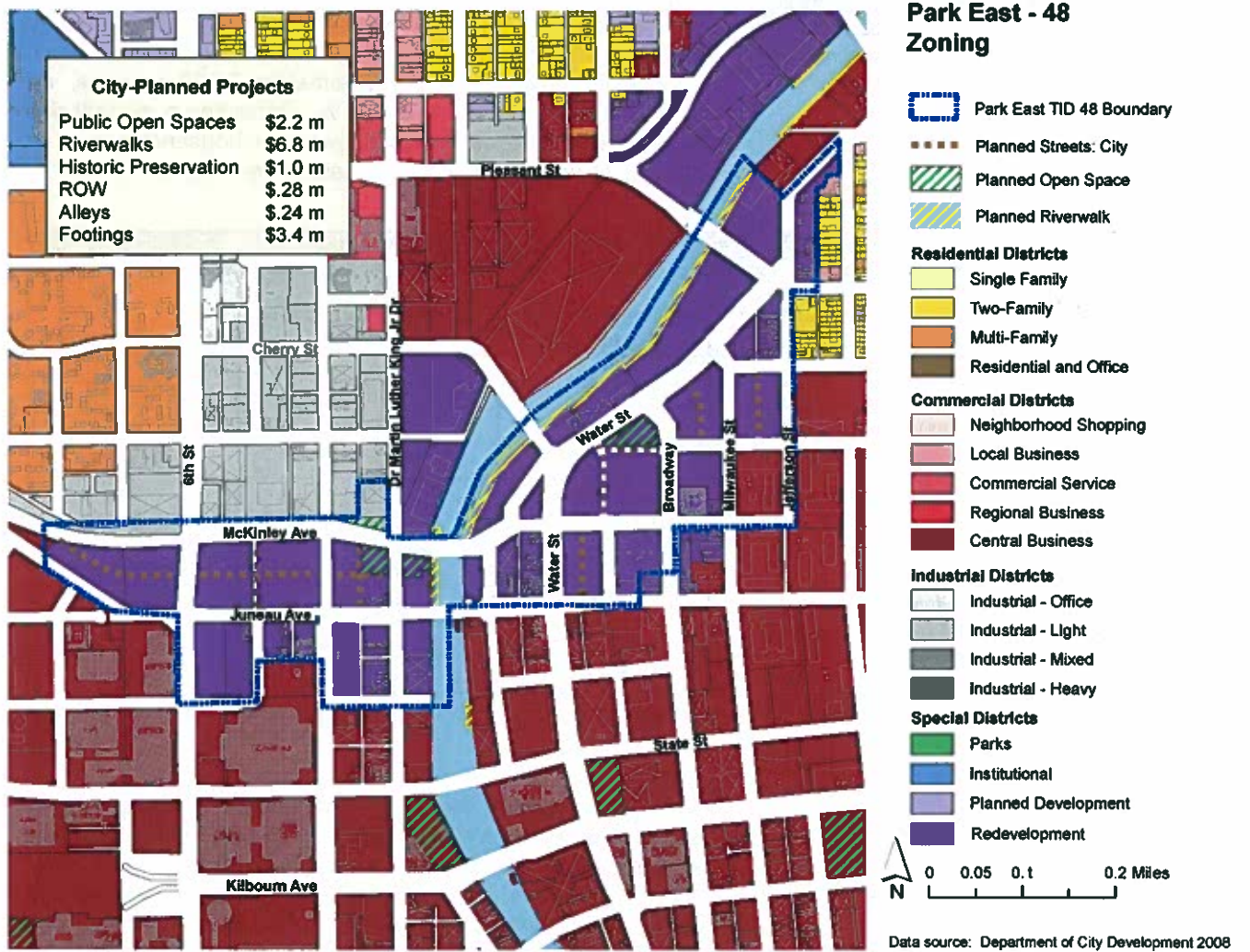
The above map provides service classification for all Downtown streets, ranging from principal freeways that define the western and southern borders of Downtown to local, primarily residential streets in the Yankee Hill area. Also shown are recent planned street improvements through 2011.



Park East Land Use

A former elevated freeway, demolished in 2005, most of the Park East remains vacant with the exception of the A-Loft hotel and the Flat Iron residential development. One public park is planned at the northwest corner of Water and Broadway as shown.





Downtown Demographics and Market Analysis



Flat Iron and North End apartments in former Park East freeway corridor

In 2007, the Milwaukee Downtown BID #21, the UW-Extension Center for Community and Economic Development, and the UW-Extension Milwaukee County conducted a market analysis of the Downtown area. This study focused on identifying destination trade areas and demographics, Downtown employees, young professionals, and the Downtown residential market.

Population. The 2006 Downtown population was estimated at approximately 15,000 persons, slightly less than 2.5% of the city of Milwaukee's population. From 1990 to 2006 the Downtown population increased by approximately 2,000 persons, an annual growth rate of just over 1%. Reflecting a modest rise in population, the number of Downtown households rose in number as well since 1990, increasing from 5,900 to 7,200.

Population and Household Trends 1990 to 2006				
Population and Households	Downtown Study Area	Primary Destination Trade Area	Secondary Destination Trade Area	State of Wisconsin
1990 Population (Census)	12,701	300,190	921,803	4,891,769
2000 Population (Census)	13,829	285,097	888,854	5,363,675
2006 Population (Estimate)	14,898	283,169	878,203	5,667,706
2000 – 2006 Annual Change	1.30%	-0.10%	-0.20%	0.90%
<hr/>				
1990 Households (Census)	5,887	117,823	359,691	1,822,118
2000 Households (Census)	6,429	113,389	358,828	2,084,544
2006 Households (Estimate)	7,201	113,352	357,678	2,248,740
2000 – 2006 Annual Change	2.00%	0.00%	-0.10%	1.30%

Source: ESRI Business Information Solutions and U.S. Census Bureau

Percentages may not total 100.0% due to rounding

Individuals between the ages of 18 and 34 make-up 55% of the Downtown area's population. This age group includes a combination of students, recent graduates, and younger childless workers. The mobility rate of this Downtown age group is high, 74% of the Downtown population moved between 1995 and 2000. Residents aged 55 years and older was also a growing segment of the Downtown population contributing to the increase in condominium developments between 2000 and 2007.

Education and Occupation. Downtown has a high percentage of residents with a college degree. According to 2000 data, 45% of Downtown area residents had either a bachelor's or advanced degree, compared with 23% of Wisconsin residents. In a direct relationship to education level, Downtown area residents are overwhelmingly employed in white-collar occupations – 77% versus the state white collar rate of 58%.

Educational Attainment for the Population Age 25 and Over (2000)				
Geographic Area	Downtown Study Area	Primary Destination Trade Area	Secondary Destination Trade Area	State of Wisconsin
Total Population Age 25 and Over	8,802	166,722	519,950	3,475,878
Less than 9th Grade	4.0%	10.4%	6.3%	5.40%
9th - 12th Grade, No Diploma	11.7%	16.5%	14.4%	9.60%
High School Graduate	15.8%	24.7%	29.4%	34.60%
Some College, No Degree	17.8%	17.4%	20.8%	20.60%
Associate Degree	5.6%	4.8%	5.9%	7.50%
Bachelor's Degree	28.6%	16.4%	15.3%	15.30%
Master's/Prof/Doctorate Degree	16.5%	9.7%	7.9%	7.20%

Source: U.S. Census Bureau – Summary File 3

Percentages may not total 100.0% due to rounding

Occupation for the Employed Population Age 16 and Over (2006)				
Geographic Area	Downtown Study Area	Primary Destination Trade Area	Secondary Destination Trade Area	State of Wisconsin
Total	7,864	125,311	391,818	2,843,048
White Collar	76.90%	58.40%	60.30%	57.90%
Management/Business/Financial	18.60%	11.30%	12.10%	13.40%
Professional	31.80%	23.40%	22.00%	19.90%
Sales	11.60%	10.20%	10.90%	11.00%
Administrative Support	15.00%	13.50%	15.40%	13.50%
Services	14.10%	18.80%	17.30%	15.30%
Blue Collar	9.00%	22.70%	22.40%	26.90%
Farming/Forestry/Fishing	0.10%	0.20%	0.10%	0.70%
Construction/Extraction	1.80%	3.70%	3.70%	5.50%
Installation/Maintenance/Repair	1.30%	2.50%	3.00%	3.80%
Production	2.70%	9.40%	9.00%	10.00%
Transportation/Material Moving	3.10%	6.90%	6.70%	6.80%

Source: ESRI Business Information Systems (ESRI BIS)

Percentages may not total 100.0% due to rounding

Income. Between 2000 and 2006 average household income in the Downtown area increased at a rate faster than the state of Wisconsin, but household income remained below the state average, \$62,000 for Downtown area residents as compared to the state average of \$67,000. Per capita income for the Downtown area was well above the state average due primarily to the predominance of single and two-person households even though a significant number of Downtown households have incomes below \$15,000 – primarily students and moderate-to-lower income persons. On the other end of the scale, Downtown households with incomes higher than \$200,000 was nearly double that of the state average – 4.4% of Downtown households compared to 2.6% statewide.

Income Characteristics in 2006				
Geographic Area	Downtown Study Area	Primary Destination Trade Area	Secondary Destination Trade Area	State of Wisconsin
Number of Households	7,195	113,346	357,669	2,248,731
<\$15,000	20.00%	19.00%	13.30%	9.50%
\$15,000 - \$24,999	13.80%	14.90%	12.40%	10.20%
\$25,000 - \$34,999	9.90%	12.10%	11.30%	10.50%
\$35,000 - \$49,999	15.50%	17.00%	17.10%	16.10%
\$50,000 - \$74,999	15.40%	16.90%	19.90%	22.40%
\$75,000 - \$99,999	9.40%	9.10%	12.10%	14.20%
\$100,000 - \$149,999	8.60%	6.70%	9.20%	11.70%
\$150,000 - \$199,999	2.90%	2.00%	2.30%	2.80%
\$200,000 +	4.40%	2.20%	2.40%	2.60%
Average Household Income	\$62,140	\$52,736	\$60,364	\$66,730
Per Capita Income	\$34,035	\$21,692	\$24,902	\$26,829

Source: ESRI Business Information Systems (ESRI BIS)

Percentages may not total 100.0% due to rounding

Downtown Employees. In 2000 there were an estimated 78,000 Downtown office employees with highest concentrations mainly in the office towers east of the river. According to 2000 estimates, Downtown workers have \$344 million in annual retail spending potential.

60,000 or 77% of Downtown workers are white-collar employees; over 80% worked full-time or more; and 50% of employees lived in households with incomes over \$60,000.

Occupations of Employees Working in the Downtown Milwaukee Study Area				
Occupation (2000)	Downtown Study Area		Milwaukee 7 Region	
	Number of Workers	Percent of Workers	Number of Workers	Percent of Workers
<i>White Collar</i>	60,054	77.00%	584,797	62.70%
Management/Business/Financial	17,080	21.90%	125,721	13.50%
Professional	18,517	23.80%	209,029	22.40%
Sales	6,419	8.20%	99,977	10.70%
Administrative Support	18,037	23.10%	150,070	16.10%
<i>Services</i>	9,477	12.20%	104,982	11.30%
<i>Blue Collar</i>	8,474	10.90%	242,641	26.00%
Farming/Forestry/Fishing	124	0.20%	2,160	0.20%
Construction/Extraction	1,619	2.10%	38,454	4.10%
Installation/Maintenance/Repair	1,661	2.10%	32,914	3.50%
Production	2,649	3.40%	113,477	12.20%
Transportation/Material Moving	2,411	3.10%	55,488	6.00%
Armed Forces	~10	< 0.1%	148	< 0.1%
Total Employees	78,005	100.00%	932,420	100.00%

Source: 2000 Census Bureau Transportation Planning Package



Milwaukee Downtown Business Improvement District 21



Downtown plan meeting

The BID #21 market study included focus groups and interviews with Downtown employees and residents to ascertain attitudes toward Downtown. Focus group findings:

- Participants appreciated the cleanliness and safety of Downtown.
- Downtown employees are disappointed in the lack of retail shops and noted that the Downtown is devoid of many national retailers.

Other disadvantages noted are a lack of convenient parking, conflicts between pedestrians and vehicular traffic, and the lack of a more comprehensive transit system.

Participants noted the importance of a critical mass of shopping and entertainment activities - particularly a movie theater - and to improve walkability within Downtown.

Young Professionals. Young professionals, are defined as persons between the ages of 25-34 with college degrees.

National trends as noted by the BID #21 study:

- Human capital, in the form of educational attainment, is one of the primary drivers of an area's income and economic growth. Regions with a well-educated population experience greater growth in per capita income. Persons ages 25-34 tend to have the highest levels of educational attainment than any age group.
- Young professionals have or are increasingly residing Downtown neighborhoods due to attributes uniquely found in urban centers, such as a critical mass of jobs, urban amenities, and an urban sense of place.
- Younger workers are a significant source of labor as Baby Boomer populations begin to retire.
- The 25-34 age group is more likely than any other group to start or manage a new business.

Milwaukee overview:

Residents age 25-34 make up a growing segment of the Downtown population, increasing from 22 to 32 percent of overall population from 1990 to 2006. This growth has given downtown Milwaukee the largest share of this age segment among peer cities.

Among peer cities downtown Milwaukee has the largest number and percentage of residents ages 25-34.

2006 Downtown Population Comparison for the 25 to 34 Age Group		
Geographic Area	Downtown Population Age 25 to 34	
	Number	Percent of Total
Downtown Milwaukee, WI*	4,797	32.20%
Downtown Charlotte, NC	2,229	24.20%
Downtown Cincinnati, OH	3,662	19.80%
Downtown Cleveland, OH	1,970	26.90%
Downtown Columbus, OH	1,736	26.40%
Downtown Indianapolis, IN	3,493	30.60%
Downtown Memphis, TN	1,744	19.20%
Downtown Nashville, TN	1,332	14.60%
Downtown Pittsburgh, PA	2,138	14.60%
Downtown Kansas City, MO	2,532	29.00%

Source: ESRI Business Information Solutions *Downtown Milwaukee Study Area

Focus group discussions with young professionals in the larger Milwaukee region were asked a series of questions regarding downtown Milwaukee. Below are sample comments from this focus group:

Positives:

- Small city atmosphere with large city amenities
- Friendlier and more welcoming than other cities
- Many events and activities
- Safe and clean
- Locally-owned shops and restaurants that add character
- Historic and well-preserved architecture
- Relatively short commuting time

Negatives:

- Shortage of retail activity Downtown
- Lack of new employers and job opportunities
- Need for a more comprehensive transportation system
- Escalating housing costs and need for more affordable housing
- Need for more entertainment options including restaurants, theaters, and a well-defined district
- Pedestrian and bike safety

Downtown Residents. An estimated 15,000 persons live in downtown Milwaukee. Between 1996 and 2006 the Downtown area and neighborhoods within one-half mile added an estimated 2,250 new condominium units and 1,500 new rental units for a total of 3,700 new residential units overall. Compared with peer cities downtown Milwaukee contains the second largest Downtown population; the second highest per capita income; the highest percentage of residents with at least a bachelor's degree; and the highest percentage of white collar workers.

Downtown Population Trends 1990 to 2006							
Comparable Downtown	1990 Population	2000 Population	Population change 1990 to 2000	Annual Change 1990 to 2000	2006 Population	Population Change 2000 to 2006	Annual Change 2000 to 2006
Milwaukee	12,701	13,829	1,128	0.90%	14,898	1,069	1.30%
Charlotte	6,809	6,868	59	0.10%	9,210	2,342	5.70%
Cincinnati	24,072	19,178	-4,894	-2.00%	18,495	-683	-0.60%
Cleveland	4,520	6,343	1,823	4.00%	7,325	982	2.60%
Columbus	6,492	6,319	-173	-0.30%	6,579	260	0.70%
Indianapolis	7,514	10,698	3,184	4.20%	11,415	717	1.10%
Kansas City	7,060	7,861	801	1.10%	8,731	870	1.80%
Memphis	9,954	7,631	-2,323	-2.30%	9,080	1,449	3.20%
Nashville	5,159	4,810	-349	-0.70%	5,064	254	0.90%
Pittsburgh	14,768	16,414	1,646	1.10%	14,647	-1,767	-1.80%

Source: ESRI Business Information Systems (ESRI BIS) and U.S. Census Bureau

Focus group discussions with Downtown residents revealed the following:

- Cars not needed because of Downtown walkability
- Many cultural and dining amenities
- An overall aesthetically pleasing atmosphere
- A friendly and safe place to live
- Room for more entertainment venues
- Need to add more retail and service businesses
- More improved and open spaces
- Improve public transportation
- Need to develop a culture of a Downtown community
- Reverse perceptions that Downtown suffers from crime and racial division.

Downtown Condominium Residents Who are they?

In 2009, the University of Wisconsin Milwaukee's Center for Urban Initiatives and Research prepared a study to answer the question: "Who is living in downtown Milwaukee's condo's?" The study was conducted via a telephone and mail survey of 2,606 Downtown condo owners. There were 804 completed responses. The results reinforced some notions and disputed others:



Prior Residence of Respondents with Primary Residence in Milwaukee Condo		
Prior Residence	Count	Frequency
City of Milwaukee	311	45%
Suburban Community in Milwaukee County	138	20%
Ozaukee County	24	3%
Washington County	4	1%
Waukesha County	60	9%
Another place in Wisconsin	38	5%
Chicago area	28	4%
Elsewhere outside of state	95	14%
Total	698	100%

Most Important Factor in Decision to Purchase Condo		
Factor	Count	Frequency*
Area / Location	333	45%
Urban Lifestyle	157	21%
Close to / More Activities / Events / Entertainment	118	16%
Condo as Investment	80	11%
Affordability / Price / Cost / Good Market / Opportunity	51	7%
Ease of / Less Maintenance	46	6%
View / Views	46	6%
Condo Unit (Appearance, Etc.)	42	6%
Walkability / Bike-ability	26	3%
Life / Lifestyle Change / Wanted Change	25	3%

* Percentage totals are over 100% as many survey participants gave more than one response.

Age. While the median age of a downtown condo owner is 44, in reality there are two age groups clustered around age 28 and 55, divided into single young professional and empty nesters.

Race and ethnicity. Condo owners are primarily white. 92% of respondents identified themselves as white or Caucasian, 3% as Asian, 2% as black or African American, 2% Hispanic or Latino, and 2% as "other. In comparison the city of Milwaukee is just over 45% white or Caucasian.

Retired. Only 12% of respondents indicated that at least one person in the household was retired.

Empty Nesters. 39% responded they had children. Of those condo owners that have children, either living at home or elsewhere, 49% indicated that their children leaving home influenced their decision to purchase a condo.

Income. The most cited income category of Downtown condo owner respondents is in income range of \$100,000 to \$150,000 per year. Approximately 25% of Downtown condominium owners make over \$250,000 per year.

Prior Residence. 55% of Downtown condo owners lived outside of the city of Milwaukee prior to moving Downtown. Of this group, 20%, previously lived in suburban Milwaukee County. The next highest category is residents who moved from elsewhere outside of the Milwaukee metropolitan region. 4% of respondents moved from the Chicago area.

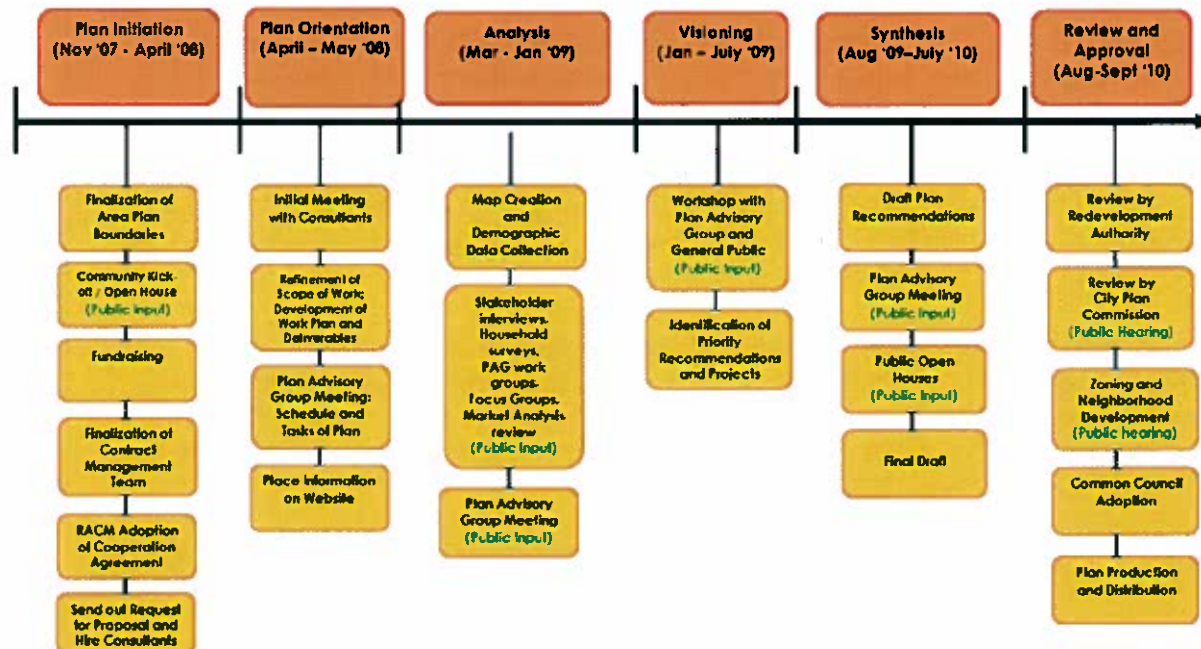
The study focused on reasons for purchasing or moving Downtown. Among all of the reasons that respondents decided to purchase a condo Downtown, the over-riding factors were convenience of location (45%) and urban lifestyle (21%).

Respondents were also asked, "If you could do it all over again, would you still purchase your condo?" and 80% responded affirmatively.

Planning Process

The Downtown Plan update has been a highly inclusive effort. Spanning a 18-month long process, the public input portion for this plan included a public-private steering committee, on-line and hard copy surveys, stakeholder interviews, focus groups, public workshops and two open-houses; one on-line and one in-person. Through this process, over 2,500 persons gave voice and opinion to the development of this plan.

Downtown Area Plan Update Timetable



The plan's steering committee (Contract Management Team) consisted of public sector participants representing the City of Milwaukee's Department of City Development, the Department of Public Works, and the Milwaukee Economic Development Corporation. The private sector members represented the Downtown Milwaukee Business Improvement District, Greater Milwaukee Committee, the Metropolitan Milwaukee Association of Commerce, and the Milwaukee Development Corporation. The Contract Management Team served as the plan's "executive committee", reviewing and approving the consultant selection, as well as the overarching goals and major recommendations in the plan.



Downtown Contract Management Team

Surveys

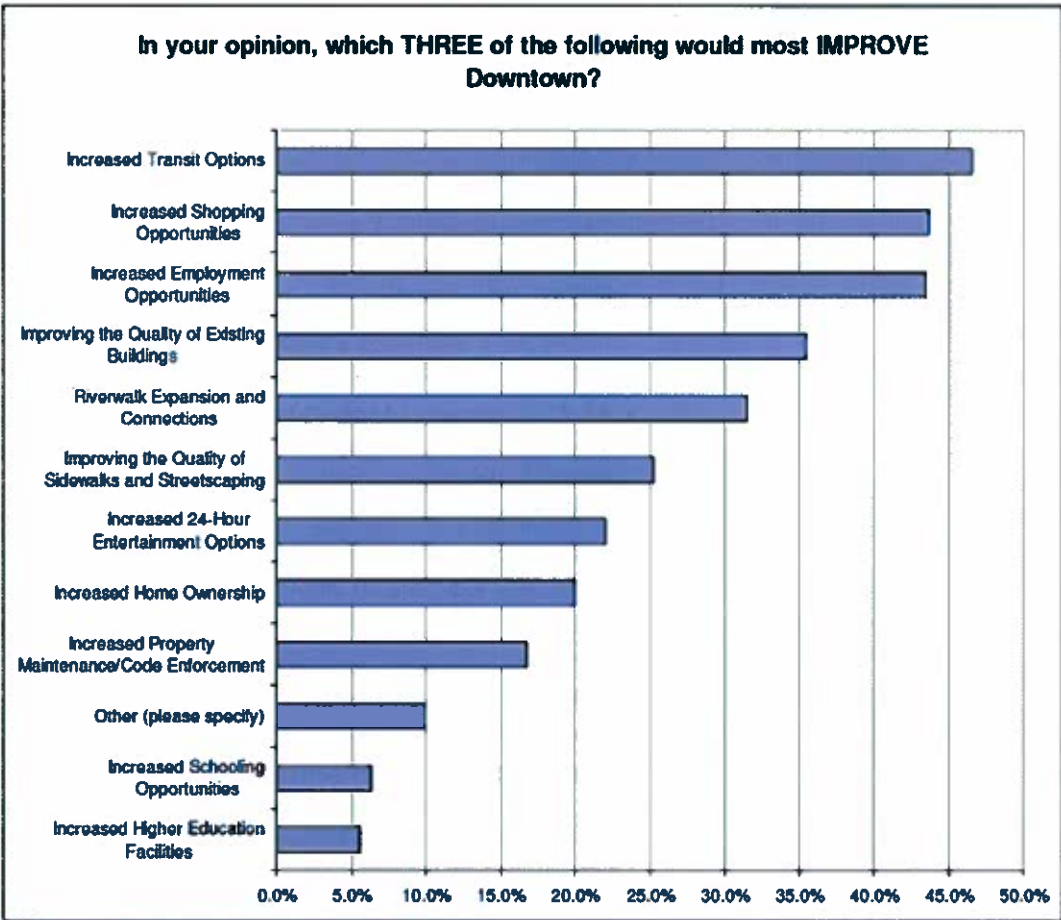
Surveys were distributed between January 2008 and May 2008, both on-line and hard copy. While not a scientific survey, it provided another means to participate in the public process and allowed for 2,440 persons to express their thoughts for the future of the Downtown.

Notable samples from the survey include:

- 44% identified themselves as Downtown employees.
- 23% said they were Downtown residents. 64% reported that they lived within the City of Milwaukee, and 78% of respondents lived within Milwaukee County.
- According to survey respondents, their primary reasons for living Downtown are the cultural and entertainment venues (78%) and the proximity to the lake/river (73%).
- 85% of those who work Downtown prefer to work Downtown.
- When asked what is needed most, all respondent groups tended to agree that a movie theater is paramount. It was the most important desire expressed among property owners and residents of Downtown. Gas stations were another suggestion, especially among business owners, employees, and suburban residents.
- 68% of respondents thought that historic buildings and districts are extremely important to the vitality of Downtown. 30% thought they were somewhat important. Only 2% thought that they were not important.
- Nearly 96% of all respondents said they considered the rehabilitation of existing buildings as or more important than new construction.
- 64% of all respondents thought that surface parking was not a good land use in Downtown.
- Survey Respondents were asked to name the top three improvements that would most improve Downtown. The most popular response was increased transit options (47%), followed by increased shopping options (44%), and expanded employment opportunities (43%).

Stakeholder Interviews

The consultant team conducted over 40 confidential interviews of Downtown stakeholders' selected by the Contract Management Team, City staff, and the stakeholders themselves. The stakeholder interview list spanned a wide range of groups and organizations, including those representing academia, foundations, Downtown business and non-profit organizations, government, major employers, real estate, social services, and residents.



Source: 2008 Downtown Survey

Focus Groups

During the Fall/Winter of 2008, a series of six focus groups were conducted to further gauge public opinion regarding the current condition and future of downtown Milwaukee. The focus groups were broken down by category of activity and interest in order to include a wide range of Downtown constituencies. The six focus groups were: 1) Downtown Residents; 2) Downtown Employees; 3) Downtown Business Owners; 4) Lower Income and Supportive Housing Issues; 5) Downtown Attractions and Marketing Entities; and 6) Downtown Public Service Ambassadors (providing on-the-ground experiences with issues and perceptions).



Downtown Plan meeting

In summary, the focus groups findings revealed the following observations:

- Retail, both specialty boutiques and everyday-residential-serving types, are lacking Downtown.
- Downtown is spread out with too much development emphasis on the periphery.
- Where's the movie theater?
- The Third Ward is a success. Downtown connections to the Third Ward should be improved to tap into that energy and vibrancy.
- There is a sufficient supply of parking Downtown in spite of a perception of inadequacy.
- Multiple focus groups independently concluded that local media, particularly print and radio, perpetuate negative stereotypes and perceptions about Downtown and Milwaukee as a whole.
- Downtown needs a wider range of housing options, particularly apartments and student housing.
- While the restaurant scene is healthy in some areas, there are large gaps both west of the river and near the lakefront. Employees and residents felt that there were very few mid to high-quality "grab and go" options.
- Transit options such as a streetcar, KRM, and high-speed rail would greatly enhance Downtown. Participants noted that Milwaukee is currently behind the times in regards to mass transit.
- Downtown has a number of strengths, but Milwaukee needs leadership, vision, and an attitude that it is OK to think big. Learn from Chicago rather than remain in its shadow.

Workshops

The Downtown plan process included two interactive visioning workshops. The first workshop was conducted near the beginning of the plan process; the second was held near the end. Conclusions from these events revealed:

- Downtown Milwaukee contains a number of attractive cultural, entertainment, and other leisure-time venues, but the areas between them can be improved both with supporting commercial amenities and visual improvements to blank walls and parking structures.
- The Lakefront is particularly lacking supporting amenities such as restaurants, cafés, and family-friendly services, contributing to the disconnect between the Lakefront and Downtown proper.
- Workshop participants were uniform in their belief that Downtown has an ample supply of parking although a perception problem exists, particularly among suburbanites. A remedy should be uniform and clear signage.
- Establishing a connection between the Third Ward and Downtown is essential, necessitating creative use of the space under the I-794 freeway through public art, lighting effects, and other devices for eliminating the perceptual and physical gap.
- On the policy side, numerous participants stressed to the City that it should not discourage the street level amenities it purports to want by charging fees for café' seating, awnings, and other decorative sidewalk features.
- Uniformly, participants stressed that housing, office, and retail densities should be increased throughout Downtown.
- An accompanying theme was a wide desire and belief that the center of Downtown needs to be the development priority as opposed to diluting synergies by dispersing development, particularly retail, to the peripheries.
- The remaining one-way streets Downtown should be converted to two-way.
- The Shops of Grand Avenue should turn outward with shop entrances on street level along Wisconsin Avenue, reinforcing Wisconsin as a street lined with major retail.
- Not locating Miller Park Downtown was a big mistake.



Downtown Plan meeting



Downtown Plan meeting



Looking southwest from East Mason St. and North Jefferson St.

Chapter 3 Land Use Strategies and Policies

Introduction



North Water St. looking north to City Hall

Land use strategies and objectives incorporate four prominent themes that arose repeatedly during the Downtown planning process: A Distinct Center; Sense of Place; Connectivity; and Density. Downtown land use policies will revolve around these main ideas. Specifically, focus on strengthening the center of Downtown and on key connections to and from the center of Downtown. Place an emphasis on Downtown's unique identity and places; and, increase the residential and employment density throughout the entire Downtown.

Downtown land use policies and strategies will be based upon creating:

1. A Distinct Downtown Center
2. A Sense of Place
3. A Connected Downtown
4. Density and Intensity



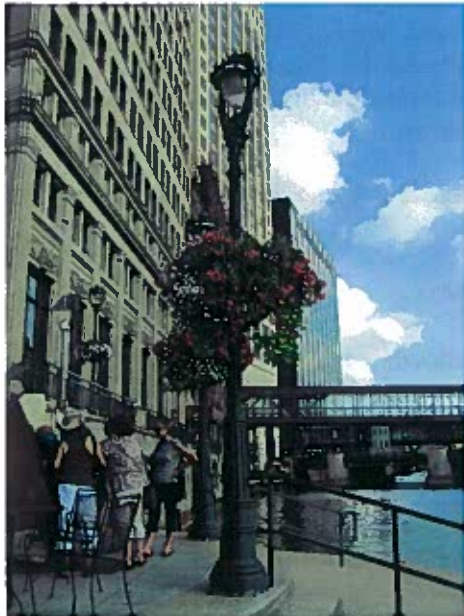
Zeidler Square farmers market

Woven throughout these themes are additional embedded goals. Driving demand generators and new investment to key locations and corridors will help focus efforts of the plan. Recommendations for updating the regulatory framework are key to the success of these concepts. Allowing modernity to coexist with the historical context of Downtown will give Downtown a richer texture. Expanding social, economic and environmentally sustainable practices throughout Downtown will allow the area to flourish in the years to come.

A Distinct Downtown Center



The Downtown Center is the area recognizable as a “downtown”, with tall, closely set buildings and older, traditional buildings located along front property lines adjacent to sidewalks. It is an area where larger setbacks and excessive unplanned open space seem out of character. The Center also contains the highest number of historic and visually identifiable iconic buildings.

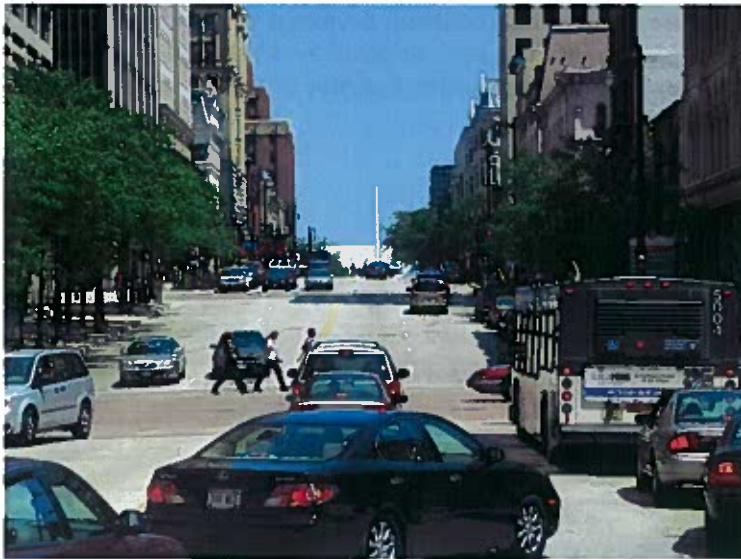


RiverWalk at East Mason St.

Historically, Downtown had a more compact center than it does today. Over the past 50 years changing land use patterns, declining industries, freeway construction, and gradual redevelopment of adjacent areas has allowed Downtown to expand but it has also lessened the density of the traditional downtown core.

Today’s “downtown” is much larger in land area due to successful re-development efforts but this has also “watered-down” the traditional downtown core. A significant amount of stakeholder input has strongly recommended a renewed focus on the traditional core rippling outwards with strong connections to and from active adjacent districts.

In addition to the traditional center, utilizing the Milwaukee River corridor continues to be key. Relating redevelopment efforts to Wisconsin Avenue, whether they are projects directly on Wisconsin, or strong connections “TO” Wisconsin Avenue, are priorities. Improvements to the center of Downtown have the ability to create an outward “ripple effect”, helping to make all the surrounding districts healthier



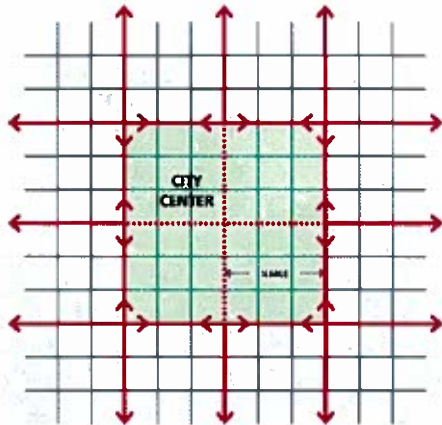
East Wisconsin Ave. at North Water St. looking east to Lakefront



Wells St. at the Milwaukee River looking west to Postman Square



North Jefferson St. between East Mason St. and East Wisconsin Ave. looking south. Impeccable historic buildings create a well defined street wall.



Traffic Circulation Diagram

This diagram depicts the concept of faster traffic moving around the pedestrian emphasized center. Traffic that enters the center of Downtown should be slower moving and carefully balanced with pedestrians.

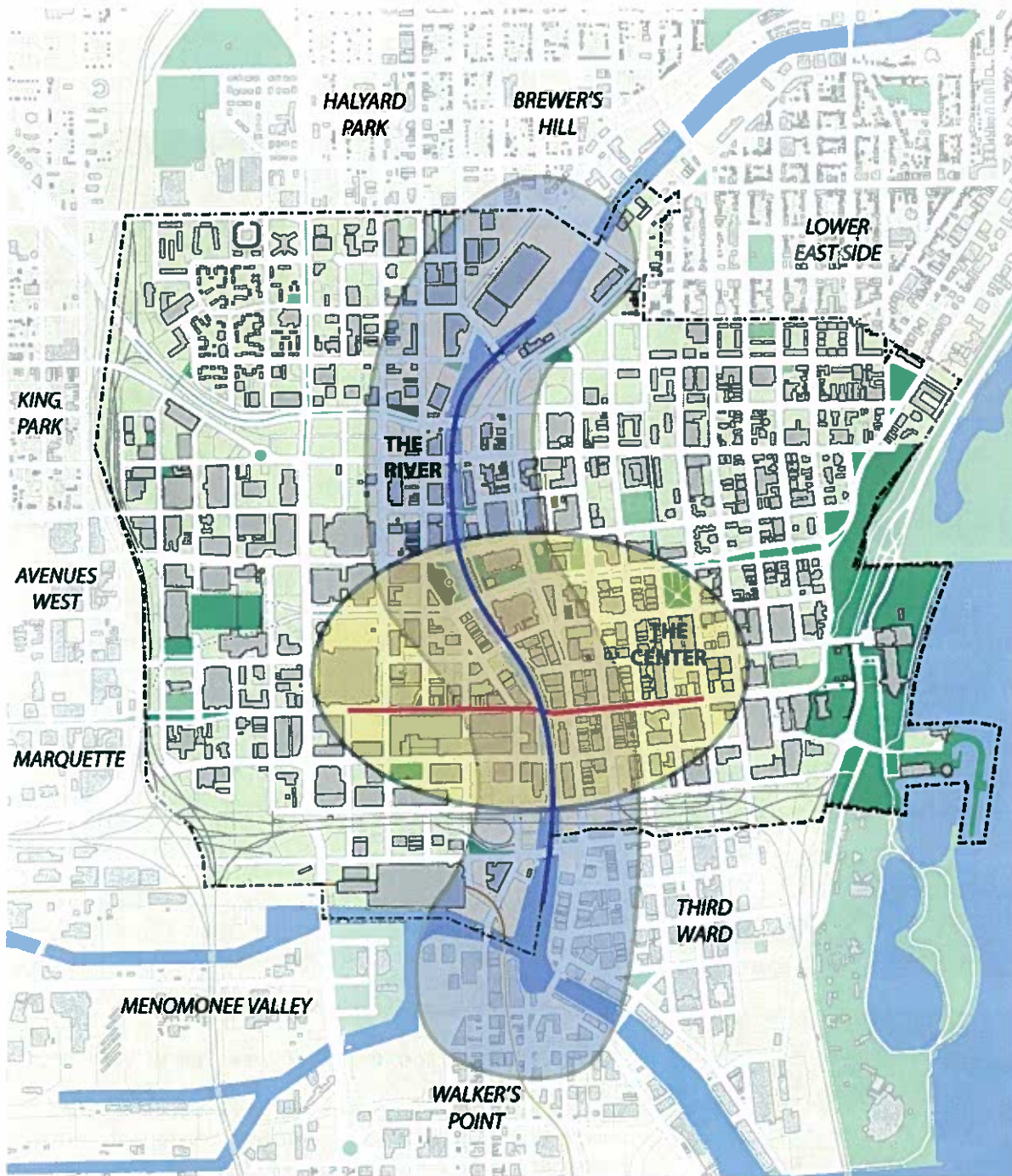
Vision: The heart of downtown. Urban, bustling, and busy, downtown Milwaukee contains a distinct and definable downtown core that contains a vibrant and walk-able hub of shops, restaurants, and pedestrian amenities in a real-life setting that together forms a center of gravity with a regional and statewide draw.

Intent:

- Create a walkable core in the center of Downtown with thru-traffic flowing around the core perimeter.
- Focus development efforts on the center of Downtown in order to avoid a doughnut-hole pattern of development Downtown.
- Support and grow a retail hub in the center of Downtown that takes advantage of the various urban amenities and qualities not found in the suburbs.
- Support, preserve and re-use distinctive and iconic buildings located in the Downtown center.
- Improve the pedestrian realm.



View northwest from US Bank Center



Center Focus with River Connection

This diagram shows the concept of a distinct center focus in Downtown, with Wisconsin Avenue as the spine of that central focus. The Milwaukee River corridor focus serves to connect the Schlitz Park, Park East and upper Water Street on the north to the Third Ward and Walkers Point on the south.

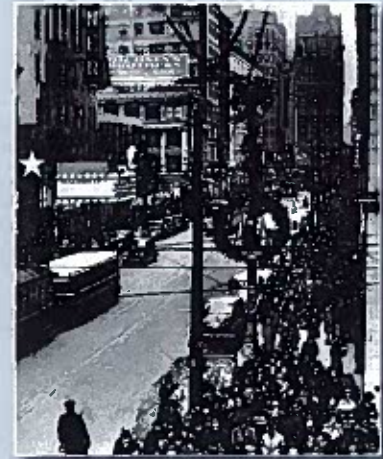


Downtown Land Use Changes Over The Past 50 Years

In the early years, Downtown was a more compact downtown, surrounded by industrial areas. All roads led to the Wisconsin Avenue corridor. Most of the traditional downtown office employment was focused in a small area of the current area known as Downtown. From Clybourn on the south, to Kilbourn on the North, and from Cass on the east to about 9th on the west, was the focus of the "downtown core". Three large department stores, numerous theaters and number of grand hotels were all tightly knit into this focused area. A civic area, comprised of public buildings, including the county courthouse, public safety, library and original arenas, was located to the north and west of the main downtown core. Milwaukee's downtown's boundaries and form were much this way for many decades from the 1960's back well into the 19th century.

But much change to the form of Downtown arrived in the 1960's. New city-wide and suburban expansion, urban struggles of the decade, along with general changing national attitudes meant a great deal of change to the form of downtown Milwaukee.

In the 1960's decline, freeways were one of the first major changes to Downtown. While giving good access to a more distant traveler, they also began to divide and decentralize Downtown. Along with the changes created by the freeway was the decision to move the Train Station out of the central core to an area south of the new elevated highway into a then industrialized area. The civic center area took on a new form in the method of a pedestrian only plaza over a central parking garage with expressway ramps.



November 30, 1942

Photo credit: Milwaukee Public Library

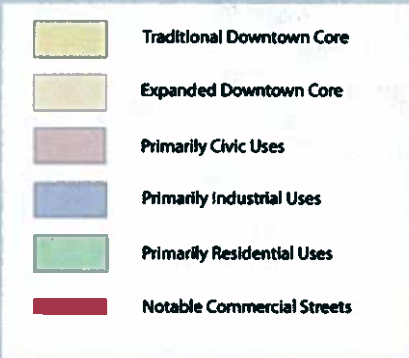
In the following decade of the 1970's, the diminishing manufacturing jobs, and the gradual closing of breweries, leather related businesses, and numerous other industries left the former central core sitting in an area surrounded by empty or nearly empty industrial buildings.

By the early 1980's interest in the redevelopment of the Blatz brewery area along with a planned new sports arena, the Bradley Center, pushed development north of Downtown's traditional boundaries. To the south, manufacturing and warehouse uses started to make way for new housing and mixed use development in the Third Ward. By the end of the decade the redevelopment of Schlitz Park had extended Downtown northward.

Planning in the 1990's saw aggressive changes to remake the Milwaukee River with block by block installation of a riverwalk. Planning had begun on the removal of the Park East freeway west of Jefferson Street, while in the corridor east of Jefferson a new neighborhood of townhouses, condos and neighborhood serving retail filled the corridor.

In the 2000's there was a realization of the Park East removal plan, a successful launch of the Pabst Brewery redevelopment, and the redevelopment of the Beerline even further up-river than the Schlitz Brewery (now office park). To the south of Downtown, the Historic Third Ward flourished into a much larger mixed use district pulling development interest even further south into the area to become known as the Fifth Ward.

In summary, downtown has expanded a great deal over the past 50 years due to changing uses and many positive redevelopments surrounding downtown. An understanding of this occurrence points to the need to re-focus on the center to ensure the original center remains healthy.



Policies and Strategies (Distinct Downtown Center):

- Focus development efforts on the center of Downtown.
- Target the Downtown Center for priority streetscaping.
- Encourage and support the preservation of historic or iconic buildings with conversion of upper floors for residential or commercial uses and adopt parking policies that better utilize such sites.
- Utilize city resources and policies for retail projects located in the Downtown Center district as detailed in the BID 21 retail study.
- Support efforts to re-orient ground floor retail in the Shops of Grand Avenue onto Wisconsin Avenue.
- Ensure that retail uses on the edges of Downtown complement rather than dilute efforts to strengthen the commercial vibrancy and density in the center of the Downtown.
- Within the Downtown Plan boundaries, limit ground floor retail requirements to the Downtown Center and specifically those streets as detailed in the BID 21 retail study. Where retail is not present other means of high quality street level activation is required.
- Further concentrate retail by allowing ground floor space in non-commercial developments, such as parking decks, to activate the pedestrian zone by means other than retail uses, when outside the Downtown Center.
- Support a renovated Bradley Center or ensure that a new multi-purpose arena with supporting retail and entertainment development remains Downtown.
- Recognize the need for and support an expanded convention center up to and along Kilbourn Avenue



The Loyalty building at N. Broadway and E. Michigan St.



Storefronts at the Plankinton Arcade on West Wisconsin Ave.



Frontier Airlines Center at North 4th St. and West Wisconsin Ave.



Bradley Center at North 4th St and West State St.

Form (Distinct Downtown Center):

- Provide a high level of exterior activation and treatment to all visible building frontages.
- New developments in the Downtown Center should use quality, high level building materials. For example, where brick veneer or pre-cast may be an acceptable ground level façade cladding in some other location, a material such as granite or other high quality stone should be used in the Downtown Center.
- Concentrate on rebuilding the “street-wall”, especially on key pedestrian activity streets.
- Animate building walls with either activation or high quality wall design and articulation.
- New or expanded surface parking lots are generally not recommended in the Downtown Center.
- Examine using design guidelines for the Downtown Center particularly Wisconsin Avenue.



East Mason St. looking west from North Milwaukee St.



Hilton Hotel facade wall with high quality granite cladding

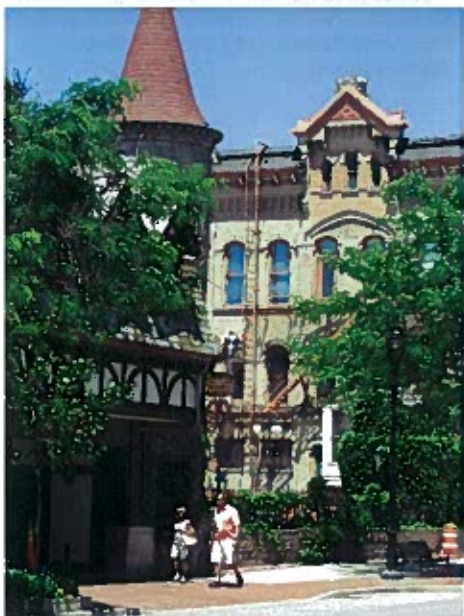


North Water St. looking south from Kilbourn Ave.

A Sense of Place



North Milwaukee St. looking south from E. Mason St.



North Old World 3rd St. looking northwest to East Highland Ave.

Good form and design creates value. Poor form and design detracts from value. It is human nature to avoid places that are unattractive. A downtown that is attractive, recognizable, and memorable gives visitors reasons to come and linger downtown rather than one-stop shop.

A sense of place can be established at varying scale or sizes. At the largest scale a downtown has a regional or even national identity. At a more local context a sense of place is established with what is commonly known as "place-making" which is critical to the continued success of cities and urban neighborhoods. Three elements, identity, programming and enclosure are key to create a "place".

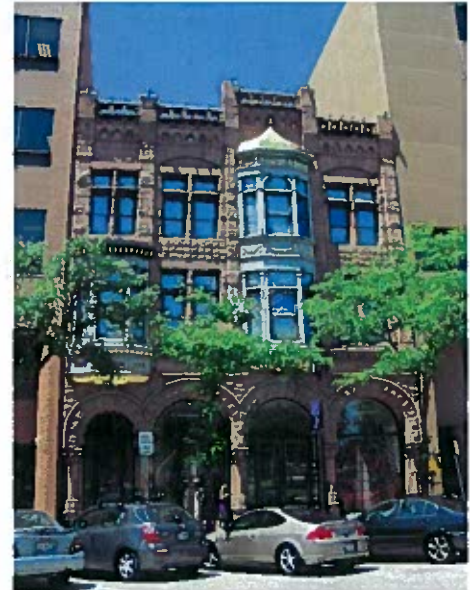
While enhancing existing places Downtown is important, one must not look past the opportunity to create new "places" throughout Downtown. These additional places can help stitch together the fabric of Downtown. A number of areas should be a prime target for creating a new sense of place.

New or enhanced places include the Broadway corridor, areas surrounding the Intermodal Station, the 4th Street corridor at Wisconsin and near Zeidler Square, Wells Street, from "Postman Square" to City Hall Square to Cathedral Square, and the East Michigan Street corridor. These locations already have a number of ingredients for place-making, such as good street enclosure and historic or iconic buildings that present opportunities to improve these places through infill and revitalization.

Identity can take a physical form, such as a relationship to a historic building, prominent civic sites, public art, or a unique building design. Programming comes from building and spatial design that supports active uses. Enclosure is the primary tool to create the form needed for place-making.

Downtown Milwaukee is an authentic place. The convergence of streets, intersections, and spaces caused by the river has created a pattern and layout that is unique to Milwaukee. Add to that the numerous buildings that respond to the block patterns as well as the rich historic building stock and Milwaukee has a feel all its own. Understanding and building upon this unique context is vital to allowing Downtown to stand apart from many other nondescript or cookie-cutter places.

Vision: Downtown Milwaukee is the economic and cultural center of Wisconsin and one of the most enjoyable, attractive, and vibrant downtowns in the Midwest. It's orientation on place-making creates a downtown environment that draws new residents, visitors, creative employees, and businesses alike.



Elsa's on North Jefferson St. across from Cathedral Square Park



Fountain Square in Cincinnati is a well developed place with a large screen TV for events (upper right corner)



RiverWalk at night between W. Wells St. and W. Wisconsin Ave.



Public spaces should be well designed to create a high level of place-making such as at Bryant Park in New York City



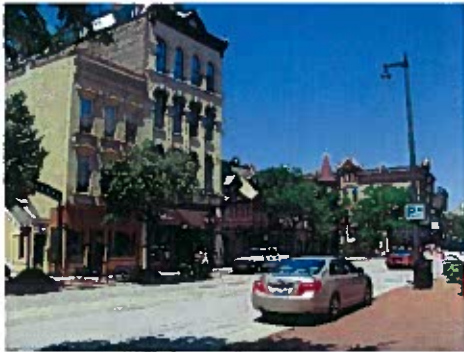
Pioneer Square in Portland successfully achieves place-making



Places should also feel comfortable at night

Intent (Sense of Place):

- Downtown Milwaukee should have a distinct character and feel specific to our city.
- Downtown should be a sought-after destination for both local residents as well as out-of-town visitors.
- Downtown is the center, where not only a sense of place exists, but a "sense of occasion" is strongly reinforced.
- Improve the quality of connecting spaces and create a world-class waterfront "place".
- Maintain, complement, and enhance prominent vistas in the Downtown.
- Create and improve plazas, parks, open spaces, and other public sites Downtown.
- Reduce the number and impact of blank walks and empty spaces downtown.
- Support entertainment uses that complement the Bradley Center and the convention center.
- Recognize the civic and economic significance of public art Downtown.



Old World Third Street at East State Street



Photo credit: Marcus Center website

Lighting adds to the "sense" of occasion" at the Marcus Center for the Performing Arts



Turner Hall on N. 4th St. between W. State St. and W. Highland Ave.



A Wisconsin Avenue backdrop provides a memorable setting for important personal events.



Public art on E. Kilbourn Ave. at the RiverWalk



Fountain in front of Milwaukee Art Museum on N. Lincoln Memorial Drive and E. Michigan Street

Policies and Strategies (Sense of Place):

- Downtown improvements and redevelopments should feel uniquely "Milwaukee" and not try to mimic current national trends.
- Build a sustained retail environment in the center of Downtown that creates a regional and state-wide draw.
- Maintain Downtown's prominence as the main location for large public gatherings and events.
- Support new special events that raise the profile of Downtown as the region's center of activity.
- Examine a reconfiguration of the lakefront connected roadways in order to expand or improve civic, recreational, and development opportunities.
- Establish a street hierarchy system.
- Develop design guidelines for street improvements.
- Integrate passive and interactive digital media into the public realm.
- Encourage new entertainment uses to complement the existing corridor of large venue sites by locating primarily along Old World Third and 4th Street south of Juneau.
- Promote the addition of playgrounds or other interactive play environments into public and private settings in order to support and attract families with children or grandparents residing or visiting Downtown.
- Support the development of a public art plan.
- Promote and strategically locate public art with current and future attractions and developments.
- Continue to support outdoor dining, sidewalk café's and kiosks, and similar street level activity by creating and supporting policies that make the creation, expansion, and growth of such activities less onerous and expensive.
- Increase the Downtown tree canopy coverage in the pedestrian realm.
- Develop design guidelines for Downtown retail storefronts.
- Develop design guidelines for structured parking Downtown.



Burns Commons at N. Prospect Ave. and E. Ogden Ave.



Rendering of proposed W. Juneau Ave. between N. 8th St. and N. 10th St. at The Brewery

Photo credit: Zilber Ltd.



Play equipment at Cathedral Square Park on N. Jefferson St. and E. Kilbourn Ave.



North Jefferson St. across from Cathedral Square Park looking south



Outdoor seating at N. Water St. and E. Kilbourn Ave.



Buildings should define the "Street as a Room"



Corner entrance at Hotel Metro on N. Milwaukee St. and E. Mason St.



Display windows at The Boston Store on N. 4th St. and W. Wisconsin Ave.

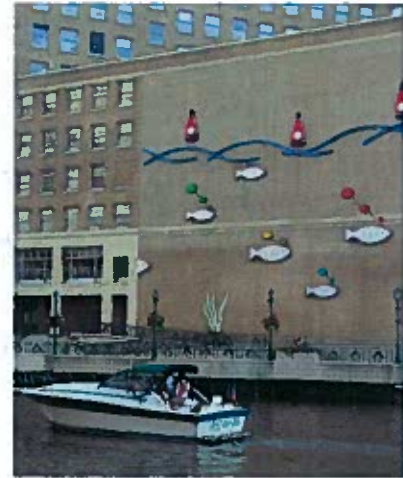
Form (Sense of Place):

- Streets, plazas, and other open spaces should be enclosed by appropriate, proportionately sized buildings.
- For a distinctive and recognizable skyline, tops of buildings should be articulated and unique to the site when possible.
- Acknowledge a street terminus or vista with architecturally distinctive features or buildings.
- Articulate large floor plates to avoid large, bulky building massing.
- Building entrances should be located at corners, along the primary streets and be scaled appropriately to the character of the street. While single doors may meet building code, double doors may be a better fit to enhance the street.
- Glazing should be incorporated into a significant portion of the first floor. Flexibility for future entrances should be considered in full window walls.
- Glazing should be clear, non-tinted glazing on the first floor. (Upper floors are encouraged to have a non-tinted or lightly tinted glazing as well.)
- Where the highest active storefronts are not appropriate, buildings should still have engaging ground level floors. Wall articulation, detail, and human scaled elements are important.



Large doors that open to outdoor seating activate the street at N. Jefferson St. and E. Wells St.

- Introduce the use of LED lighting and other visual and graphic improvements that will activate blank or unsightly building walls that would otherwise detract from the Downtown environment.
- Where gaps in the street wall are necessary, design elements such as wall extensions, landscaping, and other techniques should be used to mitigate the loss of enclosure at the gap.
- Parking lots or existing parking lots awaiting future development should have well defined street edges. These edges should be created with a combination of hard elements such as walls and fences, as well as base planting and crowns of closely spaced trees.
- Emphasize activation and vertical articulation on parking structures, which tend to have horizontal emphasis.



Lighted public art on the blank wall of the Riverside Theater on the RiverWalk between W. Wisconsin Ave. and W. Wells St.



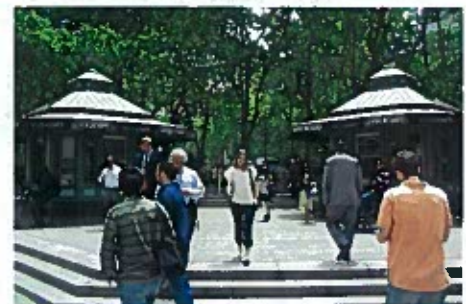
Monotonous wall of the M&I parking structure on E. Wells St. between N. Water St. and N. Broadway



Articulated top of 100 East Wisconsin building at N Water St. and E. Wisconsin Ave.



A masonry wall fills out the street edge



Parks and squares have clear edges and gateways. Example Bryant Park, NYC



Example of well-designed parking structure facade and activated first floor at Cathedral Place on N. Jackson St. and E. Mason St.

- Parking structures should have screened facades or façades with a developed design pattern. Despite the functional use of the building as a parking structure the design of the exterior walls should have similar rhythms and openings as one would expect with an office, residence or other human occupied space.
- Public atriums, enclosed arcade and wintergarden spaces are strongly encouraged to allow year round pedestrian comfort in downtown. These internalized spaces should connect to and complement the pedestrian experience on the public street.
- To avoid walled-off, insulated office complexes, in-house cafeteria facilities can be located on the ground floor and visible to the sidewalk.



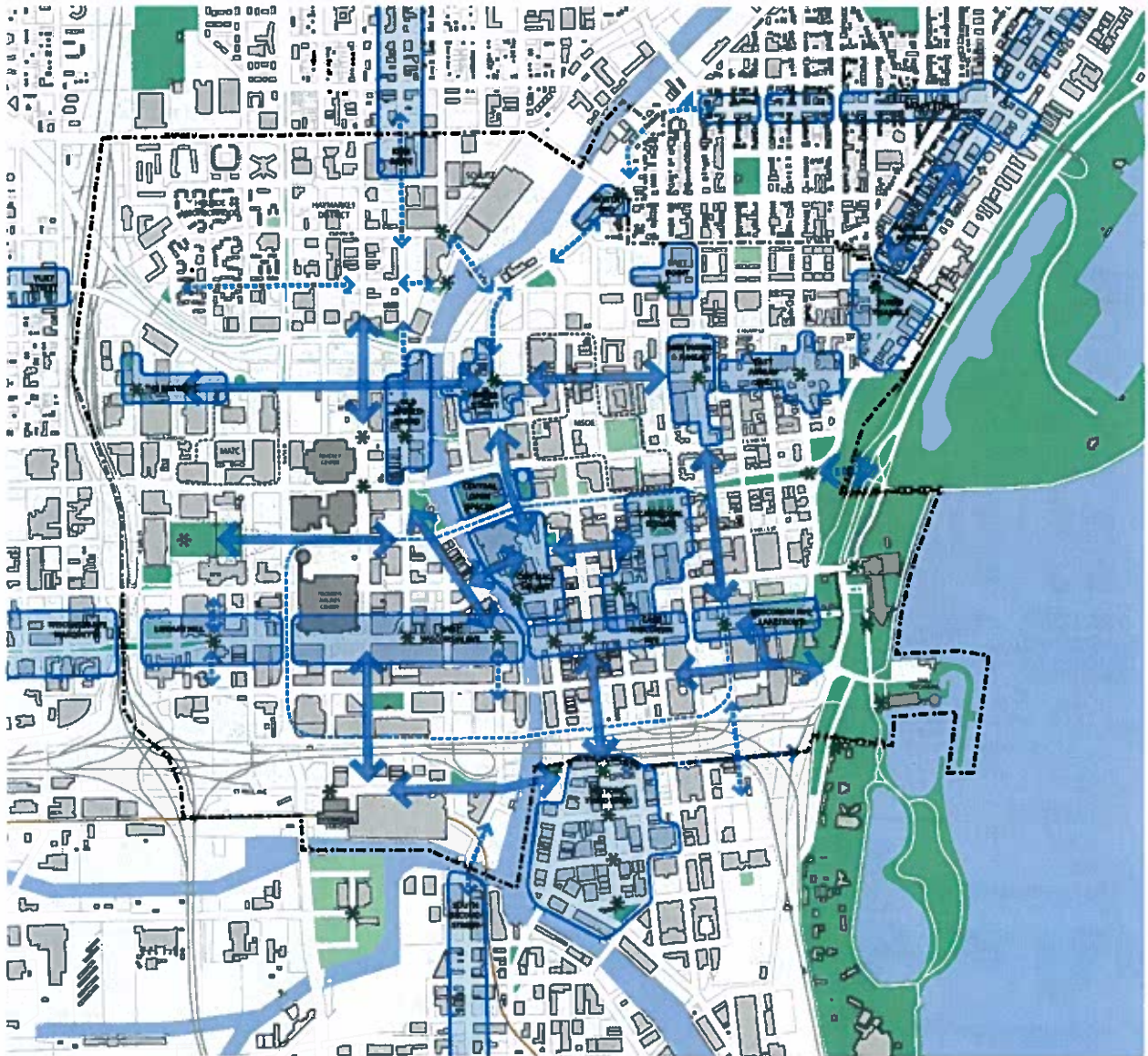
Large floorplates are well articulated at Manpower World Headquarters at W. Manpower Place along the RiverWalk between W. Vliet St. and W. Cherry St.



Interior arcade at the Milwaukee Center on N. Water St. between E. Kilbourn Ave. and E. Wells St.








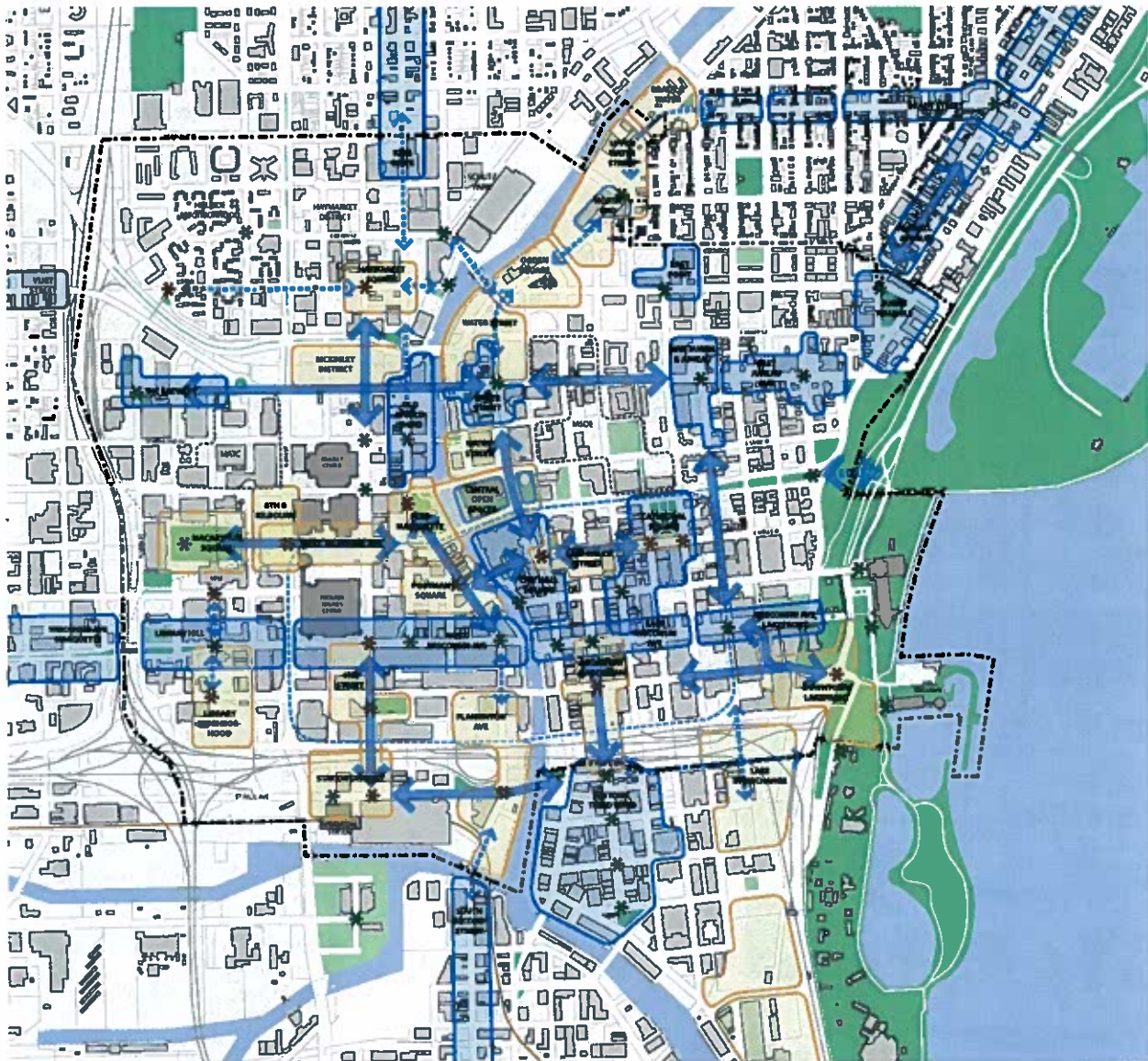
Streetfront cafeteria windows and outdoor area at Manpower World Headquarters facing the Milwaukee River



Existing “Places” and Key Connections

The blue shapes on the map depict the existing most notable and identifiable “places” Downtown. The hubs of these areas and other key spots are also noted (green asterisks). The arrows represent the key connections that need to be reinforced in order to allow these “places” to grow together. Community input had identified these existing places as “campfires” Downtown, however noted the gaps that separated these areas were a significant concern.

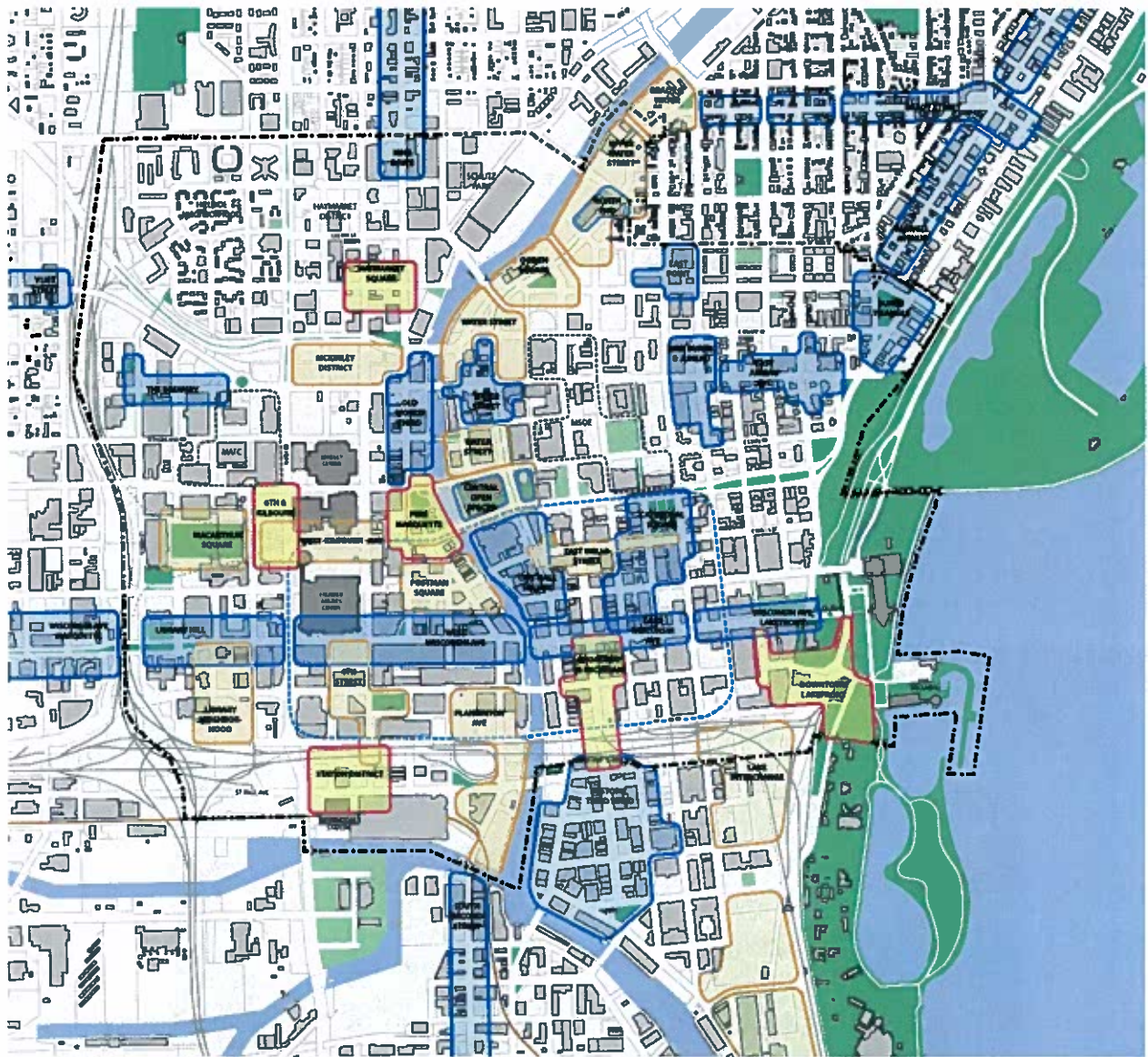
-  Existing “Places”
-  Existing Focal Points
-  Key Connections to Establish
-  Secondary Connections
-  Downtown Center



Key Connections Reinforced

This map shows the "key connections" (blue arrows) that are reinforced as a result of creating new "places" (yellow shapes) in downtown.

-  Existing "Places"
-  New "Places"
-  Existing Focal Points
-  New Focal Points
-  Key Connections to Establish
-  Secondary Connections
-  Downtown Center



New "Places" Downtown

The shapes on this map show the existing, most notable and identifiable "places" in blue, but also shows "new places" in yellow. Concentrating "place-making" efforts on these "new places" and hub points will create or strengthen identity where little or no identity currently exists, and will help bridge those gaps to "string the Downtown pearls" together. Of these "New Places", the shapes outlined in red denote places elevated to catalytic project area status.

- Existing "Places"
- New "Places"
- Catalytic Project Areas
- Existing Focal Points
- New Focal Points
- Downtown Center

CIVIC QUALITY

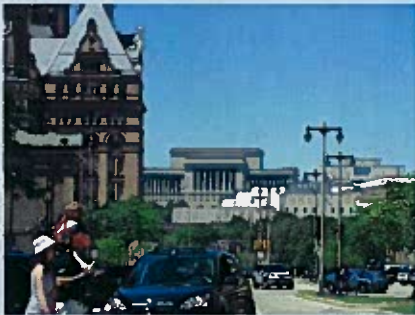
Valuing the civic qualities of planning can reinforce a memorable and recognizable place in Downtown.

Monumental streets or Showcase Streets create the first tier and most over-arching network in the street design character. These streets should have consistent design themes as they traverse downtown.

Special attention should be paid to the "approach" to Downtown. Often times development projects or planned open spaces do not consider the processional movement into Downtown. This experience and the design consideration given to arrival is of utmost importance in communicating the sense of place and quality of environment experienced by the visitor.

Buildings that terminate vistas help to visually draw from one location to another. These buildings in downtown Milwaukee tend to be along the river where grids do not align or at locations on streets that bend or curve, such as Water and McKinley Streets.

Sites that terminate vistas should receive buildings designed for their unique location. These are special sites and should be treated as such. For example the Journal Sentinel block terminates the view looking westward on Kilbourn.



East Kilbourn Ave. at North Milwaukee St. looking west to the Milwaukee County Courthouse



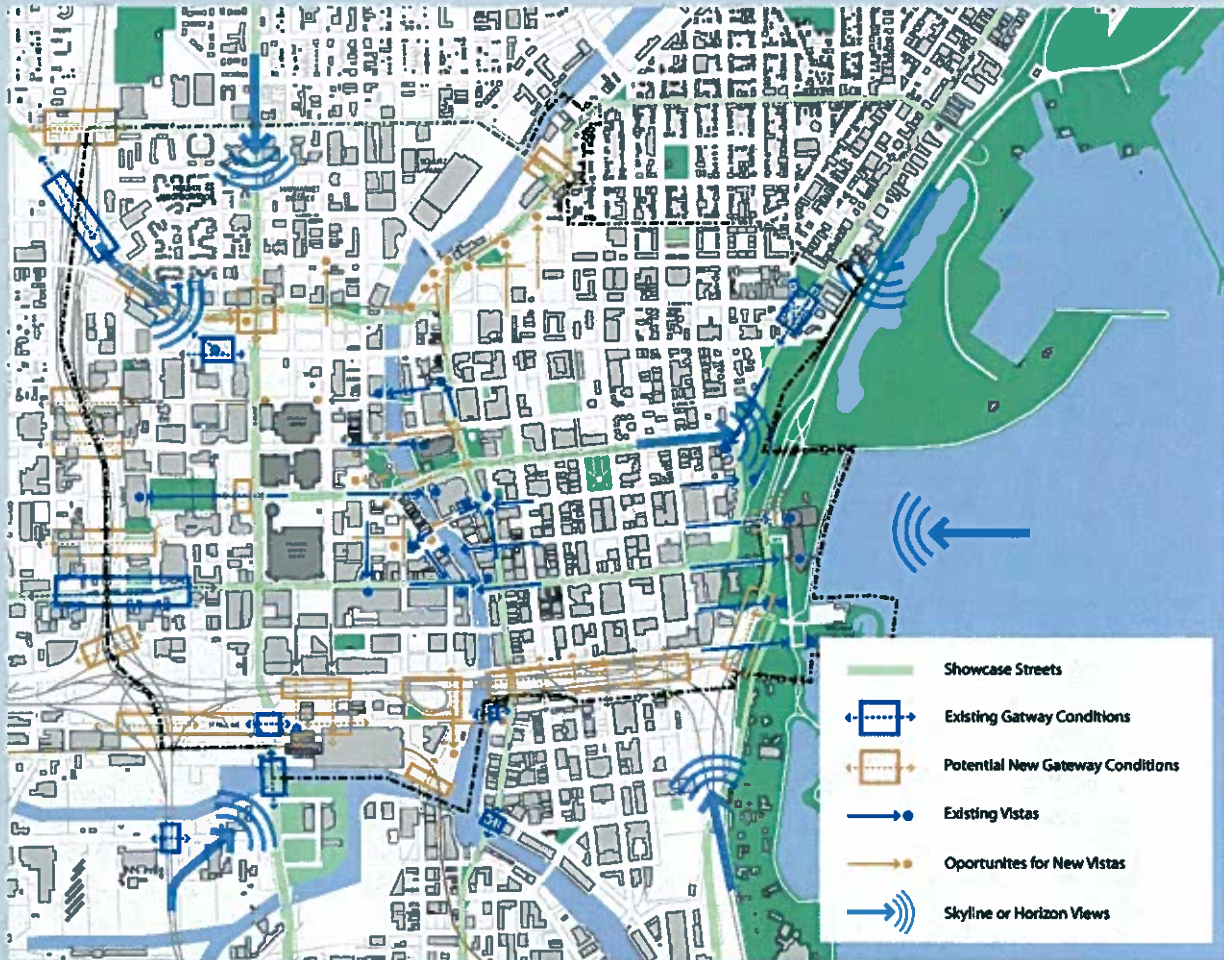
East Wisconsin Ave. at N. Broadway looking west to the Milwaukee River



North 6th St. at W. Cherry St. looking south to Westown



North 8th St. at Wisconsin Ave. looking north to the Milwaukee Public Museum



Civic Design

Place-making at the larger "downtown wide" scale is considered by this map. These elements include the network of showcase streets, gateways into and within Downtown and vistas.



Looking south from Burns Commons on N. Prospect Ave at E. Knapp St.



Monuments in the median on W. Wisconsin Ave. looking west from N. 8th St.

LANDMARK, HISTORIC AND ICONIC BUILDINGS

A well connected downtown allows one's location in relation to the larger environment to be recognizable and understood.

This is similar to how place-making in a more localized setting helps to establish a familiarization to your surroundings. Buildings such as the City Hall, Milwaukee Art Museum Calatrava addition, the Bradley Center, the Intermodal (Train) Station, the Central Library, the Courthouse, and other civic buildings help establish this relationship.

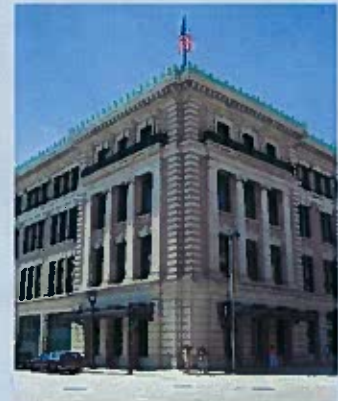
Downtown Milwaukee has numerous historic or historic-quality buildings. Well executed restorations have sparked new life for a number of these buildings. While some buildings retained their original uses others have found new ones when former uses became obsolete. Locally designated contributing historic buildings should be retained and redeveloped in accordance with local preservation requirements.



Button Block building at N. Water and E. Clybourn Streets



Mitchell and Mackie buildings on E. Michigan St. between N. Water St. and N. Broadway



WeEnergies building at W. Michigan St. and N. 3rd St.



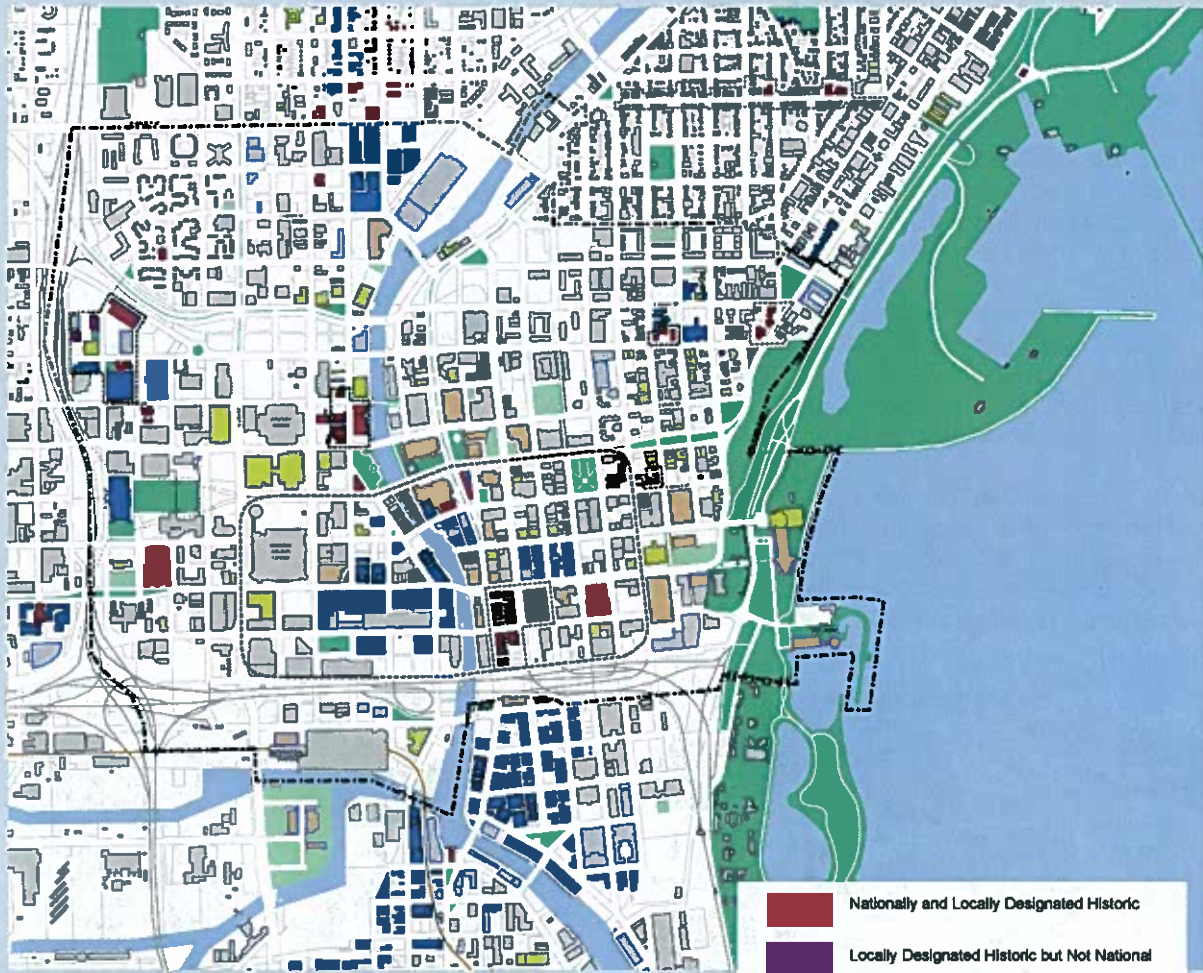
Building on Milwaukee St. between E. Wells St. and E. Wisconsin Ave.



Milwaukee County Historical Society



Johnson Controls, Inc. building on E. Michigan St. between N. Jefferson St. and N. Jackson St.



Notable Buildings

Place-making can be anchored by significant buildings at the local scale. Historic buildings and “iconic” buildings, (which may or may not be listed as historical structures) that strongly define a local context due to their unique placement, design, or character should be used as the essential framework on which to create or further develop a sense of place.

- Nationally and Locally Designated Historic
- Locally Designated Historic but Not National
- Nationally Designated by Not Local
- Buildings with Historic Quality
- Notable Modern Building (Scale or Design)
- New Structure Since 1999
- Downtown Center



*Posner building
at W. Wisconsin
Ave. and N.
Plankinton Ave.*



*Renovated
Johnson Bank
at corner and
other similar
era buildings
awaiting
renovation*

PUBLIC ART AND DESIGN AMENITIES

Public art in Downtown can take on many forms. It might be an art piece prominently located on a vista or an axis to a view. Examples include works such as the DiSuvero sculpture at the end of Wisconsin Avenue or the statue of Solomon Juneau at the end of Kilbourn Boulevard. Other pieces such as the sculpture in the plaza at the Reuss plaza, or on the plaza of MGIC building show a piece of public art on a publicly accessible private location. Public art can take on the form of an integral building element such as the fountain at Northwestern Mutual or even the elaborate building elements on some of the historic buildings can be considered public art.

Public art can be impressively large or small detailed objects. Public art should include local artists as well as world renowned artist. Traditional pieces, pop art, and unique concepts all have a place. Public art has the ability to transform an environment and make it memorable. It has the ability to move people through space when placed in a linear progression. It can draw people to Downtown and add to a unique sense of place.

Public art should not be considered an afterthought or a "decoration" but an integral part of the built environment. Locations for public art should be crafted into the creation of public spaces, streetscapes, and buildings. Utilitarian objects and elements can be transformed into public art pieces. These could include items like transit shelters, bike racks, benches, and paving patterns. New bridges or other infrastructure elements could also evolve into being pieces of public art.



Sculpture in Burns Commons at N. Prospect Ave. and E. Ogden Ave.



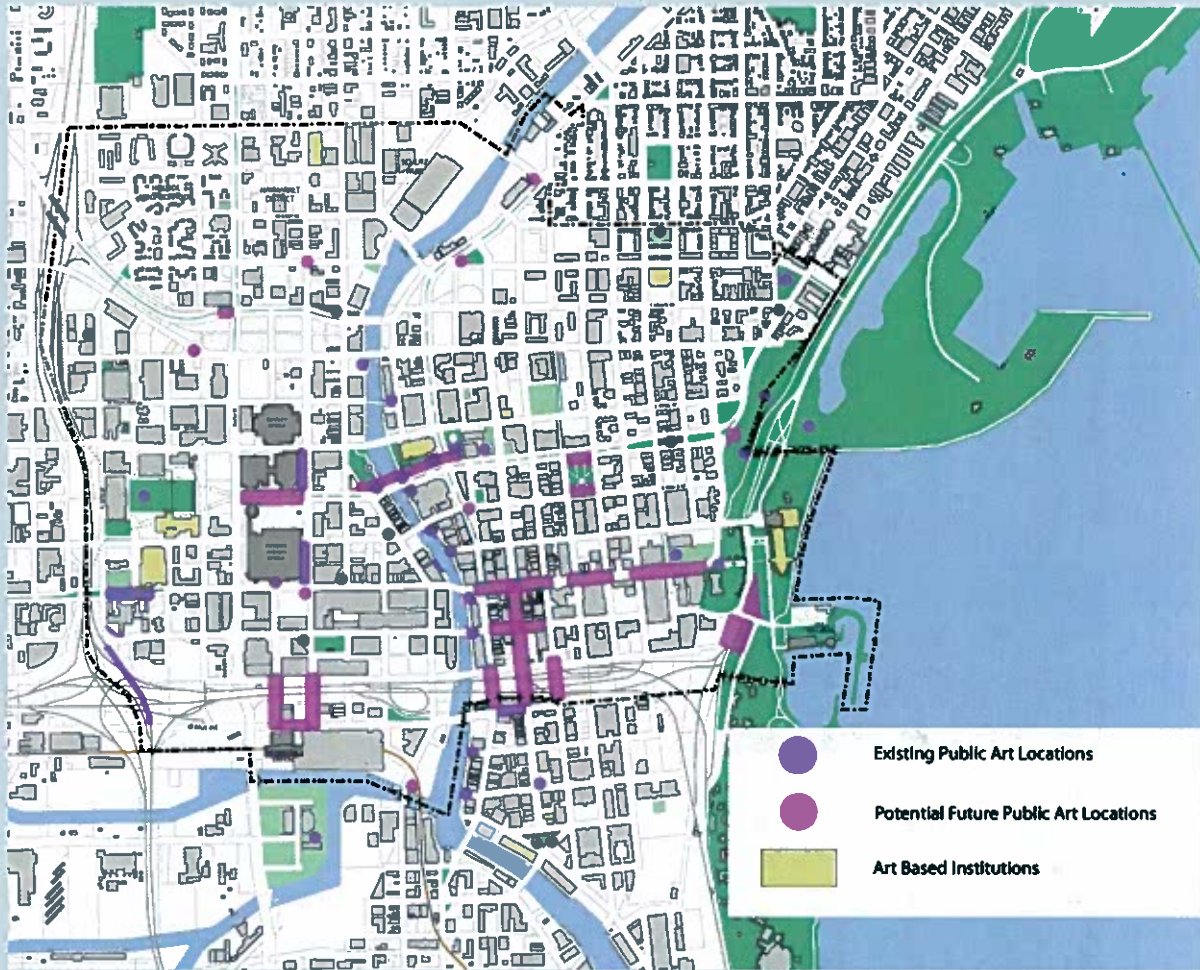
Kieley Gardens on Lincoln Memorial Dr. at the Milwaukee Art Museum



Bench on W. Wisconsin Ave. at the Frontier Airlines Center

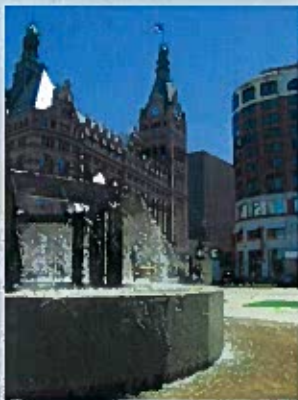


Statue in Juneau Park at the terminus of E. Wells St.



Public Art and Design Locations

Public art can take on many forms. It can give a fine grain to place-making and make Downtown unique, authentic and memorable. This map shows notable existing locations of public art in the Downtown environment and suggests possible locations for new opportunities for public art. This map is not intended to be a complete inventory nor a specific future plan, however it could be developed into an implementation strategy.



Fountain at the Marcus Center on N. Water St. and E. Kilbourn Ave.



Sculpture on N. Milwaukee St. south of E. Mason St.



Athlete memorial on N. 4th St. between W. Kilbourn Ave. and W. State St.

Wintergardens and Privately Owned Public Spaces



Another opportunity to significantly improve the environment for working, living, and visiting Downtown is the expansion of Downtown arcades and wintergardens into a collection or network that provides indoor pedestrian spaces and climate-tempered connections throughout Downtown. Unlike "skywalks", arcades, atriums, and wintergardens are glass-roofed indoor spaces that resemble the character of outdoor sidewalks or plazas. They also keep pedestrian circulation on the ground floor to complement sidewalk circulation and reinforce access to retail businesses. Given Milwaukee's cold-weather climate, arcades, atriums, or wintergardens are ideal for year-round use and expansion of public gathering sites. Outdoor street crossings between arcades, atriums, and some sidewalk segments could even include arched coverings containing radiant heaters overhead and in the pavement.

Existing arcades and wintergardens Downtown include the midblock passages through the Milwaukee Center and 330 East Kilbourn complex, the historic Plankinton Arcade, the City Hall atrium, and the central space in the Calatrava-designed Milwaukee Art Museum addition. New wintergardens can be incorporated into new developments and are a key feature within each catalytic project presented in this plan.

Since 1961, the City of New York has used an incentive program for private developers to provide public spaces within or adjacent to their developments. Since its inception, 503 spaces at 320 buildings totaling over 3.5 million square feet of public space has, with varying degrees of success, been created using the City's incentive zoning program. These public spaces include outdoor plazas, arcades, or indoor atriums and winter gardens.



*Federation Square, Fracture Gallery.
Melbourne, Australia*



*World Financial Center, wintergarden.
New York, New York*

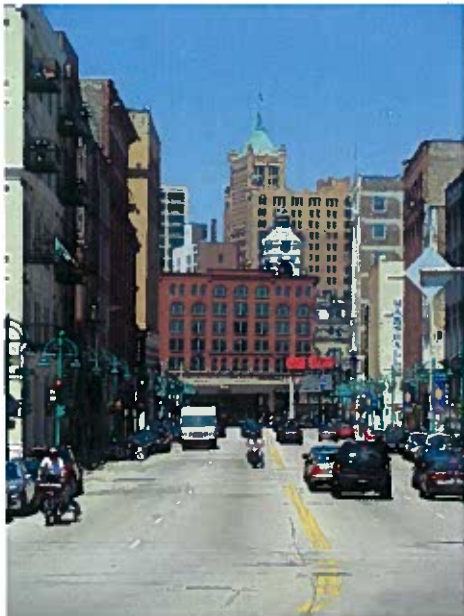


*Vancouver Public Library atrium.
Vancouver, B.C.*

A Connected Downtown



Wisconsin Avenue connects East town and West town



Connections to the Third Ward are important to Downtown

The majority of plan participants agreed that downtown Milwaukee contains a number of bright spots - "camp fires" - that make Downtown an attractive and engaging place. The problem is that few of these points are connected to one another, lessening the economic and social impact in the Downtown and making Downtown more of a one-stop shop rather than a meaningful place.

While the center of Downtown contains many key components and attractions there are districts and destinations outside the Downtown core that complete the overall make-up and future successes for Downtown. Strengthening and enhancing the connections to these areas through infill of vacant and underutilized spaces and more comprehensive street improvements will serve these goals.

It is crucial to focus on "key sites" that are at "hinge" locations and allow important connections to be enforced and function appropriately. It is for that reason that we recommend key sites for redevelopment in order to strengthen those key connections.

Vision: Milwaukee recognizes that great urban environments are not centered on the car. Great urban environments are centered on the pedestrian and complemented with a range of transportation modes that connect people, places, attractions and neighborhoods to one another in order to create a dynamic and engaging city.

Intent:

- Strengthen linkages throughout Downtown and to adjacent neighborhoods.
- Use the Milwaukee River corridor as a major connector from north to south
- Expand transit options Downtown.
- Revisit the role of streets.
- "Shorten" the perceived distance to Chicago.



Lakeshore State Park looking northwest to Downtown. Connections to one of the most important assets, Lake Michigan, is vital.



North Old World 3rd St. at W. Highland Ave. connecting north to Haymarket District and Schlitz Park



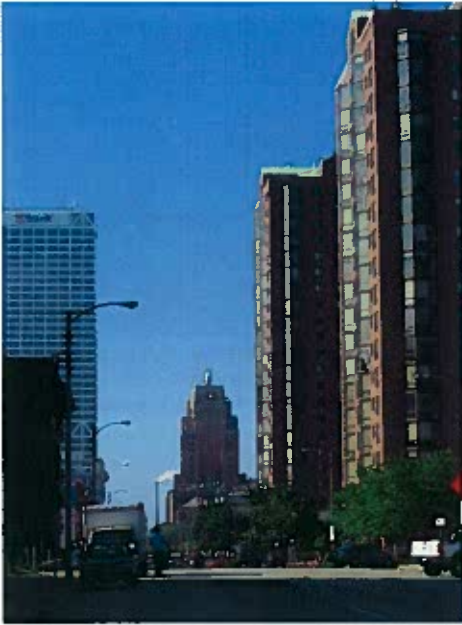
East Mason St. at the Lakefront connecting west to Downtown



North 5th St. at E. Michigan connects the Downtown Center south to the Intermodal Station

Policies and Strategies (Connected Downtown)

- Improve connections to the Third Ward at Broadway and Water Streets.
- Complete the conversion of Wells and State Streets to two-way.
- Consider expanding Van Buren and Jackson to two-way south of Kilbourn.
- Reduce and mitigate the physical barriers between the Lakefront, Downtown, and the Third Ward.
- Build on the success of the Marquette Interchange and pursue alternatives for the reconstructing of the on/off ramps at the north end of the Hoan Bridge in the area of the Lincoln Memorial Drive and Milwaukee's museum and festival grounds. Some of the most potentially valuable real estate in the state of Wisconsin exists in the Downtown-Lakefront-Third Ward triangle currently occupied by bridge and freeway ramps.
- Introduce streetcar and express bus transit to Downtown with connections to adjacent neighborhoods.
- Initial streetcar connections should stress a connection between the east town office area and the Intermodal Station as well as connections to the densest adjacent residential areas.



North Van Buren St. in Yankee Hill connects south to the Lakefront office district



The RiverWalk at the terminus of E. Mason St. connects the street grid to the river

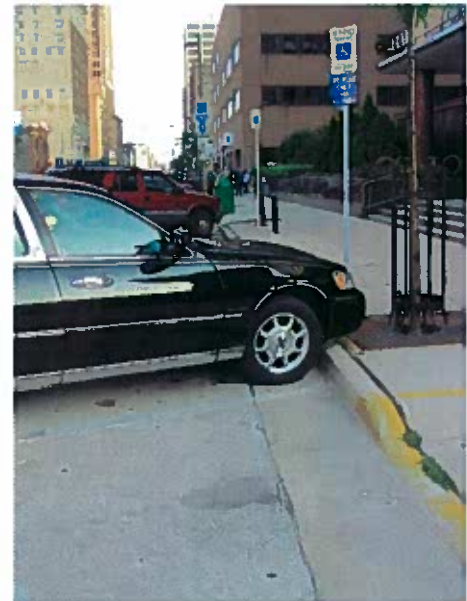


Juneau Ave. is a significant east-west connection



North Broadway at Michigan St. connecting south to the Third Ward

- Incorporate universal access and complete street elements.
- Consider removal of on-street parking in areas that are appropriate for wider sidewalks to serve dining and entertainment uses.
- Provide ADA spaces throughout Downtown. The chosen locations of spaces on a block should allow multiple access points to the vehicles.
- Establish the Intermodal Station as a regional transit hub with expanded commuter rail and high-speed train access into Chicago's Union Station.
- Expand bike facilities such as racks, storage spaces, and dedicated bike lanes.
- Integrate the Department of Public Works 2010 bike plan into Downtown policy decisions.
- Wherever possible, support a mix of uses along the river and RiverWalk system. A mix of uses includes boat and river taxi parking zones, dining areas and platforms, and retail kiosks including food and beverage sales.
- Consider exploring a Downtown network of arcades and wintergardens as a ground level, retail friendly alternative to a skywalk system.
- Support on-street spaces and spaces in parking garages for car sharing programs.



ADA parking stalls on N. Broadway between E. Kilbourn Ave. and E. Wells St.



The RiverWalk looking south from W. Highland Ave.



Photo credit: Dave Field

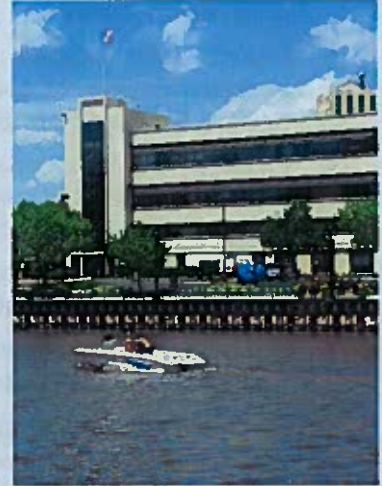
Designated on-street car sharing spaces reinforce connections with vehicle mode alternatives

River Connection

The Milwaukee River Corridor creates a unifying north-south corridor through downtown Milwaukee, much as Wisconsin Avenue does in an east-west direction. This corridor includes not only the river and the RiverWalk, but also the adjacent parallel streets of Water, Plankinton, Broadway, 2nd, and Old World Third Streets.

Streets and spaces also connect across the river. A key connection is the sort of "central park" that is formed by the three open spaces along the river – Pere Marquette Park, the Marcus Center Grounds and Red Arrow Park.

Numerous key connections are made by the streets that cross the river. Wisconsin Avenue is, of course, a key street, where the each side of the river has its own character. But many other streets, such as Kilbourn, Juneau, Wells, and St. Paul avenues all should embrace connections to the river.



Office building at Schlitz Park



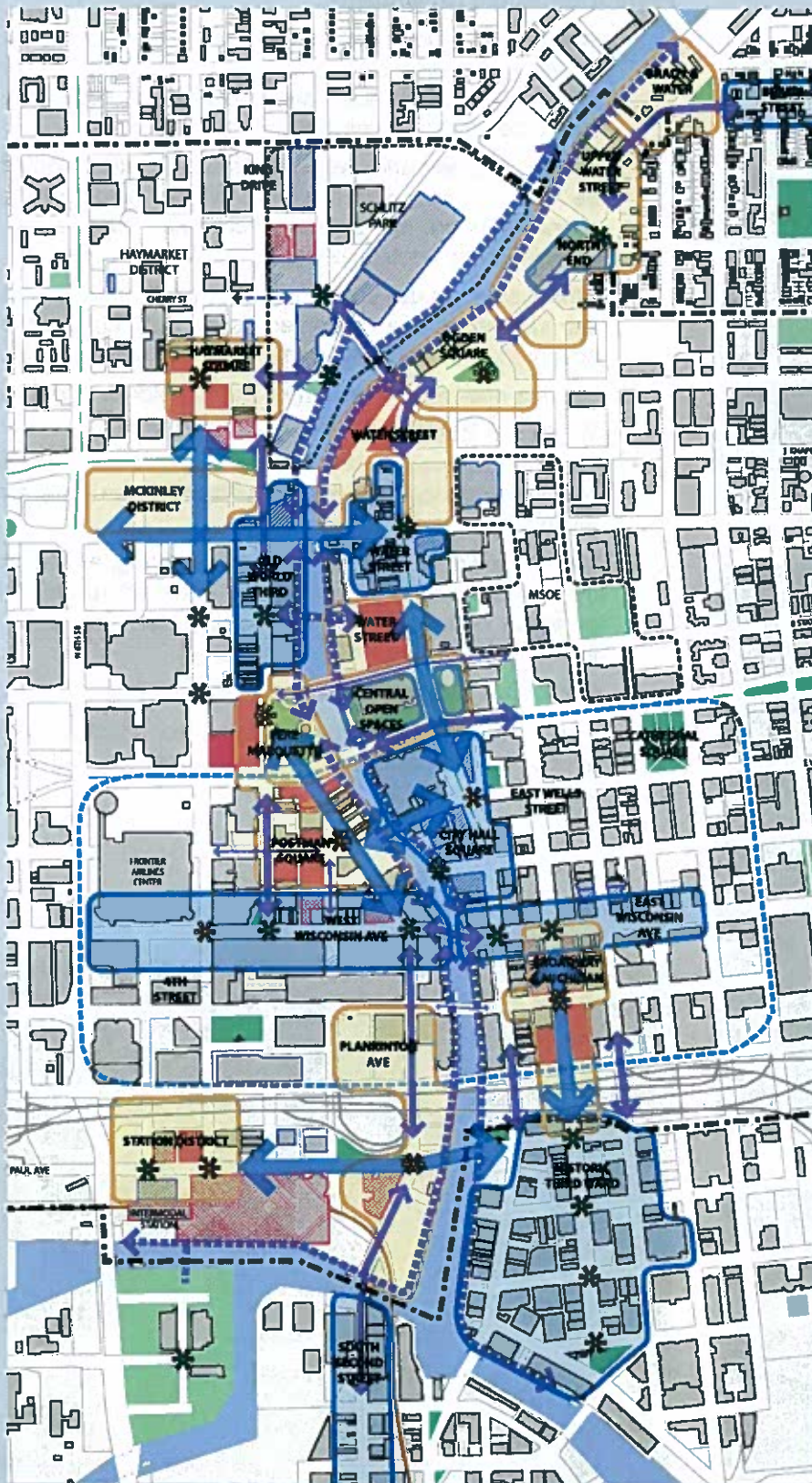
Looking northwest to Postman Square from the terminus of E. Mason St.



Outdoor seating at Chase Tower between E. Wisconsin Ave. and E. Michigan St.



Outdoor seating on the RiverWalk between W. Highland Ave. and W. Juneau Ave.



River Connection

This map shows the numerous existing places, key connections, new places, projects, and other key sites/features and how they relate to the Milwaukee River.

Form (Connected Downtown):

- Maintain the Downtown street grid and public alley system. Alleys serve an important function by connecting multiple sites and minimize the number of curb cuts otherwise needed on a block.
- Where the street grid has been disrupted, efforts should be made to reconnect the grid. Where motor vehicle connections are not possible, pedestrian connections, at a minimum, should be made.
- Where possible use alleys as active, pedestrian friendly commercial space accented with lighting, arcade coverings, and storm water management best practices.
- Provide mid-block cross walks on long blocks (often as a result of "super-block" block combinations).
- A dedicated pedestrian sidewalk should lead to all building entrances. Driveways should not be used for this purpose.
- Use attractive lighting, signage, landscaping, and other appropriate means to fill in gaps between successful or active nodes or districts. Lighting can include up-lighting of buildings, trees, or public art.
- Use visible and uniform parking and bike route signage.
- Bus shelters should be positioned so riders do not impede pedestrians and storefront shoppers and vice versa.



Alley Connection to RiverWalk from N. Plankinton Ave.



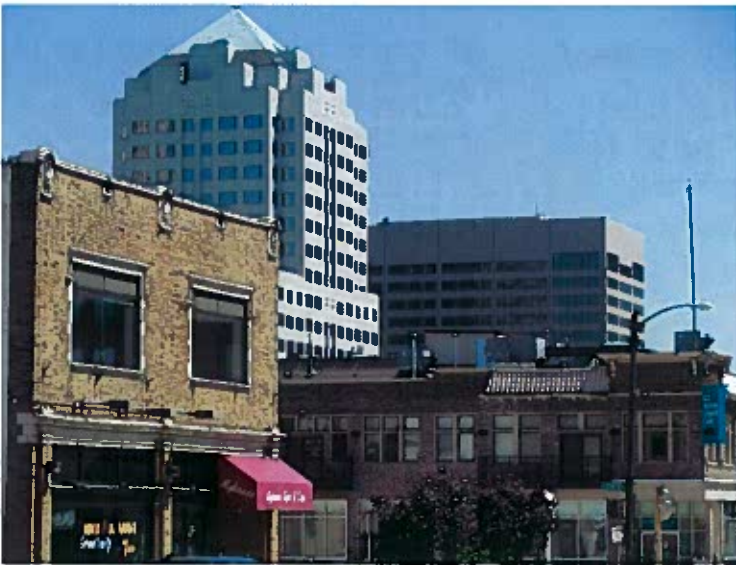
Alley between N. Milwaukee St. and N. Jefferson St. looking south from Kilbourn Ave.



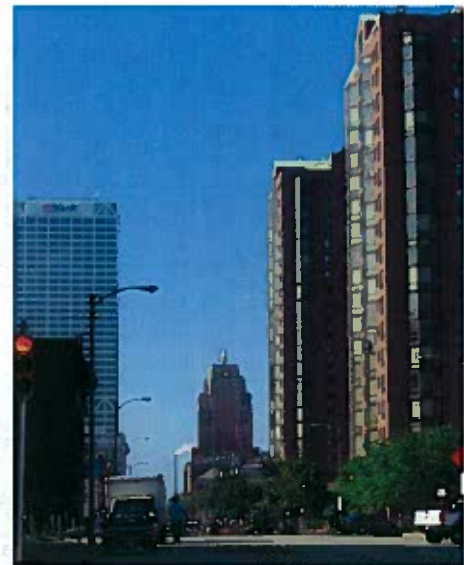
Consider reconnecting the street grid where possible



RiverWalk pedestrian bridge at Highland Ave. connects Old World Third St. District to the Water Street District



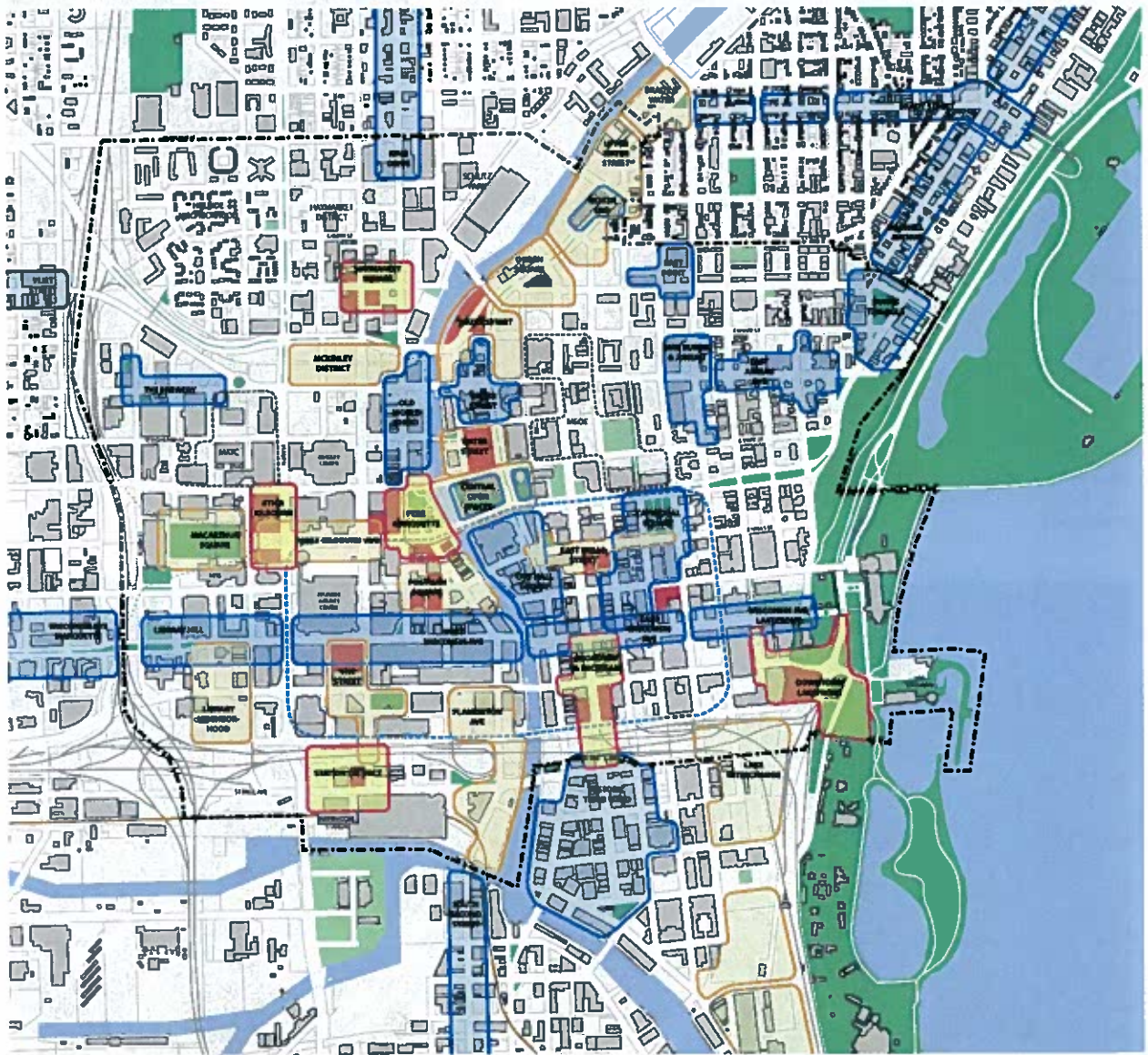
Van Buren is a primary connector from high office density to high density residential



North Van Buren at E. Juneau St. looking south to the Lakefront Office District



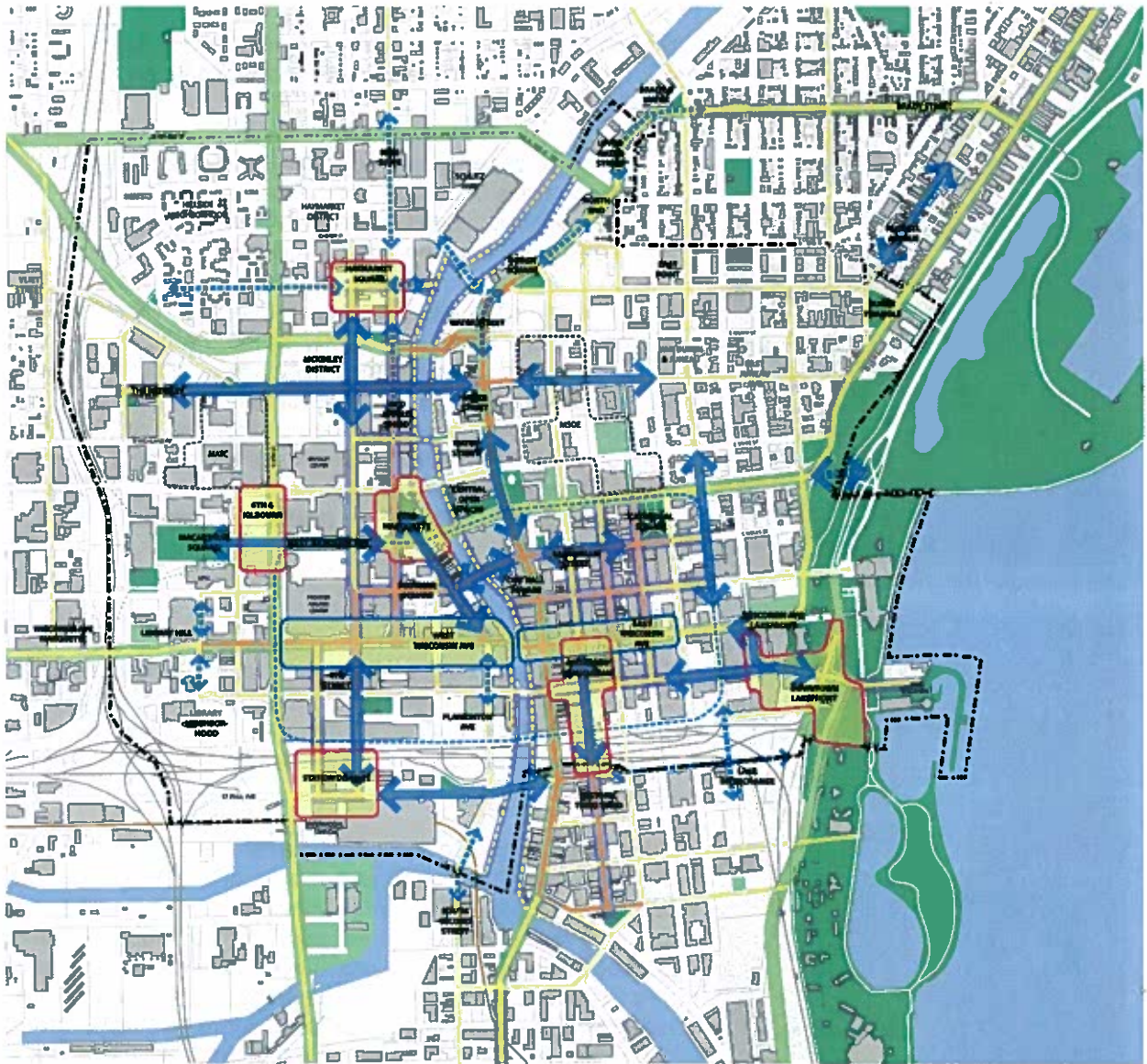
View looking northeast to Prospect/Farwell Corridor on the lower east side. Next to Downtown, this is the highest density residential area. Improved connections to Downtown are important.



Key "Hinge" Sites









This map depicts sites that are "key" to evolving a sense of place at the specific location and/or are critical "hinge points" to building and enforcing the key connections.

- Existing "Places"
- New "Places"
- Catalytic Project Areas
- Key "Hinge" Sites
- Downtown Center



Focused Streets

This map shows streets that should be the focus of enhanced pedestrian environments. The Street Typologies are established to recommend building and site improvements to support the enhanced pedestrian environment and street design qualities that further support design enhancement.

-  Catalytic Project Areas
-  Key Connections to Establish
-  Secondary Connections
-  Downtown Center
-  "Showcase Streets"
-  "Strolling Streets"
-  Type 1 Streets
-  Type 2 Streets

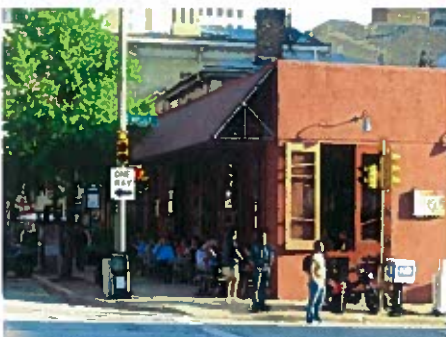
DOWNTOWN STREETS



Streetscaping on West Wisconsin Ave.



*West Wisconsin Ave. at N. Plankinton Ave.
looking west*



North Jefferson Sts and E. Wells St., Type 1 Streets

Streets Downtown, as in many neighborhoods, have differing qualities. The differences are based primarily on three main factors:

- The level of pedestrian activation and engagement
- The qualities of the aesthetic design of the street
- The balance of the street devoted to motor vehicles, pedestrians, bicycles, transit, and other amenities.

Buildings and uses along a street help to define the character of that street. "Street typologies" define the types of streets Downtown and how requirements will affect properties and development on a particular street. The actual "public" street is defined by the "civic design qualities" of the public right of way improvements. On all streets, multiple modes of transportations, such as personal motor vehicles, public transit, and bicycles should function in a balanced manner.

STREET TYPOLOGIES

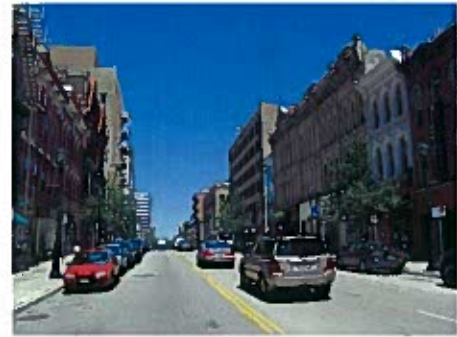
Streets concentrated in the center of Downtown and along key connections in Downtown are specifically called out as Type 1 or Type 2 Streets based on the need of buildings and sites to engage the pedestrians and in some cases activate that environment.

Pedestrian activation and engagement is strongly defined by the uses and urban design quality of the buildings along particular streets. In some limited areas and on certain streets, a higher level of street wall enclosure and activation is needed but on other streets the mandates are less critical to a successful street. On corner sites where differing street typologies intersect, the street types should be used to help determine appropriate uses on each sides of the building. Where street types are the same a rationale for the most appropriate uses fronting on each street should be evaluated.

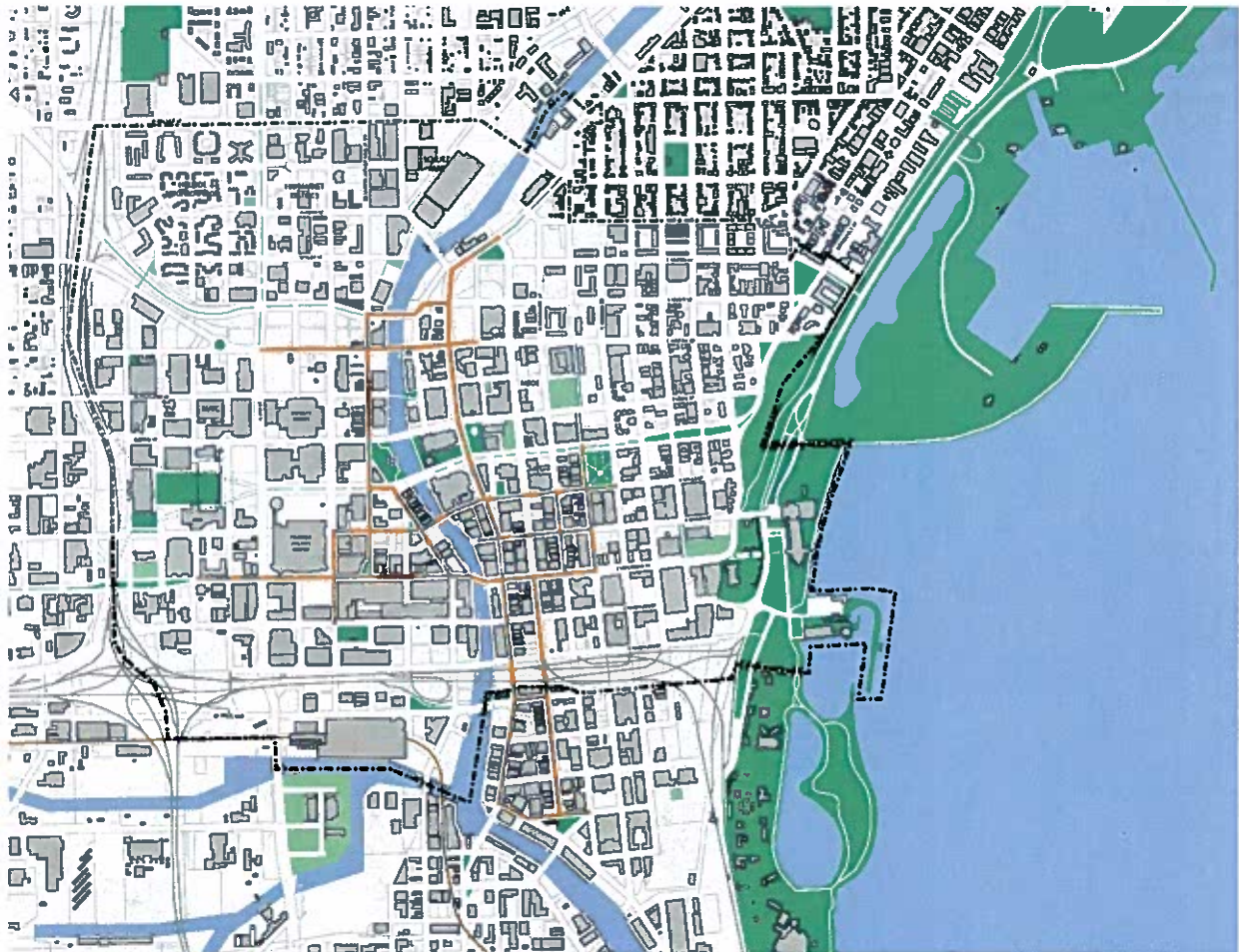
While raising standards for certain streets, the street typology hierarchy also clarifies which streets do not mandate active uses or storefront type first floors of buildings. In the past there have been concerns that ground level retail requirements were applied with limited regard to practicality, market demand and functionality. Establishing a functional street typology system allows requirements to be applied where most practical, while allowing differing standards where appropriate.

Type 1 Active Streets

Type 1 streets are the streets with the most important sense of place, where the “street room” sense of enclosure is well defined and the streets have a strong sense of identity. Type 1 streets have a clear sense of connection along the street. Type 1 streets have a need for the highest level of occupied activity at ground floors. This means retail stores, active office areas without blinds, active building lobbies, restaurants, and bar spaces, or other spaces or uses that are frequently occupied. Buildings on Type 1 Streets should define the street edge at the upper floors as well. Where upper floors are parking structures, garage façades should be enclosed, substantially articulated and be designed to the standard of an inhabited floor. An interactive pedestrian experience is most important aspect of the Type 1 street facades.



North Milwaukee St. looking north from E. Wisconsin Ave. Milwaukee St. is a prime example of a Type 1 Street.



Type 1 Streets

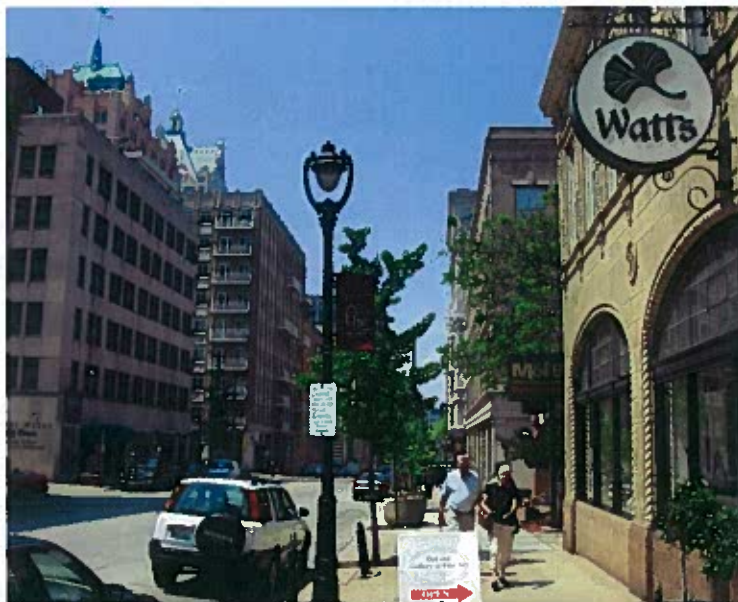
This map depicts the streets where the highest level of pedestrian activation is needed. This would result in ground floor storefronts and other active, occupied uses. These streets also need the highest level of street frontage definition.

— Type 1 Streets



1000 N. Water building on N. Water St. between E. State St and E. Highland Ave. is a good building for a Type 1 Street.

Type 1 streets are concurrent with the described “Westtown Design Guidelines Shopping Streets” and the “Park East” Type A Streets”. Type 1 streets should generally not allow surface parking lots or gaps in the street wall that ruin the momentum of the street. Existing surface lots on Type 1 streets should be prioritized for redevelopment, and temporary uses that enliven those existing gaps are encouraged. Curb cuts should be avoided on Type 1 Streets and only allowed where no better choice exists. Blank walls and “life-less” façades should be upgraded to provide a more engaging pedestrian experience.



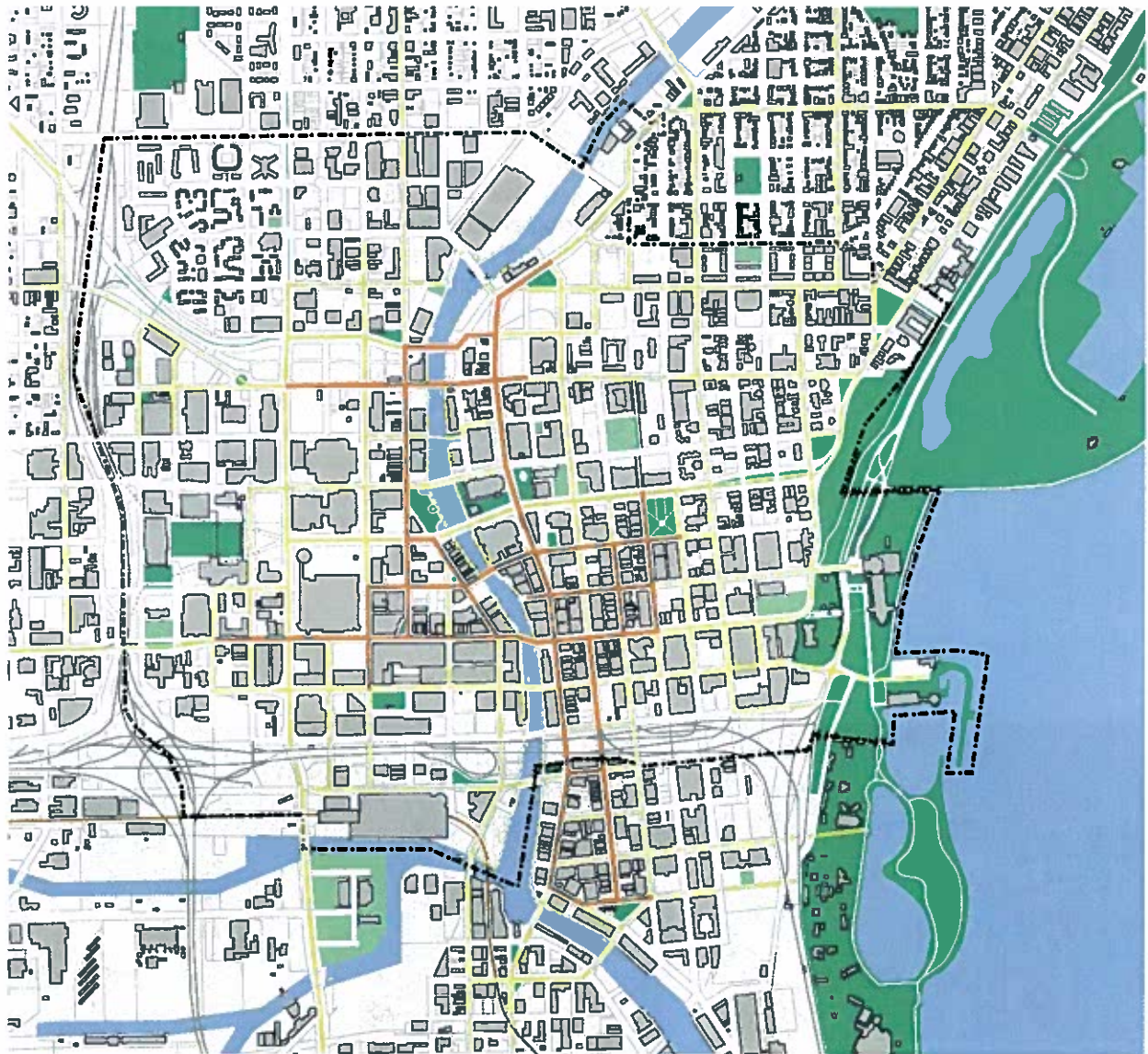
East Mason St. looking west from N. Jefferson St.



Outdoor seating on sidewalk in the Third Ward's primary Type 1 Street, Broadway.

Type 2 Connecting Streets

Type 2 streets are important for pedestrian connections and continuity. First floor street facades need to have a high level of pedestrian engagement with either storefronts or display type windows. Intricate façades of buildings, such as ones found on historic quality buildings, are often appropriate to meet the façade engagement needs. Type 2 streets often connect Type 1 streets or connect to major destinations.



Type 1 and 2 Streets

This map shows how the Type 2 Streets compliment and connect Type 1 Streets. The street network reinforces key connections that have been identified.

- Type 1 Streets
- Type 2 Streets

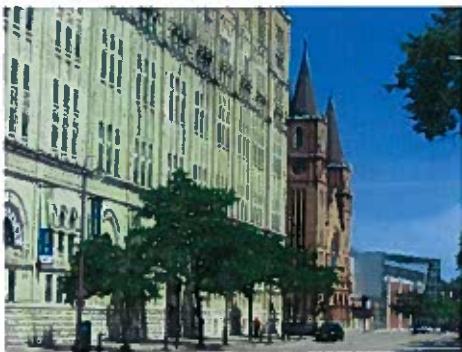


East Ogden Ave. looking east from N. Jackson St. is an example of a good Type 2 Street.

Street façade materials should be of high quality given the priority pedestrian linkages on which they occur. Buildings should define the street edge well at the upper floors. Where upper floors are parking structures, garage façades should be enclosed or substantially designed. Where street walls are more passive in nature due to historic buildings or existing conditions, elements such as lighting and landscaping can help bridge those locations. Type 2 streets can be developed into a quality that emulates a type 1 street. The quality of the continuous pedestrian experience is most important.

In some locations changes to the realm of the private property are less important; however improvements to the pedestrian quality of the public street right-of-way may be needed. New surface parking lots should be avoided on Type 2 streets. In cases where surface lots are deemed appropriate and permitted, and/or at existing parking lots, the street edges should be upgraded with elements significantly more substantial than the typical landscape and fence of a hard urban edge treatment. This might include elements like masonry walls and other arcaded forms.

Comparable streets to Type 2 streets includes: "Westtown Design Guidelines Mixed Use Streets" and "Third Ward Mixed Use Streets". RiverWalks and pedestrian ways are typically included in this category. Sites that may need attention on proposed Type 2 streets include existing parking structures along East Michigan Street and surface and vacant lots on West St. Paul Avenue.



North Broadway looking north from E. Highland Ave. The well articulated facades are appropriate for a Type 2 Street.



East Juneau Ave. looking west from N. Prospect Ave. Juneau Ave. is an engaging pedestrian street.



Hilton parking garage with first floor display windows engage the pedestrian



Historic facade at street level engages pedestrians



MSOE surface parking on N. Broadway and E. Highland Ave. with landscape edge



Animated wall at East Point Shopping Center



Metro Market surface parking on N. Van Buren St. with landscape edge



Metro Market parking structure on E. Juneau Ave with landscape edge. Good landscape at parking facilities can improve the pedestrian realm



US Bank parking structure on E. Clybourn St. with ground floor display windows that engage the pedestrian

OTHER STREET TYPES

Type 3 Local Streets

Type 3 Local Streets are pedestrian quality streets where street facades are to be pedestrian scaled and well proportioned to fit into the urban context. Street walls should be richly detailed and have a good sense of depth. In more passive situations, such as at fully residential buildings or parking structures, a first floor landscape planter that is coordinated with the building may be needed. Street cross-section quality should promote streets that are well balanced for pedestrian, transit, and other motor vehicle uses based on local conditions. Parking lots that are not landscaped or are not landscaped to the full extent required by code should be upgraded in the near term. Type 3 streets have a more passive pedestrian environment. Type 3 streets can be developed into a quality that emulates a Type 1 or 2 street.

Type 3 Local Streets are comparable to the "Third Ward Plan - Local Streets" and the "Park East Redevelopment Plan - Type B Streets".



Residential streets are great local Type 3 Streets



MSOE Kem Center along N. Market Street



Parking garage with landscape edge



Garage entrance and ground level integral planters on a residential building

Type 4 Traffic Service Streets

These street types should be designed to be as attractive as possible while recognizing that the pedestrian function of these streets is limited or secondary. Considerations for pedestrian crossings are more important than the experience of traversing along these streets. Landscaping may be a primary way to upgrade the quality of a Type 4 Street while also creating some abilities to integrate storm water management techniques. Alleys and other service lanes are also considered a part of the Type 4 category.



Alley between N. Milwaukee St. and N. Jefferson St. looking south from E. Kibourn Ave.



West Clybourn St. looking west from N. 6th St. is an example of a Type 4 Street

CIVIC AND STREET DESIGN QUALITY

The Showcase or Strolling designation should be viewed as a "quality upgrade" to streets or certain section of streets. The public realm should generally be designed to a higher civic quality on these streets. Requirements for development of properties may mean higher grade materials for buildings or other improved site details.



East Wisconsin Ave. between N. Jackson St. and N. Jefferson St. looking east



North 6th St. looking north from W. Wisconsin Ave.



Kilbourn Boulevard is Downtown's main Showcase Street

Showcase Streets

Showcase Streets are "busy" streets that exemplify the hustle and bustle of Downtown and have prestigious name recognition as a business address. Showcase Streets can be a Type 1 or 2 Pedestrian Street, or can be a more traffic dominant street. Showcase Streets carry varying volumes of vehicular traffic and pedestrians. Design elements include formal planting beds between the sidewalk and the curb, a potential landscaped median where feasible, tall light fixtures and high canopy shade trees. Showcase Streets may be fronted by retail shops or other pedestrian level engagements. Showcase Streets are also used to connect district and places to one another by means of attractive or meaningful streetscaping.



Showcase Streets

The "Showcase Streets" (green) create the first tier and most over-arching network in the street design character. These streets should have consistent design themes as they traverse downtown.

 "Showcase Streets"

Two streets have a special place as Showcase Streets: Wisconsin Avenue is the historic and traditional “main street” of downtown Milwaukee and for the entire city. Its long-term place as a notable street remains constant as other areas around it experience change. Over time, the de-centralization of Downtown has had an effect on the health of the street. It is important that the street remain a prominent Downtown street. Recent street enhancements have helped to reinforce this significance and future art installations could further this trend. Kilbourn Avenue, a product of the City Beautiful movement, was intended to be a grand boulevard with strong vistas and terminuses. While an elegant street, it is also a wide, traffic moving street. Sections with lack of landscaping, angle parking and other changes over time have negatively affected the image of this grand street. Efforts to re-establish its planned prominence should be engaged. The “Districts” chapter of this document outlines various projects and recommendation for these and other showcase streets.



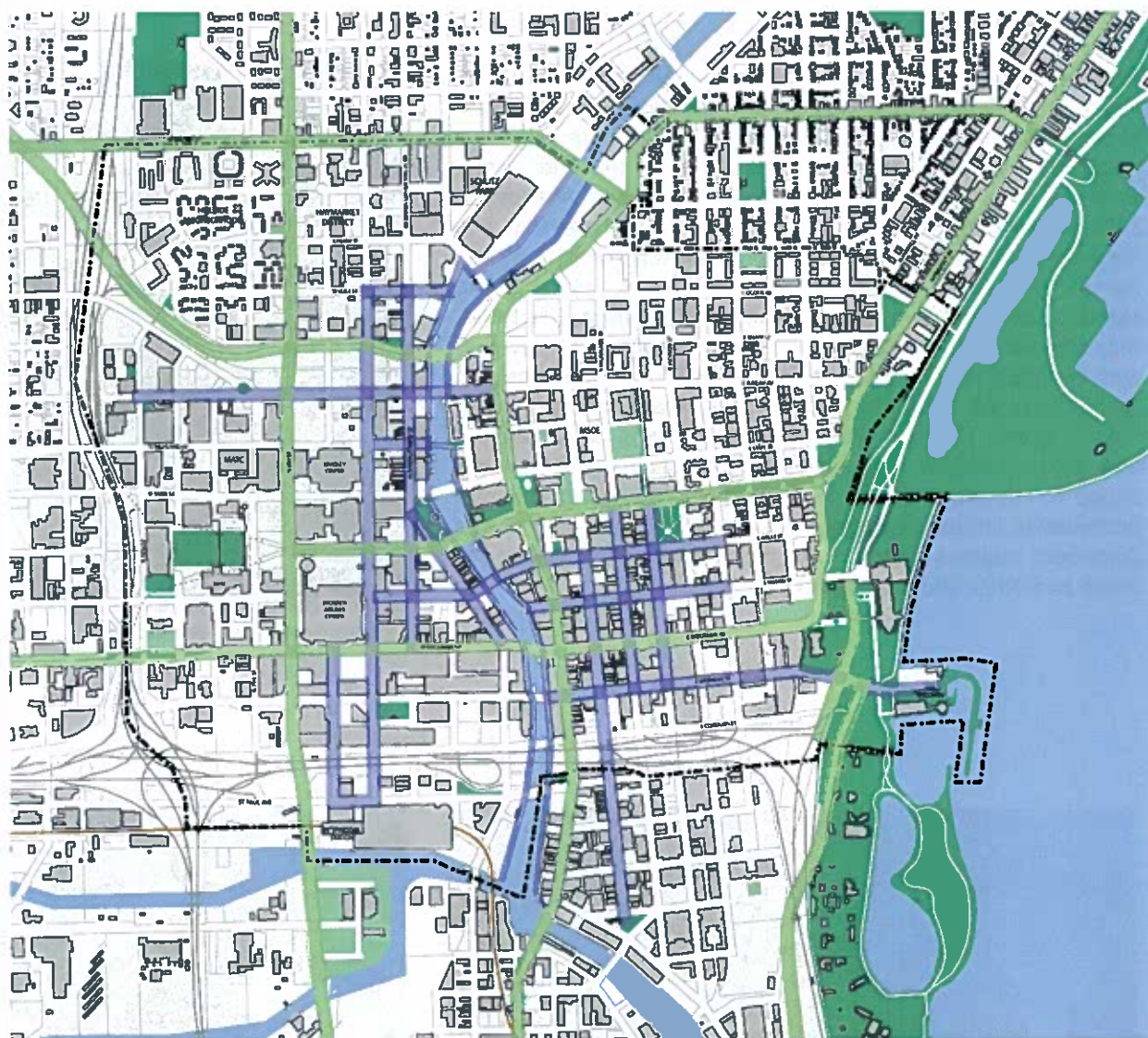
West Wisconsin Avenue streetscaping



East Kilbourn Ave. streetscaping in center boulevard





Wisconsin Avenue streetscaping near Marquette University is a prime example of a good Showcase Street



Showcase and Strolling Streets

These two street types work in tandem. This map shows how the more local character "strolling streets" weave together the area of higher pedestrian activity and reinforce the focus of the plan and the key connections recommended.

-  "Showcase Streets"
-  "Strolling Streets"

Strolling Streets

Strolling Streets are located where existing retail businesses are concentrated as well as places where retail and related businesses are desired to better connect nodes or places. Both Type 1 and Type 2 Pedestrian Streets can also be Strolling Streets. Strolling streets are designed to carry varying volumes and speeds of traffic but intended primarily for local access. Some street segments can be redesigned as “curb-less” streets, utilizing European-inspired “pedestrian zone” details including decorative pavement; daylight-spectrum lighting within low-height historic fixtures; sidewalk seating for cafés and dining; and fountains, sculptures, and flower gardens within the area formerly designated for traffic lanes. For portions considered non-essential vehicular corridors, segments of Strolling Streets can be closed to traffic or narrowed on weekends or evenings to accommodate gatherings and events.



North Milwaukee Street looking south from East Mason Street



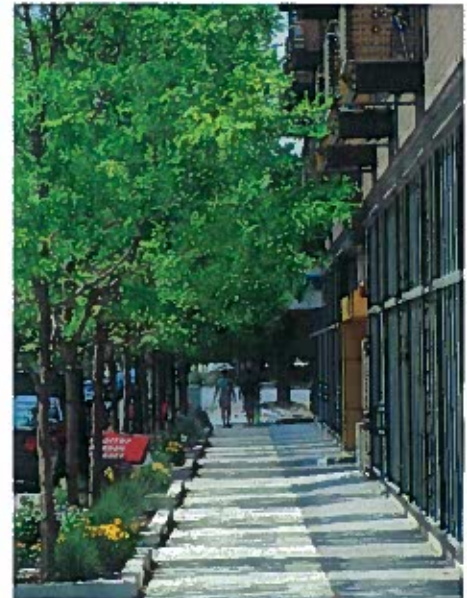
Curbless streets in Vancouver, Canada



Curbless streets in Vancouver, Canada



Curbless streets in downtown Indianapolis



North Water Street in the former Park East corridor between E. Pleasant and E Lyon Streets



The quality of paving materials is crucial to a good strolling street



Old World Third Street

Strolling Streets require the highest level of pedestrian level activation and building materials. As a branding concept the Strolling Streets, particularly the heavily-landscaped “curbless” streets, could become a nationally-recognized feature of Milwaukee. While open to auto traffic, these streets should be designed to discourage fast through-traffic and encourage easy crossing by pedestrians.

A unique strolling street is the RiverWalk along the Milwaukee River. RiverWalks are generally a pedestrian only realm that follows the river’s edge throughout Downtown. At a number of points along the RiverWalk, streets that lead to the RiverWalk (and do not cross the river, often referred to as “stub ends”), are examples of streets with a higher demand for pedestrian qualities.



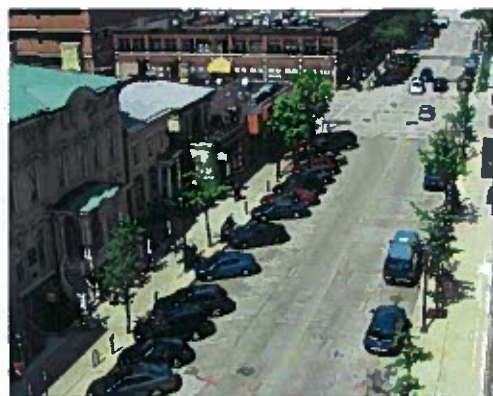
Milwaukee RiverWalk



Jefferson Street pedestrian mall at MSOE



Curbless streets in Vancouver, Canada



Jefferson Street is a prime candidate for installation of retractable bollards that could be raised for events or at certain times to allow street to become a pedestrian only street. These bollards typically have sensors to allow cars to exit or local property owners to enter the temporarily pedestrian-ized zone with a key.

BALANCE OF CIRCULATION MODES

Street balance between pedestrians, motor vehicles, transit, bicycle and all other users can occur across differing street type combinations. The various circulation networks mesh together in numerous combinations and with differing emphasis on different streets. The various combinations of street typologies and street design qualities can have traffic that ranges from lower to higher amounts of traffic. In some case "traffic" can mean comparatively more speed or volume of vehicles or can mean both.

The City of Milwaukee has adopted and endorsed the state's Complete Streets legislation. Wisconsin is one of only a few states that has passed this legislation. This important legislation provides for accommodations of bicycles and pedestrian facilities in reconstruction or new street projects. In the following section, the various circulation network are addressed.



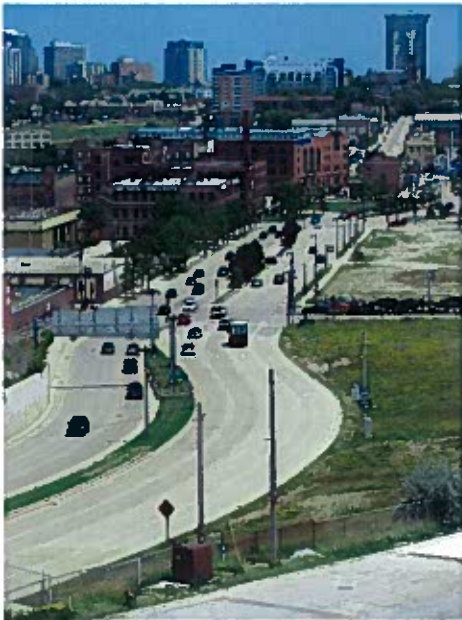
Bike lanes and balanced street on East State Street in Yankee Hill District



It is recommended that Wells St. be converted to two-way traffic and into a "complete street" design with bicycle lanes and wider sidewalks.



DOWNTOWN CIRCULATION



West McKinley Avenue



North Milwaukee Street

STREET NETWORK

While individual Downtown streets each have a specific quality relating to pedestrian activation, engagement, and quality of design, all streets together function as an overall street network that accommodates autos, truck, bicycles, pedestrians, and differing transit vehicles.

For the circulation networks to function well it is important that the street grid be generally maintained, the alley system be retained where possible, and that pedestrians can easily and safely traverse Downtown. Case by case instances for vacating a street or alley may be acceptable, however the effects of the change to the larger street network should be considered. Re-establishing the street network where it has been lost should be considered in some key locations.

PEDESTRIAN CIRCULATION

Pedestrian "traffic" or the ability for people to traverse the Downtown and reach destinations on foot is an important part of the overall traffic network. Comfortable sidewalks of sufficient width and clear paths are important. Excessively wide crossings should be mitigated with special design considerations such as curb extensions, long blocks with mid-block crossings, and larger existing superblocks should have clear and contiguous public pedestrian paths.

TRAFFIC AND PEDESTRIAN BALANCE

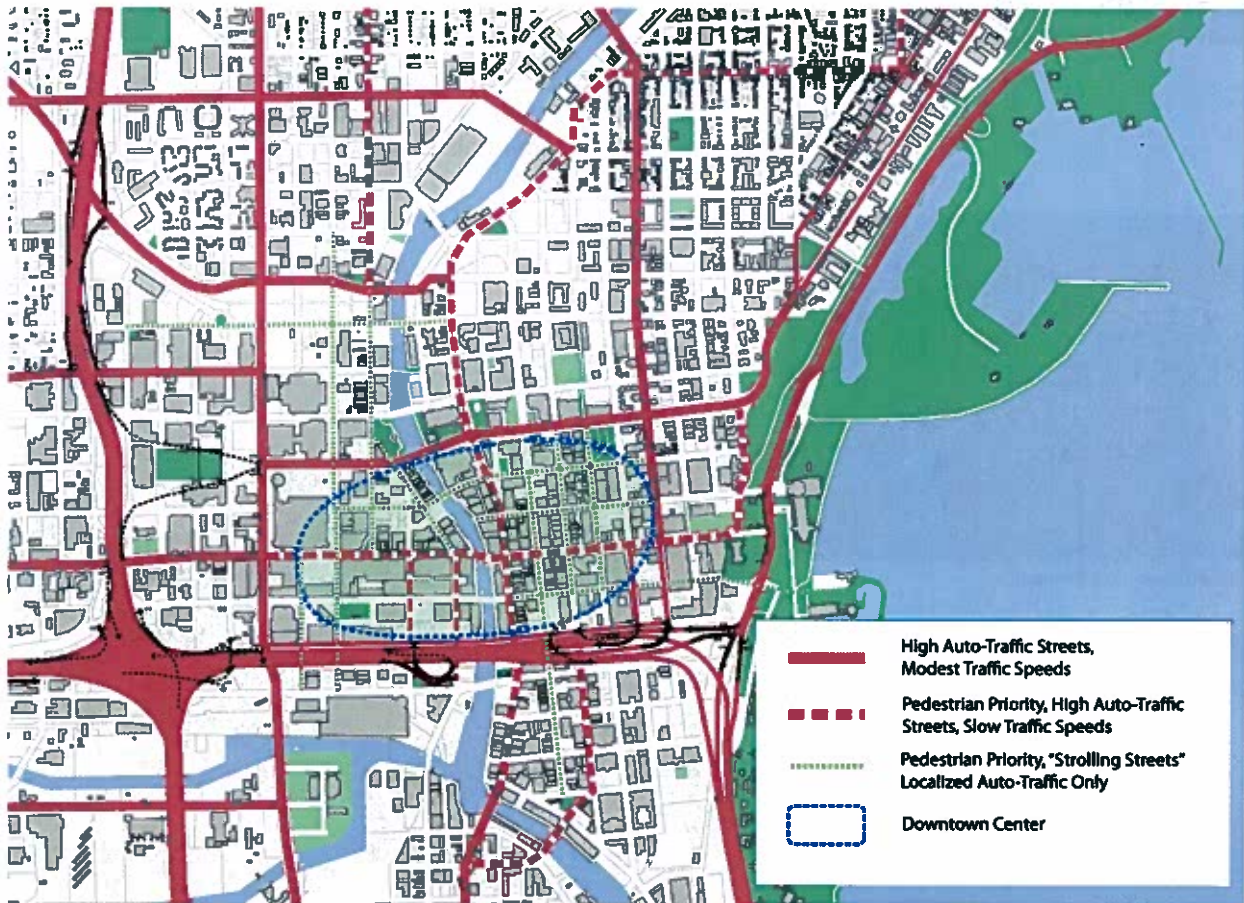
In order to establish a strong cohesive center to Downtown, as called for in the Distinct Downtown Center section of this chapter, high speed through-streets should not divide the Downtown center. While streets such as Wisconsin Avenue or Water Street will continue to serve larger volumes of traffic and public transit, these streets should move traffic at a slower pace with high regard for the pedestrian environment in the center part of Downtown.

Streets that currently speed traffic through the center such as Wells Street or Broadway should migrate toward less, slower moving traffic to reinforce the pedestrian emphasis in the center of Downtown. (Wells Street should be redesigned into a two-way pattern with the multiple aspects of a “complete street” and Broadway should become a more pedestrian quality “strolling street”, as implemented in the Third Ward.) Zones where traffic “congestion” is acceptable should be established to coordinate with the areas where pedestrian movement is emphasized, notably at the center areas of Downtown.

While efficiently moving traffic is needed in any area, traffic should be directed to specific streets with both the capacity to handle such flow, while not dividing areas that should work cohesively together. Higher traffic volume on streets such as Kilbourn or on Van Buren Street is less detrimental as these streets tend to be on the “seams” of neighborhoods.



Looking east on E. Wells St. from Cathedral Square to City Hall Square



Pedestrian and Traffic Balance

This map is not intended to be an engineering map, however is meant to convey the long-term consideration on how higher speed and higher volume traffic should interact with the center of downtown.

BICYCLE NETWORK



Bicycle rack on East Wisconsin Avenue

Certain streets Downtown are currently bicycle routes and Downtown currently has limited bicycle lanes. Based on the city wide bicycle plan, additional streets in downtown should consider bicycle lanes. Streets such as Mason, Juneau and St Paul can add striped lanes with few changes to existing lane markings. Milwaukee Street should be adjusted to one lane in each direction to allow bicycle lanes on the street. Milwaukee Street can become an ideal cross Downtown connection for cyclists. With upcoming changes for the Streetcar on Wells Street the remaining cross section should accommodate bicycle lanes in addition to wider sidewalks and planting strips.

Facilities that support bicycling are important to compliment the network. This includes elements such as enhanced bicycle parking areas and well distributed, sufficient numbers of bicycle racks throughout Downtown. Bike storage, including indoor and outdoor facilities could be located in various key transfer locations Downtown, such as at the Milwaukee Intermodal Station. Programs such as bicycle sharing could take root in the Downtown area.

Key provisions as set forth in the recently updated and approved Milwaukee Bicycle Master Plan should be incorporated into the downtown as opportunities present.



Bike sharing in Minneapolis

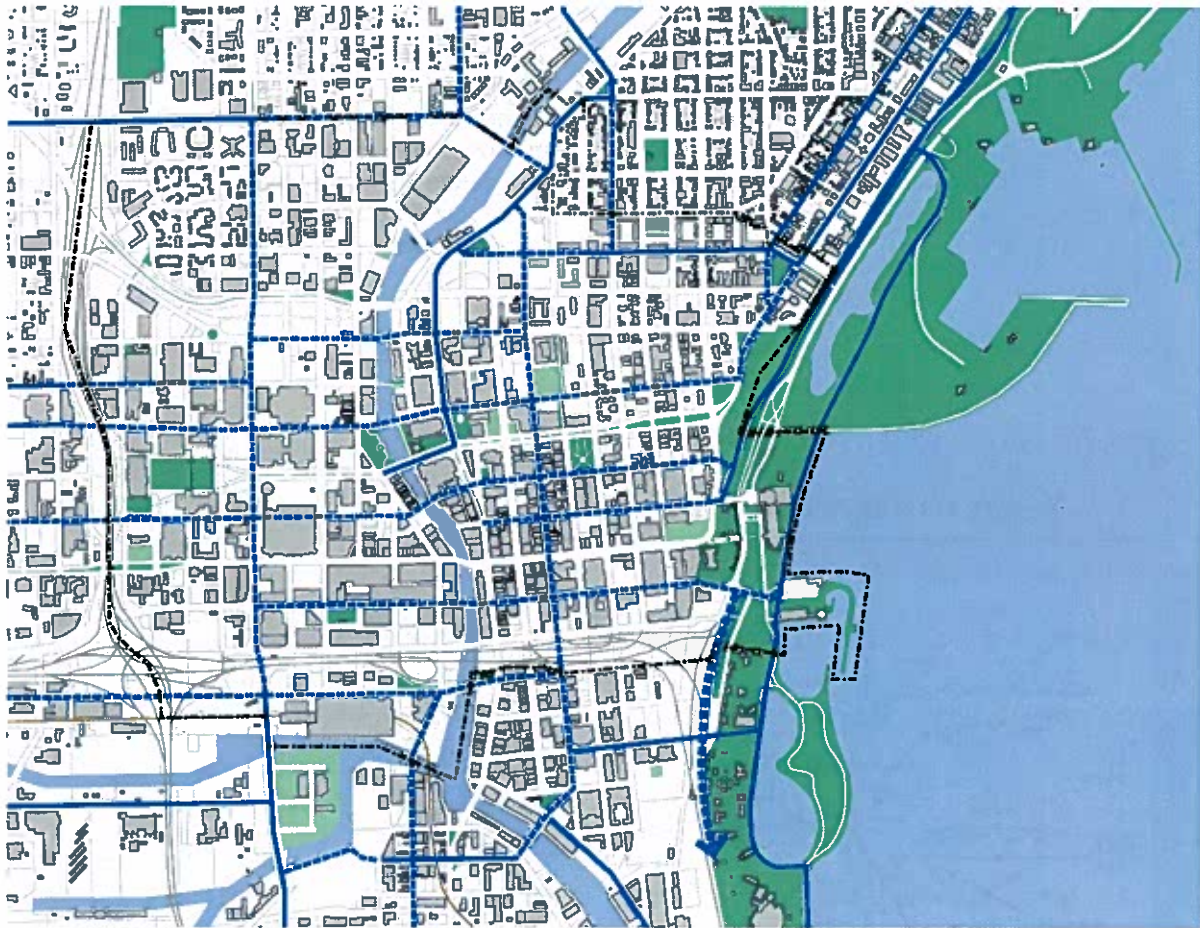


Dedicated space in parking structure for bicycles and motorcycles



Bike locker and storage facility in Washington, D.C.

Photo credit: Mariana Trotscheva



Bicycle Lane Map

This map shows the current bike lanes and those proposed in conjunction with the recently approved 2010 Master Bicycle Plan. (Bike "routes" are not shown on this plan, but can be referenced in the master plan.)

- Existing Bike Lanes
- Proposed Bike Lanes



The bike lanes on N. Water St. is one of the few locations of bike lanes that currently exist.



Trail head for the Oak Leaf Trail at E. Mason St. and N. Prospect Ave.

TRANSIT

Mass transit is a vital component for a successful downtown, adjacent neighborhoods, and an overall region. Mass transit works best when it takes a multi-modal approach including fixed rail and buses. Within Downtown, a streetcar network, buses, bus rapid transit, commuter rail and heavy rail all play a part to this mix.

HEAVY RAIL TRAIN SYSTEMS



Potential Midwest High Speed Rail Network

Local heavy rail and potential commuter rail trips begin and end in downtown Milwaukee. Recent investments in the remade Milwaukee Intermodal Station (formerly the Amtrak Station) show commitment to this rail-based approach. Linking future investments to the Intermodal facility, especially with a fixed rail streetcar system are essential to appropriate levels of rider distribution to key areas in Downtown and adjacent neighborhoods. Bus, any future express bus and/or bus rapid transit should also consider connections to the Milwaukee Intermodal Station. Accommodations for other transportation connections to the Intermodal station, such as rental car, taxi and parking structures for commuters should be considered.



Milwaukee Intermodal Station

Photo credit: EJI Architects



BUS NETWORK

A bus transit network is vital to any large city, especially within the Downtown and central areas. Wisconsin Avenue has traditionally been the spine of the Milwaukee County Transit System (MCTS) bus service to Downtown. Currently, buses have an indoor marshalling facility at the east end of Michigan Street. While original intentions saw the function of this facility to be more related directly to the actual transit users, it now serves few passengers directly from this location and has evolved into more of a vehicle storage facility. Relocation of this bus marshalling facility could free up potentially valuable lakefront land ideally suited to other uses.

Facilities that support the bus system should be pursued as it relates to Downtown. Improvement can come in the form of improved stops, signage, and loading areas. For example, providing improved waiting areas for buses, allowing transit users sufficient space so as not to conflict with the pedestrian path of the street would benefit transit users, businesses on the street, and pedestrians in general.

Future system-wide enhancements, such as express buses or bus rapid transit (BRT) could better connect Downtown to other areas of Milwaukee.



Milwaukee County Transit System 2010 Bus Map for Downtown

Downtown Trolley



Currently, the Downtown BID #21 runs a free Downtown rubber-tired trolley in a one-way loop throughout Downtown. Service typically runs from June through September. The route has been flexible over the years and could be modified to coordinate with a first leg of a fixed-rail streetcar network.



Bus waiting areas should be bright, inviting and give good view of the area

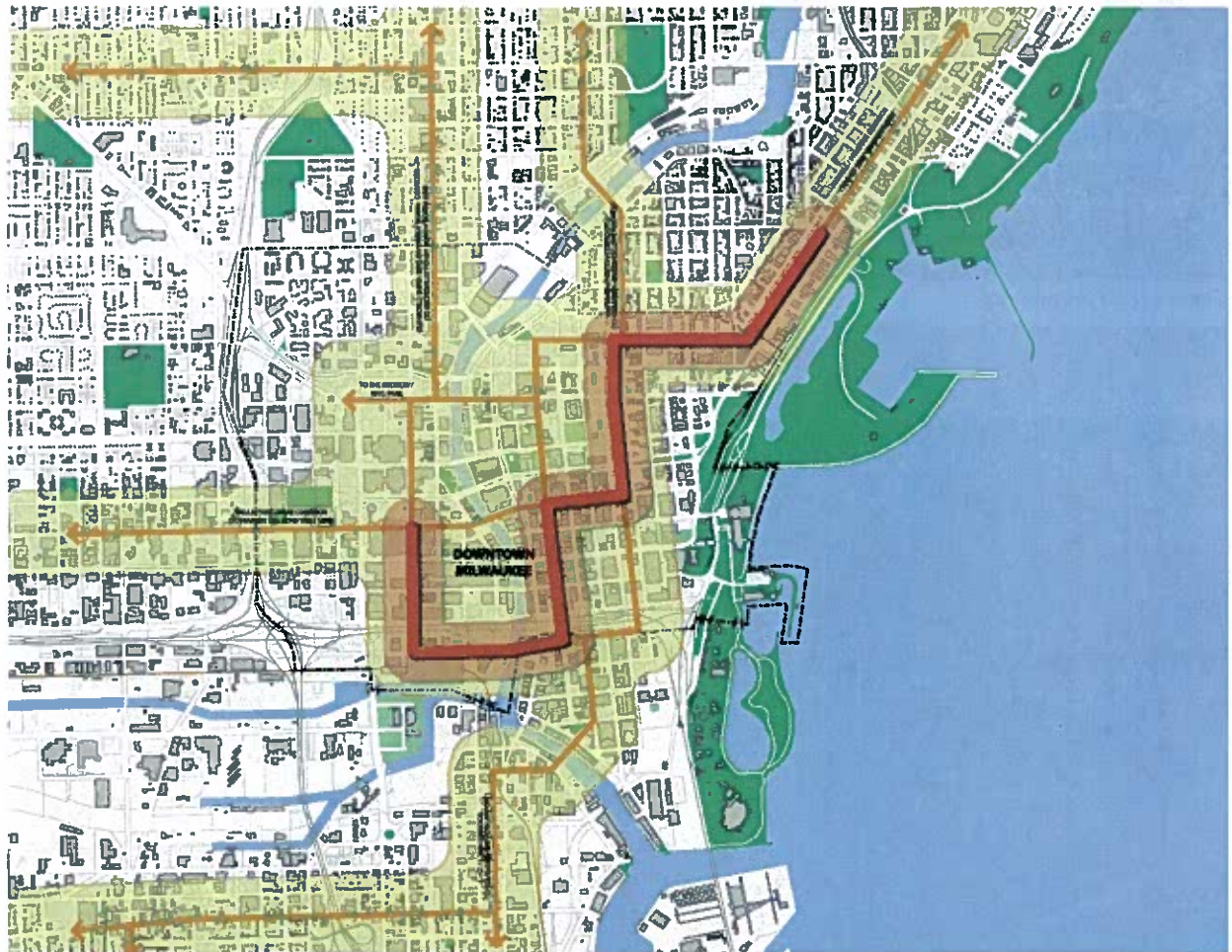


Bus shelter on E. Wisconsin Ave. at Northwestern Mutual

STREETCAR SYSTEM

A streetcar offers a mobility choice ideally suited for Downtown and adjacent neighborhoods. The streetcar has the ability to be a “pedestrian accelerator”, making walks that are often considered just a bit too far into manageable journeys without use of a motor vehicle or bicycle.

Key connections for the streetcar system that have been identified include linking the East Town office areas to existing adjacent neighborhoods that have high density residential areas, such as Yankee Hill, the Prospect/Farwell corridor and the growing Third Ward. Connection of the East Town office area to the intermodal train station is also essential in order to serve the large employers in that area, many of whom have a national and international reach.



Enhanced Transit Corridors

This diagram depicts the corridors for enhanced transit in downtown and connecting with adjacent neighborhoods. These corridors are prime candidate for Streetcar or other enhanced transit such as Bus Rapid Transit (BRT) or express buses.



Photo credit: Alliance for Regional Transit Cincinnati

Improved connections to the Westtown areas, especially the convention center, are important, in order to stimulate demand for the center. Connecting any Downtown system beyond Downtown to residential areas of higher density (roughly 30-40 units per acre or greater) and to key activity areas such as major universities is also key for future expansions.

Given the limited financial resources for a “starter” streetcar system, an initial system should make the initial connections that have been identified in this Plan, while setting up expansion possibilities for future phases.

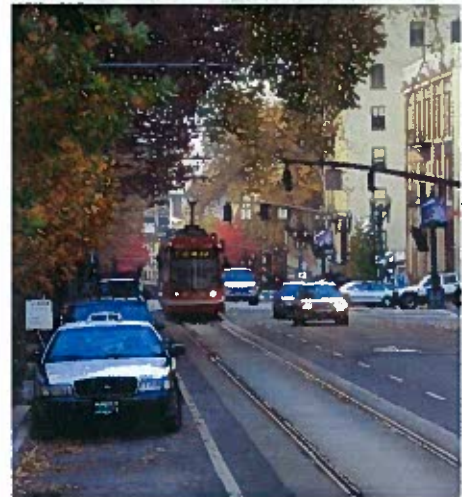


Photo credit: Alliance for Regional Transit Cincinnati

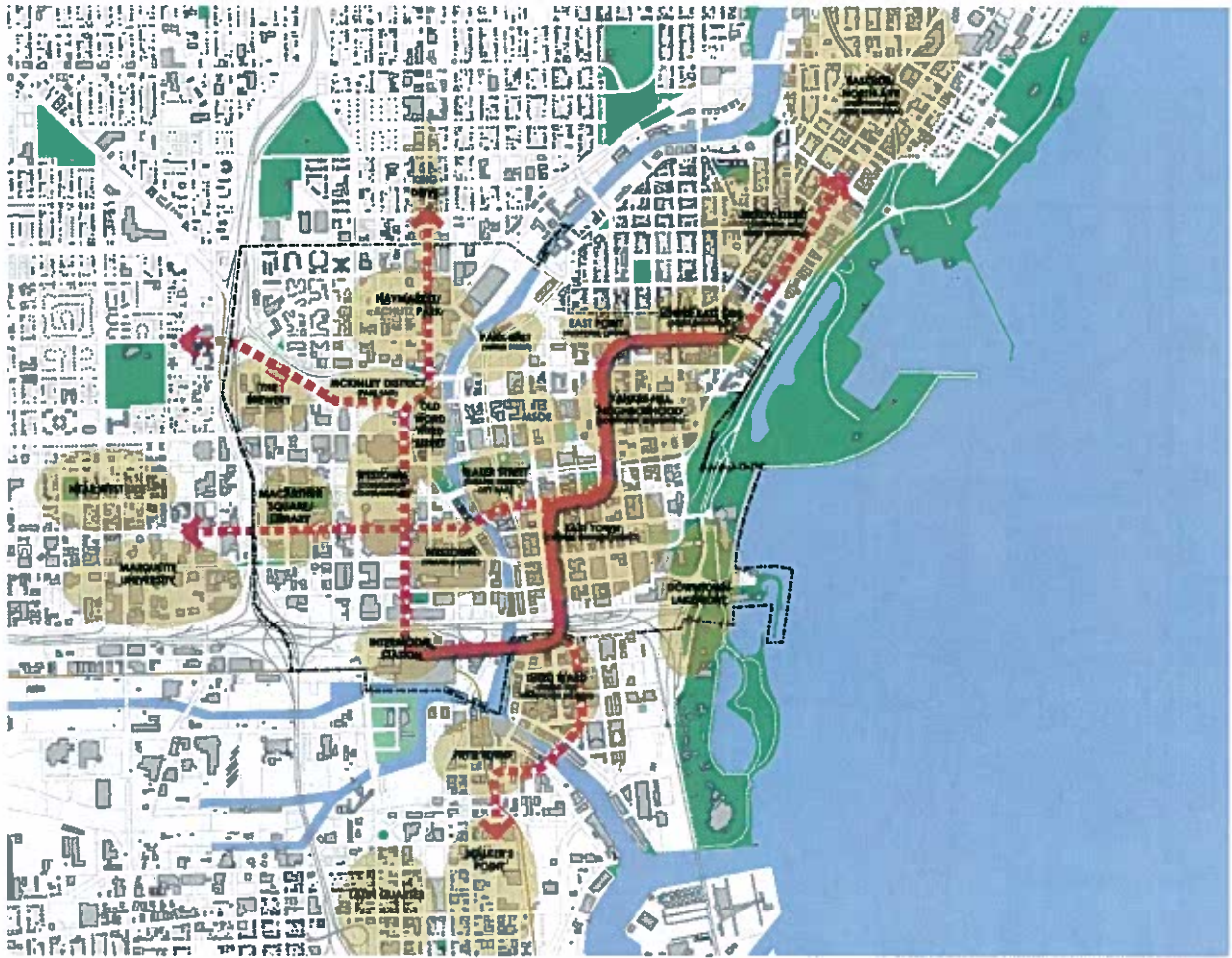
Future expansion of the streetcar system should include neighborhoods such as the UWM campus and the East Side, Marquette University and the Avenues West neighborhood, the King Drive and Bronzeville areas, and the Fifth Ward and Walker’s Point. Secondary corridors are Riverwest, King Park, and Caesar Chavez Drive.

On streets where streetcar lines are proposed, considerations to limit loss of on-street parking and to minimize and even enhance the environment for cyclist is encouraged. Downtown streets can easily accommodate streetcar tracks in driving lanes, moderate levels of traffic, buses and bicycle facilities.

Streetcar runs in travel lane



A simple curb extension streetcar stop that is ideal for Milwaukee



Notable Downtown Areas and Streetcar Connections

This diagram shows the distinct areas of downtown and highlights the route and initial phase of a Streetcar should connect and serve. Future key connections are also depicted.

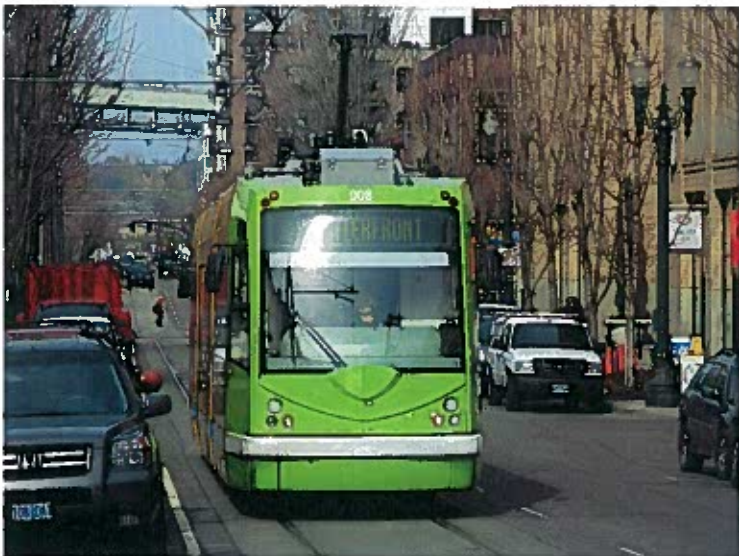
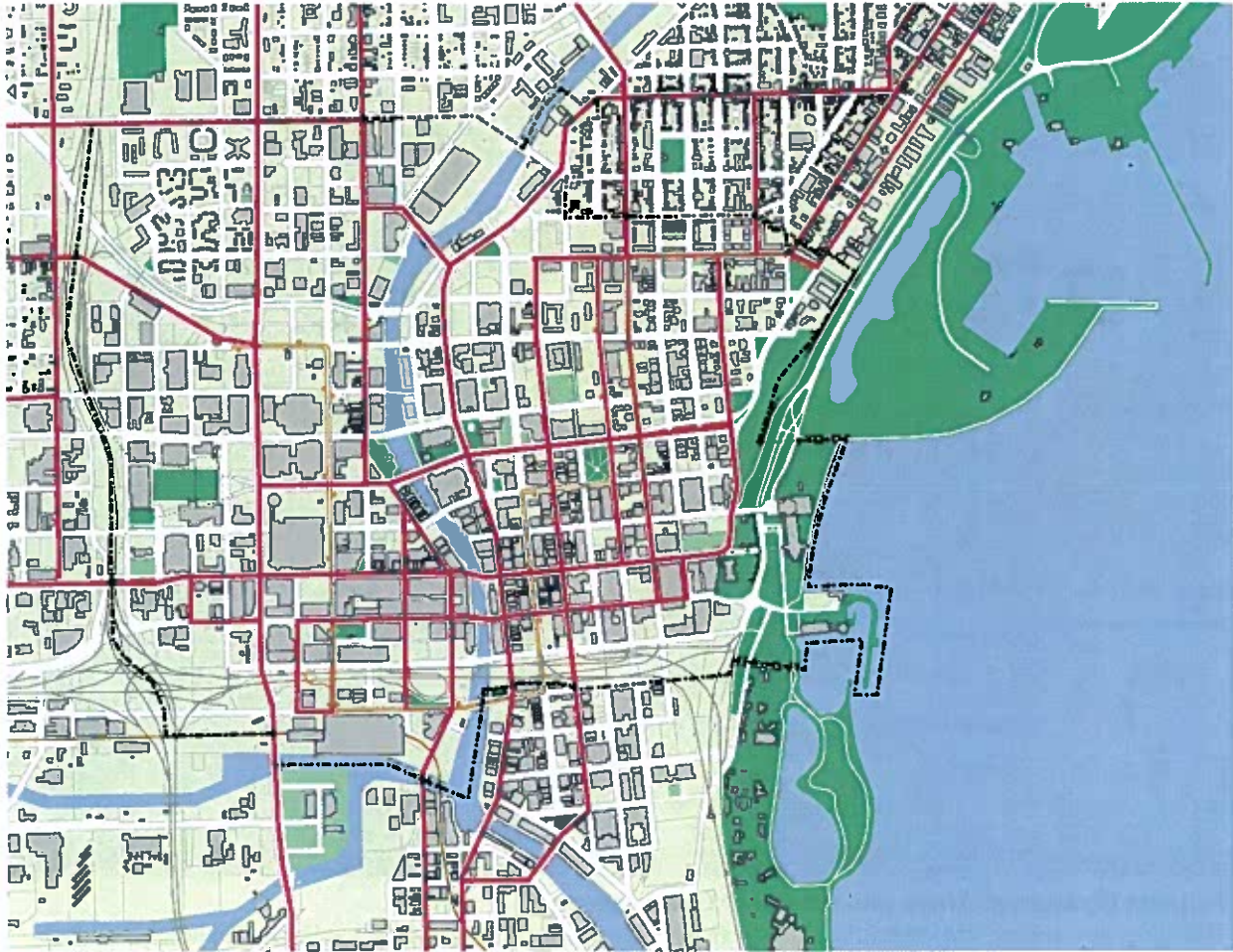


Photo credit: Alliance for Regional Transit Cincinnati



Bus Lines and Streetcar

- Streets with Bus Lines
- Streetcar



Passengers boarding at bus stop on Wisconsin Ave.



MCTS Route 30 connects high-density neighborhoods on the east side to the Downtown Center

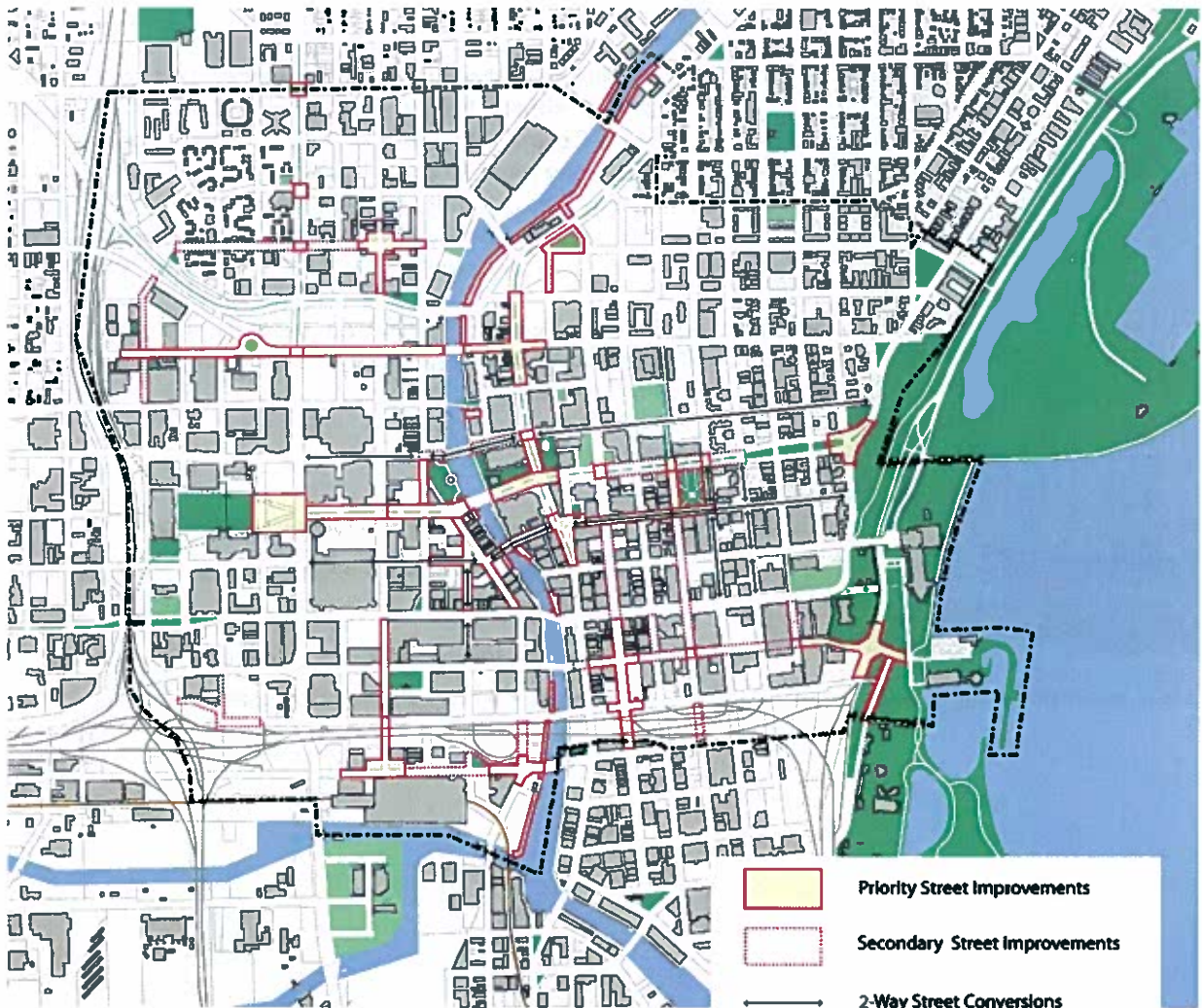
STREET MODIFICATIONS

As a result of this plan and the policies and projects recommended, a number of changes to public streets in the Downtown would need to occur. These changes result from projects such as creating new "places" Downtown, the need to enhance key connecting corridors, to improve the pedestrian realm in directed areas and to accommodate the introduction of the streetcar.

This map is included to summarize the streets affected by strategic policies and project initiatives. This map should be considered during future planning purposes and is not intended to specifically require or limit improvements and implementation will likely be tied to other project initiatives.



East State Street under reconstruction, a conversion to two-way circulation



Density and Intensity



North Plankinton Ave. between W. Wells St. and W. Wisconsin Ave. looking south

Downtown Milwaukee should be a neighborhood in its own right, rather than simply the “Central Business District.” To achieve this goal, Downtown must add more residents and employees to its day and night time populations in order to transform into a cohesive and vibrant neighborhood. Furthermore, greater density acts as a catalyst for greater investment and services creating value for Downtown and for the entire city as a whole.

Vision: Downtown Milwaukee contains the highest levels of commercial and residential density of any Midwestern city outside of Chicago.

Intent:

- More people living and working downtown.
- Grow more mixed-use neighborhoods Downtown.
- Establish a larger university presence Downtown.
- Support a larger corporate presence Downtown.
- Reduce the number of surface parking lots Downtown.

Mixed Use Buildings and Neighborhoods



Boston Lofts on N. 4th St. added office space and residential apartments to previously unused department store space



Cathedral Place on E. Wells Street and N. Jackson successfully mixes office space with residential condo units and a large shared use parking structure



View southwest from City Green Apartments in Yankee Hill, shows hotel use mixed into a residential neighborhood



The Milwaukee Center on N. Water St. and E. Kilbourn Ave. integrated several historic structures into its development which contains theaters, hotel, offices



Apartments above retail uses on N. Water Street add to the density and diversity of Downtown housing types



The Blackstone Apartments on N. Van Buren St. and E. Juneau Ave.



Rowhouses on E. Ogden Ave.



MSOE student dorms on N. Milwaukee St.

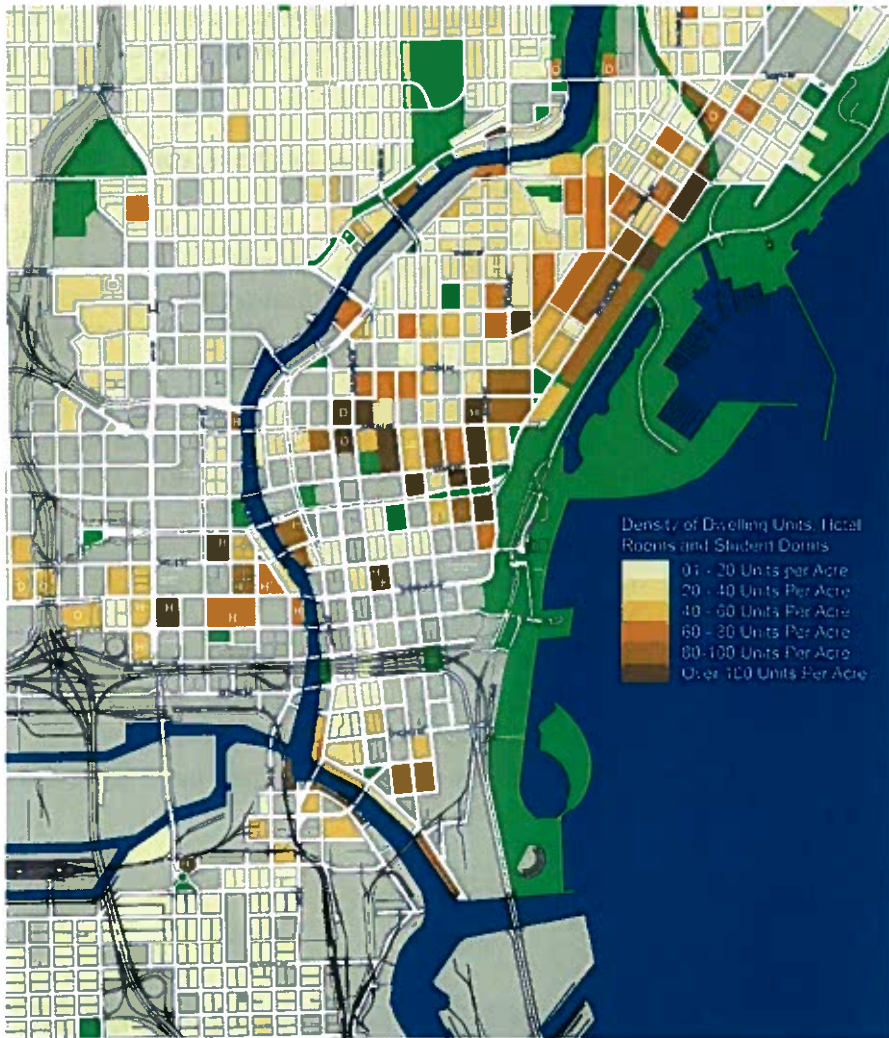
Policies and Strategies (Density and Intensity):

RESIDENTIAL

- Develop a variety of housing types Downtown with varying levels of affordability that supports a mix of populations – e.g. singles, DINK's, empty nesters, families with children, students, and vulnerable populations.
- Redirect future student housing to Downtown.
- Support policies that allow for the updating and conversion of older and/or historic properties to usable and functional residential space.
- Encourage and support the conversion of under-utilized Class B office space to upper level residential uses.
- Support new residential development in currently non-residential areas, notably Westtown, the Haymarket District, and areas West of 6th Street. This includes the Park East corridor, Mac Arthur Square, The Brewery, and south of the Central Library.
- Emphasize multi-family residential to be a key land use for the Park East corridor.
- Demolition for the purposes of surface parking or smaller buildings is prohibited.
- Maintain the policy of not having a density cap.



Apartment and condominium towers



Residential Density

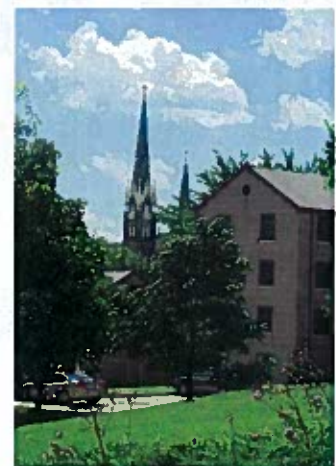
This map shows the block density of residential units. The northeast corner of downtown has a considerable amount of residential density. Increasing the residential density throughout downtown, especially in the "new places" and connecting corridors is strong way to enhance the vibrancy of downtown.



Mid-rise condominium infill on E. Ogden St. and N. Jackson St.



Park East Enterprise Lofts



Hillside Neighborhood



Office buildings at E. Wisconsin Ave. and N. Water Street looking northwest



875 East Wisconsin Avenue



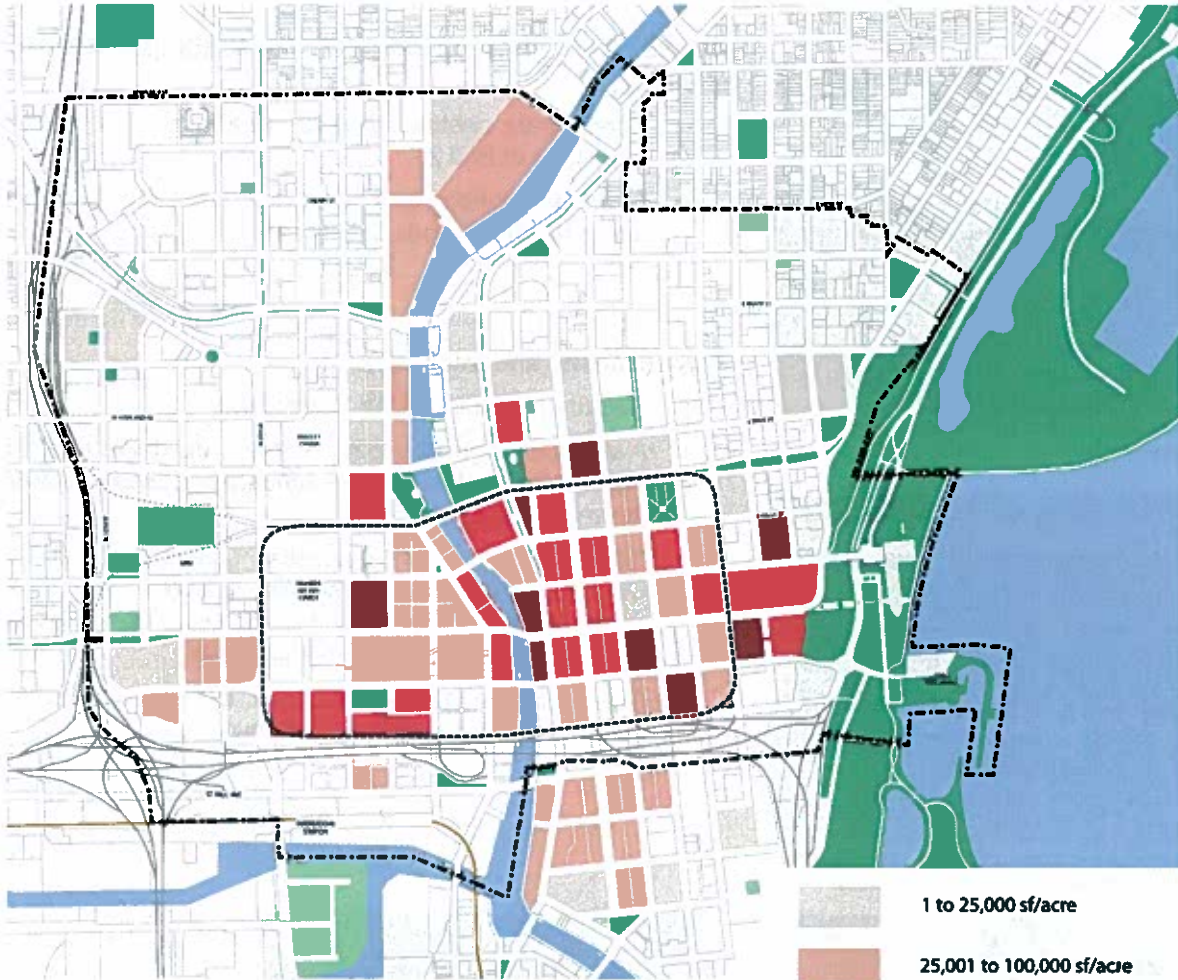
Northwestern Mutual building at N. Van Buren St. and E. Wisconsin Ave.

OFFICE POLICIES (Density and Intensity)

- Create physical environments that are attractive to specific industries and professions that that would benefit from being located Downtown and that have important connections to the corporations that are located in Downtown.
- Support policies that allow for the adaptive re-use of older or historic buildings.
- Take advantage of Milwaukee's proximity to Chicago, lakefront setting, existing Downtown amenities and supporting commercial uses to attract and recruit a larger corporate presence. Support mixed-use commercial development throughout Downtown.
- Increase the density of office space in the Downtown with a mix of small, mid, and high-rise office buildings dispersed throughout the downtown utilizing new, in-fill, and existing building stocks.
- Encourage local institutional colleges and universities to locate future or expanded schools and dormitories Downtown.
- Re-develop existing surface lots in the Downtown.
- Establish parking policies that work to reduce the need for single-development parking structures.
- Demolition for the purposes of surface parking or smaller buildings is prohibited.







1000 North Water (left) and MGIC (right) at Red Arrow Park on N. Water St. and E. State St.



Office Concentration

This map shows the relative office density in relation to the block on which they are located. New office locations should continue to cluster in existing area of offices in order to allow support systems such as restaurants, retail, transit and shared parking to function more efficiently.

-  1 to 25,000 sf/acre
-  25,001 to 100,000 sf/acre
-  100,001 to 200,000 sf/acre
-  200,001 sf/acre and Higher
-  Downtown Center



West Michigan St. at N. Plankinton Ave. looking east to the Milwaukee River



Manpower parking garage at N. 2nd St. and W. Cherry St.



US Bank Center at N. Van Buren Ave. and E. Wisconsin Ave.



National chain, Borders on W Wisconsin Av at N Plankinton Ave.



Local boutiques in storefronts on N. Water Street between E. Michigan St. and E. Clybourn St.



Old World Third St. at W. State St. looking north. Shows a retail and entertainment district

RETAIL AND ENTERTAINMENT POLICIES (Density and Intensity)

- Concentrate destination retail area in relation with the retail plan of BID 21.
- Promote neighborhood supporting retail in existing and future neighborhoods of Downtown.

Form (Density and Intensity):

- Require minimum FAR's Downtown.
- Avoid "buildings in a park" – siting buildings near the center of a block with large, landscaped areas between them and the street edge.
- Sites with larger setbacks, primarily mid-20th Century developments, should consider new street edge buildings that provide additional development opportunity and build-out the street wall.
- Avoid surface parking between the front face of a building and the public right-of-way.



North Jefferson St. between E. Mason St. and E. Kilbourn Ave. is a prime entertainment district



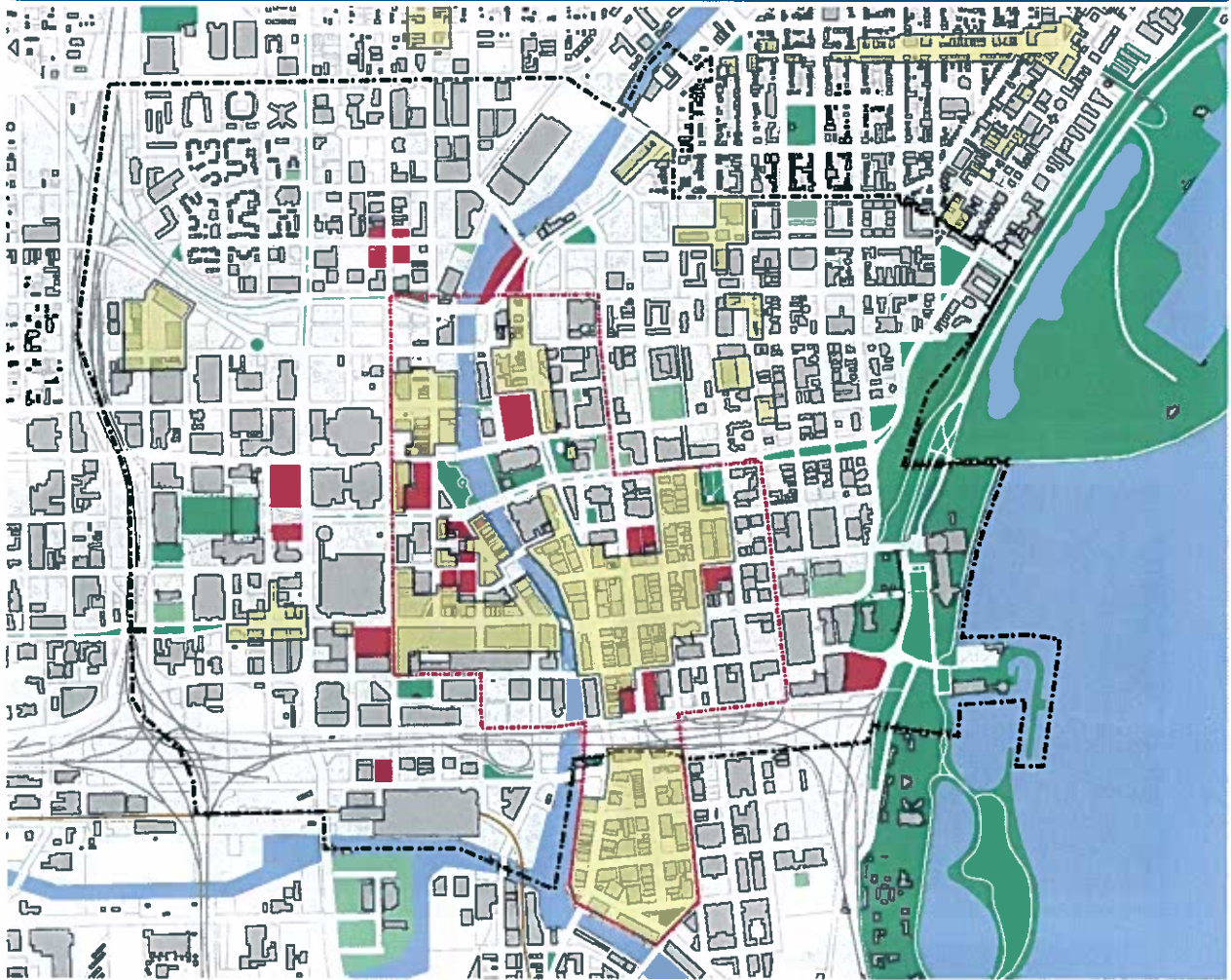
Window display on N. Jefferson St. at E. Mason St.



Storefront at Boston Store on E. Wisconsin Ave. at N. 4th St.



North Milwaukee St. between E. Mason St. and E. Wisconsin Ave.



Retail and Entertainment Concentration

This map depicts the locations where retail and entertainment areas exist. Both retail and entertainment generally benefit from being clustered in specific districts or nodes. New downtown retailing should be concentrated in the Downtown Center District, the Third Ward, and to a lesser degree on Old World Third Street. See the Downtown BID 21 Retail Strategy for further details.

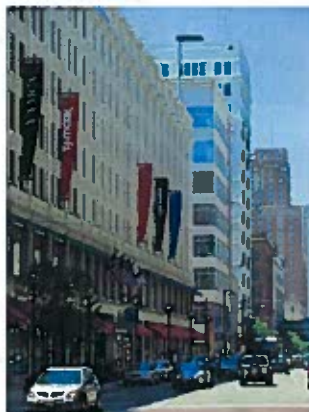
Active Retail and Entertainment Areas

 Priority Retail Zone

 Key "Hinge" Sites



North Water St. at E. Juneau Ave. is the heart of the Water St. entertainment district



Plankinton Arcade on E. Wisconsin Ave. at N. Plankinton Ave.



Storefront of a recently established local boutique on N Milwaukee St. as a result of BID 21 efforts

Examples of Susceptible to Change Sites



Milwaukee River at Edison St.



Michigan St. and 2nd St.



Wells St. and Van Buren Ave.



Wisconsin Ave. and 4th St.



Mason St. and Jefferson St.



Wells St. and Milwaukee St.



Wells St. and 2nd St.



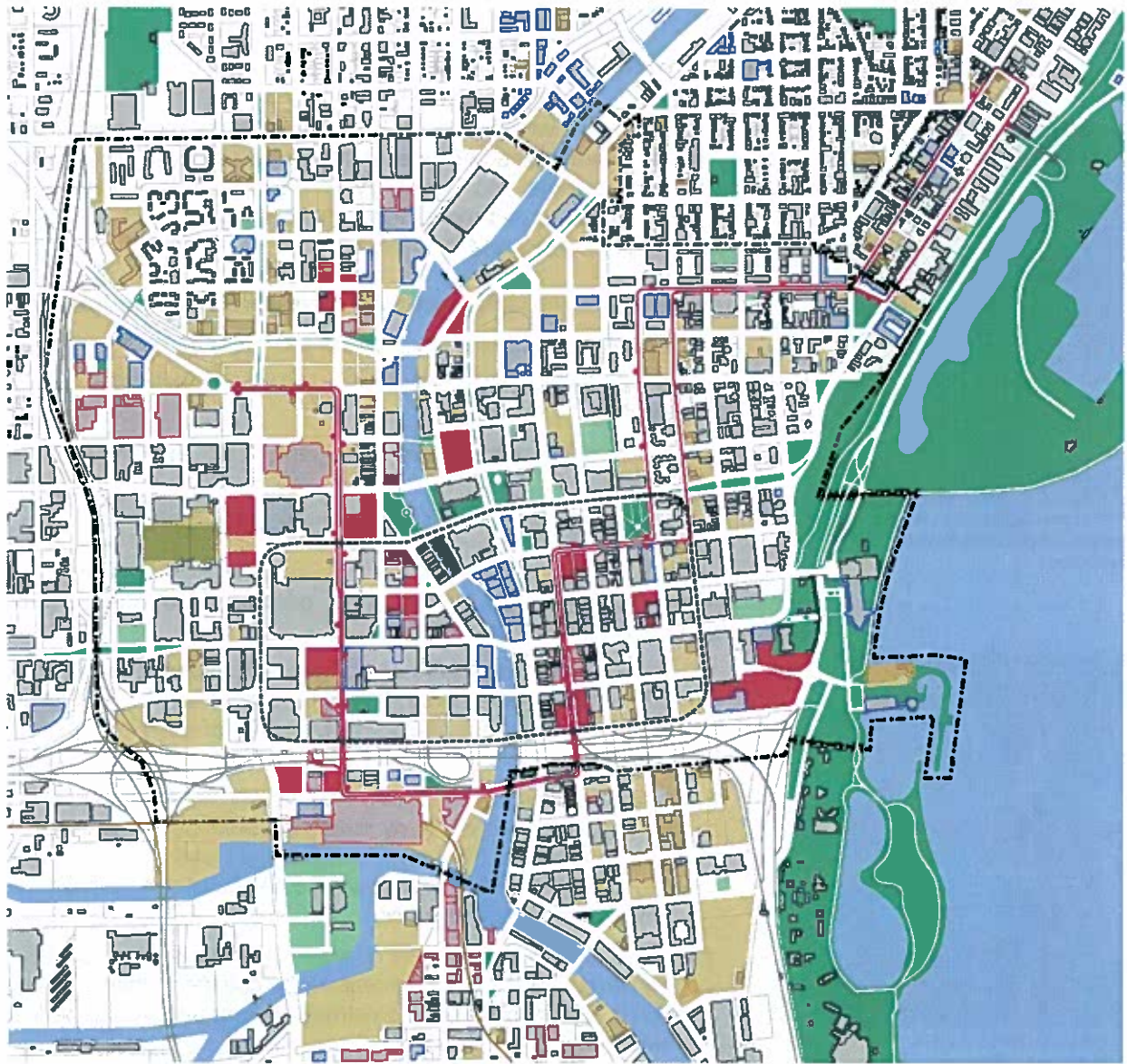
Milwaukee River at Knapp St.



Ogden Ave. and Milwaukee St.



Juneau Ave. and Water St.



Susceptible to Change Map

Downtown Milwaukee has numerous sites that can be considered "susceptible to change". This includes vacant land, underutilized surface parking lots, as well as significantly vacant or underutilized existing buildings. Some sites are likely to change in the upcoming years, where other are longer term redevelopments. Key "hinge" sites are further discussed within the Districts Chapter, as well as the Catalytic Projects Chapter of this document. To establish additional context for change, this map not only shows where future site may be, but also shows recent developments and the streetcar route as proposed at the date of this plan.

- Sites Susceptible to Change
- Key "Hinge" Sites
- New or Renovated Structures Since 1999
- Structures In Need of Renovation or Reuse
- Downtown Center
- Proposed Streetcar

Environmental Sustainability



Where parking lots are allowed, surfaces should be pervious pavement

Green Downtown: Downtown Milwaukee should be the most sustainable part of the metro area based on its overall density; scale and mix of uses; building re-use; volume and frequency of mass transit; and its green infrastructure such as green roofs, and parks and playgrounds connected to the pedestrian network and RiverWalk.

There are already sustainable practices occurring in Downtown Milwaukee:

- Sensitive Lakefront development and preservation
- Green roof installations at the Central Library and 809 Broadway building
- Sustainable storm water management at The Brewery and MSOE
- Energy savings at the City Hall municipal complex

Recommended Downtown policies and practices that can expand Downtown's sustainability include:

- Storm water management – take advantage of Downtown Milwaukee's wide streets to incorporate sustainable storm water management practices in its right-of-ways and surface parking lots, particularly river adjacent lots.
- Shared car parking – shared cars can decrease costs of living for Downtown residents by reducing personal vehicle uses for short, day-to-day trips. On-street parking locations and possibly City-owned parking garages should be identified for Zip Cars or other car-sharing programs.
- Electric car outlets – in the upcoming years it is anticipated that rechargeable cars will become more common place. Identify outlet locations for both on-street parking and in city parking structures.
- Steam heating - take advantage of Downtown's underground steam system for increased building heating opportunities.
- Green roof and solar usage – the large roof square footage Downtown offers expanded opportunities for green roof and solar energy usage.
- Bicycling – expand bike lanes, routes, and bike-related facilities Downtown as described in the City of Milwaukee 2010 Bicycle Master Plan.
- River adjacent parking lot buffers.
- Significantly increase the tree canopy.



Electric car charging station on a public street in Portland, OR

Photo credit: Dave Reid



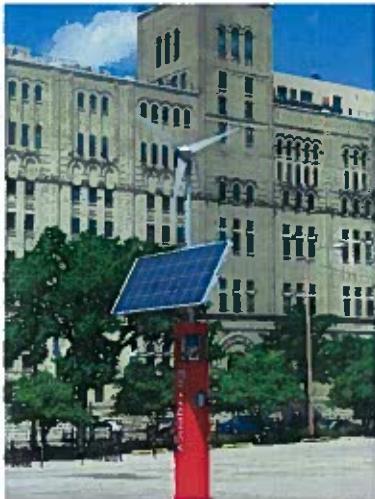
Trees in Pioneer Square District of Seattle temper the environment well



Green roof at 809 N Broadway



Debris skimming boat on the Milwaukee River



Solar and wind powered call box at MSOE surface lots on N. Broadway

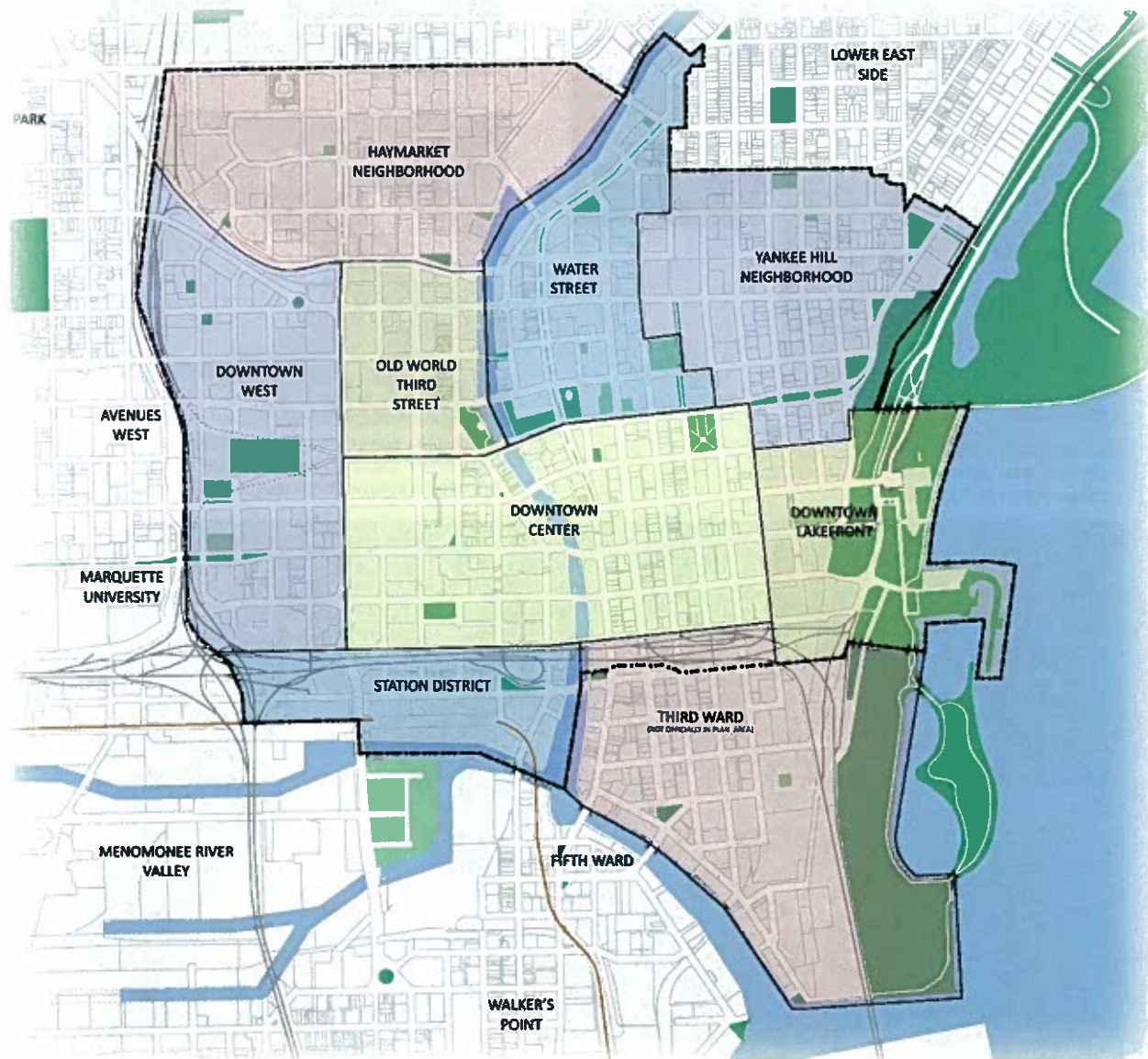


WeEnergies power plant in the Menomonee Valley on W. Canal Street distributes waste steam to Downtown for heating of buildings



Stormwater retention integrated into streetscaping pattern on a residential street in San Mateo County, Ca

Photo credit: San Mateo County, Ca



Chapter 4 Districts

The organization of Chapter 4 into districts enables the Plan to address various areas of Downtown in greater detail. The districts are not hierarchical in importance; rather, an economically and socially vital Downtown depends upon the diversity and variety offered by a number of districts that are distinct and mutually reinforcing. Numerous approaches to identifying districts were considered, and the outline that follows is a result of much analysis and debate.

Many, if not all, of the "districts" that follow merge into adjoining districts and blend into surrounding areas. Districts do not have defined edges, but rather have either geographic focal points, functional or economic synergies, or both.

In the Downtown Center District, for example, there is a strong geographic relationship to the rest of Downtown. The dominant uses are offices and retail within a dense core area of overlapping synergies, reinforced by major investments surrounding the District. In the Old World Third District, the sports arena functions are directly reinforced by synergies with proximate dining and entertainment venues on Old World Third and Water Streets. A good example of a district in functional or economic transition is the Station District. While the Station District is recognized as an area south of Clybourn, the expanding train and bus services at the Intermodal Station can be expected to increasingly influence business location decisions northward to Michigan or even Wisconsin Avenue. As another example of overlapping districts and synergies, the Lakefront District's office area is oriented eastward while blending into the Central District. It is also part of an extended cultural, recreational and park zone along Lake Michigan.

Downtown Center District



Photo credit: Ryan Horton

Named for its geographical location in the broader Downtown area (see map), the Downtown Center District is that area of Downtown that contains the traditional downtown look and feel – higher densities, a varied mix of uses, and small forms on a grid block system. The district is comprised of major employers, bars, restaurants, shopping and entertainment sites, and the majority of the Downtown's historic or iconic buildings.

Like most of the downtown districts, Downtown Center is comprised of smaller sub districts or neighborhoods, each with its own history, flavor, and dynamics. Cathedral Square is a block sized park directly south of the Milwaukee School of Engineering campus surrounded by a healthy mix of bars, restaurants, civic and religious uses, and mostly low-rise, early 20th Century mixed use office buildings. The location of city's first court house, Cathedral Square hosts a number of popular events including Jazz in the Park and Bastille Days. Cathedral Square is a successful entertainment destination with potential for additional retail uses.



East Wisconsin Avenue

East Wisconsin Avenue links the Lakefront and adjacent corporate office district to the river and contains wide sidewalks lined with late 19th and early 20th Century buildings including the historic Pfister Hotel. The federal courthouse is located here and by association a grouping of large law firms as well as the Johnson-Controls office complex. Sandwiched between the Cathedral Square and Wisconsin Avenue areas is a vibrant district of bars, restaurants and eclectic shops located on quaint and attractive streets including Milwaukee, Mason, and Jefferson. The distinct turn-of-the-century buildings located on these streets gives this area a comfortable, human-scale pedestrian environment inviting for store-front browsing, shopping and entertainment.

Broadway is a wide north-south street in the heart of the East Town Commercial Historic District. The south end of Broadway offers untapped potential due to its wide right-of-way, its row of historic and turn-of-the-century facades, and its position as a gateway into the Third Ward. This portion of Broadway currently suffers from vacancies, some blight, and the elevated swath of I-794 that physically and psychologically separates the downtown from the Third Ward. Two vacant lots positioned among the historic stock and straddling each side of Broadway offer key commercial and residential development sites.



Broadway, looking south

Between City Hall and the river is a theater district, home to the historic Pabst Theater, the Milwaukee Repertory Theater (Powerhouse Theater, Stiemke Theater and Stackner Cabaret), the Riverside just to the south and the Marcus Center for the Performing Arts (Vogel Hall, Uihlein Hall and Todd Wehr Theater) just to the north of Downtown Center. The theaters are located at a nexus between three primary concentrations of Downtown, the Water Street entertainment area; Old World Third Street (connected by a pedestrian bridge across the Milwaukee River); and the office high rises of the Downtown Center while at the same time adjoins under-utilized or "visually dampening" areas – vacancies along Wells Street and the M&I parking garage at the intersection of Wells and Water Streets.



Theater District

Postman Square is really a triangle – a triangular pocket park shaped by Plankinton, Wells, and Second Streets and framed by the historic Germania building and the turn of the century commercial row along Plankinton Avenue. The broader Postman Square area encompasses the small scale and largely under-utilized commercial area bounded by Wisconsin Avenue and Kilbourn to the south and north, and the river and 4th Street on the east and west. Originally proposed to be the hub of a downtown retail district in the 1999 Downtown Plan due to its store-front architecture, adjacency to the Shops of Grand Avenue, and the RiverWalk, Postman Square continues to offer potential (greater than is currently realized) as a viable area for both large and small-scale retail as well as mixed-use commercial and residential, or even entertainment.



Postman Square

West Wisconsin Avenue (formerly Grand Avenue) is Downtown's original shopping district. From the late 1800's through the 1960's this stretch of Wisconsin Avenue boasted major retailers such as Gimbel's (later Marshall Field's), Woolworth's, J.C. Penney's, Chapman's (further east on Wisconsin) and Boston Store, now the sole remaining anchor department store. The area is currently characterized by the Shops of Grand Avenue (urban mall developed around the Rouse Corporation festival marketplace concept in 1981) and the street-wall of retail, hotel and office buildings lining Wisconsin Avenue. The city's major convention center also addresses Wisconsin Avenue.



West Wisconsin Avenue

Physically, the building stock on this stretch of Wisconsin Avenue is as stable as any other area downtown. The majority of the street is clean, attractive, and busy. Were it not for a relatively high number of storefront vacancies, underutilized retail space, and some façade maintenance issues, primarily along a two block stretch from Plankinton to 4th Street, Wisconsin Avenue would be a showcase street. At the center of this equation are the Shops of Grand Avenue that weave together a number of historic buildings with creative infill spaces, sky bridges and parking. Its original cluster of shops was strategically located in the historic Plankinton Arcade building. This downtown mall suffers from high vacancy rates, second tier tenants, and low foot traffic as do many of America's downtown malls.



Zeidler Square

Zeidler Square is located on the southwestern edge of Downtown Center and includes two significant employers: WE Energies and Assurant Health. Framed by WE Energies, Shops of Grand Avenue, and the vacant Blue Cross – Blue Shield buildings is Zeidler Union Square, a one-acre park that is host to a seasonal farmers market and various labor union events. Located a block north of the Intermodal Station and along a proposed streetcar line, Zeidler Square once served as the public gathering place for Milwaukee's old Union Station (on the site of what is now the WE Energies building) from 1886-1965 when the current tracks ran just north of Clybourn Street. Due to its history and proximity to the Intermodal Station, Zeidler Square has the potential to develop into a high-density transit-oriented office and residential neighborhood with retail, cultural, and entertainment uses all within a 10-minute walk.

As the geographic center of Milwaukee's downtown, the Downtown Center District will require additional density, pedestrian amenities, and commercial destinations or destination retail to not only anchor the downtown as a whole, but to provide a unique brand—a look and feel that is distinct and identifiable for residents, businesses, employees, and visitors alike.



A critical redevelopment site on Wisconsin Avenue is the surface parking lot at Fourth Street and Wisconsin Avenue, situated between Boston Store and the Frontier Airlines Center

Downtown Center District Recommendations:

Wisconsin Avenue

- Establish a program for more aggressive retail storefront improvements in a focused area between 4th and Milwaukee Streets.
- Redevelop the vacant 4th and Wisconsin site with hotel, residential or large scale retail uses. Retail or entertainment should occupy the base of any future development.
- Establish a streetcar stop at the 4th and Wisconsin Avenue intersection.
- Consider the southern portion of the 4th and Wisconsin parcel as part of a transit oriented neighborhood focused around Zeidler Square and the Intermodal Station.
- Consider repositioning and redesigning bus stops along the central portions of Wisconsin Avenue – between the river and 6th Street.
- Expand public art along Wisconsin Avenue.
- Continue to improve the streetscape and provide amenities.

Broadway Corridor

- Strengthen the connection between Downtown and the Third Ward via Broadway.
- Redevelop surface parking lots that create “dead space” or a much longer transition between Downtown and the Third Ward with ground level retail and entertainment uses.
- Preserve and enhance the existing historic character of Broadway Corridor between Wisconsin Avenue and the Third Ward (The buildings of the nationally and locally designated “East Side Commercial Historic District”, located on Broadway, Milwaukee St., Wisconsin Ave, Michigan St. and Clybourn Ave).
- Consider shared parking facilities to serve both the historic building stock and future development along Broadway south of Wisconsin Avenue.
- Create an initiative or competition to design and enliven the space under the elevated I-794 expressway along Broadway, Water Street and possibly Milwaukee Street.
- Improve the pedestrian passage under I-794 at Jefferson Street with higher quality fencing, lighting and other amenities.

Postman Square

- Increase the residential population around Postman Square.
- Create a larger central space at the convergence of the three streets – 2nd, Wells, and Plankinton - including possible traffic modifications and street width reductions.
- Consider closing 2nd Street between Wells and Plankinton to further enlarge and enclose the Postman Square plaza.
- Consider converting the portion of 2nd Street from Wells Street to Wisconsin Avenue to two-way traffic.
- Orient facades surrounding the triangle to the new central plaza.
- Redevelop the surface parking lots at Wells and 2nd Streets.

Wells Street Corridor

- Convert Wells Street to two-way traffic.
- Reconfigure Wells in a "complete street" approach, adding space to the sidewalks, creating bicycle lanes, and making provisions for a streetcar.
- Complete the closing of Market Street at Wells and establish a "City Hall Square" plaza fronting Wells Street and City Hall.
- Add street trees of substantial quality and caliper to the street, especially between City Hall and Cathedral Square.
- Encourage redevelopment of the Milwaukee Athletic Club parking garage at Milwaukee and Wells Street.
- Pursue removal of the billboard at Wells and Broadway.
- Consider enhancements to the M&I parking structure to enliven the façade. Nighttime lighting patterns, for example, could help to make the façade interesting and inviting to walk past.

Cathedral Square

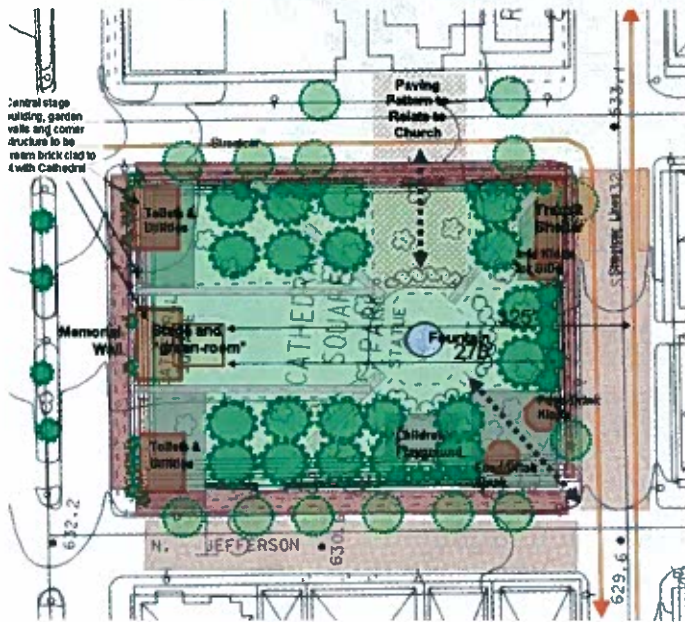
- Cathedral Square is a successful "place" downtown. Expand its influence through substantial streetscaping along Wells, Jefferson, and Kilbourn.
- Support efforts to improve the physical condition of Cathedral Square.
- Establish Cathedral Square as a key streetcar stop.
- Add permanent amenities or public art to Cathedral Square where it would not interfere with event staging.
- Improve the connections between the Yankee Hill District and the Downtown Center District across Kilbourn to Cathedral Square with intersection improvements at the MSOE pedestrian mall.
- Consider a curbless street along Jefferson between Kilbourn and Wells.
- Improve night lighting (in an artistic way) where possible.

Kilbourn Avenue

- Continue to help Kilbourn Avenue evolve into a grand, tree-lined civic boulevard, particularly from 6th Street to the river.
- To reflect its civic status and form, change the name of Kilbourn Avenue to Kilbourn Boulevard.
- Reduce the barrier effect of an excessively wide Kilbourn Avenue between 3rd and the river with improved pedestrian crossings. Improve the current condition, a wide street with awkward vehicle turning movements and automobile dominant character that isolates Old World Third Street from the Downtown Center District along the Plankinton and Third Street cross axes. This is a prime example of active Downtown nodes separated by overly large rights of way (gaps) hostile to pedestrians.
- Eliminate the right turn by-pass on the southeast corner of Kilbourn and Plankinton.

Iconic Buildings

- Identify locations where collections of iconic buildings can be enhanced with modern infill development and re-assembled into energetic and marketable “places” where “the whole is worth more than the sum of the parts”.
- Establish a policy initiative to help position the historic and iconic buildings on a footing more competitive with new developments. This may include special attention to parking solutions, care to restoration of unique details, ADA upgrades and general modernization.



A conceptual plan for a revitalized Cathedral Square

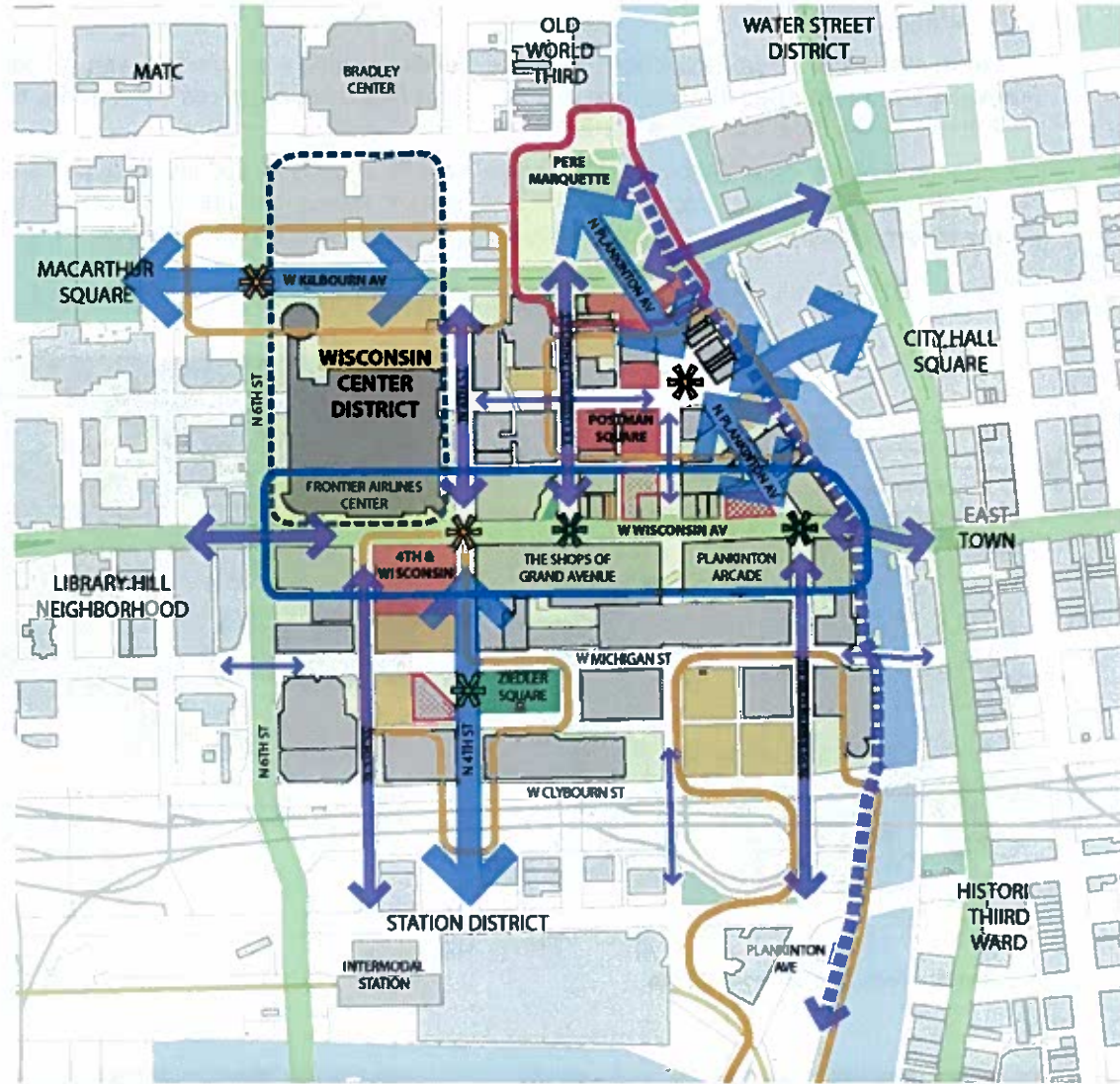


Detailing quality similar to that found at Burns Triangle could be employed at Cathedral Square.



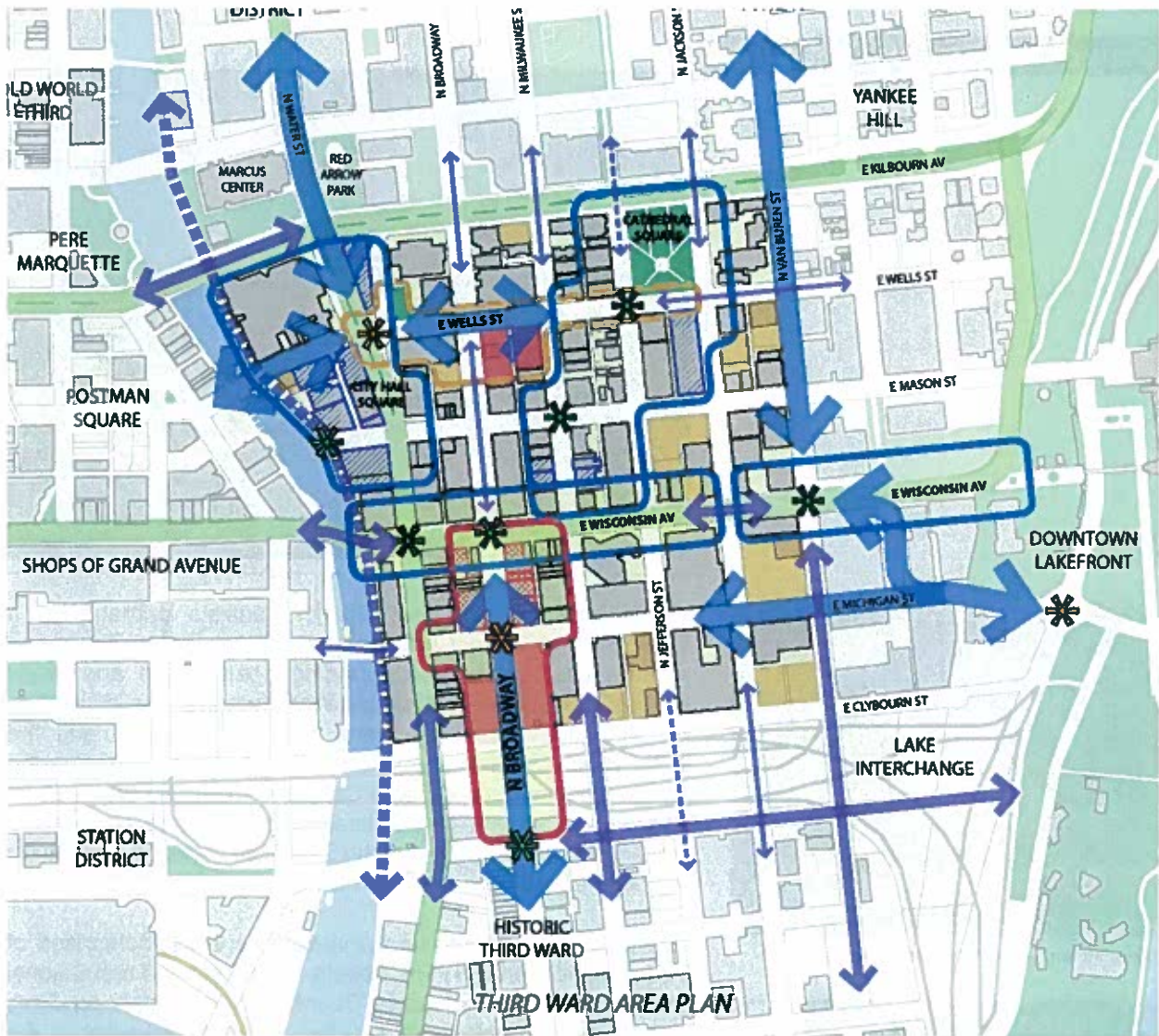
The Shops of Grand Avenue Mall is but a part of the entire Grand Avenue complex. Other uses in this mixed use complex include offices, apartments, educational, fitness, and parking facilities.

Photo credit: Bing



- Showcase Streets
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- New "Places"
- Catalytic Project Areas
- Existing Focal Points
- New Focal Points
- ↔ Key Connections to Establish
- ↔ Secondary Connections
- Other Connections
- Special Use Areas and Sub Areas
- Sites Susceptible to Change
- Key "Hinge" Sites
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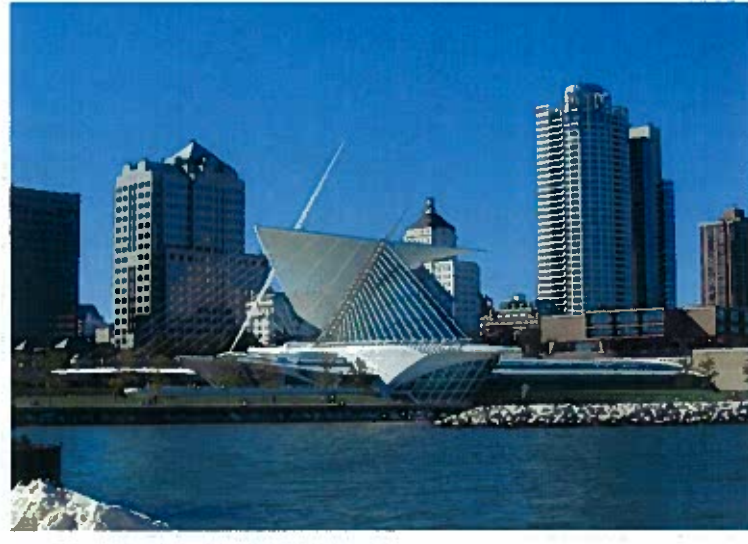
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Source: City of Milwaukee and Department of City Development



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Downtown Lakefront District



Lakefront terminus of Wisconsin Avenue



The Downtown Lakefront District consists primarily of a Class A office district located east of Van Buren Street and a large lakefront with surrounding open space and major cultural institutions, such as the War Memorial, the Milwaukee Art Museum; Discovery World Science Museum; and the Betty Brinn Children's Museum. With Lake Michigan in the foreground and the Santiago Calatrava designed art museum addition along with the vertical residential and commercial buildings in the background, the Lakefront District is essentially the picture post card image for the entire city.

The Lakefront district can be viewed as being comprised of three distinct parts: 1) The Lakefront cultural and recreational amenities; 2) The Milwaukee County O'Donnell park pavilions and parking complex ; and 3) the office district west of the O'Donnell complex comprised primarily of the US Bank and Northwestern Mutual campuses as well as the Ernst & Young building. The main arteries that serve the Lakefront District are Lincoln Memorial Drive and Michigan Street. Both feed traffic onto the adjacent interstate (US 794), the Hoan Bridge, and lakefront cultural destinations such as Henry Maier Festival Park (Summerfest grounds).

The major challenge for the Lakefront District is a grade change that separates the Lakefront from the downtown proper, effectively cutting off the two areas from one another and preventing a smooth interaction between the Lakefront and the built environment of Downtown.

A second challenge are restrictions upon Lakebed Grant Land (most of the Lakefront is regulated by the State Department of Natural Resources), to land uses related to navigation,

fisheries, or public access to the waterfront. The positive result of this is a Lakefront that is predominantly public park, museum or recreational space. The limiting result is that there are almost no private venues that might enhance the public realm, such as restaurants, etc.

A third challenge is that access to the Lakefront is primarily designed for the automobile with pedestrian access more of an after-thought. This car-centric approach originated with a proposed Lakefront freeway in the 1960's when city planners and traffic engineers designed context free roadways for suburban commuters, and high volume thru-traffic; multi-modal design for pedestrians, bicyclists, etc. was secondary or non-existent. Preference was routinely given to vehicular traffic and the resulting by-products can still be seen today in a spaghetti string collection of highways, roads, and associated empty right-of-way remnants. The epitome of this car-centric style of planning is located around a distinctly pedestrian unfriendly intersection at Lincoln Memorial and Michigan that contains multiple dedicated turning lanes and a "frogger" style crossing for pedestrians attempting to access the Lakefront festival grounds and attractions.

O'Donnell Terrace is the major transition point from Downtown to the Lakefront. There is a lack of active uses anywhere near the lower grade level of Lincoln Memorial Drive. This configuration does not help address the design problem of how to resolve the grade differential from Downtown to the Lakefront while creating a dramatic approach and enhanced access. The Calatrava addition and Discovery World (set back from Lincoln Memorial hugging the lakefront) do help compensate by creating a visual and physical destination point. However, the overall composition suffers from the harsh presence of the O'Donnell parking garage which has little more than a grassy mound and a freestanding sign facing pedestrians on Michigan Street. At the same time, the Downtown Transit Center has windowless precast walls with little chance for interaction except at the small, unremarkable entrance. The O'Donnell Park garage could be improved with modifications to the south of the existing structure, whereas the Downtown Transit Center will need significant changes or removal/replacement to improve this negative pedestrian condition at such a premier site.

If Milwaukee wishes to elevate itself and its image onto a more favorable and competitive level in terms of place-making and overall urban design, a better connected, pedestrian friendly Lakefront area needs to be realized. Its current design is inconsistently good, somewhat functional, but falls short of its potential. In short, the pieces are in place to make it truly grand.



Photo credit: Urban Milwaukee.com

A redesigned lakefront interchange could create better pedestrian connections to the Lakefront and also create new redevelopment opportunities



Intersection of Michigan Street and Lincoln Memorial Drive



Downtown Lakefront District Recommendations:

Michigan and Wisconsin Avenue Corridors

- Make physical infrastructure changes to narrow the gap between the Downtown CBD and the Lakefront, such as creating a more hospitable pedestrian environment.
- Streetscaping, activation of building facades, enlivening uses and interesting places should all be a part of any solution to make E. Michigan Street a more prestigious address for current and future office and residential tenants.
- Eliminate the right-turn by-passes at the Michigan Street and Lincoln Memorial Drive intersection.
- Re-align Michigan Street to accommodate future development on either side at the Lincoln Memorial intersection.
- Extend the two-way traffic pattern of Van Buren and Jackson Streets south to Wisconsin Avenue.
- Treat Wisconsin Avenue as an extension of the art museum and transform it into an "Avenue of the Arts" lined with significant public art and sculptures that will draw visitors to and from the Downtown and Lakefront attractions.

Lincoln Memorial Drive

- Relocate the Downtown Transit Center to the Station District to complement the Intermodal Station and proposed streetcar line.
- Develop vertically above the transit center site with a single or a mix of uses with a public plaza or public wintergarden occupying the ground floor and terracing down to Lincoln Memorial Drive.
- Consider redevelopment opportunities to the south of the O'Donnell parking garage at the intersection of Lincoln Memorial Drive and Michigan Street.
- The Mason Street bridge overpass on Lincoln Memorial Drive serves as a southbound gateway to the Downtown Lakefront. Use public art, lighting or other visual effects under and around the bridge to signify this transition between the passive open spaces of the Lakefront to the north and the active and engaging uses of the Downtown Lakefront.
- Re-align Lincoln Memorial Drive between Michigan Street and Clybourn to meet the geometry of Municipal Pier.
- Take advantage of the Lincoln Memorial re-alignment and create a new plaza that in effect extends the Municipal Pier from Harbor Drive out to Lincoln Memorial Drive.
- Program the new plaza with fountains, public art, sculptures, benches, water-themed play areas, along with food, beverage, retail kiosks and pavilions.
- Consider a public art piece that serves as a gateway element to the Lakefront at Michigan. If possible, combine this with traffic calming and an intersection redesign to create a more inviting experience for pedestrians coming to the Lakefront from Downtown.



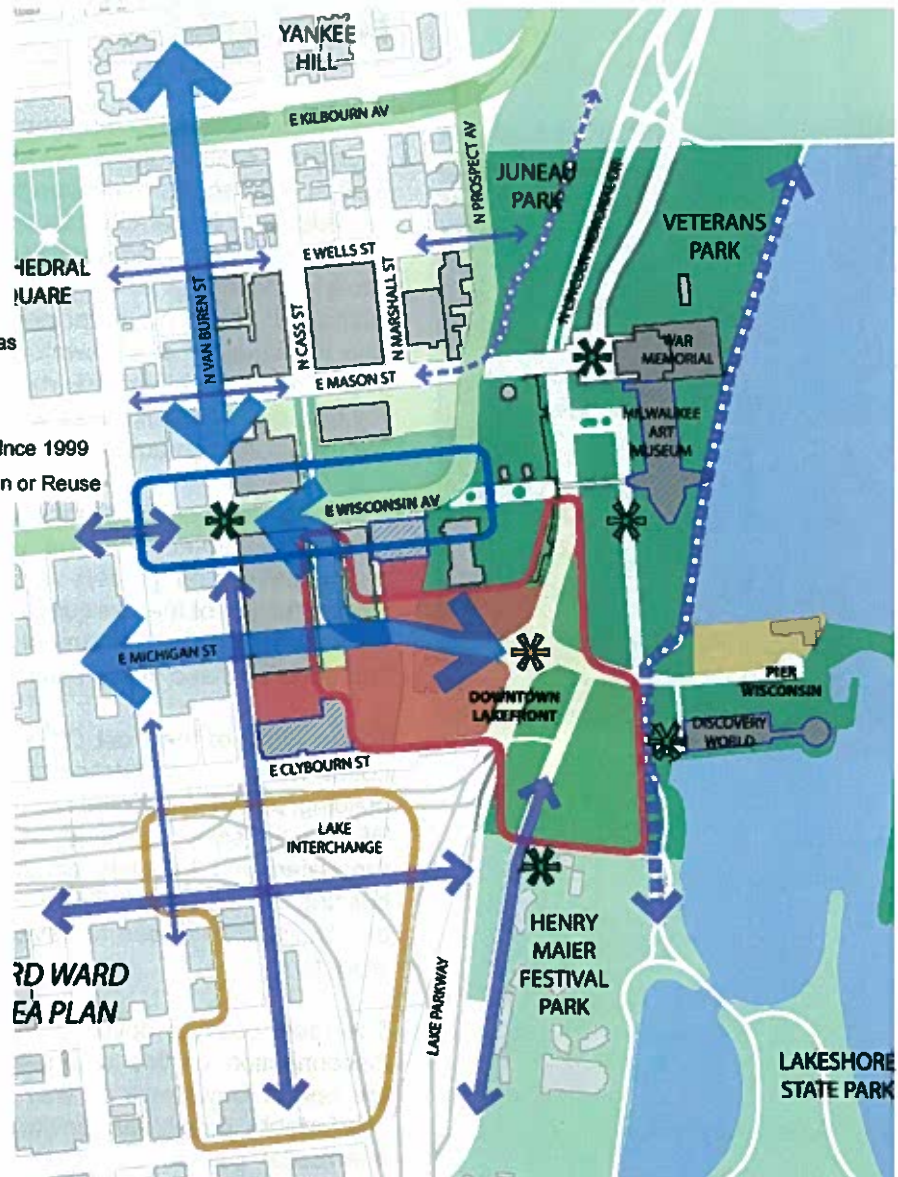
Michigan Street and Lincoln Memorial Drive, with the Milwaukee County Transit Center in the background

Third Ward Connection

- Strengthen the connection between the Milwaukee Art Museum and the Third Ward, generally considered Milwaukee's "arts district". Ideally, a re-design of the I-794 Lakefront Interchange could best mitigate existing disconnects and improve the overall area for redevelopment.
- Consider the descending leg of the Hoan Bridge to meet a descending I-794 expressway at an at-grade point to best achieve this connection and at the same time create a dramatic gateway into the Lakefront, much like the 6th Street viaduct bridge suspensions signal an entrance to the Menomonee Valley and Milwaukee's Near South Side.
- If an at-grade scenario is not practically or politically feasible, alternative improvements to the interchange with less obtrusive and more artfully designed cross-over ramps could yield some improvements, if tied to ground level improvements such as landscaping, lighting, etc.

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Graphic Scale on next page
Source: City of Milwaukee Department of City Development



Station District



Station District

The Station District is the area of Downtown surrounding the Intermodal Station at 5th and St. Paul Streets. The Intermodal Station is a recent renovation of the Amtrak train station with the addition of inter-city bus carriers of different brands. A successful modern renovation united these two forms of transit into a single facility. The Intermodal Station and its surrounding district will attract a greater number of customers and visitors with the addition of a downtown streetcar line, and a future extension of the Metra (KRM) commuter rail line to Kenosha, Racine, and Milwaukee as well as proposed rail service to Madison, Chicago and Minneapolis.

Adjoining the Intermodal facility on the east is a large USPS distribution center. On the west are surface parking lots and undeveloped parcels that are remnants of the recent reconstruction of the Marquette Exchange and I-794 Interstate project. The State Department of Transportation is seeking to find uses for these properties through lease or sale.

To the north of the Post Office and Intermodal Station are a coffee wholesale and processing operation, a records storage building, and offices for the regional U.S. Post Office operations. Warehouse-style buildings east of 3rd Street have been renovated into loft-style condominiums and one significant building, the Pritzlaff building at the corner of Plankinton/2nd and St Paul, has been re-developed for residential and office tenants.

The most obvious development issues for the area are the disconnection of this southwest corner of Downtown from the rest of Downtown as well as a lack of character and a comfortable pedestrian environment. While the renovated Intermodal Station and the newly built 6th Street viaduct

stand out as successful design projects, the remainder of the area evokes a grey and lifeless feeling. The elevated I-794 expressway, while creating minimal disruption to the street grid connectivity at ground level, creates a perception of separation from the offices, hotels, and retail businesses just to the north.

Connectivity to the Third Ward also needs attention. Freeway on and off ramps create disruption. Multiple lanes of fast-moving merging traffic create a negative pedestrian environment. The eastern portion of this district could actually overlap the Third Ward by extending architectural and streetscape design elements and paying close attention to pedestrian detail found in the Third Ward. Weaving these two districts together would help to figuratively "bridge" the river.

Uses that can help establish a transit-oriented neighborhood identity include offices; residential uses; restaurants; and neighborhood and commuter supporting uses. All should be encouraged to allow this district to develop into a more complete neighborhood. These uses would complement the existing residential loft-type buildings that have already been developed in the area.



St. Paul Avenue, looking east



Pritzlaff building, traces of Third Ward elements in the Station District



Existing residential development in the Station District



The large scale of the U.S. Post Office dominates the area



Street view of the U.S. Post Office

Station District Recommendations

- Establish a "sense of arrival" at the Station District with physical improvements, primarily along St. Paul Street between 4th and 5th Streets.
- As the "spine" of the Station District, St. Paul Avenue should be landscaped with robust trees, enhanced lighting, and other pedestrian improvements.
- The pedestrian environment under I-794 should be enhanced with features and lighting to create an attractive and secure environment.
- New developments should complement the animated architectural styles of the Intermodal Station and 6th Street bridge.
- Typical plantings of trees and shrubs under I-794 would be impractical under the elevated expressway. An alternative approach to meet the intention of perimeter landscaping must be used. Examples can include opaque decorative metal fencing (similar to that used for the Milwaukee Public Market), brick or stone pavers, pedestrian-scale lighting (that could shine at both the sidewalk and up towards the underside of the bridge deck to create a comfortable ambient glow), and public art. Paved driving surfaces must be kept within the perimeter of the column supports of the elevated freeway.
- The existing street grid in the district should be retained to ensure maximum flexibility for added buses and transportation connections. The 2nd Street stub end can be considered for vacation, if needed, for an adjacent redevelopment project.
- Land use devoted to parking should be for parking facilities that support the local uses in the district or to support the Station District campus and transit uses. Parking lots for general all-day parking for users in adjacent districts should be avoided.
- One block under the expressway nearest the Intermodal Station should be allocated for expanded Intermodal Station parking. As demand increases, a dedicated structured parking garage should be built that incorporates parking for the Intermodal Station, rental car facilities, and commuter-oriented retail.
- Re-locate the Downtown (bus) Transit Center to the Station District.
- Preferred, later-phase re-development of the USPS facility includes uses that re-enforce and complement the Intermodal Station: mixed-use, multi-story developments including office, residential, hotel, with supporting parking, and retail and entertainment, including RiverWalk frontage and RiverWalk linkages. The current Downtown (bus) Transit Center can also be integrated into the USPS facility, if vacated.
- Future re-development of the Intermodal Station and USPS facility should include a pedestrian bridge over the Menomonee River to create connections to the Harley Davidson museum or the School of Freshwater Science campus and business park.

SPECIFIC BLOCKS:

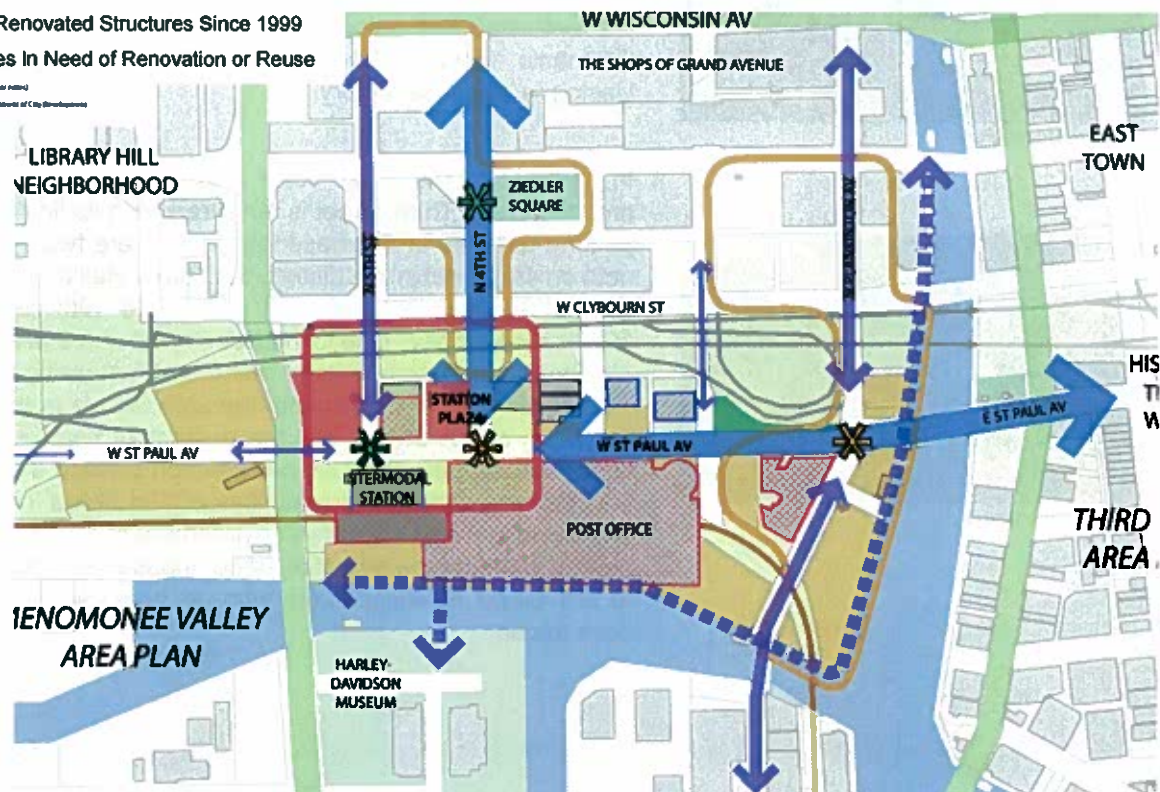
- St. Paul Avenue between 5th Street and the 6th St viaduct (DOT SITE 6): This site is best suited for a multi-story building supporting the Intermodal Station campus with active ground floor uses such as a restaurant, shops or services geared to commuters. This site can also include the re-located Downtown Transit Center from the present Lakefront location. Middle levels of the building could have parking, upper levels could have commuter oriented offices or housing.

- The tri-legged billboard sign on DOT Site 6 is temporary. A sign that is integrated with a future building's upper wall or placed on the roof could be a long term replacement.
- The blocks south of Clybourn, between 3rd and 5th Streets (DOT Site 5 and 4) should be used for streetcar maintenance, parking or other transportation uses related to Station District activity. Retail activity such as a coffee café, pavilion, or drive-thru can be incorporated.
- The river-adjacent block under the expressway (DOT Site 2) should be used in conjunction with new uses on the parcel just to the south of the elevated highway, allowing driveway access to that site. . The adjacent City-owned parcel should be considered for sale to the abutting land owner to complete the parcel.
- Parcels with riverfront property must include a RiverWalk that follows design standards found in the Downtown RiverWalk Guidelines.

- Expressway support columns should be illuminated.
- At the descent of the Plankinton Avenue expressway ramp, an artistic gateway element should be installed, such as a significant piece of public art, fountain or other downtown identity element.
- On Plankinton Avenue, between the railroad line and the river bridge, the small unused triangular piece of land should be designed as a distinct gateway space to the district.

- Showcase Streets
- Existing "Places"
- New "Places"
- Catalytic Project Areas
- Existing Focal Points
- New Focal Points
- ↔ Key Connections to Establish
- ↔ Secondary Connections
- Other Connections
- Special Use Areas and Sub Areas
- Sites Susceptible to Change
- Key "Hinge" Sites
- New or Renovated Structures Since 1999
- Structures In Need of Renovation or Reuse

Graphic: Scale: Not Set
Source: City of Milwaukee Department of City Development



Old World Third District



Pere Marquette Park



North Fourth Street

The Old World Third District encompasses historic Old World Third Street, Pere Marquette Park, and the large assembly venues along 4th Street, notably the Bradley Center; US Cellular Arena; and the Milwaukee Theater. The namesake for this district is Old World Third Street, a two-block stretch of N. 3rd Street that contains the last remnants of a Germanic commercial and residential neighborhood developed in the mid-1800's. The intact block faces that survive today give the present retail and entertainment strip a distinctly "old world" Germanic flavor highlighted by Mader's Restaurant and Usinger's Sausage factory.

In contrast to the small scale and decidedly 19th Century architecture of Third Street is 4th Street with its line of arenas, parking garages and surface lots. There are two buildings of note on 4th Street in this district, the Turner Hall and Milwaukee Journal-Sentinel building, built in the late 19th century and 1920's respectively. Due to the location of the arena entrances, 4th Street commands a large amount of foot traffic but is less pedestrian friendly due to both the architecture of the arenas, the width of 4th Street, and the number of nearby vacant or under-utilized parcels. This combination created a disconnect between the charm and amenities of Old World Third Street and river front and the harsh environment of 4th Street. It also serves to defeat the potential lure of thousands of event-goers to 3rd Street establishments who go from car to arena and back to car.

The Old World Third District is an important place-making and entertainment district that brings large numbers of visitors to downtown Milwaukee. Since place-making and economic development opportunities are key goals of this plan, maintaining and building upon the assets in this District are key. There are two main components to accomplish this goal, supporting a new or improved Bradley Center and better integrating the assembly facilities with the Old World Third Street and riverfront amenities. Successfully doing so would create one of the most attractive and successful entertainment districts in the region.



Old World Third Street at Highland Avenue, looking west



RiverWalk



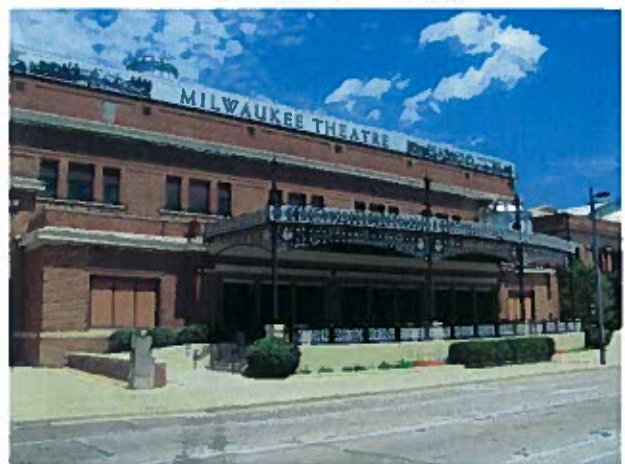
Pere Marquette Park



Restaurants on Old World Third Street



Bradley Center



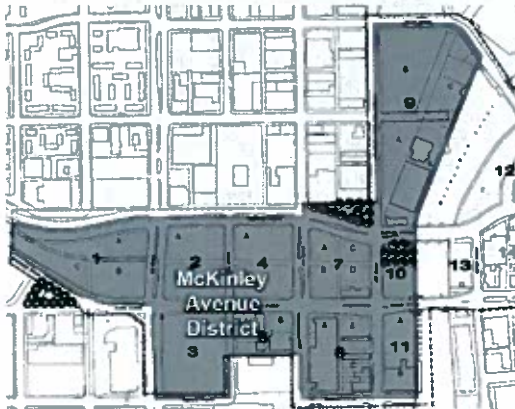
Milwaukee Theater

Park East Corridor



Park East freeway corridor

The northern portion of the Old World Third District is defined by the now vacant Park East freeway corridor. The Park East represents the last remaining leg of the proposed Lakefront Freeway that was never fully developed. Demolition of the Park East freeway in 2002 opened up 64 acres of land for future re-development and since that time six developments are either completed, underway, or proposed. A form-based master plan and design guidelines were established shortly following the demolition of the freeway. The Park East Master Plan emphasizes form and design features but does not emphasize use which may, for the broader focus of this plan, need to be reconciled with the overall goals of the Downtown Plan Update



Park East Blocks 3 and 5



Park East Blocks 2 and 4

Old World Third District Recommendations:

- Preserve the historic building stock of Old World Third Street between Juneau and State Street.
- Increase the residential population in the Old World Third District, preferably on vacant or under-utilized sites surrounding Pere Marquette Park.
- To enhance and re-enforce the walkable, European flavor of Old World Third Street and to promote increased foot traffic and activity consider curbless streetscaping along Third Street between Highland Avenue and State Street and between State and Kilbourn in conjunction with any re-development of the Journal-Sentinel block as shown in Chapter 5.
- Continue the two-way conversion of State Street up to 6th Street.
- Maintain Juneau Avenue as an important through-street.
- Improve the western terminus of the Highland Avenue pedestrian bridge with an improved vista from future development at 4th and Highland and better connect the vibrant 3rd and Highland intersection to the 4th Street arenas.

Bradley Center Blocks

- Any new multi-purpose assembly venue that may replace the Bradley Center should remain Downtown, preferably in the Old World Third District, between McKinley and Kilbourn and between 4th and Sixth Streets.
- In the event of a new multi-purpose assembly venue, where feasible the street level design should avoid large blank walls and dark facades that closes the facility off from its surrounds. Large, open, and glassy facades should dominate and create vistas where possible.
- Large plazas and atriums with accompanying lighting and graphics should be considered as arena entrance features. AT&T Plaza in Dallas is a good example of marrying supporting development with an arena entrance and place-making amenities.
- Development that complements the arena can be supported within the current Bradley Center blocks, which includes the two primarily vacant blocks fronting Juneau Avenue.
- Possible future commercial or entertainment uses related to any new multi-purpose assembly venue or re-development of the current Bradley Center can activate the ground floor, with parking and other commercial uses occupying upper floors. Alternatively, commercial uses can line or wrap around the arena and remaining block faces and parking located within the block cores.

Pere Marquette Park

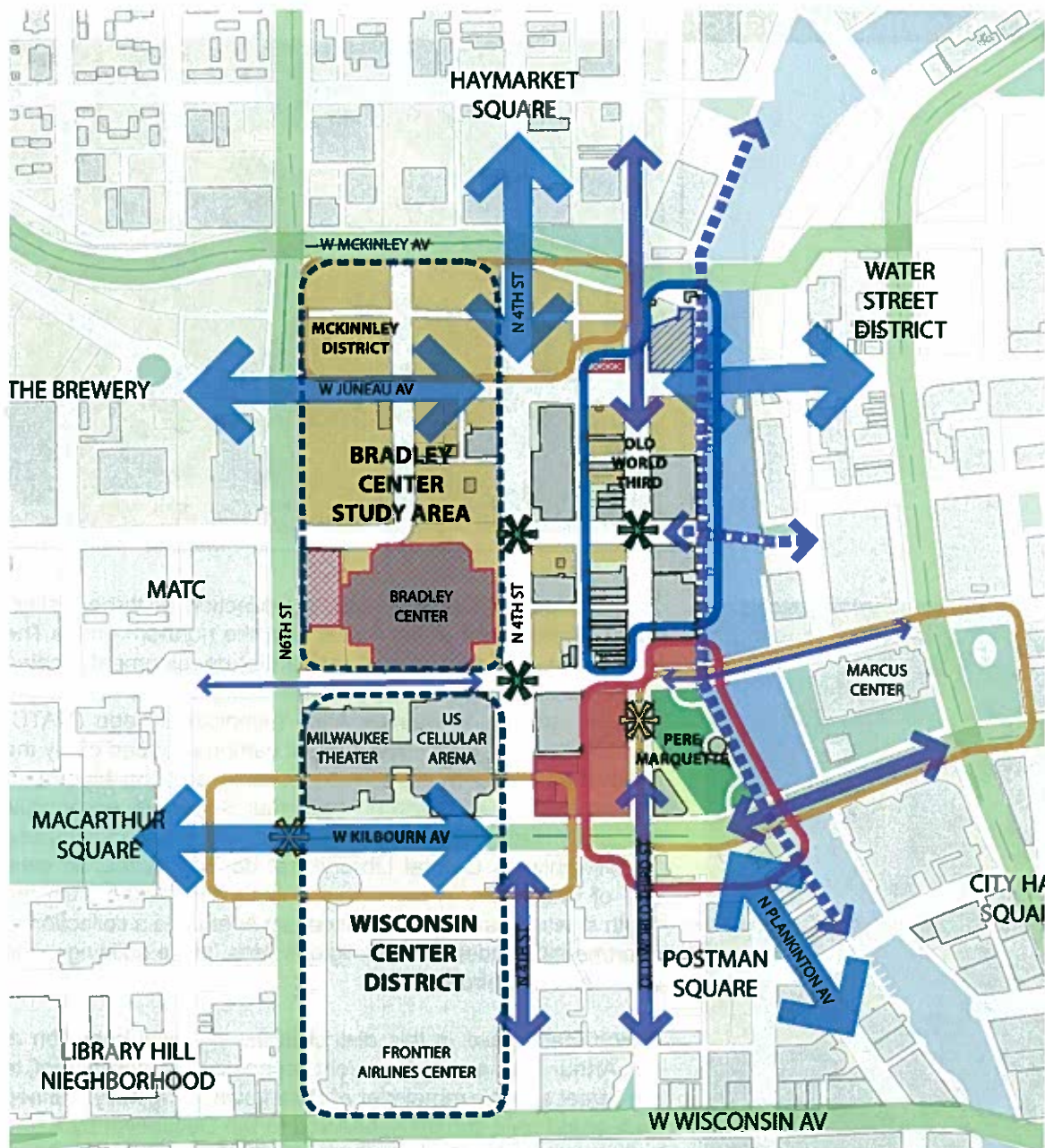
- The three major public spaces along Kilbourn Avenue downtown – Red Arrow Park, the Marcus Center grounds, and Pere Marquette Park, should be cohesively designed and programmed to allow these public spaces to be better connected. Kilbourn Avenue can serve as the design thread that weaves these spaces together.
- Given Milwaukee's brewing history and culture, consider an open air bier garden at Pere Marquette Park during the warm weather months.

Kilbourn Avenue

- Transform Kilbourn Avenue, from James Lovell Street to the river into a tree-lined boulevard as was originally envisioned.
- From west of Pere Marquette Park, Kilbourn should better connect to MacArthur Square. There is currently a visual connection but not much of a physical one.
- Kilbourn Avenue between 3rd and the River needs improved pedestrian cross connections to Pere Marquette Park.
- Eliminate the right turn by-pass on the southeast corner of Kilbourn and Plankinton. This is a prime example of desirable areas being separated by large gaps of blank or empty spaces.

Park East Corridor

- Continue to implement the Park East Redevelopment plan.
- The vacant Park East corridor, west of the river, should consist of higher density, multi-story residential uses. Other acceptable uses are hotels, accessory retail and parking and other uses as detailed in the Park East Master Plan. Space for a possible future multi-activity assembly venue is also a consideration.
- Major destination retail venues should be avoided in the Park East plan area and instead be directed to the Downtown Center area such as the vacant 4th and Wisconsin parcel.
- Reinforce Juneau Street as a primary pedestrian and connecting corridor. Juneau Street is an important east-west connection in the larger downtown area, connecting the Yankee Hill District to the former Pabst Brewery.



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|--|---|
|  Showcase Streets |  Special Use Areas and Sub Areas |
|  Existing "Places" |  Sites Susceptible to Change |
|  New "Places" |  Key "Hinge" Sites |
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|  Key Connections to Establish | |
|  Secondary Connections | |
|  Other Connections | |

Graphic: 10-01-2010
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Downtown West District



St. James apartments

The Downtown West District is a collection of three distinct areas located west of 6th Street. On the northern end is The Brewery, a commercial and residential development located in the re-developed Pabst brewery complex. South of the Brewery are the Milwaukee Area Technical College (MATC) and Milwaukee County government campus capped off by the neoclassical County courthouse building and the MacArthur Square civic park. South of MacArthur Square is, essentially, the library district. Not surprisingly the library district is named for Milwaukee's Central Library that dominates the far west end of Wisconsin Avenue in downtown Milwaukee. On the south side of this stretch of Wisconsin Avenue is a collection of apartments, academic and religious uses, office buildings, and small retail storefronts.

A significant issue in this district is the physical condition of MacArthur Square and its current connection, or lack thereof, to 6th Street and the remainder of Downtown. Originally planned as a grand civic square connected to the Downtown by a tree lined boulevard in Burnhamesque tradition, MacArthur Square is and does neither. In reality, MacArthur Square is a poorly designed, maintained, and under-used park sitting atop an underground parking garage that serves the County complex. The entire MacArthur Square park is cut off from Downtown due to a grade change retaining wall and roadway system that disconnects Kilbourn Avenue at 6th Street where it splits into two one-way freeway access and exit tunnels to and from US 43.

Other issues in the district revolve around appearances, primarily along N. 6th Street. N. 6th Street is an arterial and serves as a major conveyance of cars through the Downtown. As a consequence it is a natural seam in the Downtown fabric and the development along it has reflected this – blank walls and poor corner development are the hallmarks of this unattractive and lifeless corridor. An example is the intersection of N. 6th and Michigan. The corners of this intersection consist of two parking decks, a surface parking lot, and a blank wall side of an office building. While the functionality of the street is a practical necessity, greater attention to appearances and softening the physical edges of both the street and abutting development should be stressed along this corridor.

The redesigned Marquette Interchange created a vacant, 10-acre parcel when an access loop was eliminated with the new interchange. Located adjacent to I-94, the parcel is adjacent to several existing office buildings and is close to Marquette University.



Downtown Central Library



MATC Campus



The Brewery

Photo credit: Zilber Ltd.



Milwaukee County Courthouse and MacArthur Square



North Sixth Street, looking south

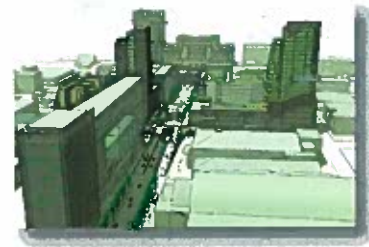
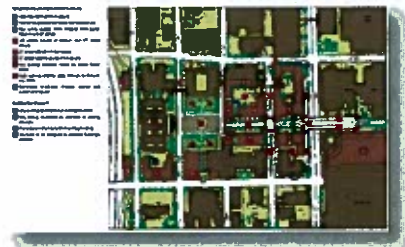
Downtown West District Recommendations:

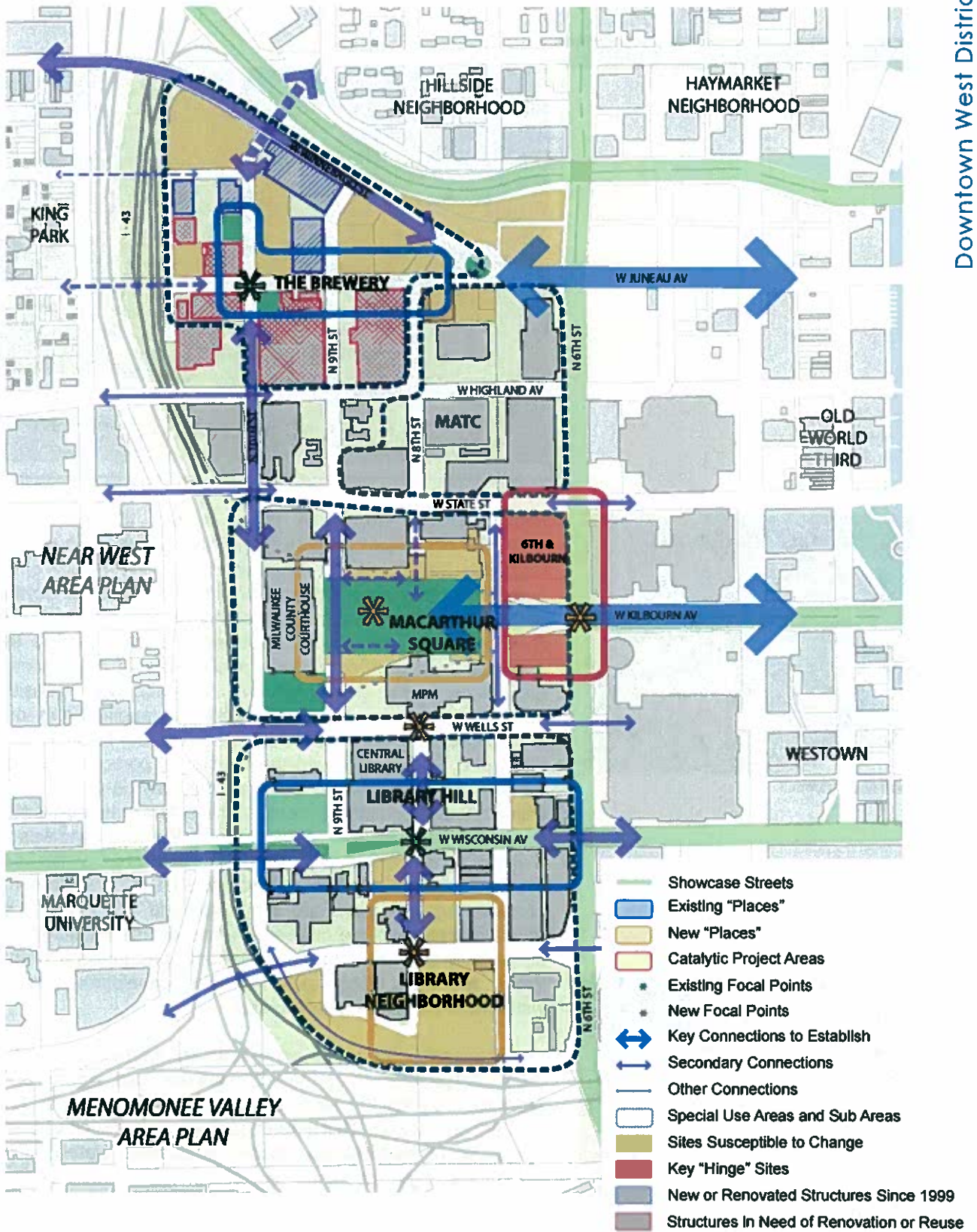
- Connect Kilbourn Avenue to 7th Street following the existing grade.
- The street should be redesigned to take on the qualities of a boulevard rather than a divided highway. Intersections with excessive size should be reduced to accommodate pedestrians.
- Eliminate the right-turn bypasses at the intersection of 6th and Michigan Streets.
- Eliminate the right-turn by-passes leading to and out of the Kilbourn tunnels.
- The large State owned DOT site south of Michigan and 8th Street could be a catalyst for a new Library District neighborhood, centered at 8th and Michigan.
- Market rate and affordable housing should be emphasized in this area.
- Neighborhood Identity is needed.

MacArthur Square

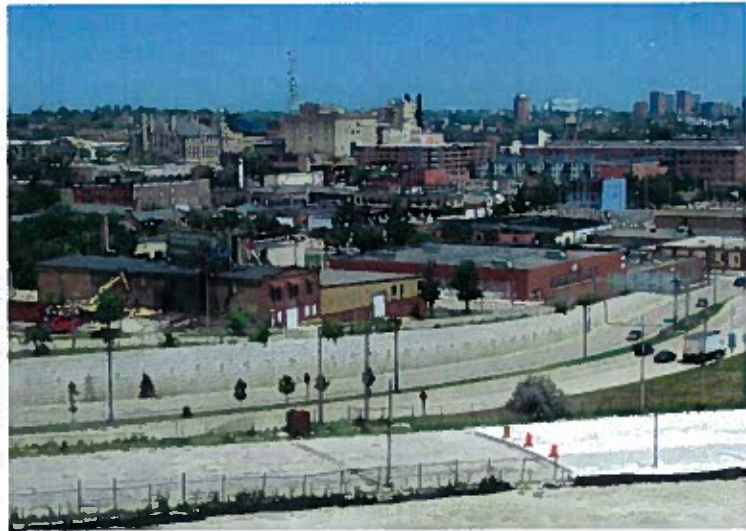


The impetus for this catalytic project originates with the idea and concepts outlined in the 1999 Downtown Plan and detailed in a creative redevelopment plan created by the former Planning & Design Institute (now with GRAEF) and the UWM School of Architecture & Urban Planning in 2009. Titled, "MacArthur Square Civic Infrastructure & Economic Growth", the plan examined how to reconnect the civic space above the MacArthur Square parking garage to the existing grade of Kilbourn at 6th Street and at the same time expand the underground parking capacity to attract new development to frame in a smaller but improved civic place. One of the more integral components to the plan is the use of pedestrian and vehicular ramps to connect Kilbourn Avenue east of 6th Street up to the civic plaza grade level and adjacent new development sites.





Haymarket District



Hillside Neighborhood

Similar to the Downtown West District, the Haymarket District is composed of three identifiable areas – the Hillside residential neighborhood, Haymarket, and the Schlitz office park. The Haymarket District also abuts the western portion of the former Park East freeway corridor that is now McKinley Avenue. The majority of the Hillside neighborhood is the 9-square block Hillside Terrace public housing development maintained by the Milwaukee Housing Authority. It consists primarily of 2-story apartment buildings ranging from one to five-bedroom units arranged on a traditional street and block grid. Complementing the residential portion of Hillside Terrace is a community resource center, Boys & Girls Club, a children's early childhood center, and a family health center. Surrounding the Hillside development to the south and west is a ring of light industrial uses that buffered the residential uses from the former Park East freeway and US 43. While some of these industrial uses are still viable and in operation two of the largest sites are currently vacant or under-utilized and susceptible to future change. Immediately north along Walnut Street, are larger, block-sized multi-family developments along with a now-vacant hospital building.



Typical Haymarket commercial buildings

The Haymarket derives its name from an open air market that once existed near 5th and Vliet Streets and sold, among other products, hay for the large number of horses used in 19th Century Milwaukee. This nine-square block area is now largely a mixture of professional offices, small-scale warehousing, vacant lots, light industrial, and commercial vehicle storage along with civic and cultural uses, most notably the Gold Meir Public School and the Milwaukee Youth Arts Center. From a land use perspective Haymarket is underutilized in the

wake of the freeway removal. No longer physically cutoff from Downtown, Haymarket now sits atop the largest and most notable re-development effort in Downtown Milwaukee and presents an opportunity to evolve into an entirely new neighborhood nearly similar in size, if not in architecture, to the Third Ward given its new direct connection to Downtown.

Schlitz Park is a large-scale office district located within and adjacent to the 19th Century former Schlitz brewery plant. A notable feature of Schlitz Park is its river frontage and RiverWalk connections to both the Beerline neighborhood, the Old World Third District, and the Water Street District. Improving these river connections by drawing them west into Haymarket would further stimulate future residential and commercial development.



Schlitz Park



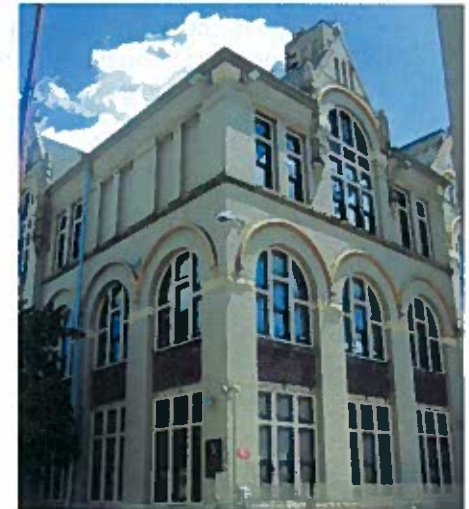
Youth Arts Center



Redline Gallery



Residences on Mayflower Court

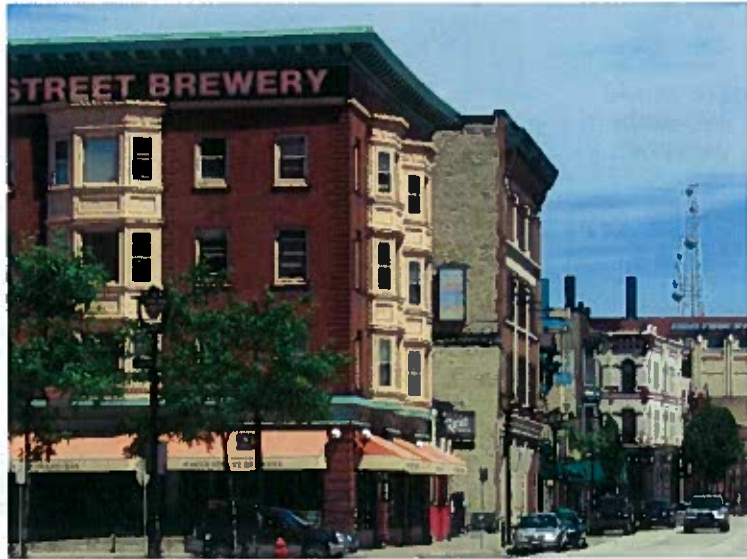


Golda Meir School

Haymarket District Recommendations:

- Support a mix of smaller scale, low rise residential uses in the Haymarket, including live-work space.
- Increase the overall residential density of the district.
- Focus residential development around a 4th / Vliet commons served by streetcar service and appropriate streetscape and landscaping.
- Encourage job creating uses and discourage passive, low economic impact uses such as warehousing and outdoor storage as principle uses.
- Maintain public access to the river and RiverWalk via Vliet Street east of MLK Drive. Vliet Street can be the uniting connection between the river, a future Haymarket neighborhood, the Hillside neighborhood and west to the former Pabst Brewery
- Support uses in the District that are oriented towards the creative arts and technology start-ups, including live-work space for such uses.
- Eliminate the right-turn by-passes along Walnut Street at 6th Street and MLK Drive.
- Conversion or re-development of industrial or other vacant or under-utilized sites can include community service uses.
- Encourage additional liner buildings along the Milwaukee River at Schlitz Park to take advantage of the unique riverfront location.
- Maintain the pedestrian bridge linking Hillside and The Brewery. Future replacement of the bridge should take on a "gateway" design as a symbol to highlight the entrance into Downtown.
- 6th Street appears and feels like a highway. The street should be redesigned to take on the qualities of a boulevard rather than a divided highway. Intersections with excessive size and with current or future pedestrian emphasis should be reduced or properly scaled.
- A large number of vacant or under-utilized parcels line the east side of 6th Street. New development should better engage 6th Street to improve aesthetics and the pedestrian environment along this stretch of 6th.

Water Street District



North Water Street residential development



With possible exception of the Lakefront District, Water Street is probably the area most associated with Downtown Milwaukee entertainment due to its collection of bars, restaurants, and entertainment venues. Water Street was, for a significant amount of time, the only game in town, or at least the only game downtown, that offered a range of food, drink, and other leisure options. The district is unique in that it contains a distinct grouping of older and historic buildings surrounded by an increasing amount of new infill development, primarily along the river portion of the Park East corridor and the MSOE campus.

The Water Street District in this plan follows Water Street from the Brady and Water Street intersection south to Kilbourn Avenue, encompassing the east side of the Milwaukee River up to the MSOE campus at Jefferson Street. The northern portion begins at the intersection at Brady Street, one of most successful retail and entertainment streets in the city. Improving the connection between Brady and Downtown is a key factor in the success of both districts and will bring a dynamic continuity to the Downtown and Lower East Side as a whole, effectively merging the two areas. Historically, the stretch between Brady Street and Downtown at the Water Street entertainment district was an under-utilized utilitarian zone dominated by surface parking lots, the elevated Park East freeway on one side and a vacant tannery complex on the river-side. Two developments have since spurred significant development in this area, the removal of the Park East freeway and resulting eight new city blocks available for development, and redevelopment of a large portion of the former Gallun tannery site into multi-story apartments,

Below the Brady-Downtown corridor is the Water Street entertainment district. Two-blocks in length, this area has long been a destination for residents and visitors alike attracted to the row of bars, restaurants and associated crowds and nightlife. Historically this area of Water Street has always been entertainment oriented and the success of the district, as in many cities, is likely due to the uninterrupted row of two and three-story historic buildings and characteristic facades that gives the area a comfortable and pedestrian-scaled atmosphere.

The south end of the district is made up of block-sized development of primarily office and civic uses such as 1000 N. Water and the MGIC office complex as well as the Marcus Center for the Performing Arts. The eastern portion of the district is a mixture of the MSOE campus, large and small scale apartment buildings and the former Blatz Brewery, since converted to both commercial and residential uses.

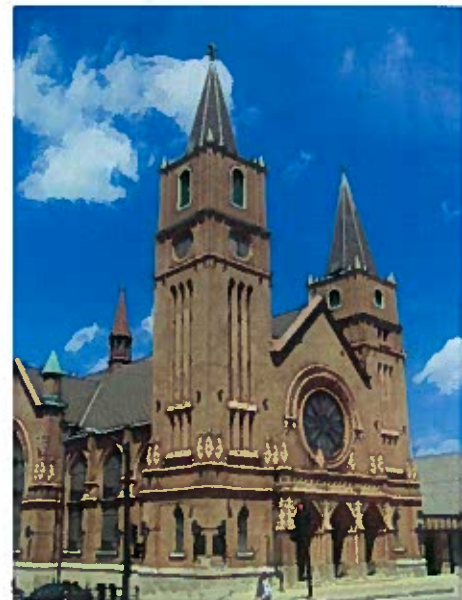
Ensuring and maintaining compatible and quality development on the Park East parcels will be the dominant issue for this district. Adding density and good design to future projects will ensure that Park East becomes a healthy downtown anchor.



Water Street



1000 North Water Street, Red Arrow Park, and MGIC office building

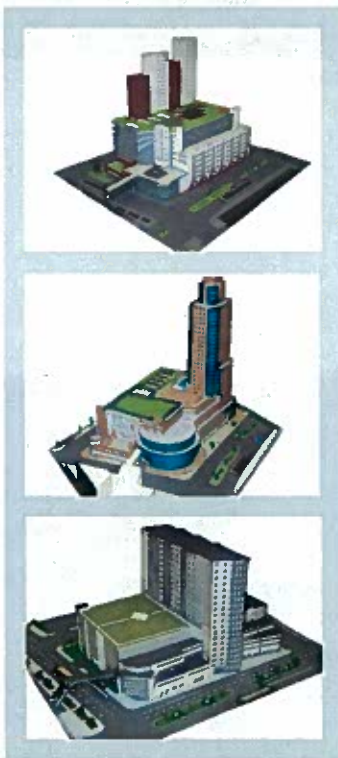


Grace Lutheran Church

Marcus Center Parking Garage Site



PAC garage situated between Water Street entertainment district and CBD offices



A key re-development site Downtown is the existing parking structure for the Marcus Center for the Performing Arts. Located at the intersection of State and Water Streets, the Center's parking structure is strategically located between the Water Street entertainment area and the traditional CBD core of Downtown.

The structure is a Marcus Center-owned, three-story, 700-car public parking deck on City land that is leased to the Marcus Center. It serves as the primary parking facility for the Center's events and is also fully leased for daytime monthly parking. The Marcus Center is owned by Milwaukee County and operated by the Marcus Center, Inc.-a separate 501c3 organization. Milwaukee County partially funds the Center's operations. The remaining operating revenues is derived from earned income, including parking revenues. By expanding the parking structure to support increased performance business and increased revenue, the Marcus Center would become financially self-reliant, eliminating the need for an annual operating subsidy from Milwaukee County.

Since 2005 the site has been seriously considered for re-development into a larger mixed-use complex consisting primarily of office, residential, parking, and ground floor retail and entertainment uses. Most recently, students at the Milwaukee School of Engineering created models reflecting various development concepts for the site that showed how a new development could successfully infill a key Downtown intersection.

The advantages of re-developing the Marcus Center's parking structure go beyond providing additional parking and revenue for the facility. Located at a key downtown intersection, the land, solely occupied by the parking structure, is underutilized real estate. New mixed-use development with street-level retail/ entertainment options on the site would effectively fill in the activation gap

between the bar and restaurant uses of Water Street to the north with the theaters and restaurants directly to the south in the Downtown Center. It would also add density to the surrounding area, and create the opportunity for increasing taxable development where it currently does not exist.



Blatz condominiums



Kern Center



Vacant Park East parcels



Vacant Park East parcels



Views of the Water Street District

Water Street District Recommendations:

- Continue to implement the Park East Redevelopment plan.
- Complete the conversion of State Street to two-way traffic.
- Improve the physical connection between Red Arrow Park and the grounds of the Marcus Performing Arts Center.
- Redevelop the Performing Arts Center parking garage block in a way that extends the Water Street entertainment district.
- Consider a permanent visitor's center at Red Arrow Park.
- Allow for the closure of Edison Street between Water and Knapp Streets related to future development.
- Better define the Water Street entertainment district with streetscaping and signage. Create generous sidewalk space to allow for outdoor cafes.
- In connection with the Water street entertainment district, make pedestrian improvements along Juneau and Highland Streets between Water Street and the Milwaukee River.
- Widen the sidewalks along Water Street between Highland and Knapp Streets.
- Support the on-going efforts of MSOE to define its campus with banners, signage, and way finding.
- Extend Knapp Street between Van Buren and Jefferson Streets.
- Continue efforts to create a park along Water Street between Market and Broadway Streets as established in the Park East Master Plan.
- Land uses in the Park East blocks of the Water Street District should consist primarily of office and residential. Exceptions may include academic uses by UWM, MSOE, or MATC, or hotel uses.

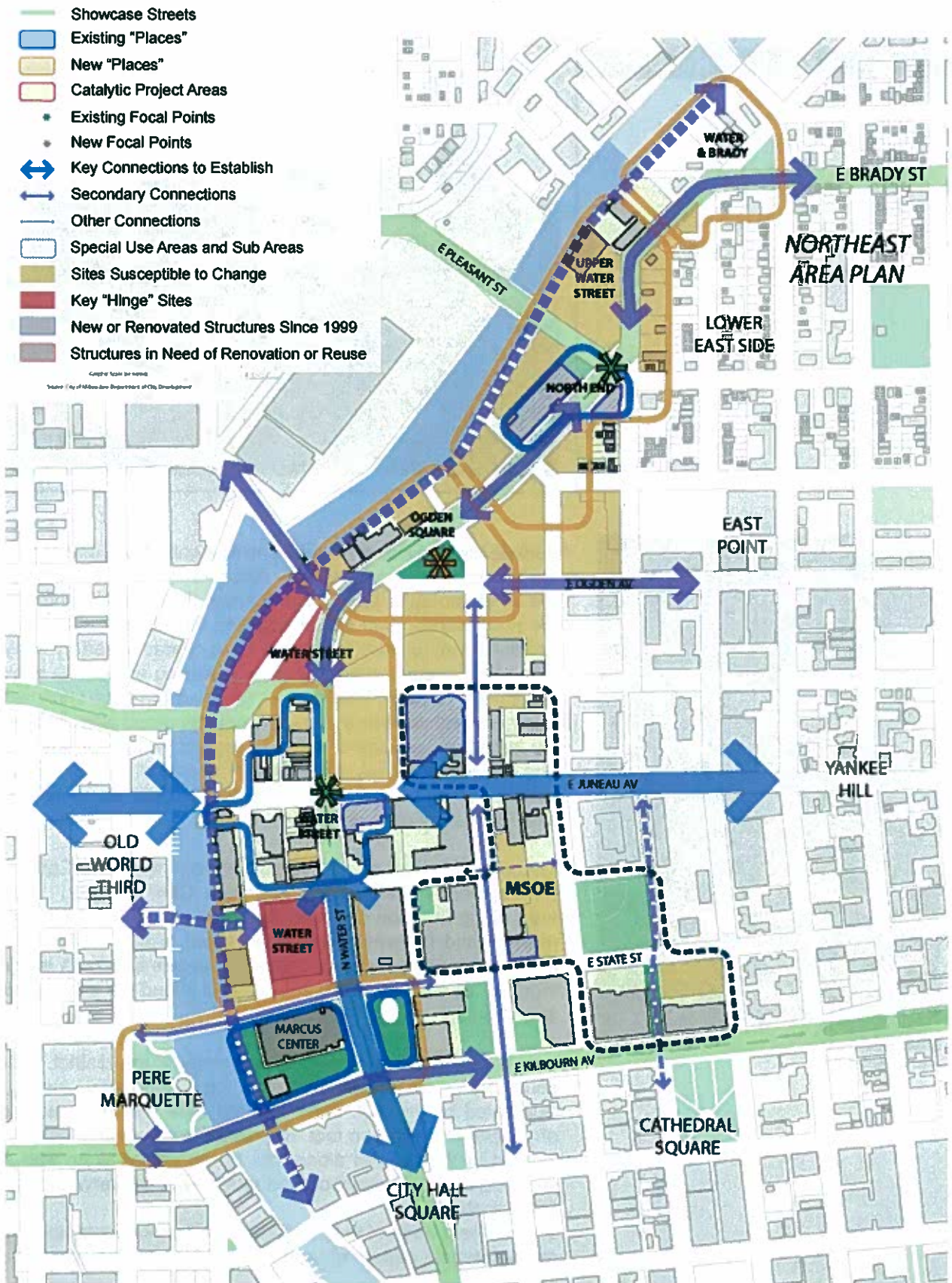


North End apartments

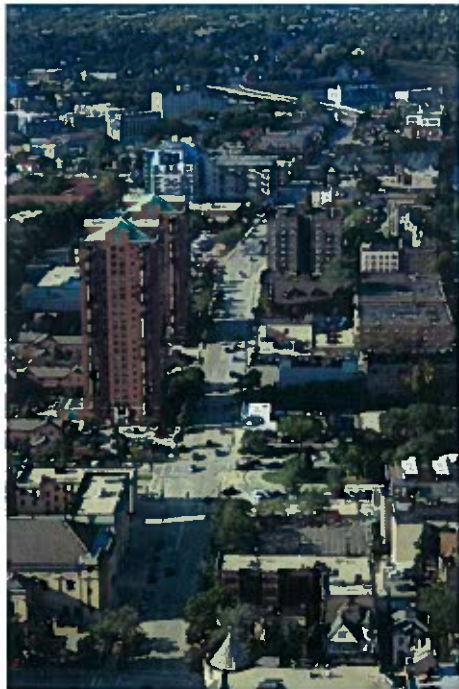


Site of future park





Yankee Hill District



Van Buren corridor

Yankee Hill is a Downtown residential neighborhood that begins the series of Lower East Side neighborhoods that run along the lakefront bluffs and continue along the shoreline through the north shore suburbs. It contains the highest residential density of any district downtown. It is characterized by early 20th Century construction, mainly consisting of low-rise brick apartment buildings, hotels, and a variety of classical churches of varying architectural styles. This neighborhood also contains the largest percentage of tree coverage anywhere Downtown. The residential blocks of the district boast densities typically between 60 and 120 dwelling units per acre with some as high as 165 dwelling units per acre.

The western edge of this district reflects more mid-Century development than its early Twentieth Century roots. The area along Jackson and Van Buren is a result of the urban renewal and freeway construction spree of the 1960's, with cleared blocks taken up by multi-story apartments on a larger footprint, as exemplified by Juneau Village and the Yankee Hill apartments.

Van Buren is the commercial backbone of the district, with some additional commercial uses on Ogden and Juneau. Supported by the high density of the area and high number of people who shop on foot, two downtown supermarkets are located in Yankee Hill along Van Buren Street along with a small collection of neighborhood retail, personal services, and restaurants.

The northern edge of the district reflects a more contemporary redevelopment pattern of urban renewal land. The Park East

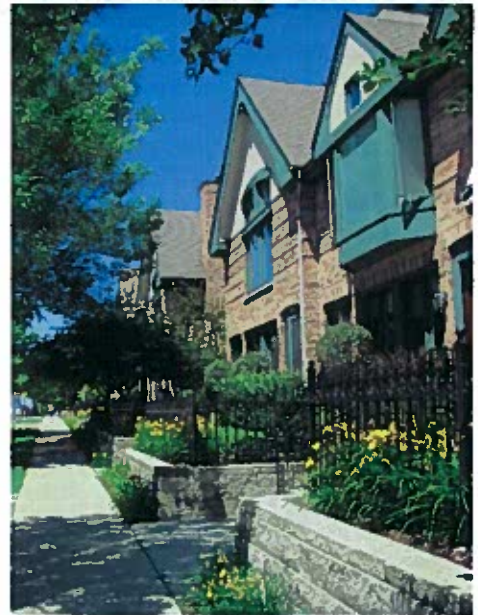
freeway ended at Van Buren Street but land was cleared along Lyon Street to Prospect Avenue for the freeway's originally planned footprint to the Lakefront. Along this route is now a four block stretch of 3-story apartments and townhomes, including an urban park, arranged along the edges of each block. Developed in the early 1990's, this development and its subsequent market success proved to be a catalyst for future Downtown residential development and effectively re-wove what was once a real tear in the Downtown fabric. An enlargement to the earlier established "Burns Triangle", between Franklin and Prospect provides a pleasant neighborhood green space at the northeast corner of the district.



Typical Yankee Hill apartments

The residential origins of the district derive partly from its bluff side location and accompanying views of Lake Michigan and the Downtown skyline. Juneau Park is a County owned park that runs along the top of the Lakefront bluffs. While the park contains a generous amount of trails it suffers from an overgrowth of trees and invasive species that block its most valuable asset – lake views. Consideration of this asset should be re-examined in order to infuse the district with more and better place-making and quality of life amenities.

Overall, Yankee Hill is a stable and attractive corner of Downtown Milwaukee. In terms of planning and investment there is little that truly needs to be done when compared to the needs of the Downtown as a whole. Nevertheless, the strengths and weaknesses of the district do make clear a need to maximize its Lakefront location and build up neighborhood serving retail in order to serve its relatively large residential population.



Townhome development in former Park East corridor



East Ogden Ave. between Van Buren and Jackson St.



Typical landscaped building setback in Yankee Hill



Juneau Village and Yankee Hill apartments



Yankee Hill, looking Northwest

Juneau Park



Established in 1926, Juneau Park is a 16-acre Downtown park that offers sweeping views of Lake Michigan from its bluff top perch. Stretching from Juneau Street on the north to Mason Street to the south, Juneau Park is situated directly between Wisconsin's largest central business district and a residential area that has some of the highest densities and residential values in the state. In recent years, however, funding difficulties have hindered the natural geographic potential of the park.



The Juneau Park Friends is a non-profit, volunteer group that is an example of a citizen-led group working with local governments to transform the park into a neighborhood and City-wide asset. Working with Milwaukee County and landscape architects the group has identified key issues aimed at revitalizing Juneau Park: invasive species removal and improved lake views; improved sidewalk and intersection connections; bluff stabilization; improved and accessible laketrfront access, and improved and innovative storm water management. Together with an overall park plan that takes into account programming and amenities such as temporary or permanent café's or kiosks, patio seating, and play areas, Juneau Park can be a true bookend to the original vision of Kilbourn Avenue and with its lake views has the potential to become one of the premier "places" Downtown.



Yankee Hill District Recommendations:

Neighborhood Development

- Improve connections from Downtown to the Lower East side, especially to Brady Street, where numerous neighborhood serving uses currently exist. Connections should include streetcar and bus routes, complemented by good pedestrian environments that are safe, walkable, and engaging.
- Preserve the historic character of older portions of the area
- Revise and update C9A section of the Zoning Code to reflect the current mix of retail and residential uses more consistent with today's urban real estate market.
- Complete the conversion of State Street to two-way traffic.

Van Buren Corridor

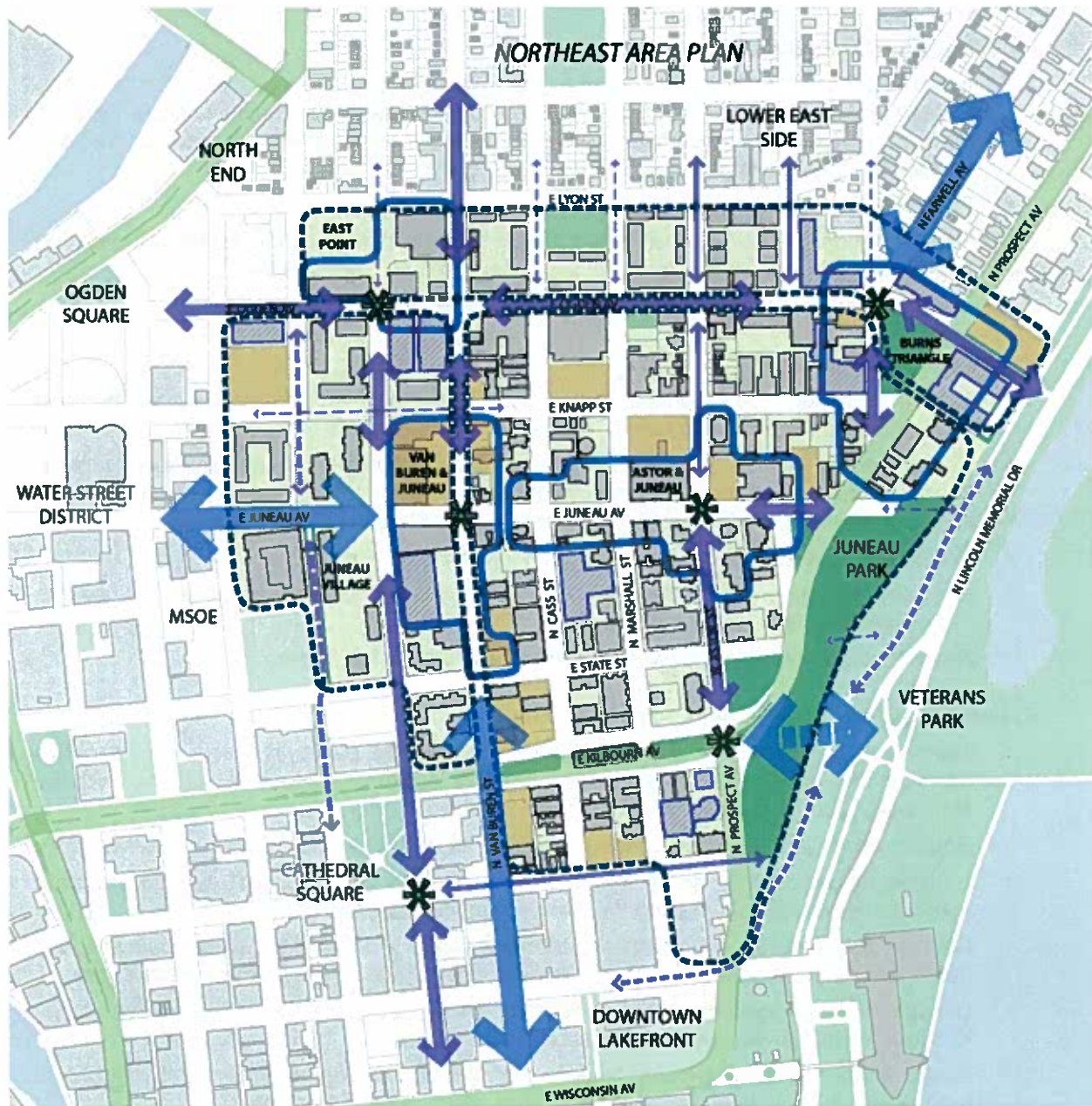
- Support continued development of the Van Buren/Jackson Corridor for neighborhood supporting retail and service uses.
- Promote new neighborhood supporting businesses and unique urban businesses, such as quick-service restaurants, personal services, bicycle shops, hardware stores, drug stores, and specialty shops, with late hour availability that will address daily needs of residents.
- Create a unique identity for the area as a neighborhood retail district.
- Consider redevelopment of the low-scale uses on the blocks north of Juneau Avenue into more sizable mixed use developments.
- Re-connect Knapp Street between Jefferson and Van Buren Streets.

Kilbourn Boulevard and Juneau Park Terminus

- Terminate Kilbourn Avenue at Juneau Park with landscape, public art, fountains or an active use such as a park pavilion to anchor this key terminus as a "place" that bookends with the Milwaukee County courthouse and completes the view corridor or vista.
- Support efforts of local neighborhood groups to develop a Juneau Park improvement plan.
- Consider improvements to the intersection of Kilbourn and Prospect Avenue, reducing right-turn by-passes and making the intersection more pedestrian friendly.
- Connect Cathedral Square to this end terminus with a wide, planted public boulevard with public art and other amenities. Some aspects of this have already been accomplished.
- Use intersection improvements to better connect Cathedral Square with the district along Kilbourn Avenue at the Jefferson Street Pedestrian mall.
- Where Kilbourn Avenue widens, beginning at Jackson Street, consider using part of that right-of-way for enhanced storm water swales, planters, and medians.

Streetcar and Transit Connection

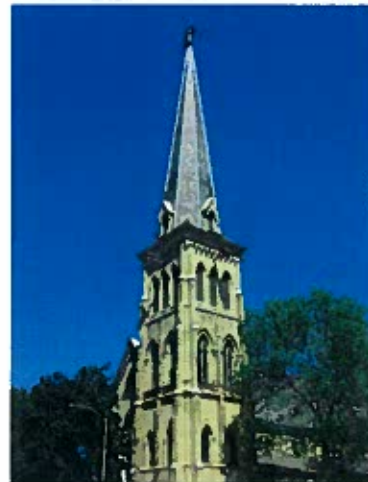
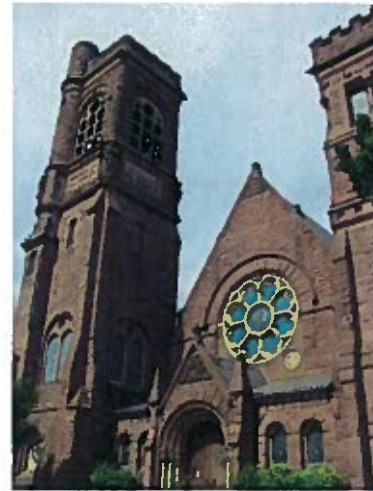
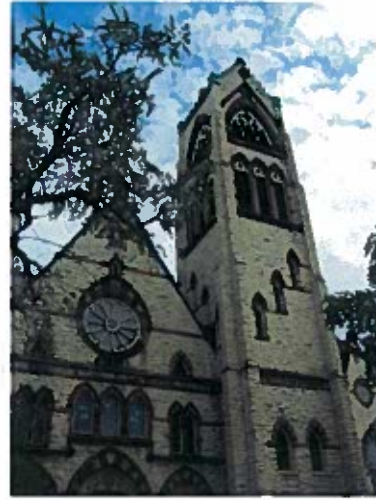
- Connect residents of the Yankee Hill district to the Downtown Center, the Lakefront, Third Ward and Westown by streetcar connections.
- Existing bus service and any new Bus Rapid Transit Corridors should serve residents of the Yankee Hill District with direct connections to the Downtown Center and the East Side.
- Consider new transit connections along Juneau Street to Water Street, the Old World Third St. area and the Brewery Area.
- Promote the visibility and identity of Burns Commons as a key streetcar connection.

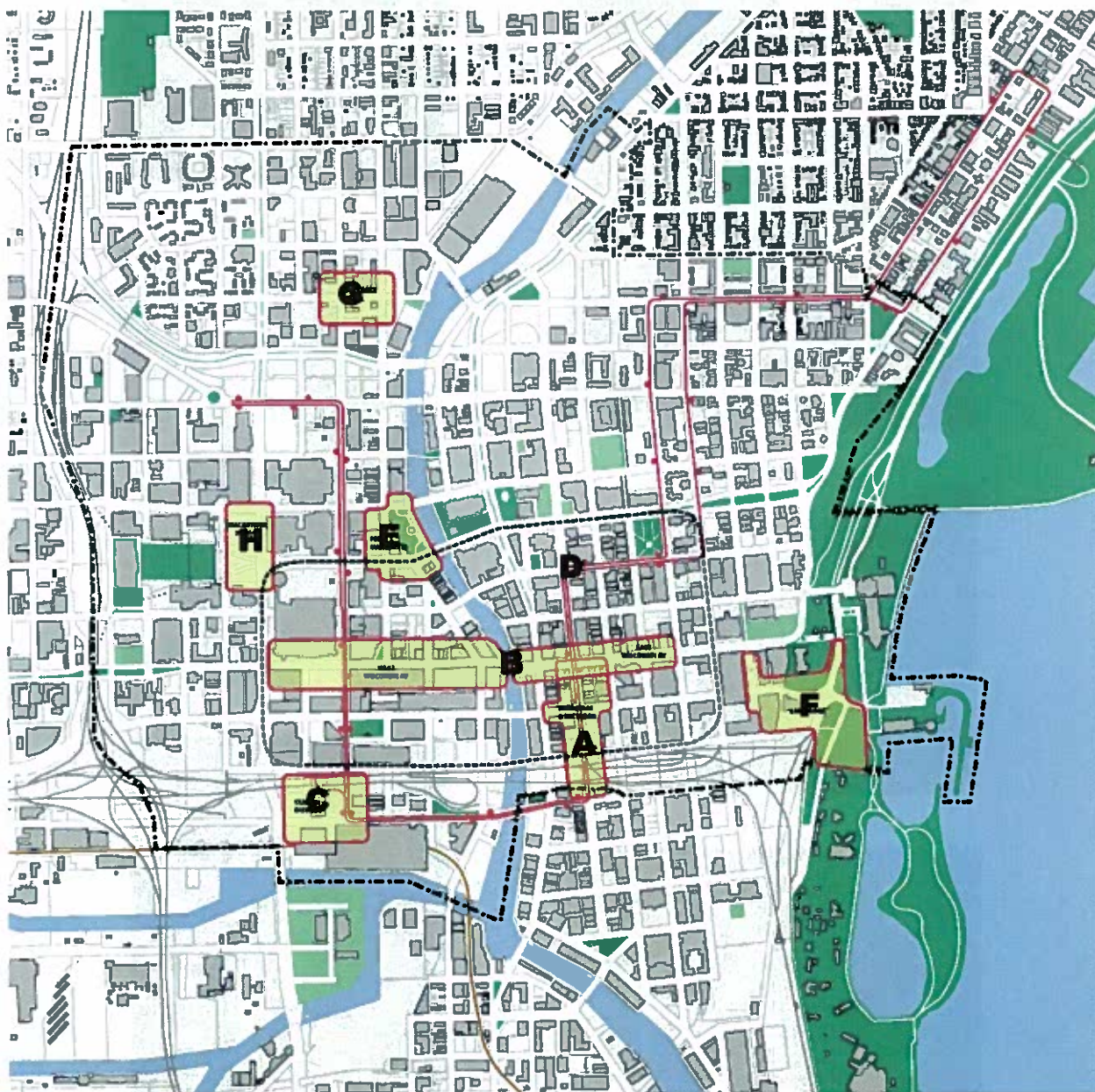


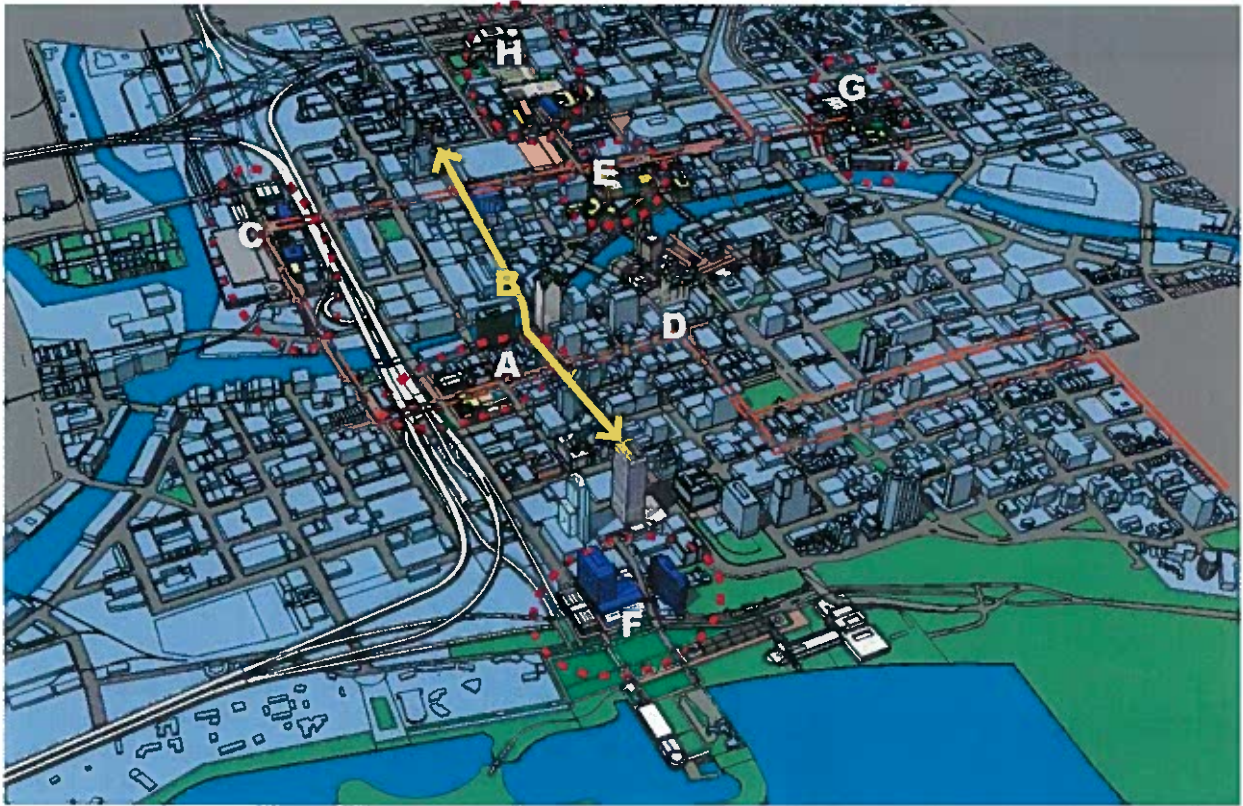
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|---|------------------------------|---|---|
|  | Showcase Streets |  | Special Use Areas and Sub Areas |
|  | Existing "Places" |  | Sites Susceptible to Change |
|  | New "Places" |  | Key "Hinge" Sites |
|  | Catalytic Project Areas |  | New or Renovated Structures Since 1999 |
|  | Existing Focal Points |  | Structures in Need of Renovation or Reuse |
|  | New Focal Points | | |
|  | Key Connections to Establish | | |
|  | Secondary Connections | | |
|  | Other Connections | | |

Graphic Scale for map
 Year: 1 April 2010
 Department: City Development

Images of Yankee Hill







Catalytic Projects

- A** - Broadway Connection
- B** - Wisconsin Avenue Strategy
- C** - Station Plaza
- D** - Downtown Streetcar
- E** - Pere Marquette Square
- F** - Lakefront Gateway
- G** - Haymarket Square
- H** - Kilbourn Extension to MacArthur Square

Chapter 5 Catalytic Projects

During the planning process several redevelopment projects and programs aimed at increasing economic and community value were identified. Implementation of these “catalytic” projects and initiatives will represent a significant public and / or private financial investment in the area. These projects are considered catalytic because they inspire a confidence and commitment that leads to additional investment and improvement in the surrounding area; boldly creates or reinforces the Downtown’s image, amenities, and a sense of place; and accomplishes these things in a manner that furthers Downtown’s attractiveness and overall development goals.

Eight catalytic projects are proposed in this plan. Six projects focus on redevelopment of specific sites and two projects are initiatives or strategies on a broader, less site-specific scope. The map opposite illustrates the geographic location of each of the catalytic projects or initiatives. Detailed descriptions for each catalytic project include the current status of the site or area, objectives for each project, and specific recommendations – including design concepts.

Broadway Connection



Current State

The two-block stretch of North Broadway between E. Wisconsin Avenue and E. Clybourn Street has the potential to be one of the most attractive, vibrant, and successful places in Downtown Milwaukee. Currently, however, it is a desolate stretch of surface parking lots and vacancies separating Downtown from the Third Ward. While the two block-faces contain two of the city's most stunning historical buildings in the Mackie (Grain Exchange) and Loyalty buildings, both suffer from relatively high vacancies and lack of direct parking support that would otherwise increase its value for office and street level retail or bar and restaurant tenants.



Two surface parking lots and the underside of I-794 act as "gateways" into the Downtown from the Third Ward, adding to both the perception and reality of a physical separation between Downtown and the Third Ward and a lack of retail options in Downtown Milwaukee. To some extent Downtown retailing competes with the more successful mix of shops and restaurants in the Third Ward, Milwaukee's primary "loft district". Although it contains some offices, the Third Ward is primarily a residential neighborhood that is now expanding across the Milwaukee River into the 5th Ward.

This portion of Broadway possesses all of the ingredients needed to, essentially, pull the successful qualities of the Third Ward onto the doorstep of Wisconsin Avenue Downtown. It is located at the nexus between Wisconsin Avenue and Third Ward's "main street". It contains a historical building stock complemented with a row of turn of the Century facades fronting along wide sidewalks capable of supporting outdoor dining; and surface lots that could support a mix of residential,

commercial, and shared parking facilities, with direct freeway access literally across the street.

In summary, the Downtown Center needs to better embrace the strong architectural character that is distinctive to the local area, while filling an unmet retail market demand comprised of a unique collection of shops to attract both local and regional market segments. A supporting streetscape program would create an inviting public sidewalk realm to complement the unique shops and restaurants. A new “place” in the Downtown Center could offer an attractive and engaging downtown experience, similar to that found in the Third Ward.

Objectives

To help revitalize the Downtown Center, the Plan adopts the following objectives:

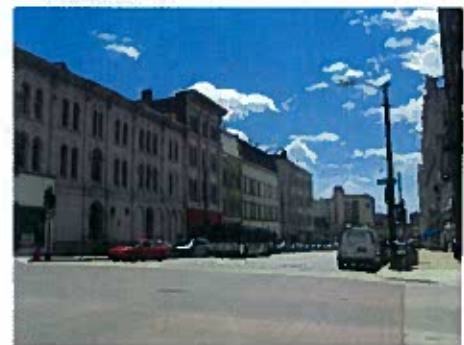
Objective 1: Pedestrian connections between the East Town retailers with retailers in the Third Ward and West Town, further expanding the perception of specialty Downtown shopping.

Issues: By eliminating the perceptual and pedestrian gap between the Downtown Center and the Third Ward, Downtown retailing can be marketed as one collection of specialty shops. Broadway offers the best linkage potentials because of its width, its role as a main street in the Third Ward, and the availability of fronting properties for conversion to retail use.

Objective 2: Retail continuity.

Issues: A satisfying shopping experience depends upon continuity and synergy among shops. Therefore, retail expansion should eliminate gaps in building continuity by replacing surface parking lots with developments containing ground-floor retail or dining uses. In the short term, prior to redevelopment of surface parking lots, shallow, “liner” shops and open spaces can be developed along sidewalks designated for primary pedestrian circulation.

Expanses of blank walls should be covered with a combination of art and advertising, emphasizing animated, changeable electronic media; where possible, also provide for shallow, mobile, or temporary retail kiosks or carts between the sidewalk and the wall.





Elevated freeway divides the area



Lighting ideas for under the freeway



Objective 3: Enhanced historic building features to emphasize the uniqueness of the District.

Issues: Preserving the appeal and usability of historic structures requires building upgrades to meet contemporary occupancy needs and energy cost reductions, as well as convenient parking and transit accessibility, carefully-designed façade restorations, and effective lighting techniques to dramatize the visual qualities of the façades.

Objective 4: A high quality pedestrian realm that tempers Milwaukee's climate.

Issues: A high quality pedestrian realm must include a high-quality streetscape environment containing abundant shade trees, colorful plantings, seating areas, public art installations, informative and decorative signage, interactive information booths, attractive lighting, and climate-tempering shelter features.

Since most after work shopping and dining occurs after dark, a quality evening environment with diverse lighting techniques would greatly enhance the appeal of spending time Downtown.

One of the most effective and economical ways to create an inviting shopping environment is to temper the harshness of cold, windy, and rainy climate conditions with shelters, canopies, awnings, and passive heating devices.



Active uses under a freeway



Light and art ideas under a freeway

Catalytic Project – Broadway Connection, a retail or leisure-anchored mixed-use complex at Broadway and Michigan Streets linking Downtown and the Third Ward.

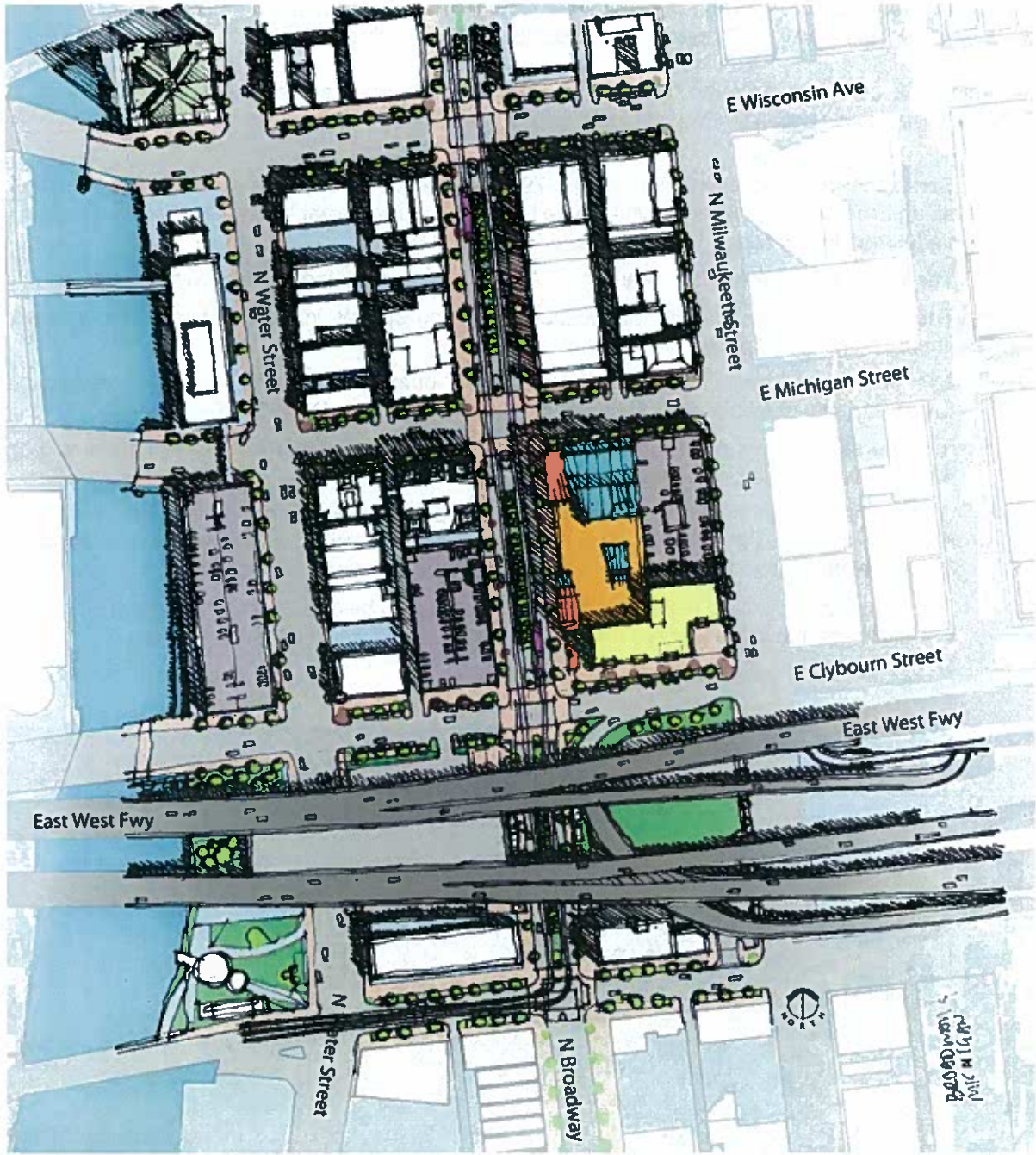
This area contains the most historic collection of late 19th Century commercial buildings in Milwaukee. This Catalytic Project would encompass the following features:

- Combined with improvements under I-794, the project would create pedestrian continuity along Broadway from Wisconsin Avenue to St. Paul Street, establishing an effective retail and pedestrian link between Downtown and the Third Ward.
- The venue would establish an anchor or major attraction for the Downtown retail collection.
- The evening demand would utilize unused parking spaces in surrounding office garages, improving parking space efficiency.
- Effective streetscape, including a public indoor-outdoor wintergarden and a median on Broadway, would establish the complex as a central place in Downtown.
- A model streetscape installation would test the effectiveness of improvements that could be installed throughout Downtown over time.
- A new shared parking garage with groundfloor pedestrian-oriented uses would serve the historic buildings in the complex, including the Mackie, Mitchell, and Button Block Buildings as well as the historic row along Broadway between Wisconsin and Michigan.
- The exceptional visibility of the complex from I-794 could be enhanced with exciting electronic visual effects that promote both the complex and Downtown's nearby amenities.



N Broadway

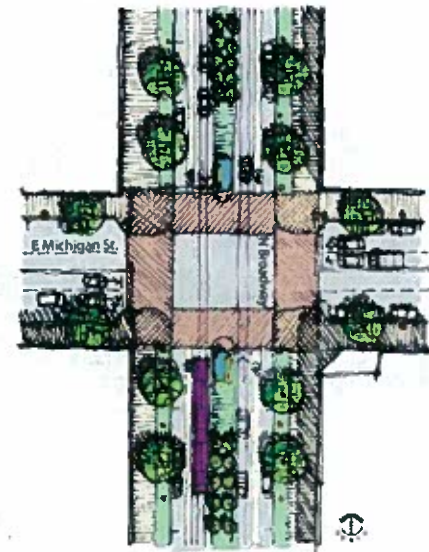
Broadway at Michigan Street looking south, proposed concept



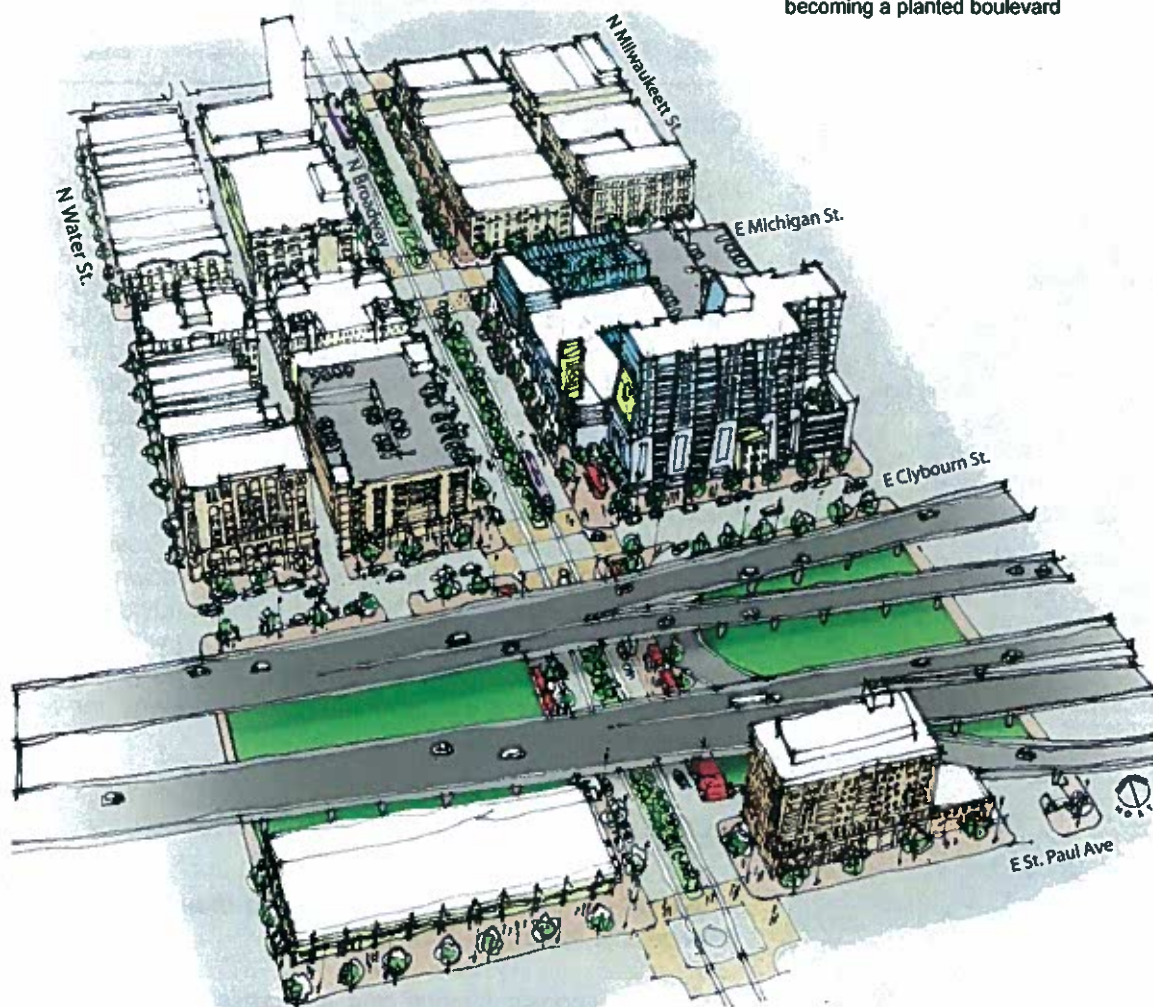
Next Steps

The City should conduct an inventory of suitable development sites for a retail - or leisure-anchored development in this area. Sites to consider include surface parking lots and existing low-scale buildings with historic façades that could be retained in the development. Financial and zoning incentives can be made available as needed. Opportunities for public revenues should be examined, including signage provisions along I-794.

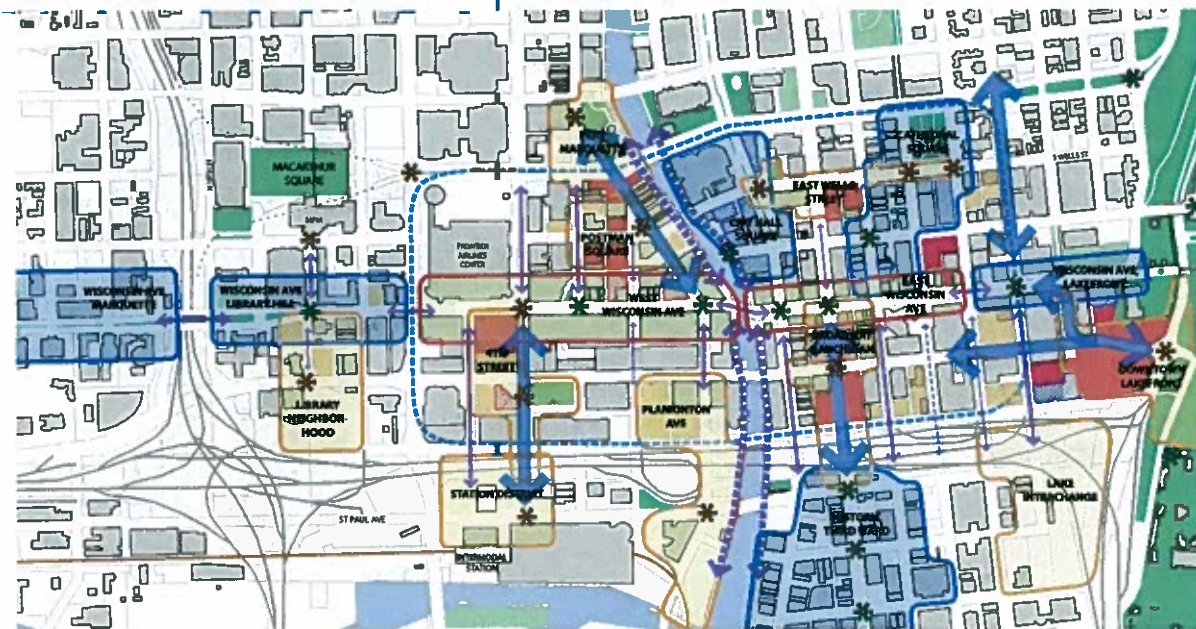
Prior to development activity, all surface parking “gaps” in retail continuity within the District should be subject to design standards that incorporate a “pedestrian use setback” within 20 feet of any sidewalk frontage. The area can include permanent or temporary (kiosks or carts) retail uses, open spaces, decorative landscaping, sculptures, shelters, and other pedestrian amenities.



Conceptual intersection design with center lanes becoming a planted boulevard



Wisconsin Avenue Strategy

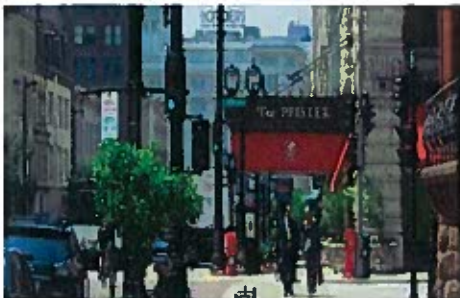


Current State

Historically, the center of Downtown has been Milwaukee's central marketplace for both financial services and retail merchandise. Because of the density of office buildings and the concentration of retail shops and restaurants, the area centered around Wisconsin Avenue has the highest volume of pedestrian circulation Downtown. In spite of this and the high numbers of office workers there has not been a coordinated effort to create a setting for a synergistic shopping experience. As a partial result, retailers have been leaving the Downtown, replaced by financial and service businesses occupying traditional key retail spaces. The recent BID 21 study by DowntownWorks identifies this area as critical for revitalization and expansion of retail offerings to serve Downtown workers, residents, and visitors. The DowntownWorks study documents the strengths and weaknesses of the area along with an unmet demand for approximately 400,000 sq ft of existing storefront retail space. The study also provides a strategy for retail expansion and synergy.



West Wisconsin Ave. at 2nd Street



East Wisconsin Ave. at Jefferson Street

Objectives

Objective 1: Expanded unique-to-the-market retail offerings in synergistic locations.

Issues: Wisconsin Avenue and key cross streets can offer the Milwaukee region's most unique shopping collection

by increasing the retail square footage and focusing upon a number of key types of retailers not currently well-represented in the Milwaukee area. Efforts should be undertaken to attract one-of-a-kind businesses from elsewhere in the region along with successful stores in Chicago and Madison. Innovative temporary, seasonal, and mobile retailers should be included.

Objective 2: Improved storefront appearances of both vacant and occupied spaces.

Issues: A major obstacle to the overall “success” of Wisconsin Avenue is the condition of a small number of storefronts lining the street, particularly the area west of the river. Vacant storefronts are the most problematic. Properties with board-ups, papered or whitewashed windows and overall property neglect create a negative, long-term impression for the entire central business district, hampering foot traffic and new retail opportunities.

In recent years the City of Milwaukee and the Shops of Grand Avenue have invested considerable funds for streetscaping and building façade improvements to the Grand Avenue complex. The impact of these efforts is diminished when surrounding properties exhibit signs of blight or poor property maintenance that discourages visitors and shoppers to the Shops of Grand Avenue. Improved storefront appearances and maintenance of vacant, existing, and future store frontages would help mitigate negative perceptions attached to Wisconsin Avenue and to the mall itself.

Objective 3: Increased visibility and accessibility drawing increased numbers of shoppers onto Wisconsin Avenue.

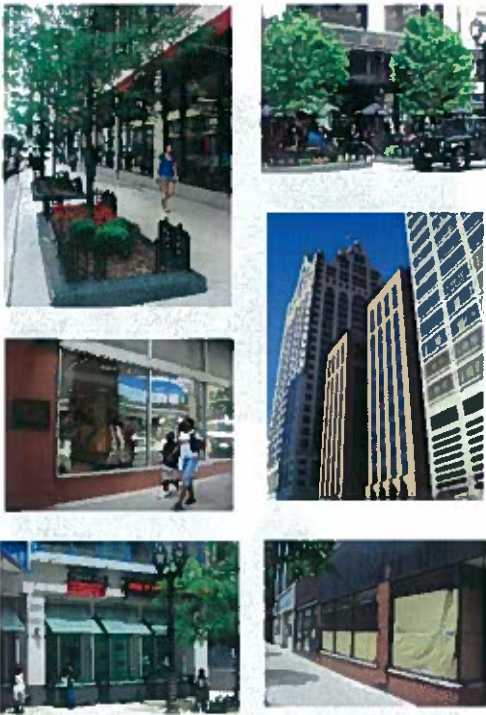
Issues: Use of the proposed Downtown streetcar and public art efforts for Wisconsin Avenue can be used to draw persons living near or visiting popular or frequented places adjacent to Downtown. Streetcar stops at Wisconsin Avenue can provide convenient and comfortable access for Third Ward and East Side residents and visitors to Wisconsin Avenue who would otherwise avoid a relatively long walk or an additional car or bus trip. Likewise, one impetus for public art efforts along E. Wisconsin Avenue, such as the recently approved flip art installations by Janet Zweig, is to create attractions or curiosities that would draw art museum and Lakefront visitors to Wisconsin Avenue.



The Caswell (Posner) building on W. Wisconsin Avenue

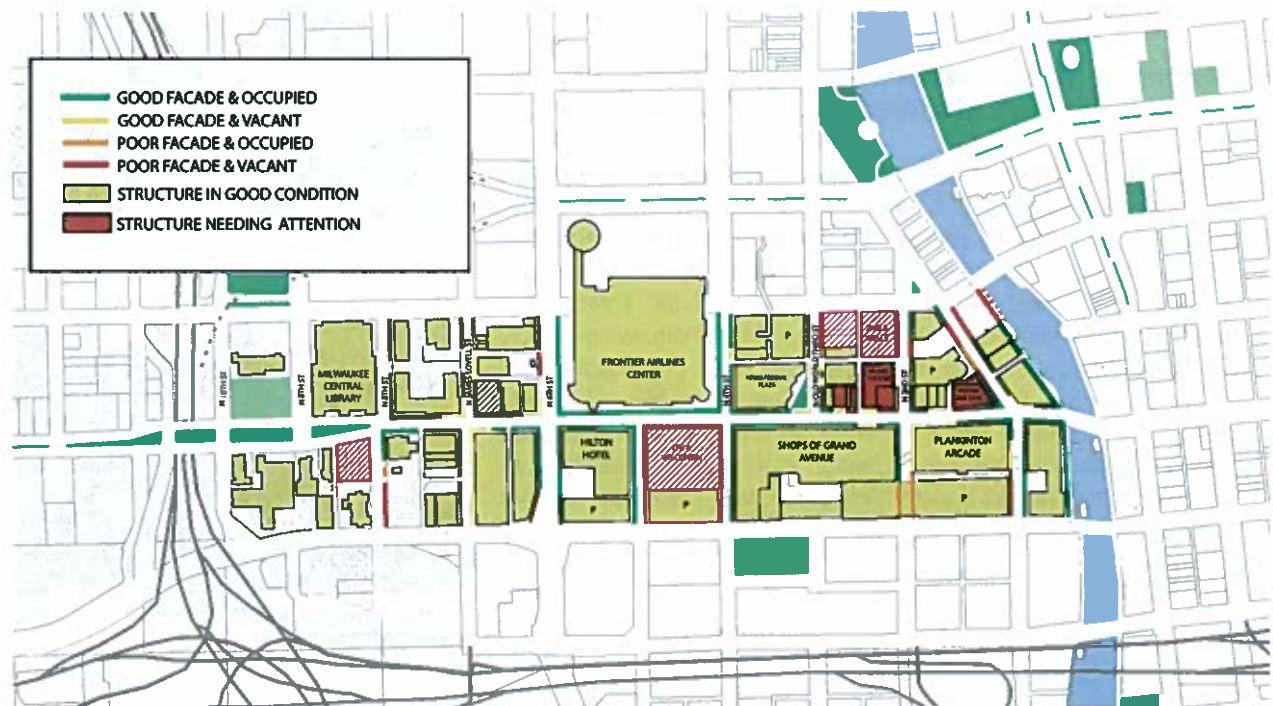


The Noonan Block building on East Wisconsin Ave. at Broadway



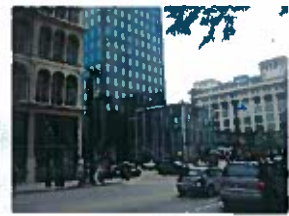
Objective 4: An overall long-range vision for Wisconsin Avenue.

Issues: Improving Downtown Wisconsin Avenue can be viewed as a short, medium, and long term strategy. For example, one approach could in the short term address storefront improvements, regulatory changes, event planning, and initial residential redevelopment of high-vacancy office buildings. These more immediate improvements are followed with on-going retail recruitment and improvements and over the long term more expansive ideas can be pursued such as strategic infrastructure improvements, memorable streetscaping attractions and amenities (e.g. art, sculptures, and overhead LED), and innovative revenue strategies to support improvements such as an endowment or a new Wisconsin Avenue association.

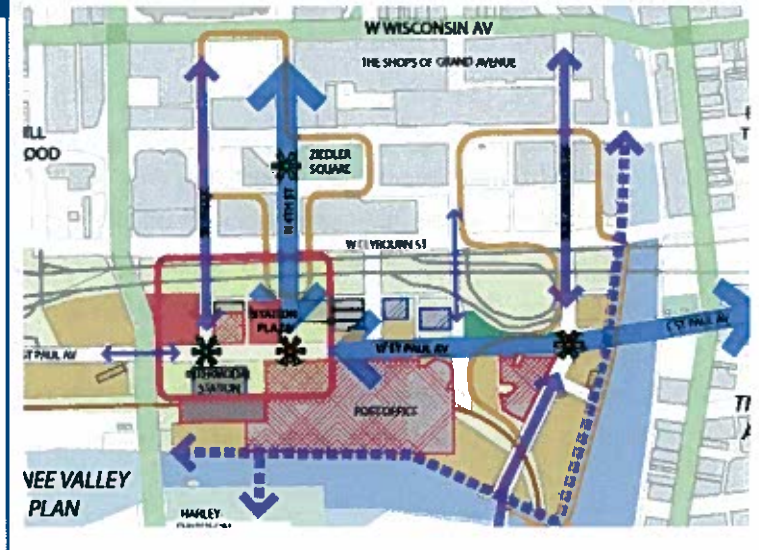


Catalytic Project – A Wisconsin Avenue Strategy: Targeted improvements on Wisconsin Avenue focused on a tightly defined area where investment in existing buildings can have a transformative effect.

- Create a framework for a Downtown Retail Incentive Plan centered around Wisconsin Avenue, between Milwaukee and 4th Street, and Wells and Michigan Streets.
- Coordinate targeted improvements with BID 21's retail recruitment strategy.
- Targeted code enforcement of façade neglect and inappropriate design.
- Identify specific buildings/sites for rehabilitation and enhancement.
- Locate the best fits for residential infill, conversion of buildings to residential or other re-use.
- Consider the creation of design guidelines for Wisconsin Avenue.
- Develop a long-term strategy and vision for Wisconsin Avenue.



Station Plaza



Current State

Gateway to Milwaukee

The Milwaukee Intermodal Station is the Milwaukee stop for Amtrak service and for intercity bus service. In 2009, over 553,000 persons departed or arrived at the Milwaukee Intermodal Station for Amtrak service alone, making this location a true gateway to and from Milwaukee. The current built environment around the Intermodal Station does not, however, lend itself as a destination or a place in which positive first impressions are made. The area is still somewhat isolated from the Downtown and Third Ward areas due to the placement of the I-794 overpass, lack of commercial or architectural connection to the Third Ward, and lingering semi-industrial uses surrounding the station in the form of the Iron Mountain and USPS facilities.



Milwaukee Intermodal Station



4th Street looking north

Transportation to/from Chicago

Downtown Milwaukee is only 90 miles from Downtown Chicago and Madison. Amtrak usage is growing in spite of the relatively slow travel times and infrequent service. The potential for business, residential, and tourism connections between Milwaukee and America's third largest city have only begun to be exploited to Milwaukee's competitive benefit. Proposed High Speed Rail service could connect Milwaukee with Chicago in less than one hour, Madison in 40 minutes, and Minneapolis-St. Paul in three hours.

Transportation to/from Racine and Kenosha

There are three large cities between Milwaukee and Chicago, less than 30 miles apart – Racine, Kenosha, and Waukegan. There are no convenient rail or transit connections among them

that could foster business synergies. The proposed "K-R-M" commuter rail service would expand Milwaukee's potential labor pool substantially by enabling residents in each of these cities to commute to Downtown Milwaukee conveniently and economically.

Existing Transportation Facilities

The new Downtown Intermodal Station expresses Milwaukee's orientation to the future in terms of coordinated and expanded rail and bus transportation. However, it does not incorporate the intra-city bus terminal. The terminal is located at Michigan and Lincoln Memorial Drive, inconvenient for bus passengers and largely unused for boarding buses. The location and building form are also inappropriate for a Lakefront oriented to recreation, culture, living, leisure, tourism, and spectacular views.

Milwaukee lags behind more progressive cities that have created commuter rail, light rail, and intra-Downtown transit services to strengthen Downtown businesses and increase competitiveness in attracting businesses to their regions. Milwaukee, however, can soon overcome this disadvantage and become a leading American city through implementation of four proposed rail transportation systems:

1. Improved rail service and possible future high-speed rail to/from Chicago will enable Milwaukee to be integrated with and marketed as a unique and attractive part of this major world metropolis.
2. Milwaukee-Madison Amtrak service will provide convenient and comfortable access between businesses, government offices, and universities in the two cities.
3. K-R-M commuter service will provide rail access to Downtown for 100,000 potential new employees who live in Racine, Kenosha, Waukegan, and Chicago's North Shore suburbs, creating a compelling new reason to locate businesses Downtown.
4. A Downtown Streetcar will unify Downtown's dispersed districts and provide business-quality connections from high-speed and commuter rail to the existing and future workplaces, residences, meeting facilities, and tourism venues within Downtown.



West St. Paul Street Looking east at 5th St.



Proposed streetcar stop



Example streetcar stop

Rendering by HINTB

Objectives



Streetcar maintenance facility under elevated freeway. Portland, OR



Streetcar maintenance facility under elevated freeway. Portland, OR



To capitalize upon Milwaukee's competitive advantages compared with other, similarly-sized cities, the Plan commits to a 21st Century transportation network with the following objectives:

Objective 1: Milwaukee's full integration into the Chicago region's economic system, including Racine, Kenosha, and Waukegan, by substantially reducing times, costs, uncertainties, and aggravations of travel between the two cities.

Issues: Extension of commuter rail similar to the existing Metra line to Milwaukee would enable the 200,000 residents of Racine, Kenosha, and Waukegan to have convenient, inexpensive, and reliable access to jobs and activities in Downtown Milwaukee. Furthermore, a true high-speed rail line would reduce travel time between Downtown Milwaukee and Downtown Chicago to less than 45 minutes. The proposed route would also connect Downtown Milwaukee and General Mitchell Field directly to Chicago's O'Hare Airport.

Objective 2: A sense of place, identity, and security, as well as a positive first impression for Milwaukee visitors when stepping out of the Intermodal Station and into Downtown Milwaukee.

Issues: Continued commercial and residential development around the Intermodal Station will further diminish the sense of isolation and under-development that currently exists in some areas around the Intermodal Station. Expanded train service and a new streetcar system with a key stop near the station, complemented with improved lighting, landscaping, pedestrian amenities, and architectural styles complimentary to the station will integrate this location as a vibrant and key regional hub located between Downtown and the Third Ward.

Objective 3: Seamless connections among intercity, intraregion, and Downtown transit services.

Issues: The newly-renovated Intermodal Station should be expanded into the transit gateway to Milwaukee, incorporating future high-speed rail, commuter rail, intercity coach service, intra-region bus service, and a Downtown streetcar circulator. Transit connections should be designed to temper Milwaukee's wintertime climate and periods of inclement weather. An arrival and departure experience should include a formal "gateway space" symbolizing Milwaukee's character and vitality.

Catalytic Project – Station Plaza, incorporating an expanded Intermodal Station campus that links a new Streetcar network with intercity rail and intraregion bus services.

- The Intermodal streetcar stop along St. Paul Street would be proximate to commuter parking garages with walkable access from car to station, minimizing time and distance to workplaces throughout Downtown.
- The Intermodal Station stop would be designed in character with the new Station design, providing direct, climate-tempered access between the Streetcar, intercity rail service, and intraregion bus service.
- Design elements of a new Station Plaza would include curbless streets around the 4th Street and St. Paul intersection, benches, and retail kiosks or pavilions.
- Functions of the existing Milwaukee County Downtown Transit Center would be relocated either into the Intermodal Station / USPS complex or at the adjacent DOT parcel at 5th and St. Paul Streets enabling the existing transit center site to be redeveloped with uses that would be marketed for their Lakefront proximity.
- A new Downtown Transit Center could be combined with a commuter parking structure with street level rental car agencies, restaurants, and other uses geared towards commuters.
- A new transit-oriented campus would be created between the Intermodal Station and I-794, oriented to businesses and residents that would take advantage of direct rail access to Downtown Chicago, Racine, and Kenosha as well as Madison.
- Commercial buildings would surround a new Station Plaza, incorporating the properties between St. Paul Street and Clybourn Street.
- The campus will be expanded to include business and residential sites fronting the Menomonee River on the existing U.S. Post Office site after the Central Post Office moves to Oak Creek.



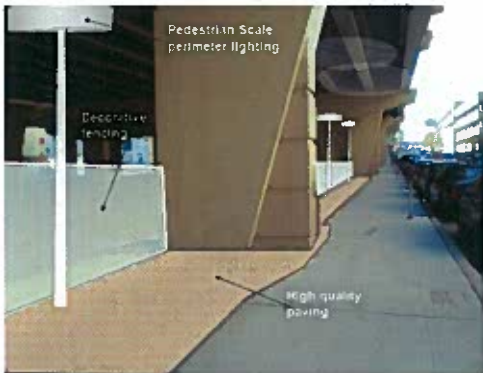
Existing surface parking lot could be developed for transit-oriented development, 4th and St. Paul



State of Wisconsin owned parcel, 5th and St. Paul

Next Steps

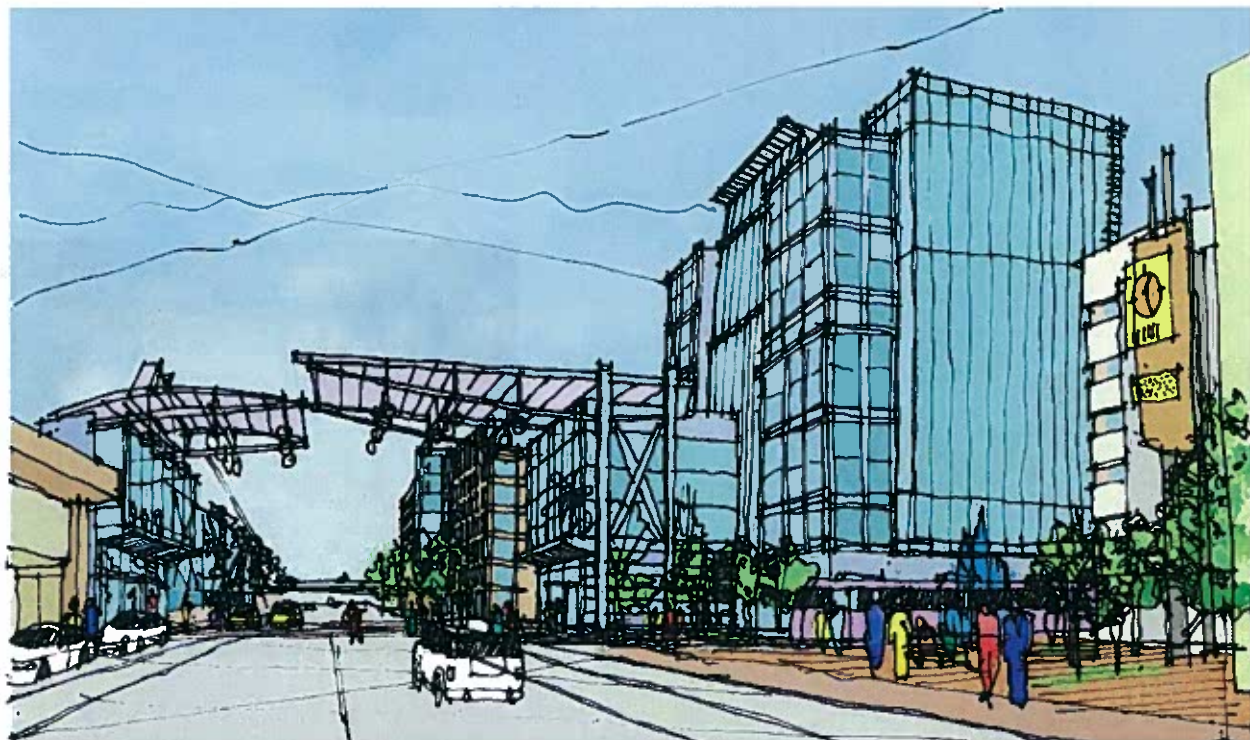
The City should focus on the block bounded by 4th Street, 5th Street, St. Paul Street, and Clybourn Street for development of the expanded Intermodal Station, the Streetcar Station, a Streetcar maintenance facility, the Gateway Plaza, and development sites for a future business center.



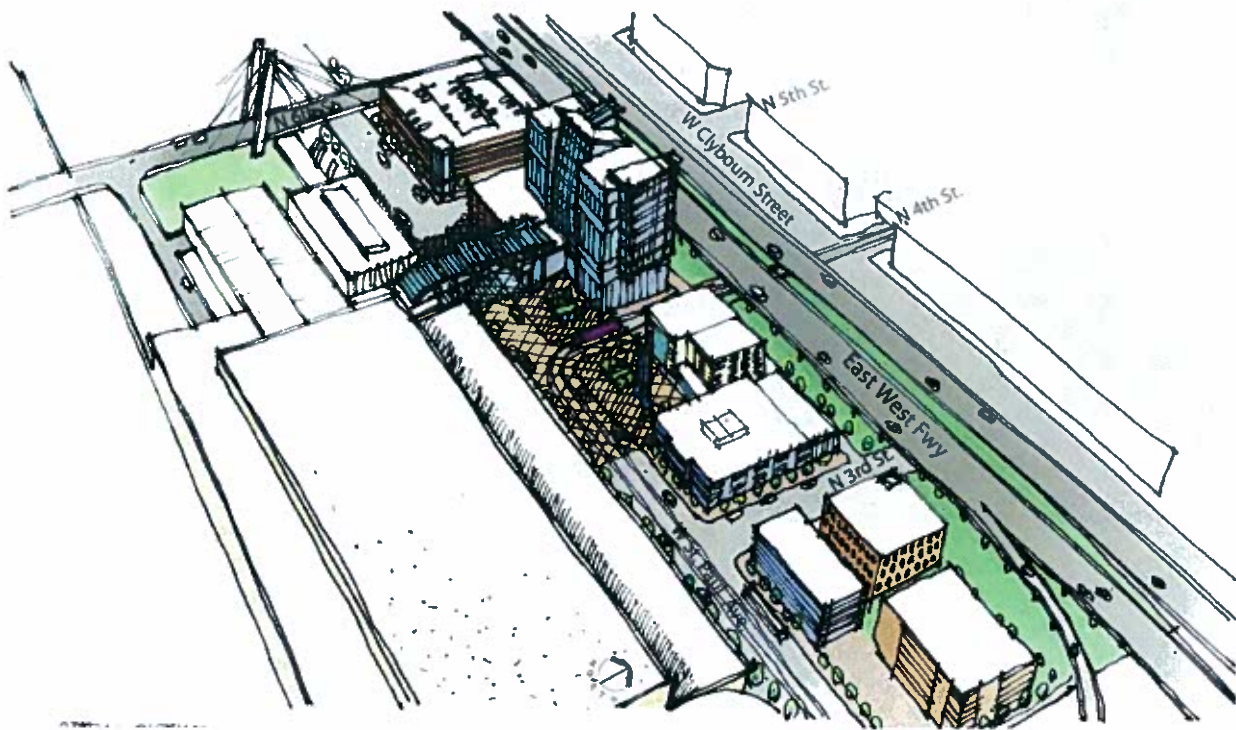
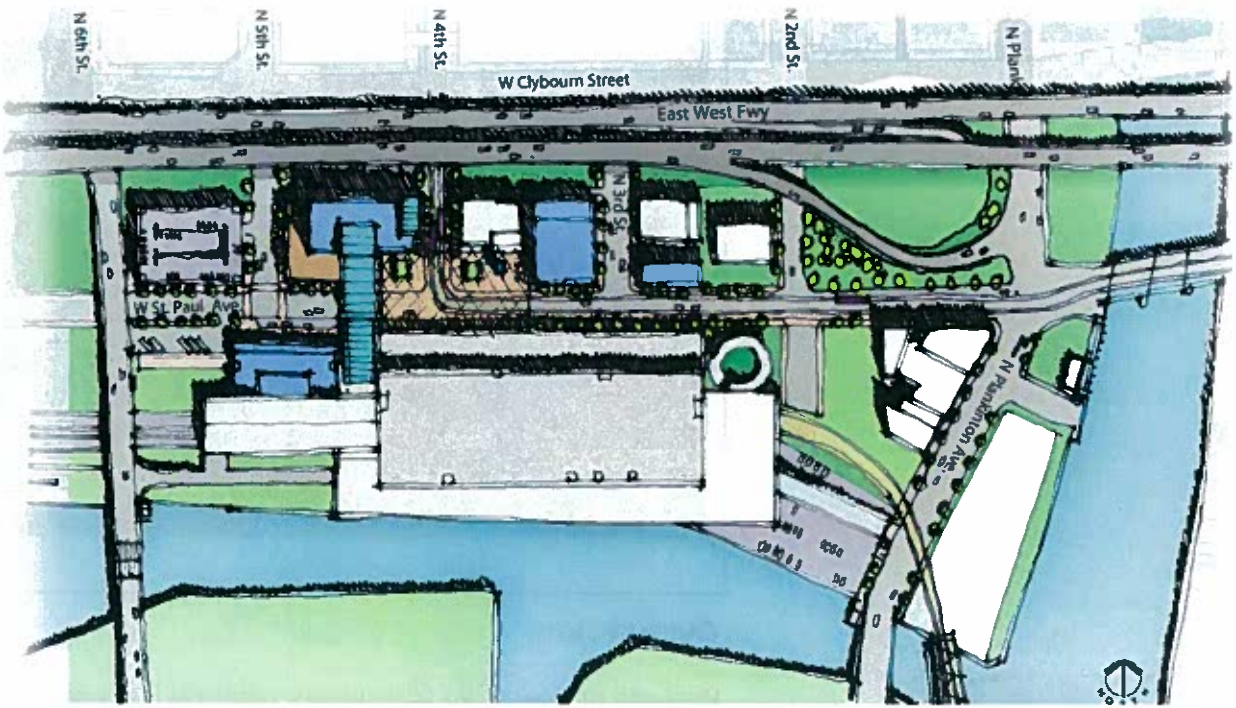
Example of possible street edge treatments under the elevated expressway (decorative fencing, pedestrian scale lighting, and high quality/decorative paving)



St. Paul Street looking west, current view



St. Paul Avenue looking west, proposed concept



Downtown Streetcar



Current State

Because of Downtown Milwaukee's relatively large area and dispersed development pattern, mobility within Downtown can be inconvenient on foot, particularly in times of inclement weather. Driving from place to place within Downtown wastes time and money. Overall, mobility service does not meet business-user standards. These factors, along with a substantial Downtown office population and large nearby residential population warrant new transit services that are suitable for and convenient to all types of Downtown users, including office workers, residents, and visitors.

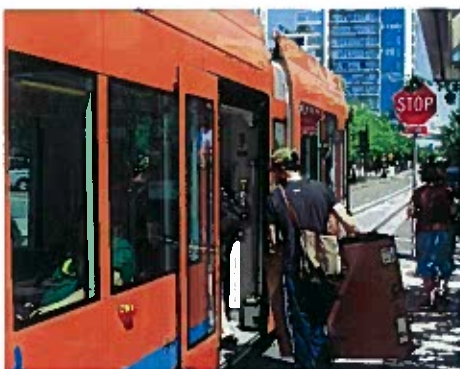


Photo credit: Alliance for Regional Transit - Cincinnati

Objectives

Objective 1: A "business-quality" means of interconnecting Downtown's working, living, and visiting population that is convenient, comfortable, and enjoyable.

Issues: The proposed Streetcar network would effectively link the dispersed districts of Downtown, increasing land values and strengthening the marketability of each district.

A contemporary state-of-the-art Streetcar service would provide intra-Downtown transit service that is inviting for Downtown office workers, visitors, and nearby residents. Streetscape design would emphasize combining walkability with transit, creating an attractive strolling environment. The Streetcar would also establish the necessary internal linkages that would set the stage for introducing future high-speed rail and K-R-M commuter rail at the Intermodal Station.

Catalytic Project – A modern, in-track, electrical streetcar system circulating between the Milwaukee Intermodal Station and Milwaukee's high-density lower east side.

Features of the Downtown streetcar connector will include:

- A Downtown streetcar line linking Downtown's key destinations with its high density residential neighborhoods.
- Appropriate street designs, both immediate and long-term for streets where the streetcar will travel or become part of the right of way.
- Plan areas around the streetcar stops to take full advantage of the enhanced development potential created by the stop.
- Coordinate streetcar routes with "Park Once" locations and connecting pedestrian corridors.
- Streetcar stops would be enclosed to maximize comfort.

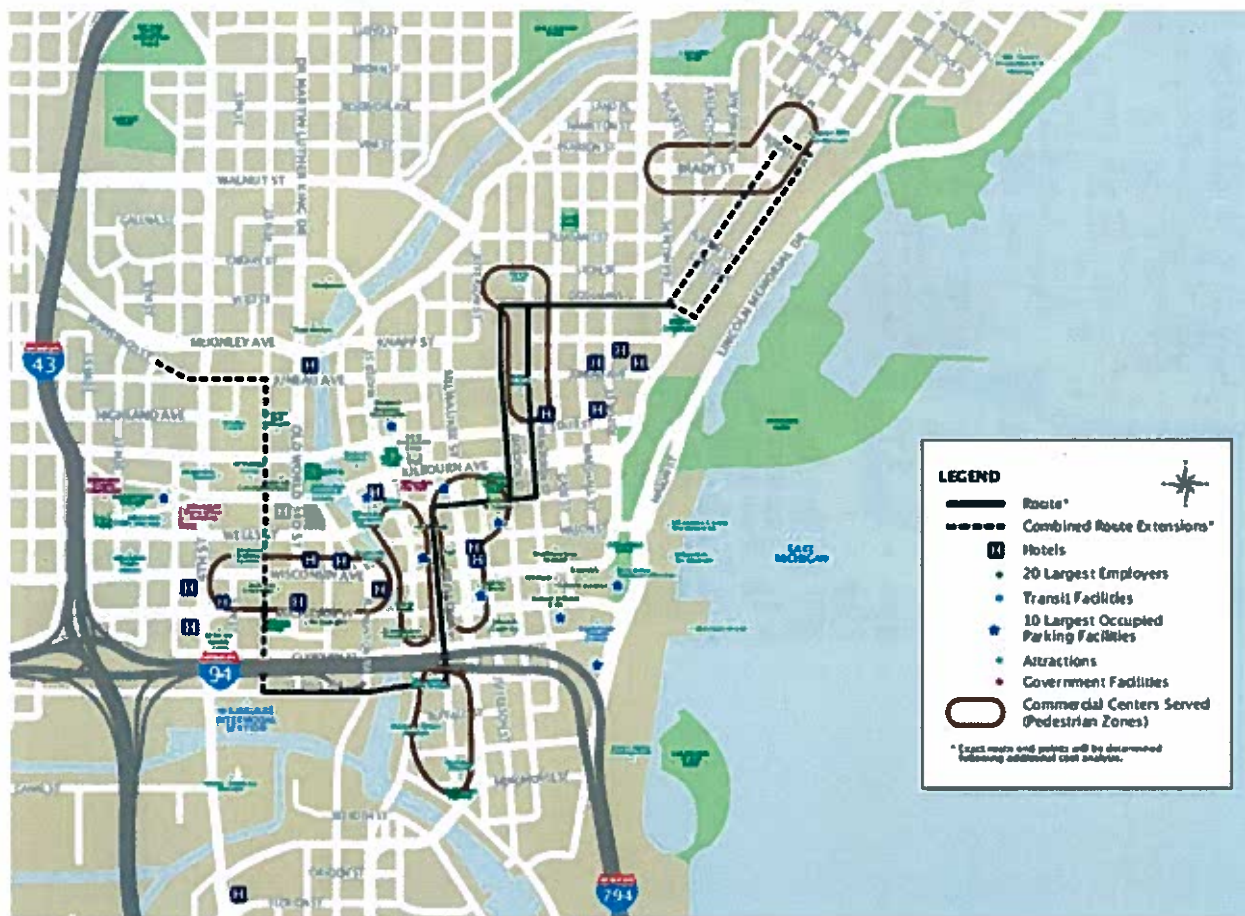
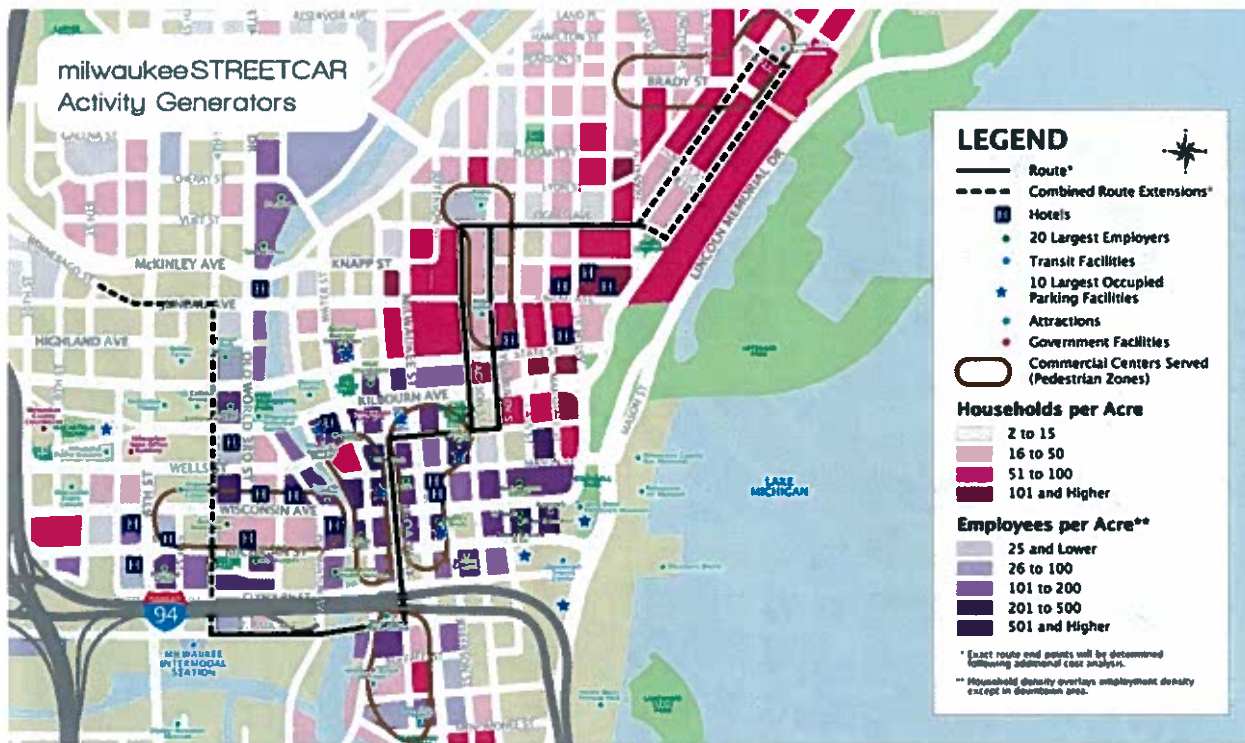


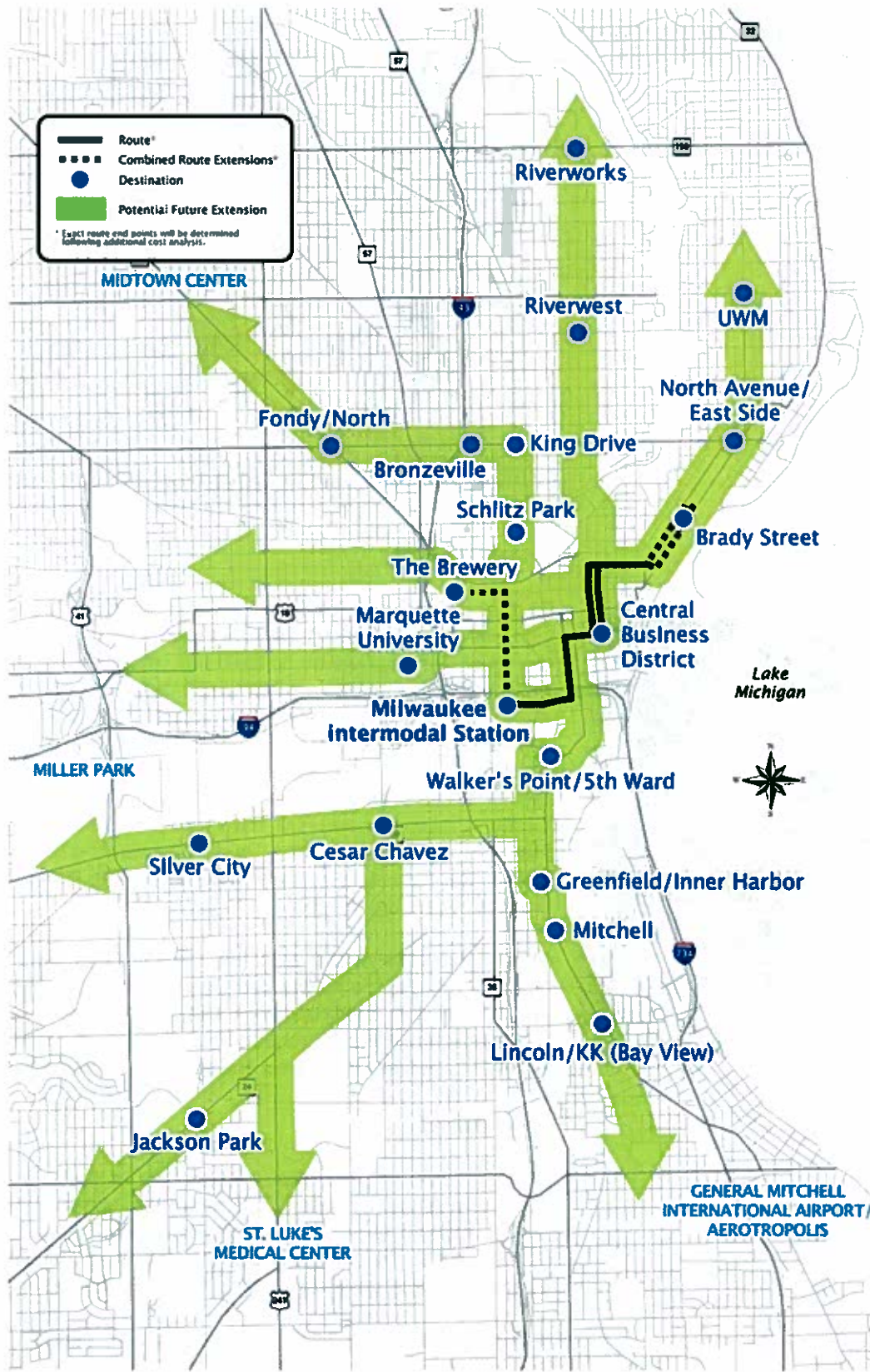
Rendering by HNTB



Photo credits Alliance for Regional Transit - Cincinnati and HNTB

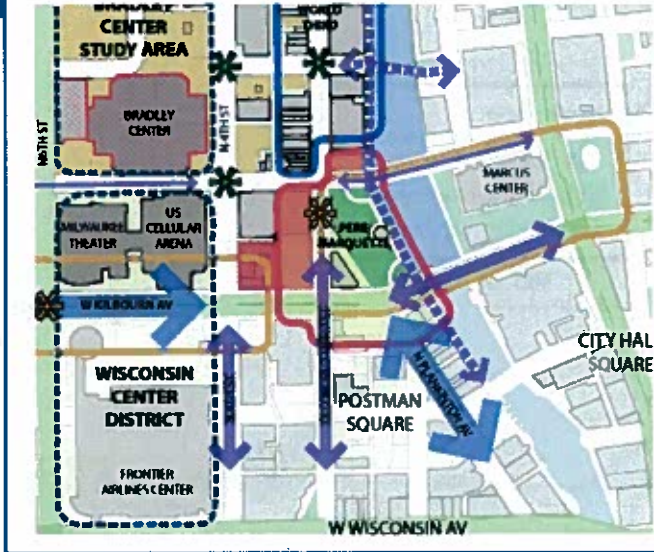






Maps prepared by HNTB for Milwaukee Connector Study

Pere Marquette Square



Current State



Photo credit: Bing Images

In the Old World Third District and areas adjacent to it, generally bounded by Wells Street on the south, 6th Street on the West, Juneau Avenue on the north, and Water Street on the east, there are fourteen major auditoriums, arenas, theaters, meeting facilities, and exhibition spaces with a total seating capacity of over 70,000, plus 266,000 sq ft of exhibition and meeting spaces. Venues include the Frontier Airlines Center, the Milwaukee Theater, the US Cellular Arena, the Bradley Center, Uihlein Concert Hall, the Todd Wehr Theater, the Vogel Hall, the Peck Pavilion, the Pabst Theater, the three-theater Milwaukee Repertory complex, the Humphrey IMAX Theater, and the Riverside Theater.

Other land uses in the area include the Milwaukee Journal Sentinel offices, the Milwaukee County Historical Society, the Hyatt Hotel, the Intercontinental Hotel, the Milwaukee Center office building, Pére Marquette Park, Red Arrow Park, and a number of parking structures and surface parking lots.

Objectives

In order to strengthen the marketability of these numerous assembly venues (theaters, sports arenas, convention center) and to expand entertainment offerings to Milwaukeeans and visitors alike, the plan adopts the following objectives for improving and expanding upon offerings in this District.

A concentration of entertainment and leisure venues to serve a broad range of patrons; maximum utilization of existing facilities; more open, transparent street orientation of venues

through atrium or lobby spaces; and activity linkages between the east and west sides of Downtown.

Objective 1: A cohesive linear arrangement of park and open space amenities between Red Arrow Park and Old World Third Street.

Issues: A central park of sorts currently exists in Downtown Milwaukee. Red Arrow Park, the Marcus Center grounds, Riverwalk, Milwaukee River, and Pere Marquette Park provide a popular combination of passive, active, public and private park amenities arranged between State Street and Kilbourn Avenue. Right-of-way and intersection improvements on Water Street and Old World Third Street should focus on knitting these amenities closer together with enhanced pedestrian intersections, public art, landscaping, and lighting that emphasizes a more unified, interconnected park design.

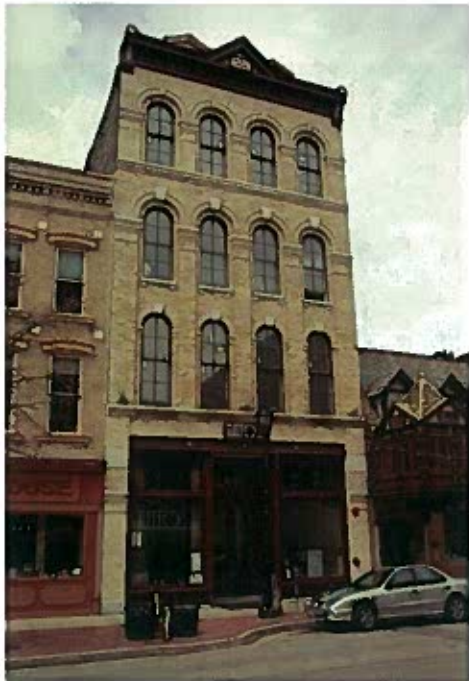
Objective 2: Pere Marquette Park, the Milwaukee River and Riverwalk, Old World Third Street, and the large assembly uses effectively linked into a destination and entertainment hub.

Issues: A walkable collection of entertainment themed businesses central to the assembly venues would enhance the recreational experiences of sports, convention, and concert attendees before and after the primary event. New businesses could also build upon existing dining and entertainment clusters on Old World Third and Water Streets, and activities or events in P re Marquette and Red Arrow parks. Milwaukee's heritage suggests an opportunity for a seasonal, locally-operated "biergarten" with a distinct architectural character in this District.

Objective 3: An enlivened walking environment in the District with improved street designs and diminished expanses of blank walls and sidewalks interrupted by curb cuts.

Issues: The walking environment along 4th Street and Old World Third Street south of State Street suffers from poor architecture and large gaps in building frontage, and provides a less than desirable first impression for convention and assembly visitors. A walking environment is especially important in the evening when most events are scheduled. Improvements should include widened sidewalks, abundant streetscape features, appealing lighting, and indoor/outdoor public spaces that temper the environment during winter and inclement weather. Reflecting the character of an active entertainment scene, and following the lead of the dramatic lighting program for the Marcus Center, visual stimuli can include enlivening the blank wall facades of the existing large assembly venues





with eye-popping graphics, including revenue-generating advertisements, event teasers, product displays and cultural messages. If the venue has a gift shop, a large storefront window provides a chance to display merchandise, etc.

Objective 4: A continuous connection through Downtown from the Park East, along Old World Third Street and the Pere Marquette – Plankinton River corridor and into the Wisconsin Avenue retail district.

Issues: Downtown Milwaukee has numerous attractions and other successful business and entertainment clusters. An on-going issue has been the lack of connectivity between these sites. A gap presently exists between Old World Third Street and future retail efforts along Plankinton and Wisconsin Avenue. A successfully developed site south of the Old World Third Street entertainment district would bridge this gap and effectively link the Park East with Wisconsin Avenue by way of an expanded river corridor.

Objective 5: High quality transit access to the District, reducing internal Downtown auto traffic and parking demands.

Issues: A Streetcar connection between the Old World Third Street District and the east side of Downtown and the Third Ward would enable locally-based event attendees to park in existing office building garages and ride the Streetcar to and from the event.



Objective 6: A new residential neighborhood in the Old World Third Street District centered around Pere Marquette Park and the Milwaukee River and Riverwalk.

Issues: While a popular area Downtown, the Old World Third Street District has a limited residential population. Development of residential space on one of the under-utilized parcels adjacent to Pere Marquette Park, taking advantage of river and park amenities as well as the Bradley Center and adjacent theaters and restaurants, would catalyze additional residential growth further reducing the gap between the Park East corridor and Wisconsin Avenue.



Catalytic Project – Père Marquette Square, a mixed-use complex focusing upon the Journal Sentinel block and Père Marquette Park, with extensions along 4th Street and Kilbourn Avenue.

This location is a strategic site and ideal for a concentration of commercial, entertainment and residential uses:

- An attractive group of existing public open spaces including Père Marquette Park, the Marcus Center plazas, Red Arrow Park, the Riverwalk, and floating platforms on the river could be programmed to include complementary temporary and permanent entertainment-oriented cafés, kiosks, and small shops. A new development on the Journal-Sentinel block with active uses at the base would extend this “Central Park” into the large assembly district along 4th Street.
- The complex could be built and expanded in phases. Any of the following four sites could serve as the initial phase:
 - The Journal Sentinel block, including its parking lot north of State Street.
 - The east side of 4th Street from the Juneau Avenue garage to State Street, incorporating the Turnverein and a procession of alley venues between 3rd and 4th Streets.
 - Both sides of Kilbourn from 4th to 6th Street, coordinated with any future Wisconsin Center expansion and possible reprogramming of the US Cellular Arena.
 - Expansion of entertainment-related uses in the public open spaces between 3rd Street and Water Street and along the Milwaukee River, along with the former Metropolitan Block site.
- The Journal Sentinel block is well-proportioned to include an indoor/outdoor public atrium or wintergarden to provide a focal point for gatherings in winter and during inclement weather while still preserving the historic 333 W. State Street building for Journal-Sentinel operations.
- Most Downtown assembly venues are within a two block walk and is an easy and attractive walk for many Downtown office workers during lunch and after hours.
- Smaller-scale music and other entertainment venues (excluding bars and restaurants) currently exist beyond walking distance from convention and other visitor concentrations.
- 4th Street is identified as a future corridor for the Downtown Streetcar.
- The corner of 4th and State could provide a highly-visible publicly-viewable media center across from the entrance to the Bradley Center. Facilities could potentially be shared with MATC’s Milwaukee Public Television operations.
- A curbsless street between Pere Marquette Park and the Journal Sentinel block would extend Pere Marquette Park directly to the development’s “front door” atrium with a future extension up Old World Third Street to Highland Avenue.
- A tourist information center could be included at this site or in Red Arrow Park.



Existing view of Pere Marquette Park



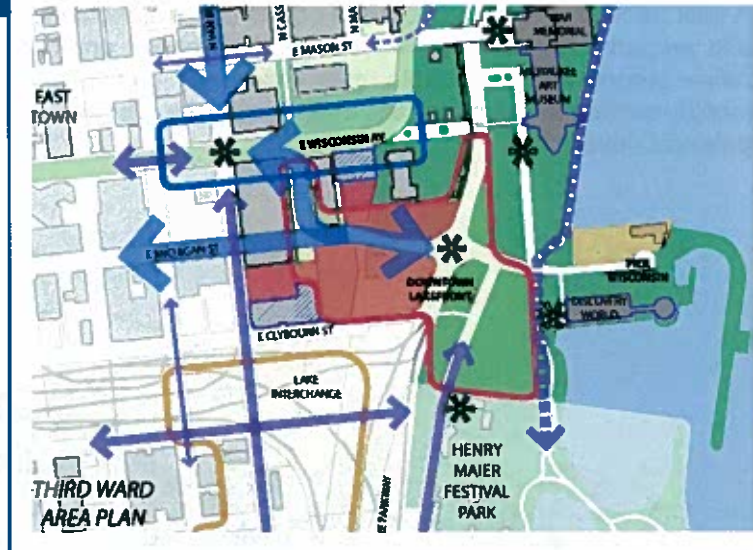
View of Pere Marquette Park with new investment

Next Steps

A task force should be established consisting of stakeholders and property owners to conduct a detailed market analysis, refine programming concepts, gain landowner participation, identify economic potentials, and draft a prospectus for seeking potential developers.



Lakefront Gateway



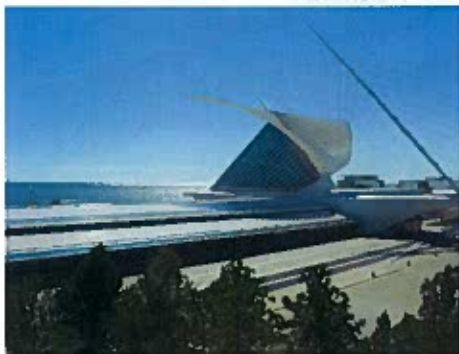
Current State

Milwaukee's Downtown has one of the world's most beautiful waterfront settings. The concave water's edge provides an embracing relationship between Downtown and one of the largest and greatest freshwater bodies in the world.

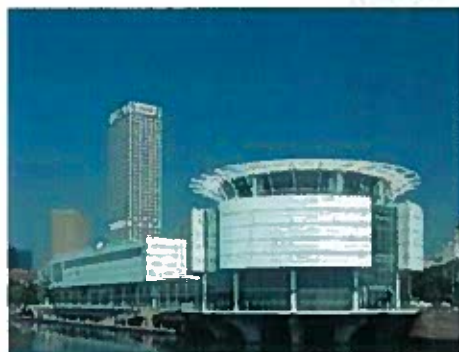
More than any other physical feature, the Lakefront defines Milwaukee. Downtown adjoins the open spaces created with landfill to the north of Downtown, thanks to the vision of the City's founders and the creativity of landscape architects including Frederick Law Olmsted.

Compared to other cities on the world stage, Milwaukee has experienced slow but steady appreciation of the potentials of its Lakefront. Open parklands continue to be expanded to the north and south of Downtown through new landfills. Eero Saarinen's dramatic War Memorial and Art Center, built in 1957, claimed the Lakefront for cultural activities as well as recreation. The creation and expansion of Summerfest into the world's largest music festival has further expanded the roles of the Lakefront in enhancing lifestyle offerings with entertainment for Milwaukeeans as well as millions of visitors. Santiago Calatrava's extraordinary addition to the Milwaukee Art Museum has firmly located Milwaukee's emerging lakefront on the world's tourism map.

Additional attractions have made Milwaukee's Downtown Lakefront a place for education as well as culture, entertainment, and recreation. The recently-completed Discovery World has brought interactive science exhibits and an aquarium to the Lakefront and has the potential for further expansion with other possible educational facilities related to Milwaukee's



Milwaukee Art Museum



Pier Wisconsin

contributions to the advancement of world science and technology.

Plans in the 1960s for a freeway loop around Downtown would have severely damaged the pedestrian accessibility and human-scale qualities of Milwaukee's Lakefront. Fortunately, the freeway plans were abandoned, but the Lincoln Memorial Drive extension was designed to pass through the Downtown Lakefront for an easy connection with Interstate 794. Currently, therefore, traffic patterns dominate circulation along the Lakefront, challenging potentials for an intimate, inviting, walkable connection from Downtown offices, hotels, and residences to the Lakefront attractions. Further isolating the Lakefront from Milwaukee's Downtown office district and residential areas is the significant grade differential exacerbated by the O'Donnell parking garage, a formidable three-story high parking garage wall fronting the west side of Lincoln Memorial Drive. In addition, the development of the Downtown Transit Center with its under-used rooftop park and concrete wall facing the Lake was a well intentioned mistake, extending the barrier between Downtown and the Lakefront farther south to Clybourn Street.

In conclusion, Downtown Milwaukee is blessed with an embracing setting on Lake Michigan, and past visions have resulted in landfill to create recreational open spaces along with cultural, entertainment, and educational facilities to broaden the Lakefront's leisure-time attractions. The Saarinen and Calatrava components of the Milwaukee Art Museum provide inspirations of beauty and identity for Milwaukee.

Objectives

Objective 1: Significantly improved pedestrian access from Downtown to the Lakefront attractions including the Milwaukee Art Museum, Discovery World, the Lakefront walking/biking paths, and Summerfest, along with future cultural and recreation facilities.

Issues: There are two barriers to safe, convenient pedestrian circulation between Downtown and the Lakefront – first, a vertical barrier and, second, a horizontal barrier. The vertical barrier is daunting. The grade differential is about 20 feet, and the stairs from O'Donnell Park to the Lakefront are not inviting and discourage climbing. The one pedestrian bridge over Lincoln Memorial Drive connects O'Donnell Park with the Milwaukee Art Museum, not the Lakefront.

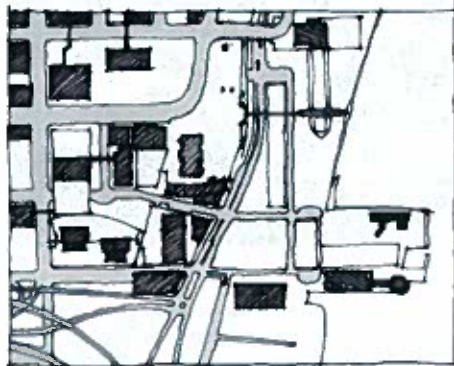
The horizontal barrier is also formidable. In a distance of four thousand feet between Ogden Street and I-794, the only direct



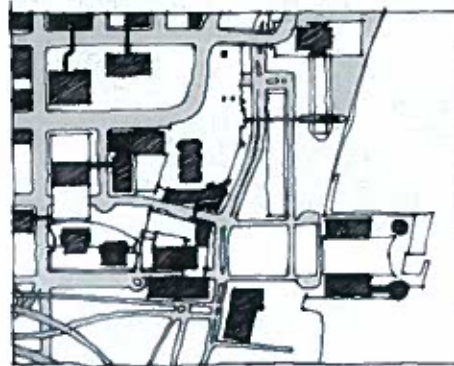
Right turn by-passes diminish the pedestrian environment



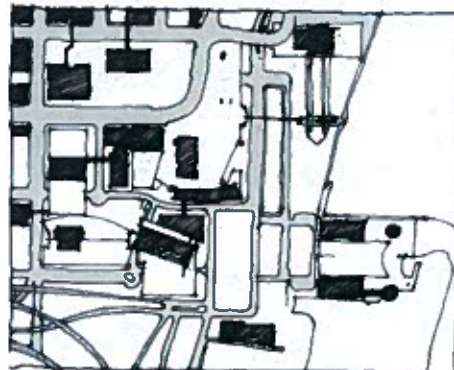
LAKE FRONT NEIGHBORHOOD



ALT A - FIGURE GROUND WITH ROADS



ALT B - FIGURE GROUND WITH ROADS



ALT C - FIGURE GROUND WITH ROADS

Conceptual Lakefront figure ground diagrams

grade-level pedestrian access between Downtown and the Lakefront is Michigan Street via Cass Street from Wisconsin Avenue. Along this path there are no attractive pedestrian amenities facing Cass and Michigan, and, once pedestrians reach Lincoln Memorial Drive, they must cross seven lanes of traffic on the Drive before reaching the Lakefront parks and attractions.

Objective 2: Calm traffic and a sense of arrival for drivers on Lincoln Memorial Drive.

Issues: Lincoln Memorial Drive is designed for efficient traffic flow between the Drive and Michigan Street as well as Interstate 794. As drivers approach Downtown, the view of the Calatrava addition to the Art Museum is stunning. However, there is no traffic pattern that indicates to drivers that they have arrived at a special place along the Lakefront.

Objective 3: Ease and safety of vehicular access between Lincoln Memorial Drive and Michigan Street, Clybourn Street, and I-794.

Issues: Commuters use Lincoln Memorial Drive to get to parking garages along Michigan and Clybourn Streets. These access routes must be maintained to avoid shifts in traffic onto Mason Street, which would increase conflicts with traffic accessing Downtown from the Prospect/Farwell one-way pair.

Objective 4: Expand the emerging "world-class" character of Milwaukee's Lakefront by developing a park and cultural campus that rivals the best waterfronts in the world.

Many persons interviewed as part of the planning process indicated that Downtown Milwaukee's Lakefront setting is an underutilized asset that could provide a much stronger advantage in Milwaukee's competition with other cities to attract businesses, residents, and visitors. New recreational, cultural, educational, and entertainment venues could be added, including activities on the water, reinforcing existing facilities. In addition, the extensive quantity of Lakefront open spaces adjacent to Downtown could be expanded, programmed, and designed to accommodate specific activities while exuding a high-level of landscape diversity and beauty.

Objective 5: Increased living, working, and visitor populations in Downtown Milwaukee.

Issues: Milwaukee's Downtown already offers a variety of housing options for urbane lifestyle seekers. However, national demographic statistics indicate that "empty nesters" are increasing rapidly, and the demand for Lakefront residences will exceed supply when the market recovers. Also, there

is strong interest in additional Class A office buildings along the Lakefront, particularly appealing to companies new to Downtown.

Objective 6: Maximization of private-sector investment in Lakefront improvements, minimizing taxpayer outlay.

Issues: The properties adjacent to the Lakefront are publicly-owned and underdeveloped based upon market value and highest and best use assessments. These include the O'Donnell Garage and Park, the Downtown Transit Center, the I-794 corridor properties, and the Summerfest grounds. Other underdeveloped properties are close enough to the Lakefront to be marketed as part of the Lakefront District. Redevelopment of a portion of the O'Donnell and Transit Center properties could incorporate additional cultural facilities and generate substantial private sector investment to help pay for public sector improvements. In subsequent phases, elimination or reconfiguration of unnecessary or redundant I-794 access ramps would open up additional land for both development and improved pedestrian access to the Lakefront.

Objective 7: Enhanced access to Harbor Drive to improve developability and links between the Third Ward and Lincoln Memorial Drive.

Issues: Although Harbor Drive provides a direct access between the Lakefront and the Third Ward, the connection with Lincoln Memorial Drive via Michigan Street is clumsy and would be hazardous with any substantial increase in traffic. Harbor Drive is currently fronted by undefined open spaces, the Summerfest grounds, and large surface parking lots that serve Summerfest and Downtown employees. All of these publicly- and privately-owned sites have redevelopment potential.



Catalytic Project – A Lakefront cultural park and gateway facilitated by a reconfigured Lakefront traffic pattern.

A necessary ingredient in the creation of future improvements and public activities along the Lakefront is a reduction in traffic/pedestrian conflicts and barriers to pedestrian access between Downtown and the Lakefront. The proposed modifications to the Lakefront street and land utilization pattern has advantages in setting the stage for new development on the west side of Lincoln Memorial Drive as well as additional Lakefront activities, users, and energy on the east side of Lincoln Memorial Drive. Features include:

- Shift the existing alignment of Lincoln Memorial Drive south of Michigan Street and re-locating the Downtown Transit Center results in the creation of two high-value development sites on the west side of the Drive.
- An internationally recognized park and cultural campus. A new Lakefront plaza or park is created by extending the linear arrangement of the municipal pier out to a re-configured Lincoln Memorial Drive and backdropped by a glass curtain wall and public wintergarden from development at the current Downtown Transit Center site.
- A new “Lakefront Plaza” can accommodate a composition of sculptures, exhibits, interactive fountains, as well as retail kiosks and pavilions.
- The space closest to Downtown is 74,800 sq ft in size, and the overall area is 184,000 sq ft, plus the 30,000 sq. ft. triangular space to the west of Kiley Gardens.
- There are no through-streets conflicting with pedestrians to the east of Lincoln Memorial Drive.
- Improved pedestrian access. Elimination of the dedicated right-turn lanes at Michigan Street reduces pedestrian crossings from seven to five lanes.

In conclusion, an invigorated Lakefront District could consist of a wide range of open space, recreational, cultural, educational, and entertainment uses, adjoined on the west by a dramatic edge consisting of commercial developments in two or three architecturally-expressive towers built on air-rights over public wintergardens, gallery spaces, and internal grade transitions. This synergistic combination of uses within a fully-integrated urban design concept would significantly enhance Milwaukee’s identity and competitiveness.



View of conceptual development west of Lincoln Memorial Drive

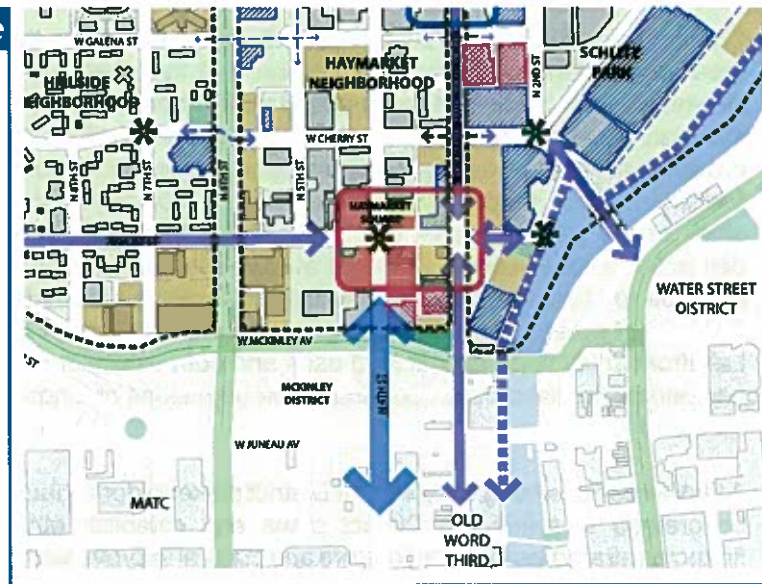


Next Steps

Concepts for future improvements and development of the area east of Lincoln Memorial Drive are not included in the Downtown Plan Update. The proposed traffic improvements in this plan, however, comprise a set of concepts and options for providing access to existing and future open spaces and cultural facilities east of Lincoln Memorial Drive. A comprehensive study of the Lakefront east of Lincoln Memorial Drive would determine a vision and direction for this area to best maximize its value to Downtown and to the city and region as a whole. Analysis of other traffic configurations should be included in a Lakefront study in order that land uses and both vehicular and pedestrian circulation are coordinated on both sides of Lincoln Memorial Drive.

A task force consisting of Lakefront District stakeholders should be created to refine the District plans and establish other financing strategies for infrastructure and cultural improvements within the District. Public-private partnerships, foundations, and commercial revenues should be emphasized to implement public Lakefront infrastructure and civic improvements, minimizing the use of general City and County funds. The purchase price for the air rights above two key publicly-owned development sites that could be created to the west of Lincoln Memorial Drive could generate a substantial level of financial support for new cultural amenities and improvements.

Haymarket Square



Current State



4th Street looking south to Downtown Center

The Haymarket District is a underdeveloped 15-block area containing scattered low density industrial and warehouse uses interspersed with surface parking lots. Although the current businesses in the Haymarket enjoy central accessibility to the region's markets via the freeway system, the location rationale for most of the businesses is not based upon proximity to the professional, government, retail, and residential concentrations that make up Downtown Milwaukee. Little attention was paid to the Haymarket while the elevated Park East Freeway effectively isolated the District from the rest of Downtown. Now that the freeway has been demolished, it has greater potential to include new uses that take advantage of its close proximity to the workplaces and leisure facilities within Downtown.



While some buildings have been redeveloped, numerous vacant lots exist throughout the District.

There are a few notable structures worthy of preservation and potential adaptive reuse in the Haymarket, including the large brick warehouses in the southeast corner of the District and a few small storefront buildings along Vliet Street. Except for the extraordinary six-story, turn-of-the-century, Richardsonian Golda Meir School building, St. Johns Evangelical Church, most other structures range from one- to two-stories and are neither historic nor architecturally significant.

The rise in elevation from Juneau Avenue to Walnut Street distinguishes the Haymarket District from the other, relatively flat Downtown Districts. There are also a considerable number of mature shade trees in spite of the industrial character of most of the District. A new modern style live/work development on 3rd Street/MLK Drive across from the Manpower headquarters suggests that development potential in the area include entry-level housing for "creative class" residents. A few art studios

and computer-related businesses give a nascent sense of the Haymarket as an emerging setting for new businesses that are idea generators, and as an urban neighborhood that lends itself to social experiment and cultural exchange.

The District is blessed by the presence of the beautifully restored Golda Meir School, on an imposing hilltop location at the north end of the Haymarket. However, the District is not yet well-suited to residences or other more neighborhood-oriented uses. There are no parks within the District and retail services are beyond walking distance, across the Milwaukee River to the east and further north along Martin Luther King Jr. Drive. On the other hand, there are a number of colleges near Haymarket, including MATC and MSOE. Marquette University is within a mile and a half.

Current and future development plans within proximate areas provide additional stimuli for a transformation of the Haymarket District. The renovation of the Hillside neighborhood has created an attractive west edge to the District. The emerging Brewery development includes a mix of loft housing, offices, restaurants, and a potential UWM School of Public Health, along with the Downtown Center for Cardinal Stritch University. 4th Street south of Juneau has the potential for entertainment businesses close to Milwaukee's large assembly venues. The expanding Riverwalk is easily accessible on foot from most of the Haymarket District. Employment centers within and adjacent to Haymarket include Manpower, Time Warner Cable, and the businesses within the Schlitz Business Park. Installation of the proposed Downtown Streetcar extending to Juneau Avenue, McKinley Avenue or Vliet Street will provide a significant boost to the development potential and marketability of the Haymarket District.

In conclusion, the Haymarket District has been an overlooked district, isolated from Downtown by the Park East Freeway. Now that the freeway has been demolished, surrounding development and renovation activity to the west, south, and east, is increasing the potential for the Haymarket District to develop its own character, distinct from, and not in direct competition with other surrounding districts on the edge of Downtown such as the Third Ward, Brady Street, and Beerline 'B'.



View west of Vliet Street

Objectives

In order to support an expansion of 21st Century businesses and residences Downtown, including the Park East Corridor, the Plan adopts the following objectives for the Haymarket District:



Objective 1: Living and working environments within the Haymarket District that enable Milwaukee to compete nationally for the best and brightest, forward-thinking young people.

Issues: Starting with an existing collection of low-scale, nondescript industrial and warehouse structures, Haymarket offers the potential for attracting entrepreneurial, "self-starting", "streetlife"-oriented individuals for whom socialization, self-expression, and business communication and exploration are intermingled.

Objective 2: More variety in the types of housing offerings to increase the Downtown residential population.

Issues: Downtown offers a diversity of high-rise residences and upscale loft housing in both new and old loft buildings. What is missing from Downtown that Haymarket District could provide are a variety of small apartments and townhomes of various price ranges, attracting people who prefer courtyards, private yards, stoops, and entrances directly from the street.

Objective 4: Increase the number and variety of jobs Downtown, focusing upon emerging businesses and industries.

Issues: Downtown contains a substantial quantity of conventional white-collar jobs in most professional fields, as well as service jobs within hotels and office buildings. The Downtown employment base can be further expanded with lower cost spaces for start-up incubator businesses in emerging fields of computer technology, science, engineering, and the arts. Existing historic buildings can be renovated for a mix of loft housing, live/work accommodations, and new technology businesses. Outdated, nondescript industrial buildings in the Haymarket District can temporarily accommodate new and existing businesses until demand warrants redevelopment of more spatially and environmentally efficient buildings at higher densities. Emerging businesses, in particular can feed off of one another within business incubators, central places that accommodate clusters of business services along with places for social networking.

Objective 5: Increase in the presence of arts activities within Downtown.

Issues: Although Downtown has a healthy and robust performance and visual arts scene, additional spaces within the Haymarket area for experimental galleries and performance spaces would broaden arts offerings, further enhancing Milwaukee's image as a creative center within the Midwest, and Haymarket's appeal as an urban neighborhood within Downtown.

Objective 6: Improved walkability within Haymarket Districts and between Districts.

Issues: A pedestrian circulation network combining sidewalks with green mid-block connections and alleyways could provide an open space/green space alternative to more conventional parks. An emphasis on on-street parking would limit the area lost to surface parking lots, and minimize their divisive character, particularly in early phases of redevelopment.

Objective 7: Strengthened connections from Haymarket to the River, and expanded activities along the Milwaukee Riverwalk.

Issues: Haymarket is proximate to the Milwaukee River, yet does not feel connected to it. Pedestrian amenities can be added to improve the connections from the west side of Martin Luther King, Jr., Drive to the existing Riverwalk. Additional activities along the river's edge could serve both the office workers in the riverfront buildings and the future residents and workers in the Haymarket District.

Objective 8: Include Haymarket access points to state-of-the-art transit within Downtown.

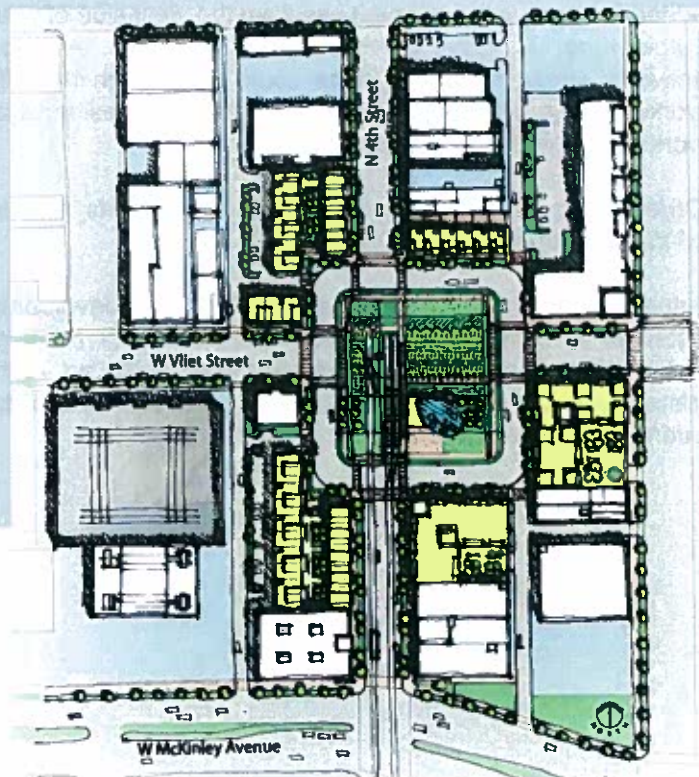
Issues: The most effective way to increase development potential in a widely dispersed Downtown with numerous districts is to connect the districts with state-of-the-art internal transit service that is frequent, convenient, and comfortable during all weather conditions.



View south on 4th Street

Catalytic Project – Haymarket Square, a central place for a new mixed-use neighborhood consisting of incubator businesses, live/work housing, and low-scale townhomes and six-flat walkup buildings with private yards.

- The Haymarket District will become a unique Downtown neighborhood emphasizing the qualities of individual participation and expression by mixing townhomes and small, 6-unit buildings with live/work housing and incubator businesses.
- Realigning both Vliet and 4th around a "central square" results in a cluster of properties around the square with attractive development or renovation potential for modest scale residential-over-business uses.
- The intention for the new "Haymarket Square" is to stimulate further development, integrating townhomes and six-flats with entrepreneurial and arts and crafts-related businesses to the west and north along pedestrian-dominant streets, alleyways, and midblock passages.
- A major impetus for both residential and business development in the Haymarket District would be the extension of the streetcar to a terminus at Haymarket Square. From here, future extensions could run north to Bronzeville along 4th Street or Dr. Martin Luther King Drive.
- The Haymarket can offer a contrasting, lower intensity environment to the high-density loft housing and offices in the Third Ward.
- The south edge of the District along the Park East Corridor could be marketed as the higher-density gateway to the Haymarket, containing four- and five-story residential buildings comparable in scale and character to Commonwealth Avenue in Boston.
- This location provides a convenient and direct pedestrian link to the Milwaukee Riverwalk to the east.
- Construction of the Square will also improve the potential for redevelopment in the Park East corridor, between McKinley and Juneau, by increasing development activity on its "soft" edge to the north.
- Its "front stoop" character will be appealing to young professionals and forward-thinking people with young children as well as empty-nesters with an active, sociable, youthful lifestyle.

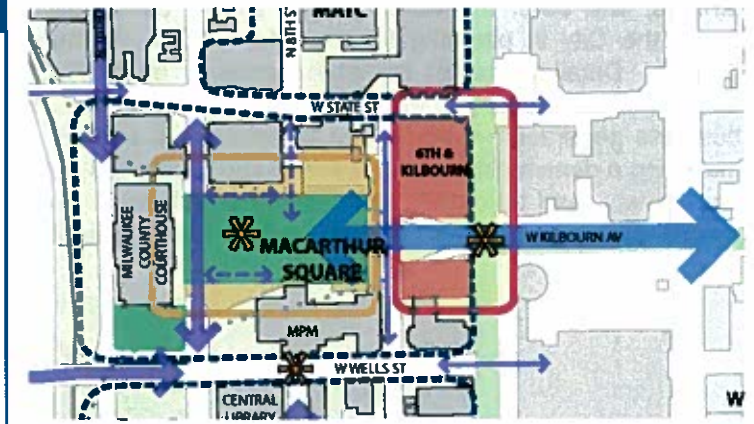


Next Steps

A stakeholder consortium of property owners, residents, tenants, and other interested parties should be created to assist the City in planning for the future of the Haymarket District. Detailed market research needs to be conducted to confirm the complex interrelationship of development and business generation opportunities to establish a strategy for attracting a dynamic mix of businesses and residential buyers and renters, and to identify any subsidy programs or public-private partnerships that may be needed to implement the plan.



Kilbourn Extension to MacArthur Square



Current State



MacArthur Square was intended to be a magnificent public space within a 33-acre civic center, surrounded by majestic buildings in the great tradition of the City Beautiful movement. Models included the San Francisco and Denver civic centers. Along the way from concept to implementation, the principles of the design were not realized, and the Square became a large, eight-acre, isolated open space, with insignificant landscaping, surrounded by undistinguished building facades (with the exception of the County Courthouse) and the back side of a nationally-prominent museum with no pedestrian connection to the square.



MacArthur Square was designed at a time when a popular scheme in urban design was to separate pedestrians vertically from vehicular traffic. The result of its use here was to disconnect Kilbourn Avenue from its former terminus, the imposing façade of the Milwaukee County Court House. Now, a fortress wall at 7th Street discourages pedestrian access from the convention center, entertainment and sports venues east of 6th Street and likewise discourages the thousands of government workers in the buildings surrounding MacArthur Square from walking to the restaurants, shopping and attractions Downtown.

The 1,500-car parking garage under MacArthur Square never achieved high occupancy (maximum average occupancy is under 60%). Now, the garage has deteriorated to the point that its renovation is estimated to cost \$20 million. Renovation also offers the opportunity to redesign and reconnect the Square to Downtown and fulfill the original design concept of a great civic space and terminus of Milwaukee's grand boulevard – Kilbourn Avenue. At the same time, the renovation will provide a stimulus for development of exciting new buildings around its perimeter.

Objectives

To support the realization of a revitalized and engaging MacArthur Square, the Plan commits to the following objectives:

Objective 1: *A new MacArthur Square that becomes the primary focal point of daily informal gathering for nearby office workers, students, residents, and visitors, as well as a place for formal events and ceremonies.*

Issues: As the focal point for the MacArthur Square District, it can fulfill its original intentions as a formal multipurpose plaza to accommodate a wide range of daily lunchtime activities and significant formal ceremonies. Wintertime public activities should be supported with uses such as a skating rink and ice sculpture garden.

Objective 2: *A beautiful open space of international prominence, building upon the reputation Milwaukee has gained with the new Calatrava addition to the Milwaukee Art Museum.*

Issues: MacArthur Square can become an artistic attraction unto itself, furthering Milwaukee's identity as a city of creativity and innovation. The design should incorporate features and activities on the Square that will attract future office, residential, and education-related developments. Drawing from past concepts, the design of the Square and future surrounding buildings should incorporate a palette of features that express a 21st Century interpretation of the City Beautiful Movement.

Objective 3: *Easy access to MacArthur Square from all directions for pedestrians, rectifying its current isolation.*

Issues: To be inviting from outside the District, MacArthur Square must become visible from key vantage points surrounding the District. Opening up the Square to the east can be achieved by eliminating the east walls along the Kilbourn Avenue view corridor. From the north and south, 9th Street should be reconnected to the surface of the Square. These and other improvements would enable people attending conventions, concerts, and sports events in the large assembly venues east of 6th Street to walk to the Square and would enable people occupying space west of 7th Street to easily walk to the restaurants and activities along 3rd Street and the Milwaukee River.





Objective 4: Convenient vehicular access to the Square without compromising a campus-like pedestrian dominance of the Square.

Issues: The most functionally effective and visually enriching way to provide vehicular access to MacArthur Square is to reconnect Kilbourn Avenue from 6th Street to 9th Street, in the manner of a grand boulevard, terminating at the County Court House. Plans extending back to the beginning of the 20th Century illustrate Kilbourn as a formal boulevard extending across the entire width of Downtown. A completed Kilbourn "Boulevard" will link Milwaukee's City Hall, County courthouse and civic center, assembly venues, cultural facilities and its magnificent Lakefront. As Milwaukee's civic spine, Kilbourn should be programmed for linear festivals, parades, and processions for visiting dignitaries. Its role as a ceremonial street would be further enhanced by realigning the I-43 freeway access ramps to 6th Street so that Kilbourn does not function as a freeway access drive.

Traffic access design should enable the Square to be closed to vehicular traffic, expanding the pedestrian environment for special events as well as regular activities, providing alternative means of vehicular access to adjoining properties.

Access to the Milwaukee Public Museum should be reoriented to have a primary pedestrian entrance from the Square, along with space for outdoor exhibits.

Objective 5: Competitive development sites with the prestige and dignity of MacArthur Square and Kilbourn Boulevard addresses.

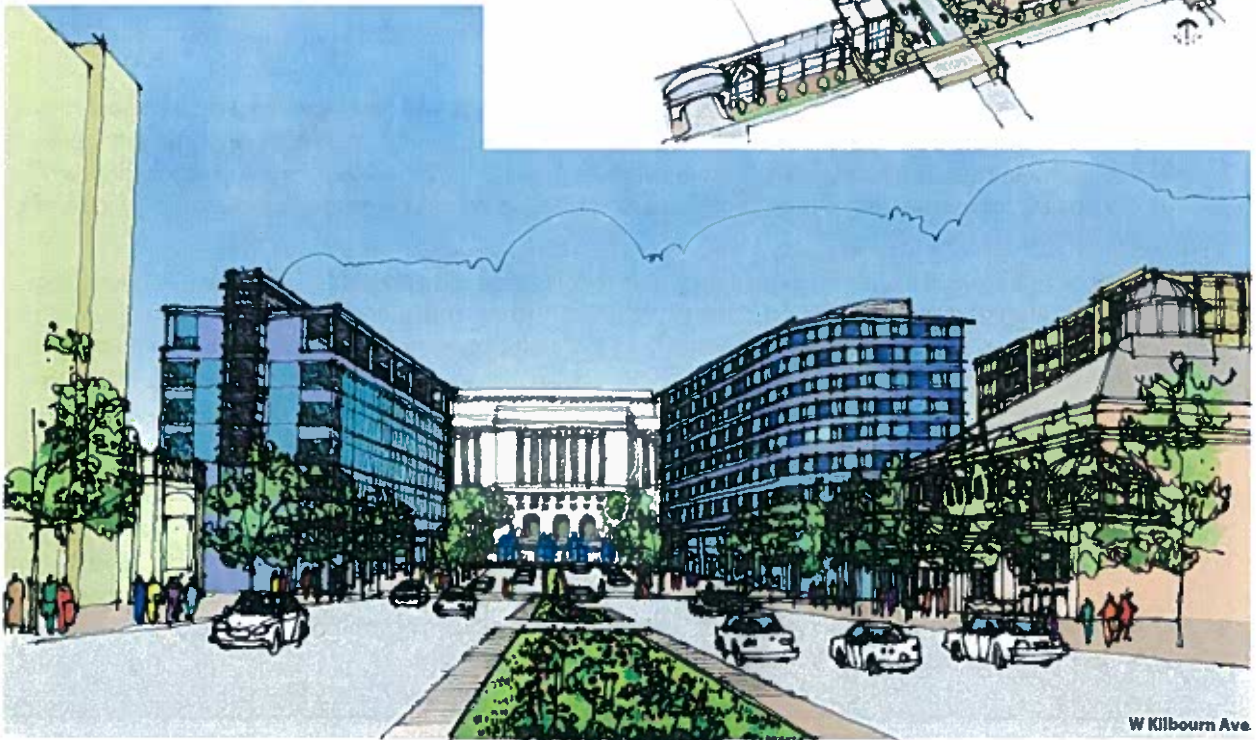
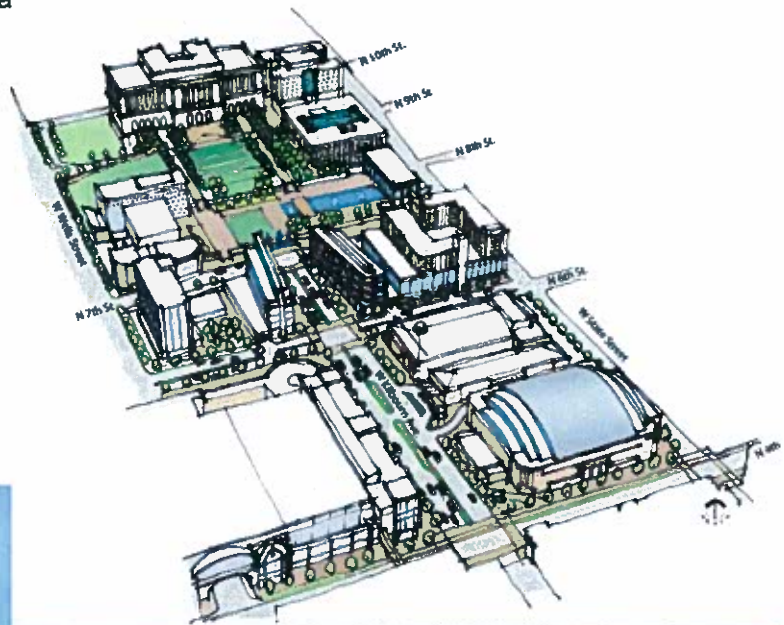
Issues: Redesigning Kilbourn Avenue as a suitably renamed Kilbourn Boulevard will facilitate the marketability of adjoining development sites within the MacArthur Square District. Well-proportioned sites should be placed on both sides of Kilbourn and surrounding the new MacArthur Square, and should include provisions for on-site parking.

To reinforce the campus-like pedestrian quality of the Square environs, the interface between new surrounding buildings and Kilbourn Boulevard and the Square should include the primary entrances to the buildings, patio and courtyard spaces, as well as active ground-floor, pedestrian-serving businesses and activities.

Primary vehicular access (pick-up and drop-off) to these developable properties from Kilbourn and a roadway around the Square should be supplemented with backup delivery and loading from below-grade parking and rear access points.

Objective 6: *Repair, replacement, and expansion of the existing parking facilities over time to meet the demand of daytime workers, students, and visitors; event attendees for nearby venues; and occupants of future buildings on the Square.*

Issues: Initial garage repair and replacement to meet current parking demand should be conducted (where needed) adjacent to the Courthouse, incorporating a new elevation for 9th Street as part of a new MacArthur Square. Additions to the garage can be created over time, coordinated with Kilbourn extensions, as new buildings are warranted based upon market forces. As they are built, new garages should be interconnected to enable shared parking for maximum utilization a



Conceptual view on Kilbourn Avenue looking west towards the County Courthouse

Catalytic Project – Kilbourn Boulevard Extension, a two-block development site on the easternmost portion of the MacArthur Square District.

On the north block, possible expansion of MATC to the south would reflect the City's desire to increase the presence of Milwaukee's colleges and universities in Downtown. This site would also be attractive for a hotel to serve the Wisconsin Center Convention Complex, although there are other sites suitable and proximate to the primary Convention Center spaces. The second phase of this project could either consist of an expansion of MATC facilities or development of offices needing proximity to the Wisconsin Center and nearby government facilities.

The second phase of this project includes the extension of Kilbourn Avenue from 6th to 7th Street. There are two alternative ways to accomplish this extension:

- In Alternative A (see graphic), the existing freeway tunnels to/from I-43 are retained in their current location and a new grade level for Kilbourn is established to the west of 6th Street approximately 23 feet above its grade at 6th Street. Ramps would be constructed between Lower Kilbourn and Upper Kilbourn and between 6th Street and Upper Kilbourn. 7th Street would also be reconstructed with a steeper grade from State Street and Wells Street to Upper Kilbourn Avenue.

In this scheme, there would be a new 3-level parking garage covering the north block development site with a new ground floor in the second phase at the Upper Kilbourn level. The garage would be designed to allow for a connection to a garage on the future development site along a further extension of Kilbourn Street as the property is developed on the west side of 7th Street.

The first phase would be developed on the floors at and above the Upper Kilbourn grade level with an active ground floor on State Street that could accommodate a MATC Culinary School restaurant. The addition of the ramp to the 6th Street right-of-way results in a narrowed development site. Because of the ramp, there would be no pedestrian access to the building along its 6th Street frontage.

- In Alternative B (see graphic), the freeway tunnels to/from I-43 are realigned by straightening them from the west side of 7th Street to new connection points on 6th Street. This enables Kilbourn Avenue to be extended from the existing grade of 6th Street to the existing grade of 7th Street, approximately a nine-foot rise. No changes would be made to the existing slope of 7th Street.

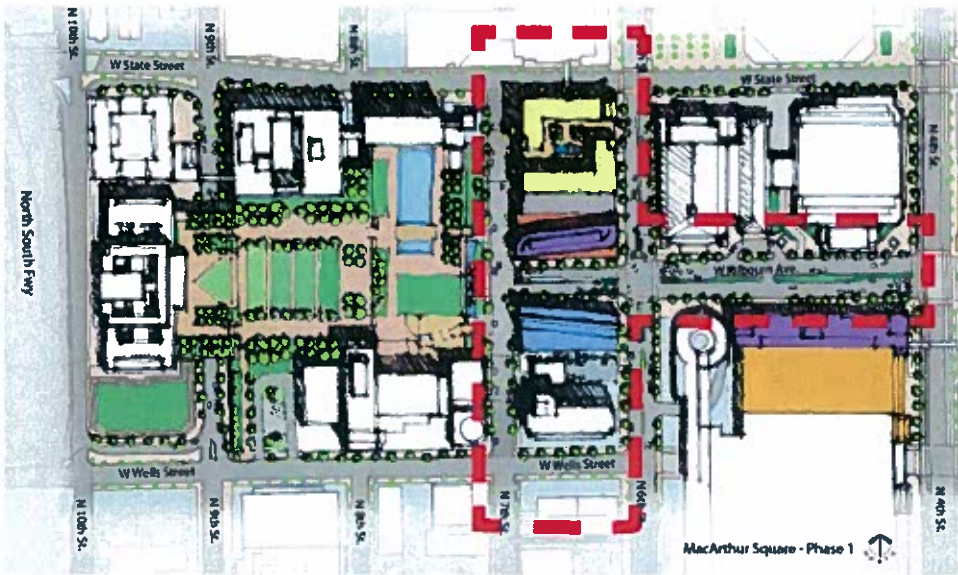
In this scheme, the parking garage would be located above-grade, between a U-shaped building facing State Street, 6th Street, and 7th Street and a linear building along Kilbourn in the second phase. The parking garage in the first phase development would be designed to allow for a connection to a new garage on the future development site along a further extension of Kilbourn as the property is developed on the west side of 7th Street.

The I-43 ingress tunnel would separate the second phase from the first phase. The gradual slope on Kilbourn would accommodate terraced retail space directly off the sidewalk.

On the south block, the third phase of the Kilbourn Extension project incorporates the renovation of the State of Wisconsin Office Building into a new convention-center-related development. A new tower connected to the existing building can be built along the newly-extended Kilbourn Boulevard, completing the visual gateway or the visual framing of the County Courthouse by buildings on either side of a reconnected Kilbourn Boulevard.

Next Steps

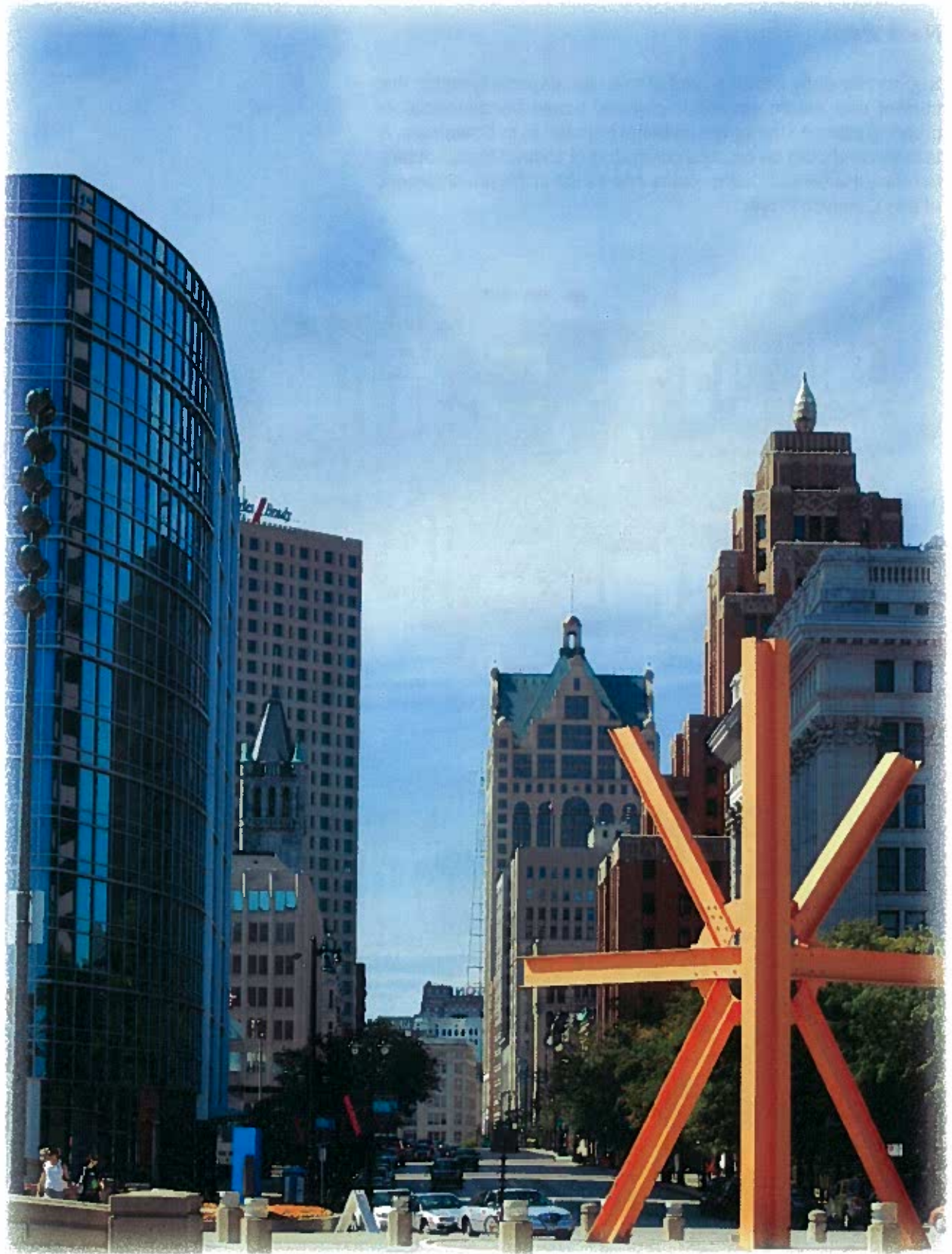
Support for early development of this site, especially within the current real estate economic climate, would be beneficial in creating jobs and bringing additional population to Downtown. A task force should be created consisting of District stakeholders to refine the overall District plans and assist in the development of this Catalytic Project.



Phase One



Phase Two



Chapter 6 Implementation

No single entity has the responsibility, the authority, or the financial capability to implement all of the plan's objectives. Although the recommended programs, projects and initiatives will need an initiating party responsible for leading the effort, the reality is that most objectives will rely on an interdependent partnership, a consensus and determination of downtown stakeholders, and above all else, favorable market conditions to build the necessary public and private support for the intended change.

The implementation element was prepared according to Section 66.1001 of the Wisconsin Statutes. Section 66.1001 requires this element to include a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives recommendations, plans, and programs. The element shall describe how each of the elements of the Downtown Area Plan Update will be integrated and made consistent with the other elements of the plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. There is a process in place for updating the comprehensive plan and may be required as conditions change in Milwaukee's Downtown.

By law, beginning on January 1, 2010, if local government engages in official mapping, local subdivision regulation, or City zoning ordinance, it must be consistent with the Plan. If a government action is desired and is inconsistent with the Plan, the local governmental unit should amend the plan as needed and publicly note the reasons that led to the amendment.

Integration of Elements

Throughout the development of this Plan, the planning team determined that each element of the Plan was integrated and consistent with the other elements. The Plan will largely be implemented through changes to zoning and other land use controls, necessary capital improvements, intergovernmental cooperation, continued planning, and, of course, private development.

The Plan integrates a variety of elements by documenting a vision for Downtown. The vision is the synthesis of research, analysis, and public involvement. By having a documented vision, all public sector program areas and private development efforts can work toward a common set of goals. For example, the Plan recommends locations that are susceptible to change and opportunities for the redevelopment of these locations. These recommendations inform and attract private and public sector investment, and to serve to coordinate efforts between various agencies and levels of government. The City can use various tools to achieve the vision, goals, objectives, and policies of the Plan; however, the common tools are regulatory.

Zoning and Related Land Use Controls

The City must reference the Plan when considering amending its existing Zoning Ordinance and Map to reflect the Plan's goals, objectives, and policies.

The City should make use of the overlay district zoning to develop quality development standards and coordination between multiple property owners for commercial redevelopment.

The City has existing Plan Review procedures in place that require the Planning Division and the City Plan Commission to review development proposals requiring land use changes. Plan Review is an important tool to ensure high quality development consistent with the city's vision.

Capital Improvements Program

A Capital Improvements program organizes City expenditures for capital improvements, some of which are proposed in the Downtown Plan area. A Capital Improvements Program links development policies established in the Plan to future receipt and expenditure of funds and construction of capital improvements. The City should systematically review all capital projects for consistency with the adopted goals, objectives, and policies established in this Plan. A Capital Improvements Program was not part of this planning process.

Partnerships

This Plan and the vision and recommendations contained herein cannot be implemented or initiated only by the City of Milwaukee. The City simply does not have the financial, staffing, or the appropriate government role to undertake all of the plan objectives and actions. Like many endeavors, success depends upon partnerships and rallying around a common vision and strategy. It is the intent of this Plan to provide a vision from which Downtown stakeholders, organizations, residents, and businesses can assume a role for themselves, initiate partnerships and actions and bring this vision for Downtown Milwaukee to fruition.

