



**PARK EAST
REDEVELOPMENT
PLAN**

**DOCUMENT TWO:
MASTER
PLAN**

PREPARED FOR:

**REDEVELOPMENT AUTHORITY
OF THE CITY OF MILWAUKEE**

PREPARED BY:

- **HNTB CORPORATION**
- **PLANNING & DESIGN
INSTITUTE, INC.**

DATE ADOPTED BY RACM:

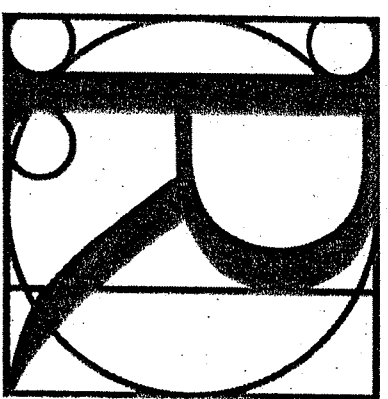
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ACKNOWLEDGEMENTS

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TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION

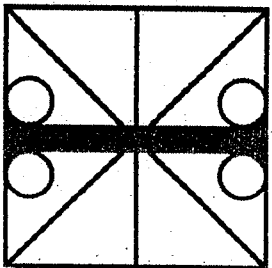
History of Area	Page 4
Downtown Plan	Page 4
Rationale for Removal	Page 5
Planning Process	Page 6
Goals	Page 6

CHAPTER TWO: SITE ANALYSIS

Introduction	Page 7
Project Boundaries	Page 7
Existing Character / Surrounding Built Context	Page 7
Site Access	Page 11
Infrastructure	Page 13
Environmental	Page 14
Character of Land Ownership	Page 15
Related Policies and Regulations	Page 15

CHAPTER THREE: PROPOSED LAND USE

North American Downtowns and Milwaukee Framework and Infrastructure	Page 17
Downtown and Public Places	Page 17
McKinley Avenue District	Page 18
Lower Water Street District	Page 19
Upper Water Street District	Page 23
	Page 27



HISTORY OF THE AREA

The Park East Freeway is a remnant of an abandoned 1960s plan to encircle downtown Milwaukee with freeways. (1.1) If the project would have been completed as planned, the existing freeway spur would have extended to the lake-front past Juneau Park and then connected to I-794 at the northern end of the Hoan Bridge. The western counterpart, the Park West Freeway, was envisioned to link the system to Highway 41, creating an east-west regional expressway.

After an extensive corridor was cleared for construction and only a mile segment of the Park East was completed, the project came to a halt during the mid-1970s in response to local opposition. The freeway spur, which extends from I-43 to North Milwaukee Street, was originally designed for large volumes of through traffic. Because the freeway system was not completed, the freeway spur remained over-designed. (1.2)

The land that was originally cleared for the incomplete section of the Park East Freeway remained vacant for years until the state removed it from the transportation corridor. The blockwide swath of vacant land east of the completed freeway section was returned to productive use with the creation of the East Pointe Neighborhood. (1.3) Today, the neighborhood is a vibrant urban community consisting of shops, townhomes, condominiums, and apartments.

The East Pointe Commons development was only the start of the downtown residential boom taking place in Milwaukee. Since that time, hundreds of new apartments and condominiums have been added as developers try to keep up with demand. To allow further downtown development, the

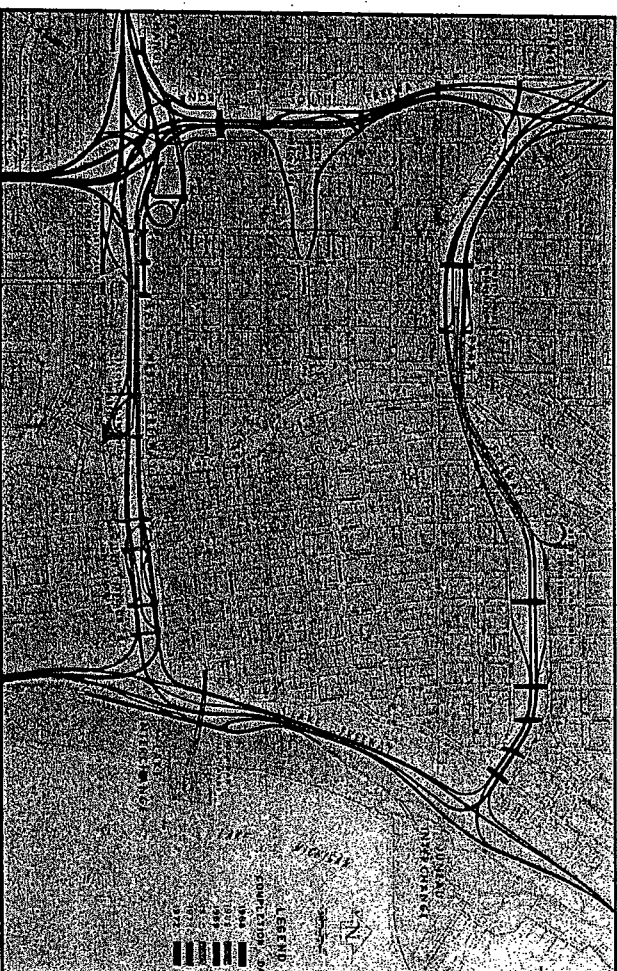
removal of the spur was included in the 1999 Interstate Construction Estimate Agreement that outlined a number of transportation projects. Former Gov. Tommy Thompson, former County Executive Tom Arment, and Milwaukee Mayor John Norquist approved the agreement.

In Spring 2002, removal of the Park East Freeway began. With public improvements completed, the elevated freeway spur will be replaced with an at-grade six-lane boulevard that is fully connected with the existing street grid. New block configurations will open up prime downtown property for redevelopment while increasing access to downtown and improving traffic flow. The demolition of the Park East Freeway spur will remove a physical barrier that currently separates downtown from the successful rejuvenations of historic Martin Luther King Jr. Drive, Brady Street, and the Hillside and Carver Park housing developments.

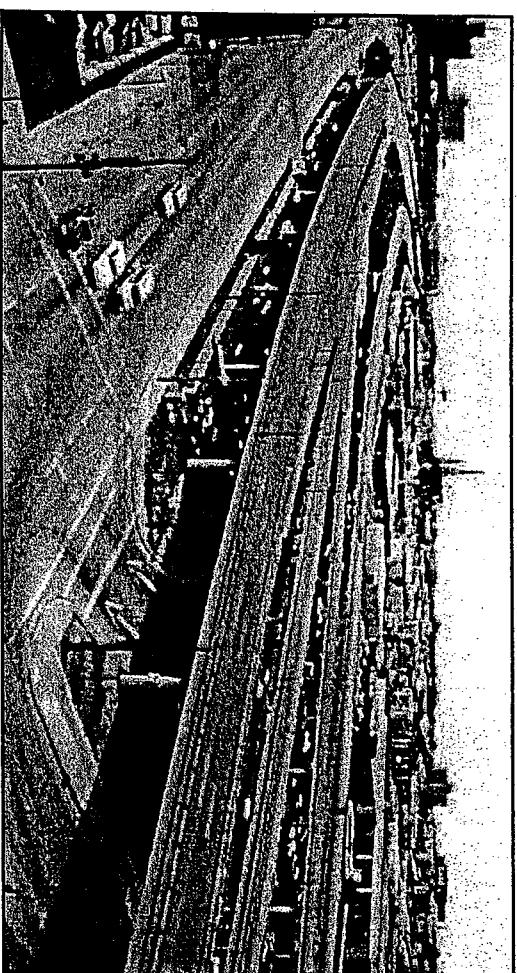
DOWNTOWN PLAN

During the mid-1990s several highly visible projects were taking place in downtown Milwaukee. Wanting to maximize further development, business leaders, organizations and public officials partnered to create a plan that would reflect changing conditions and guide downtown development. (1.4)

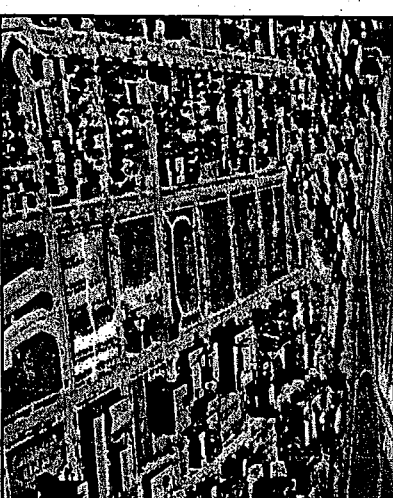
The collaborative planning effort among the City of Milwaukee, the Wisconsin Center District Board, and the Milwaukee Redevelopment Corporation included a high level of public participation. Thousands of participants gave their input into the future of downtown through stakeholder



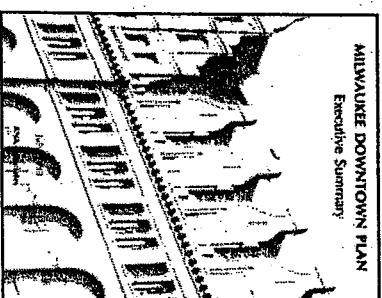
(1.1) The Park East Freeway is a remnant of an abandoned 1960s plan to encircle downtown Milwaukee with freeways.



(1.2) Since the freeway system wasn't completed, the freeway spur remained over-designed.



(1.3) The East Pointe Neighborhood occupies land originally cleared for the incomplete section of the Park East Freeway.



(1.4) The City of Milwaukee adopted the Milwaukee Downtown Plan in 1999 to guide future investments in the downtown.

interviews, mail surveys, visual preference surveys, and design workshops. The information was used to identify 13 catalytic projects that would stimulate development downtown.

Because of the underutilization of the freeway segment and potential for redevelopment of vacant land beneath and around the freeway spur, removal of the Park East Freeway was identified in the *Milwaukee Downtown Plan* as a key catalytic project for the continued investment of downtown Milwaukee. (1.5) The plan recommended a mixed-use district that reinstates the traditional street-grid system and identified objectives to address redevelopment throughout the Park East corridor, including:

- Promote residential and office mixed-use development;
- Extend the RiverWalk in front of the new mixed-use buildings;
- Enhance pedestrian connections across and around the river;
- Enhance the success of the Water Street entertainment venues; and
- Provide urban open space.

The Park East Redevelopment Plan is consistent with the goals and objectives established in the *Milwaukee Downtown Plan* and will serve as an implementation tool to guide redevelopment of the area.

RATIONALE FOR REMOVAL

The Park East Freeway was a blighting influence that devalued property and inhibited development on nearby parcels. (1.6) The debilitating effects of the elevated freeway spur relegated the dominant land use throughout the corridor to surface parking. (1.7) In an area where land resources are scarce and demand for quality office, residential, retail, and

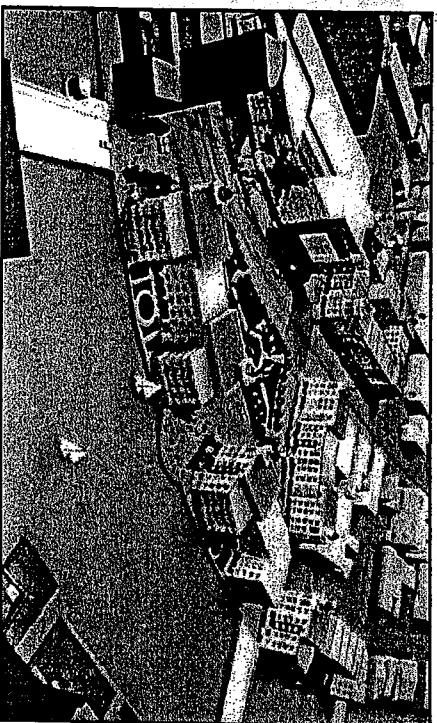
other commercial uses is high, surface parking lots are not the highest and best use.

Originally designed for large volumes of regional traffic, actual traffic counts traveling on the Park East Freeway did not warrant an elevated structure. Daily vehicle counts were comparable to many surface streets such as Oklahoma and Forest Home Avenues, which carry approximately 22,000 vehicles per day. The Southeastern Wisconsin Regional Planning Commission determined that the at-grade street improvements are capable of handling current and future traffic volumes.

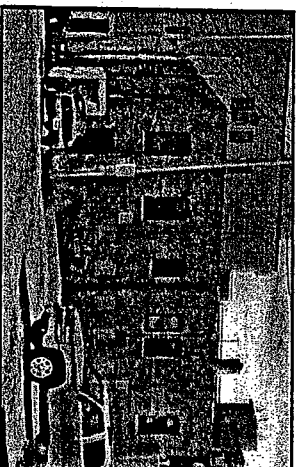
The elevated freeway and street configurations that accompany it were physical barriers between downtown and neighborhoods to the north. Removing this barrier and reconnecting the street grid enhances local street access, as well as increases the development potential of the parcels previously encumbered by the freeway. (1.8) Together, these improvements connect downtown with historic Dr. Martin Luther King Jr. Drive, Brewer's Hill, Brady Street, Schlitz Park, Commerce Street, and the Hillside and Carver Park housing developments.

The removal of the elevated freeway from Sixth Street to Jefferson Street, enables the redevelopment of over 60 acres of downtown land including 16 reclaimed acres that were directly beneath the elevated freeway. (1.9) The block configurations created by the reconfigured McKinley Avenue significantly increase the value and development potential of the land previously occupied by the freeway spur. The corresponding development will enhance the residential appeal of downtown and complement existing retail, entertainment, and commercial developments.

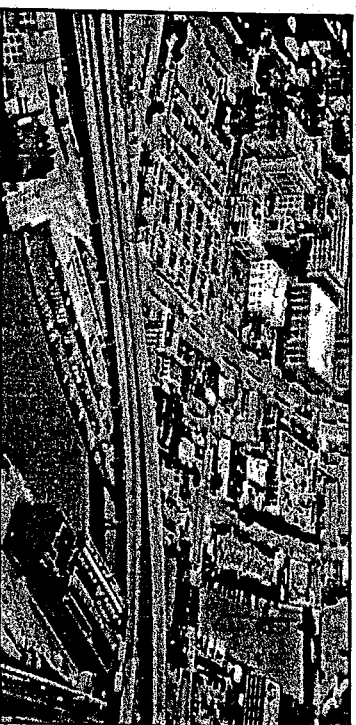
In addition, redevelopment of the corridor will increase downtown employment, business opportunities, and urban open space while significantly adding to the city and county property-tax bases. Overall, the Park East Redevelopment



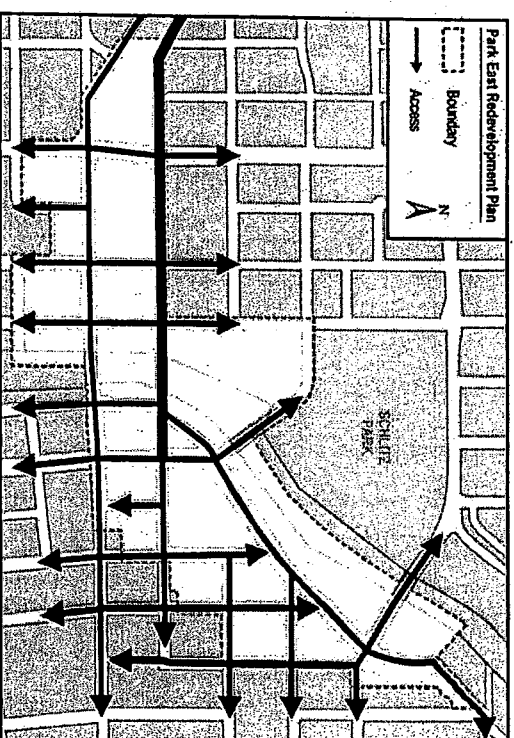
(1.5) Due to the underutilization of a transportation facility and the potential redevelopment of vacant land beneath and around the freeway spur, the *Milwaukee Downtown Plan* identifies removal of the Park East Freeway as a catalytic project for downtown Milwaukee.



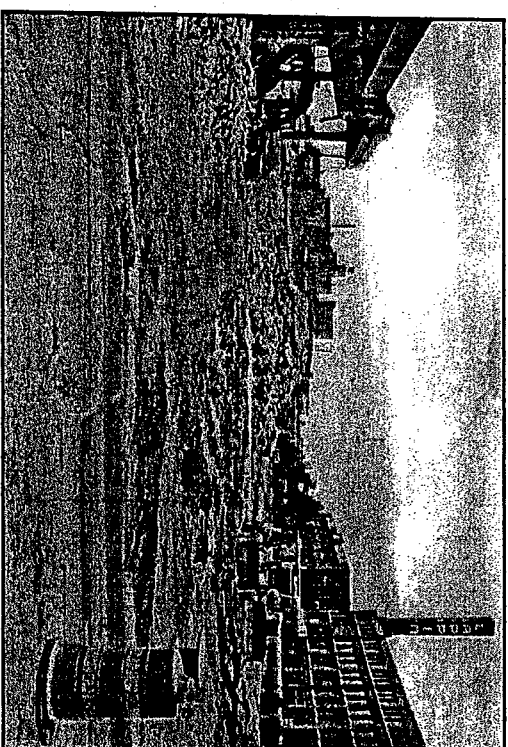
(1.6) The elevated Park East Freeway was a blighting influence that has devalued property and inhibited development on nearby parcels.



(1.7) The debilitating effects of the elevated freeway spur relegated the dominant land use throughout the corridor to surface parking, which is not deemed the highest and best use for prime downtown and riverfront property.



(1.8) Removing the freeway spur increases access between downtown and nearby neighborhoods and increases the development potential of the land.



(1.9) Demolition of the Park East Freeway spur began in June 2002.

Project provides a balance between transportation needs and land use, while providing increased investment opportunities that will add value to downtown and the entire Milwaukee metropolitan area.

PLANNING PROCESS

In conjunction with the approval of the *Milwaukee Downtown Plan* in 1999, the City of Milwaukee entered into a cooperative agreement with the County and State to begin planning and engineering for the removal and replacement of the Park East Freeway spur. A planning team of state, county, and city staff as well as two consulting firms was created to guide the planning and engineering efforts.

In 2001, the City began preparing the Park East Redevelopment Plan, which would guide redevelopment in the corridor. The planning process generated consensus by actively involving participation by property owners, business leaders, residents, neighborhood organizations, and elected officials.

A Park East Web site was created and several newsletters were sent to more than 2,000 downtown residents, business owners, and other interested parties to provide updates about planning and construction activities. Multiple presentations and meetings with key stakeholders, property owners, neighborhood organizations, and governmental bodies were conducted to gather broad input.

As the planning team focused on preparing the draft Park East Redevelopment Plan, additional meetings with stakeholders were held to follow up on comments and suggestions made at previous meetings and to elicit verification of policies being drafted.

The final public review and adoption process included multiple presentations at City and County committee, board,

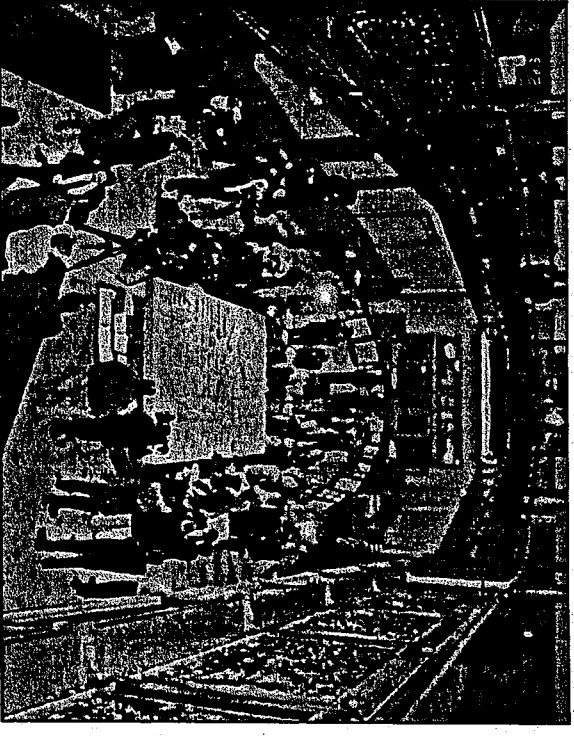
and council meetings, as well as a public open house that included a 16-by-9-foot model of the corridor. (1.10) The City and County conducted public hearings, and input was incorporated into the final plan before adoption.

The Park East Redevelopment Plan consists of three documents: Document 1: Renewal Plan; Document 2: Master Plan; and Document 3: Development Code.

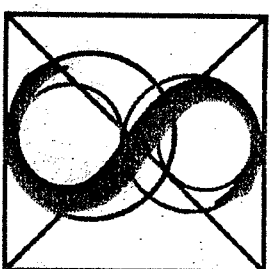
GOALS

This Master Plan (Document Two) is the primary link to the Milwaukee Downtown Plan and the City's Comprehensive Plan. It provides the overall vision for development and describes the intended character of the districts and neighborhoods in the project area. The Master Plan reinstates the street grid using an urban design strategy based on streets, blocks and squares.

Together with the Renewal Plan (Document 1) and the Development Code (Document Three), this Master Plan is intended to guide future development of the area in a predictable manner that optimizes long-term public and private investments.



(1.10) City of Milwaukee Mayor John Norquist addresses attendees at the Park East Public Open House held at City Hall. Citizens were invited to the open house to meet with officials, review the Park East Redevelopment Plan, and view a 16-by-9-foot model of the Park East Freeway corridor.



INTRODUCTION

This chapter provides a description of the redevelopment area as it existed at the start of the freeway demolition in June, 2002. It describes the general characteristics of the context and surrounding neighborhoods, access, infrastructure and environmental conditions, land ownership patterns, and existing policies and regulations applicable to the area.

PROJECT BOUNDARIES

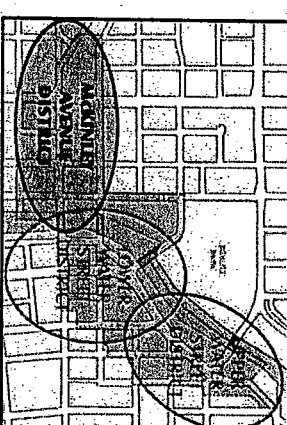
The project area is located in the northern section of downtown Milwaukee. The redevelopment boundary encompasses approximately 64 acres of land and is bounded generally by East and West Juneau Avenue to the south, North Eighth Street to the west, North Jefferson Street to the east, and West McKinley Avenue to the north. The area also extends northeast along Water Street to the intersection of East Brady Street and North Jackson Street. (2.1)

EXISTING CHARACTER / SURROUNDING BUILT CONTEXT

The Milwaukee River, which runs through the Park East redevelopment area, naturally divides the area into three distinct yet interrelated districts. Although the district boundaries generally overlap at their perimeters, for planning purposes the area is divided into the McKinley Avenue, Lower Water Street, and Upper Water Street Districts. (See Chapter Three – Proposed Land Use – for more detailed descriptions of the proposed character of the districts.) (2.2) The existing character and context of these districts are described in the following sections.

McKinley Avenue District

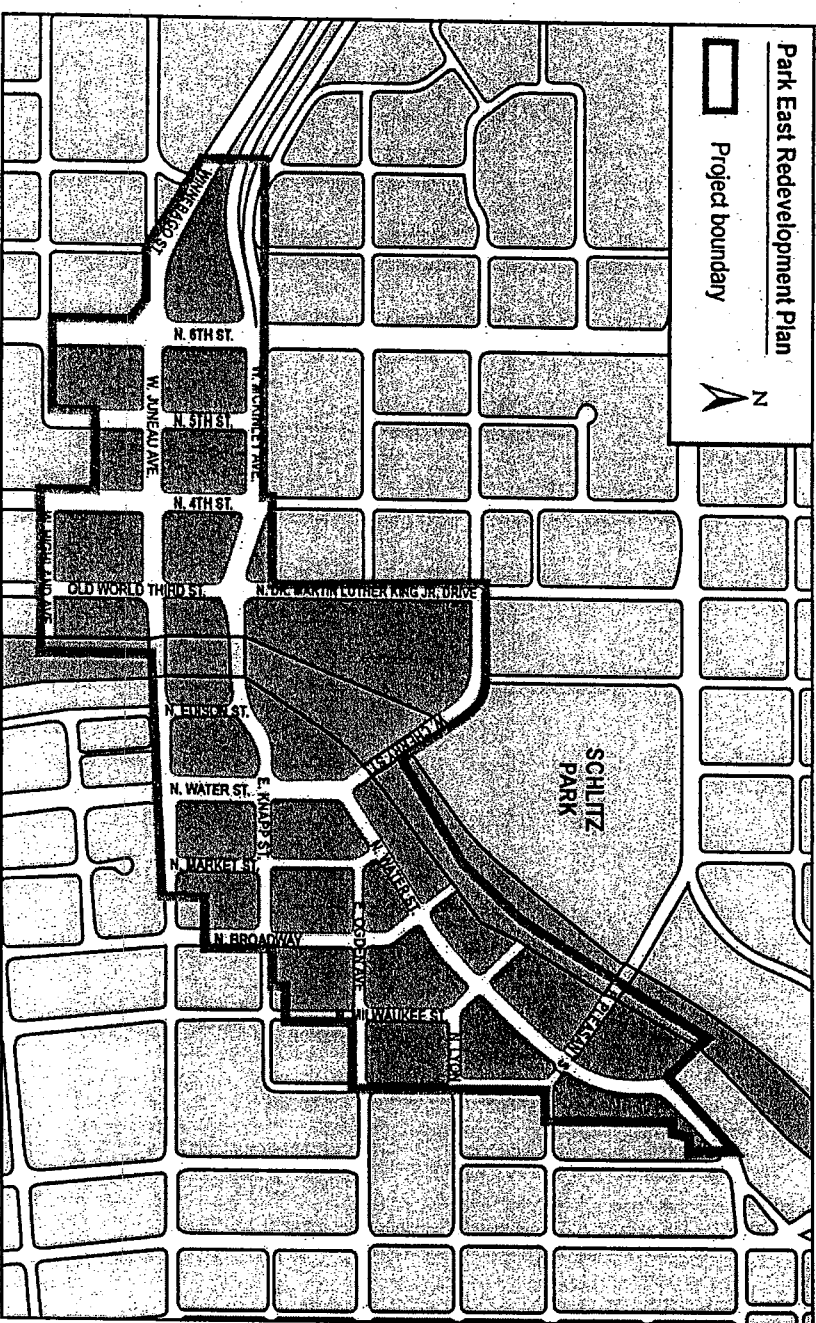
The McKinley Avenue District is located on the west side of the Milwaukee River and includes the section of the Park East Freeway corridor between McKinley Avenue to the north, Juneau Avenue to the south, the Milwaukee River to the east and Sixth Street to the west. Much of the land in this district is either vacant or used for surface parking. The dominating presence of the elevated Park East Freeway structure has restricted movement between the entertainment district to the south and the commercial and residential neighborhoods to the north.



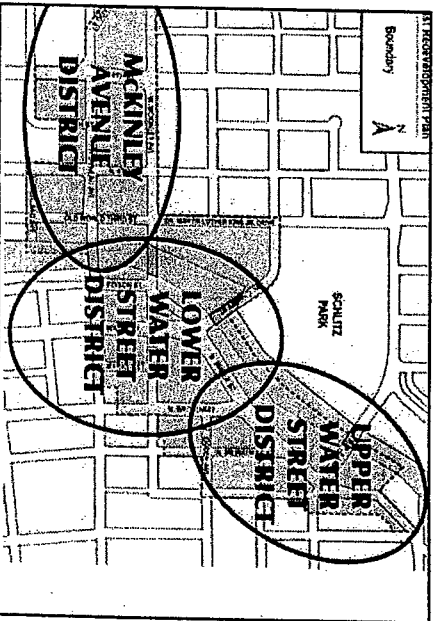
When public improvements are completed, a reconfigured McKinley Avenue will replace the elevated Park East Freeway structure with a six-lane, at-grade boulevard that is easily accessible from I-43 and capable of carrying large traffic flows. McKinley Avenue will be a new gateway to downtown, providing access for both regional and local traffic.

Although McKinley Avenue will become the largest east-west thoroughfare, Juneau Avenue will continue to be a major arterial street because of its continuity to the lakefront. Sixth Street provides an important link to the Menomonee River Valley with the new Sixth Street Bridges. The developable land owned by Milwaukee County is expected to be available for redevelopment purposes in early 2004. The land underneath the spur is relatively flat and will require minimal grading.

Park East Redevelopment Plan



(2.1) The Park East Freeway Redevelopment Plan project area.



(2.2) The Park East Redevelopment Plan divides the project area into three distinct yet interrelated districts – McKinley Avenue, Lower Water Street, and Upper Water Street.

Neighborhood Context

Given the amount of development that potentially will occur in the former freeway corridor, it is important to consider the built context to ensure new development is compatible with the surrounding neighborhoods.

To the north of McKinley Avenue is a mixture of residential and commercial uses. Located in the northwest corner is the Hillside public housing development, which provides affordable downtown housing opportunities for lower income individuals and families. (2.3) The existing complex occupies more than an acre and is well-designed and incorporated into the urban framework of the neighborhood.

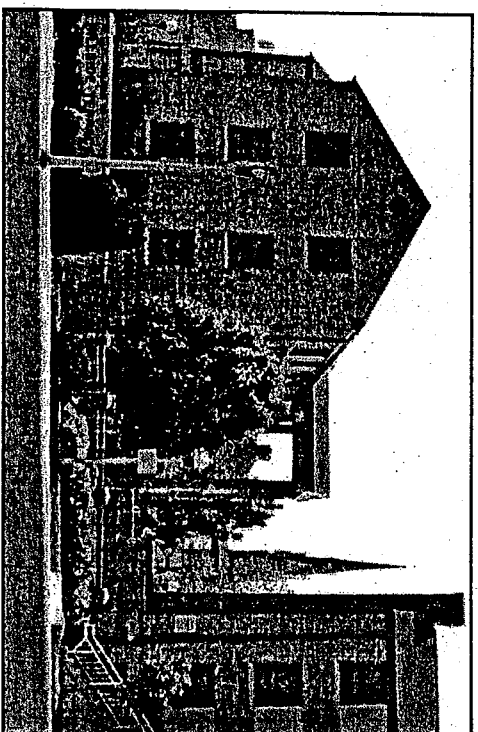
A set of manufacturing/warehouse buildings adjacent to the residential neighborhood located between Sixth Street and Dr. Martin Luther King Jr. Drive is primarily used for commercial and warehousing activities. (2.4) Milwaukee is one of the first communities in the country to receive a new designation as a Renewal Community (RC) from the U.S. Department of Housing and Urban Development. As a result of the designation, businesses located in Milwaukee's RC area have access to an attractive package of tax incentives to spur economic development and job growth. RC tax incentives include wage credits for new and existing employees who live and work in the RC; zero percent capital gains for RC assets; accelerated depreciation for machinery and equipment; and accelerated depreciation for new construction and rehabilitation projects. The designation will last through Dec. 31, 2009. A large portion of the McKinley Avenue District lies within the boundaries of Milwaukee's RC. (2.5)

A collection of large entertainment, institutional, and commercial uses are located to the south of McKinley Avenue. The Bradley Center, Midwest Express Center, and U.S. Cellular Arena host major sports events, concerts, and conventions that draw thousands of people to the area throughout the year. Milwaukee Area Technical College and a series of

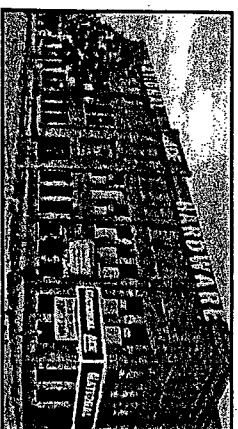
Milwaukee County buildings, including the Courthouse and the Correctional Center, are large institutional employers in the area. The concentration of entertainment and institutional uses that draw people to the area during the day and night creates demand for supporting retail services, which are primarily located along Old World Third Street. Pedestrian and street connections among these developments will be essential for the area's successful rejuvenation and continued growth.

To the southwest is the 21-acre Pabst Brewing complex composed of historic Cream City brick buildings. The site is ideally situated for uses that benefit from high visibility and easy access to the regional freeway system. The buildings have been vacant since the brewing company left in 1996. However, Wispark, LLC, the real estate development division of We Energies, recently purchased the site with the intention of adaptively reusing the existing buildings. (2.6) The proposed redevelopment will complement existing entertainment venues in the area, such as the Bradley Center and Midwest Express Center.

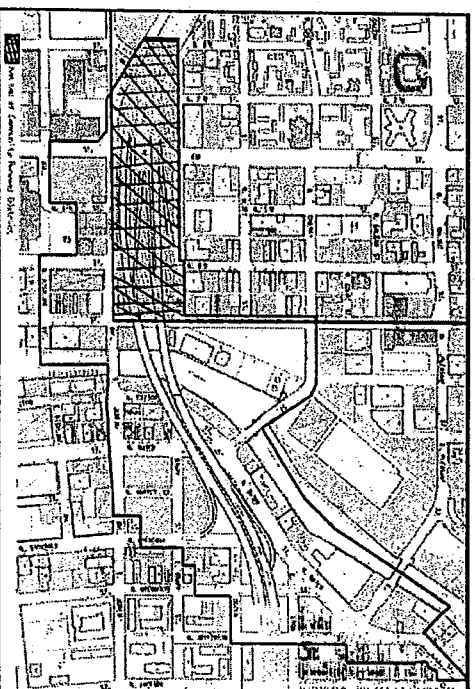
To the east, the McKinley Avenue District meets the Milwaukee River. New developments will be able to capitalize on this amenity while increasing public access through the extension of the RiverWalk. Removal of the freeway will link the existing retail businesses along Old World Third Street to the successful commercial district revitalization occurring on Dr. Martin Luther King Jr. Drive. (2.7) In general, developments along this corridor were constructed on a much smaller scale than the surrounding blocks that contain large blockwide complexes. The historic WE Energies power plant complex is located along the river's edge. Time Warner Cable currently occupies the central building of this complex. (2.8)



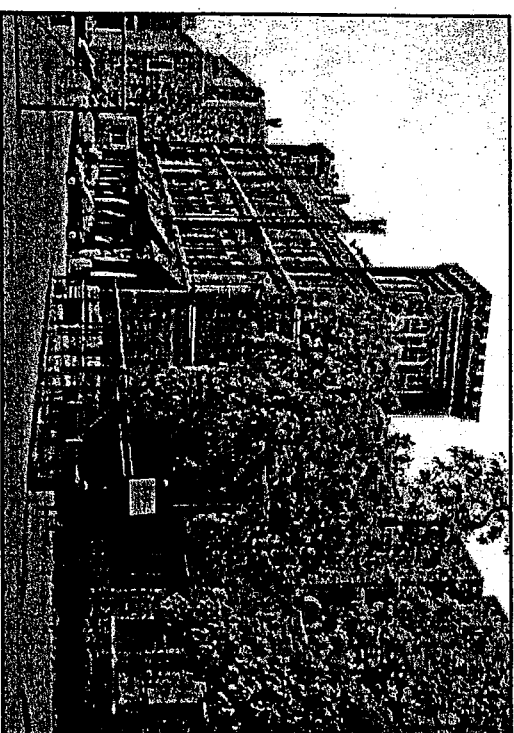
(2.3) The redeveloped Hillside public housing development provides affordable downtown housing opportunities for lower income individuals and families.



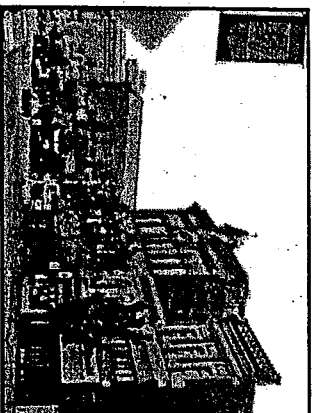
(2.4) A set of buildings adjacent to the Hillside public housing development is primarily used for commercial or warehousing activities.



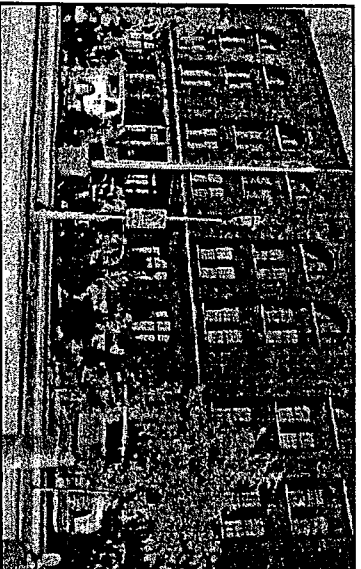
(2.5) A large portion of the McKinley Avenue District lies within the boundaries of Milwaukee's RC, which is coordinated by the Milwaukee Department of City Development.



(2.6) Wispark, LLC, recently purchased the historic 21-acre Pabst Brewing complex with the intention of redeveloping the site for uses that would complement existing entertainment venues in the area.



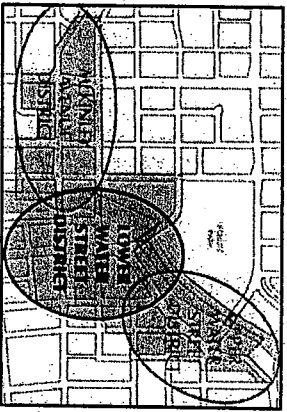
(2.7) The removal of the freeway will link the retail establishments on Old World Third Street with the successful rejuvenation occurring on Dr. Martin Luther King Jr. Drive.



(2.8) Time Warner Cable now occupies the central building of the historic We Energies power plant complex.

Lower Water Street District

The Lower Water Street District is located on the east side of the river and is loosely bounded by Highland Avenue to the south, Ogden Avenue to the north, and Broadway to the east. Since the elevated freeway occupied a large portion of the river's edge in this district, few developments capitalized on this natural amenity. As a result, much of the prime river property along Edison and Water Streets is currently used for surface parking. (2.9)



Water Street, a major downtown arterial, runs north to south through this district. The segment connects the activities occurring in the Upper Water Street District with the activities occurring in the heart of downtown. Juneau Avenue is the only major east-west arterial street that connects the western portion of downtown with the lakefront. The reconfiguration of McKinley Avenue and the construction of the Knapp Street Bridge will place emphasis on this thoroughfare in the future. Broadway is a major north-south arterial running through the district. It is currently a one-way street that channels traffic from the Park East Freeway exit ramp.

Currently, the Lower Water Street District is a popular downtown entertainment destination, home to many nightclubs, bars, and restaurants along Water Street and Juneau Avenue. (2.10)

Neighborhood Context

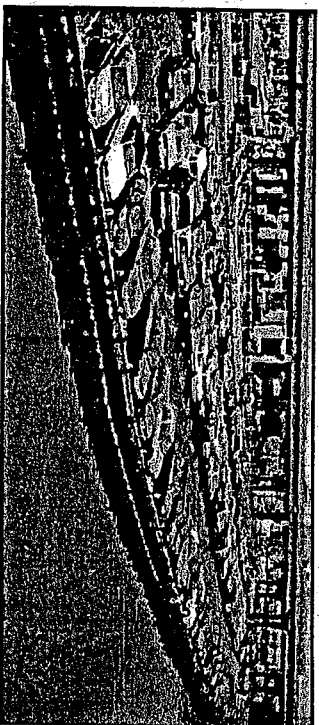
Like the McKinley Avenue District, the Lower Water Street District is surrounded by a variety of neighborhoods that create a vibrant urban area. These neighborhoods are an important consideration for any new developments.

The northern edge of the Lower Water Street District meets the Upper Water Street District and served as the outlet for the Park East Freeway. To the east of the freeway's stub ends are the residential and commercial developments that make up the East Pointe Neighborhood. This neighborhood was developed in the swath of land once cleared for continuation of the Park East Freeway. The East Pointe Marketplace contains a full service grocery store and several smaller retail establishments. (2.11) Condominiums, apartments, and neighborhood retail establishments surround the commercial area.

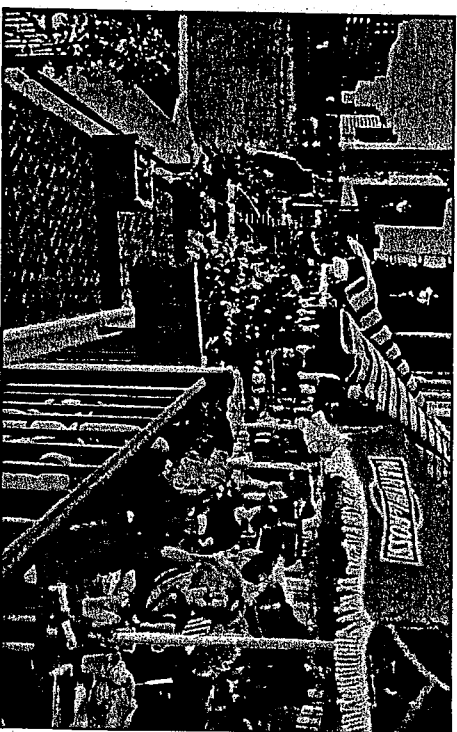
The area located to the south of the Lower Water Street District contains a mixture of local businesses and regional entertainment venues. The businesses located along Water Street are generally smaller-scale retail establishments that reflect the finer-grain commercial buildings prevalent in the late 1800s. (2.12) The parcels are divided narrowly along the block face and contain a mixture of nighttime entertainment venues, restaurants, cafes, and taverns at the street level. Residences and offices generally occupy the upper floors. The area's success is attributable to nearby entertainment venues such as the Bradley Center, Pabst Theater, and Marcus Performing Arts Center, which are located just south, as well as the nearby residential population, large number of office workers, and the overall popularity of the area for nighttime activities.

The Milwaukee River borders the western edge of this district. The area is currently underutilized due to the development limitations of the freeway spur. Some businesses have been able to capitalize on the river's natural assets by providing unique dining and social experiences on riverside patios. However, much of the riverfront property was encumbered by the Park East Freeway, useful only as surface parking lots.

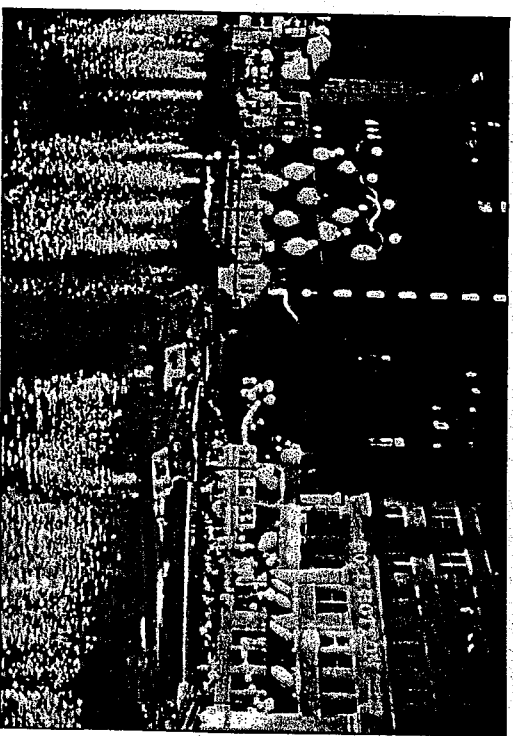
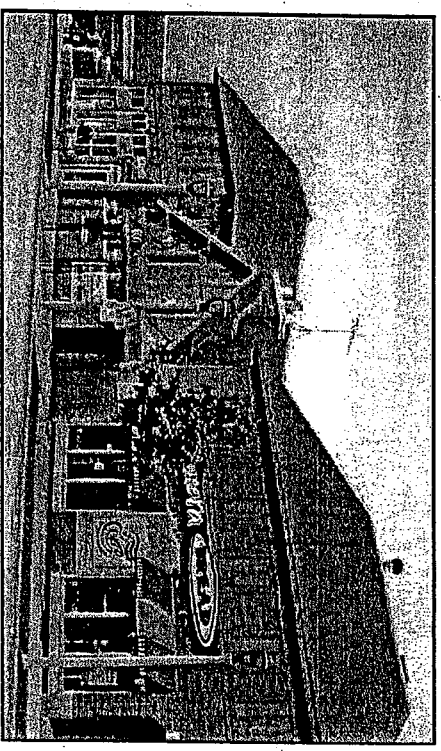
To the east of this district are residential and institutional uses including Grace Lutheran Church and Milwaukee



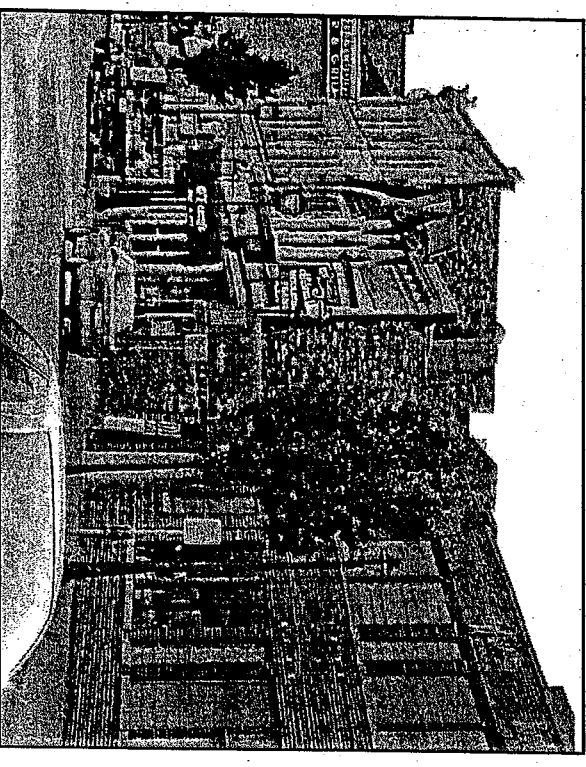
(2.9) Much of the riverfront property located in the Lower Water Street District is currently used as surface parking lots.



(2.11) The East Pointe Marketplace contains a full-service grocery store (left) and several smaller retail establishments. (above)



(2.10) Currently, the Lower Water Street District is a popular downtown entertainment district, home to many nightclubs, bars, and restaurants.

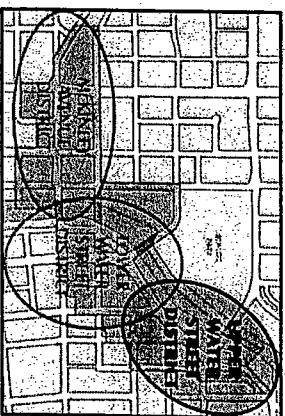


(2.12) Businesses along Water Street are generally small-scale retail establishments that reflect the fine-grain commercial establishments prevalent in the late 1800s.

School of Engineering; (2.13) Several downtown condominiums and apartments, such as Juneau Village, Courtyard Square, and the Blatz Brewery building are located in this area, as well as the Convent Hill public housing development.

Upper Water Street District

The Upper Water Street District is located along the northeastern edge of the redevelopment area and is bounded loosely by Ogden Avenue to the south, the Milwaukee River to the west, Jefferson Street to the east, and Brady Street to the north. This district encompasses the largest portion of the Milwaukee River within the redevelopment plan boundaries and is where downtown Milwaukee transitions into finer grain residential neighborhoods. The most obvious indication of this transition is the contrast between the larger scale, blockwide developments to the south and the prevalent narrow city lots to the north.



The Milwaukee River is unquestionably an asset to the neighborhood yet has historically created some challenges. The organic curve in the river has caused irregularities to the traditional street grid system that is intended to provide connectivity and orderly block formations. Water Street, a major downtown arterial street, follows the contours of the river. As a result, the roads connecting to Water Street meet at odd angles causing irregular block configurations and intersections. The riverbank topography in this area carved out steep slopes on the eastern edge of the river valley. To compensate for the terrain changes, existing developments have built into the ridge, and when necessary, used retaining walls.

Water Street has traditionally presented challenges for pedestrians in the area. Given the close proximity of the dense

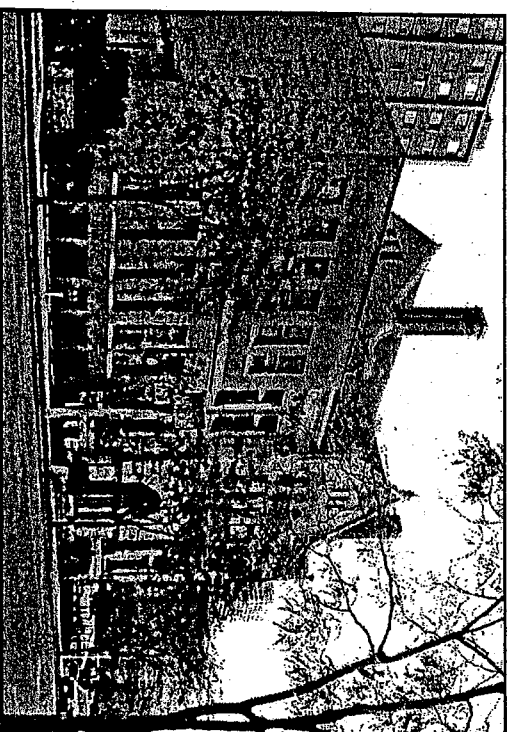
residential neighborhoods to the north, this portion of Water Street should be enhanced as an important pedestrian connection to downtown.

Neighborhood Context

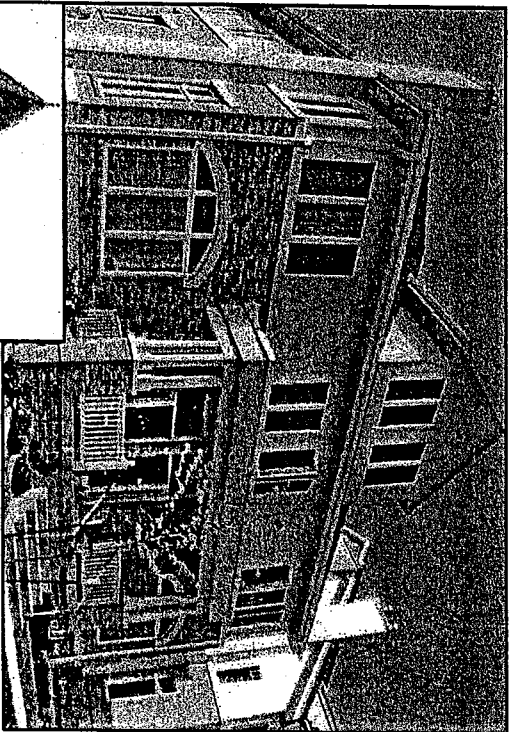
The residential communities and commercial establishments surrounding the Upper Water Street District are desirably located within close proximity to downtown and riverfront activities. Residents in this area have multiple choices for entertainment, dining, and shopping within walking distance from their homes.

The northern portion of this district contains new and traditional mixed-use neighborhoods. The Beerline "B" neighborhood, which extends along Commerce Street, is an urban riverfront community consisting of residential condominiums, apartments, and public space. More than 300 new housing units have been constructed within the past few years and additional units are under construction or planned. The Brewer's Hill neighborhood, which sits atop the river bluff, has undergone major improvements since residents began rehabilitating the Victorian-style homes during the past decade. (2.14) These efforts have greatly increased the desirability and value of land in the area.

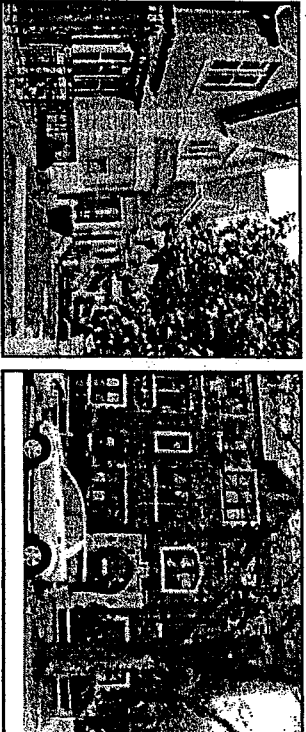
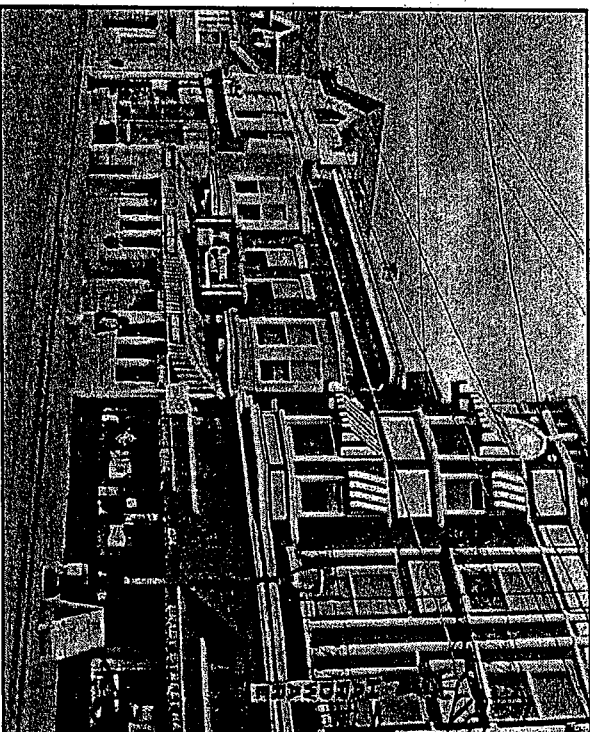
Directly east of the Beerline and Brewer's Hill neighborhoods is Brady Street. This active, traditional corridor consists of numerous retail establishments, cafes, taverns and restaurants that enliven the street during the day and night with pedestrian and vehicular traffic. The residential neighborhood to the south connects Brady Street with the East Pointe Neighborhood. This area is a dense residential neighborhood with a mixture of duplexes, single-family homes, small apartment buildings, condominiums, and scattered corner commercial establishments. (2.15) The success of downtown's north side neighborhoods will be dependent on connections that encourage movement of pedestrians and automobiles from one area to the next, ultimately creating a unified downtown residential neighborhood.



(2.13) To the east of the Lower Water Street District are residential and institutional buildings, including the Milwaukee School of Engineering.



(2.14) (Top) The Beerline "B" neighborhood is an urban riverfront community consisting of residential condominiums and apartments. (Left) The Brewer's Hill neighborhood has undergone major improvements during the past decade.



(2.15) Brady Street consists of numerous retail establishments, cafes, taverns, and restaurants that enliven the street during the day and night with pedestrian and vehicular traffic. The surrounding residential neighborhood consists of dense single-family homes, condominiums, and apartments.

The southern boundary of this district overlaps with the northern border of Lower Water Street District. The districts share many of the same developments, including Convent Hill Apartments and the East Pointe Neighborhood. Several apartments and condominiums have been built in this area. (2.16)

The riverfront property west of Water Street and north of Cherry Street comprises the western portion of the Upper Water Street District. This district contains key links between neighborhoods on the east and west sides of the river. Both Cherry and Pleasant streets contain lift bridges over the river that provide access to Schlitz Park, the Dr. Martin Luther King Jr. Drive commercial district, and the Brewer's Hill neighborhood. The parcels on the east side of the river contain old manufacturing buildings that are occupied by Laacke & Joy - a sporting goods store - and the former Pfister & Vogel leather manufacturer. The Mandel Group owns the former Pfister & Vogel site and is planning to construct new residential and commercial buildings. On the other side of the river is a large office complex known as Schlitz Park. This parcel contains the largest segment of built riverwalk throughout the Park East redevelopment area, providing a public amenity for office workers and nearby residents. (2.17)

SITE ACCESS

Introduction

The availability of multiple modes of transportation, the ability for people to move from one neighborhood to the next, and access to natural amenities and open spaces are important factors for vibrant urban areas. Physical and psychological barriers and lack of infrastructure can hinder the public's access and have a separating effect on adjacent neighborhoods. Ideally, access to a site should be well-con-

nected with the surrounding area to form a cohesive environment. Overall, the freeway spur has hindered circulation patterns within the Park East redevelopment area and between downtown and neighborhoods to the north.

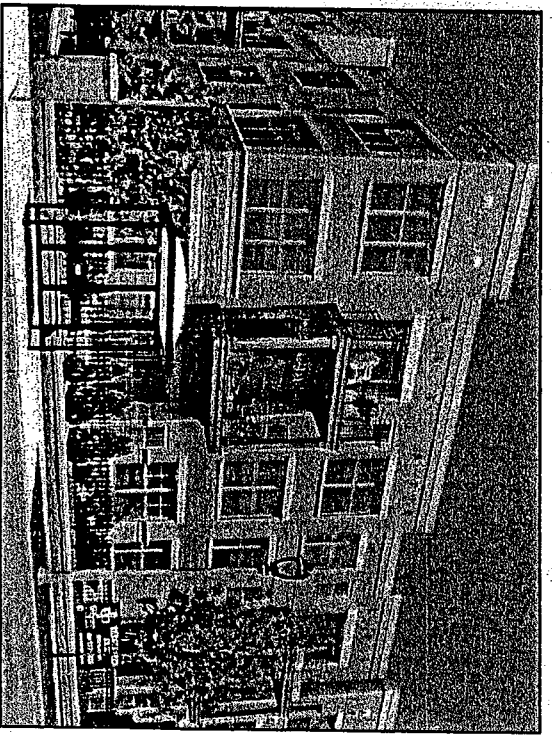
Physical Access

Vehicular

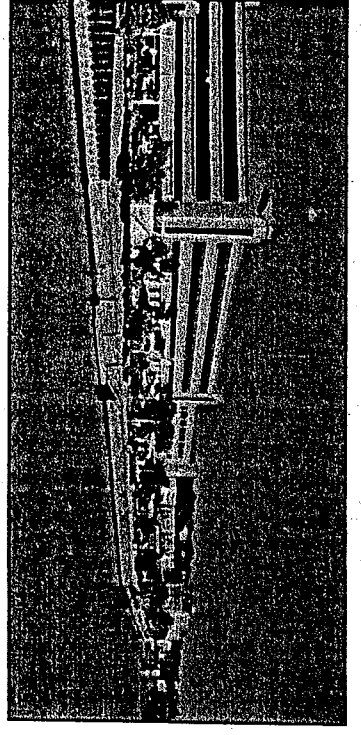
After the Park East Freeway was constructed, vehicles from I-43 had only three exits offering access to the corridor and its surrounding neighborhoods from ramps at Fourth and Jefferson Streets and Broadway. (2.18 a) With removal of the freeway spur and the reinstatement of the street grid, vehicles will have improved access to downtown Milwaukee from I-43 and more routes to various downtown destinations. (2.18 b)

The exit ramp from I-43 will connect with Sixth Street, where traffic will enter the city onto the expanded six-lane McKinley Avenue. A new Knapp Street lift bridge will connect McKinley Avenue with East Knapp Street to provide connections to Water and Brady Streets and the East Pointe Neighborhood.

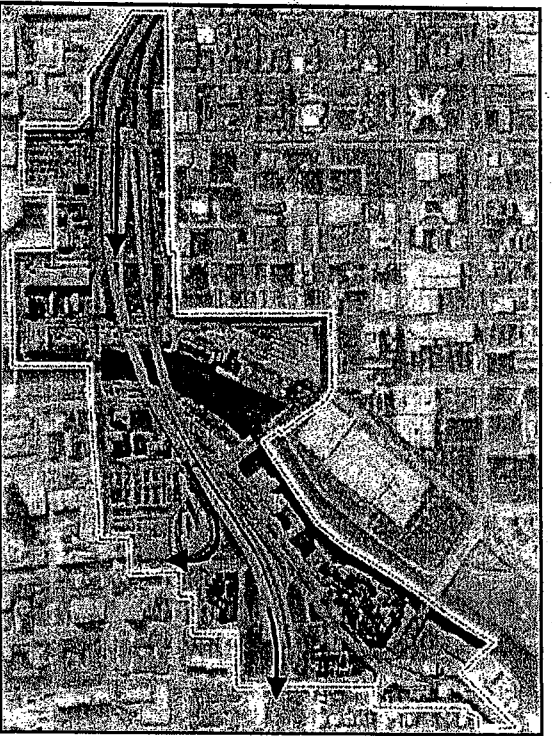
Several other local roadways, including Juneau and Ogden Avenues, Martin Luther King Jr. Drive/Old World Third, Broadway, and Sixth, Fifth, Fourth, Knapp, Water, Market, Lyon, Pleasant, and Milwaukee Streets may be expanded, reconstructed, or realigned within the project site to improve traffic flow. New streets through the former Pfister & Vogel site may also be constructed to provide improved public access to the river and service new developments in the area.



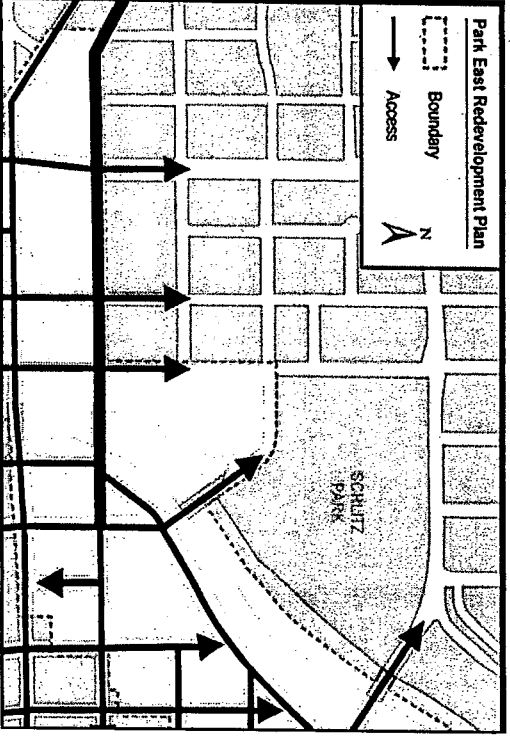
(2.16) Several apartment buildings and condominiums, including the East Pointe Neighborhood buildings, have been constructed in the area where the southern border of the Upper Water Street District overlaps with the northern border of the Lower Water Street District.



(2.17) The western portion of the Upper Water Street District consists of riverfront property that includes the large office complex known as Schlitz Park (above) and the former Pfister & Vogel leather manufacturer (left).



(2.18 a) After the Park East Freeway was constructed, vehicles from I-43 were limited to only three exits - at Fourth and Jefferson Streets and Broadway - to the corridor and surrounding neighborhoods.



(2.18 b) Once the freeway spur is removed and roadways are reconfigured, vehicles will continue to gain access to the corridor and downtown from I-43. However, new roadways will provide vehicles full access to the city street grid system, allowing multiple routes to various destinations.

Pedestrian and Bicycle

The redevelopment area is currently uninviting for pedestrian traffic. The elevated freeway structure creates a visual barrier between neighborhoods. The unattractiveness of the land and perceived lack of safety underneath the freeway discourage pedestrians from crossing between neighborhoods and downtown. (2.19) This problem is particularly evident between Juneau and McKinley Avenues on the west side of the river, and it is also encountered on the east side of the river where the freeway divides northern neighborhoods from Water Street businesses.

Pedestrian travel is important to existing businesses and is expected to enhance with new developments. Public improvements within the project area should make every effort to improve pedestrian connections and create convenient access to, from and among entertainment, shopping, and residential areas.

In addition to new roadways and sidewalks, expanding the RiverWalk provides an opportunity to improve pedestrian movement and expand urban open space opportunities within the project area. A section of the RiverWalk currently runs through Lower Water Street District along Schlitz Park. New sections will be constructed along the new Knapp Street lift bridge on both the east and west sides of the river. New developments are required to follow the *Milwaukee RiverLink Guidelines* to create a continuous riverwalk that links the near north neighborhoods with the lakfront. New riverwalks should meet all ADA requirements for access.

Bicycle travel within the project area is equally as important as pedestrian travel. Bicycles are allowed on the streets, but no dedicated bicycle lanes and few bike racks currently exist within the project boundaries. Water

Street could be enhanced with specially marked bicycle lanes connecting entertainment venues to the south with residential uses and neighborhood commercial uses along Brady Street.

Transit Routes

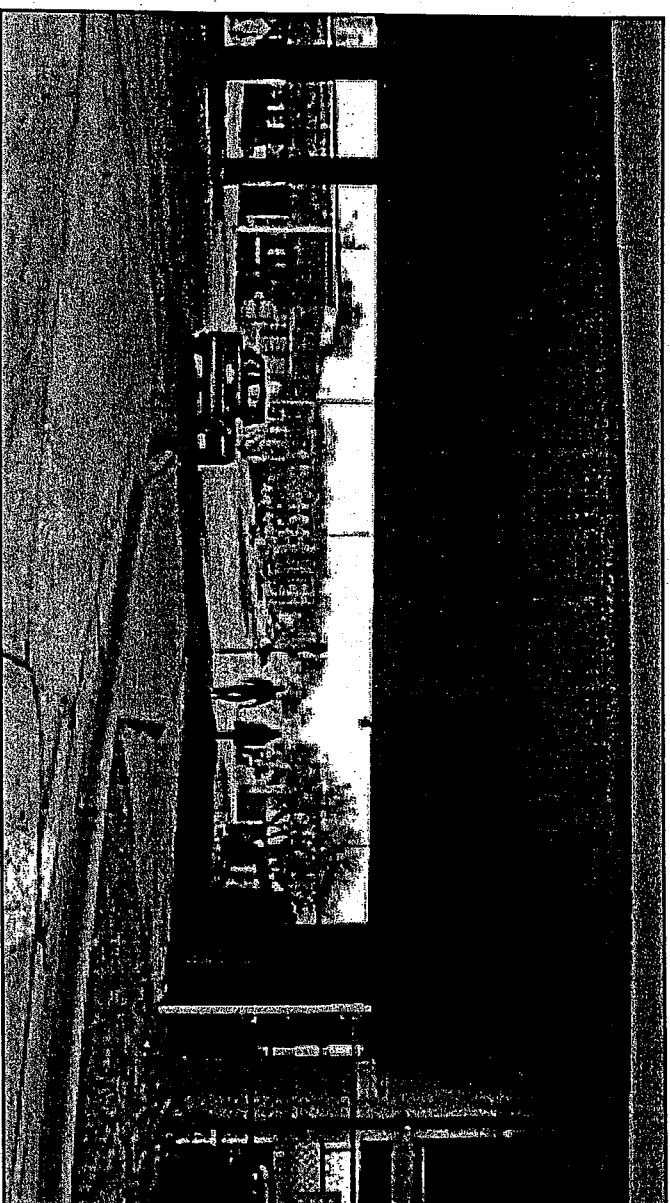
Many public transit routes intersect the project site and connect it with the surrounding metropolitan area. Routes 80, 11, and 143 run along Sixth Street; Route 19 runs along Third Street; and Routes 15 and 57 run along Water Street. The Downtown Connector Study is evaluating routes and transit modes that may potentially intersect or be in close proximity to the project area.

Parking

Because development was not possible under the elevated freeway structure, temporary surface parking lots were constructed to accommodate downtown office workers and students and staff at MSOE and MATC. Consequently, surface parking lots consume approximately 16 acres of land within the corridor and along the river. Surface parking is not the most productive use for the riverfront and prime downtown property.

Removal of the Park East Freeway will open up these lands for development within the transportation corridor. To determine the impact, a parking analysis conducted in 2000 titled *Traffic and Parking Report for Park East Freeway* analyzed parking capacity within the project area during a midday time period and during a major evening event at the Bradley Center. The study found that the existing parking occupancy during the day averaged 66 percent and during the evening event it averaged 64 percent. Since 85 percent is the accepted parking occupancy rate for a specified area, it was concluded that parking within the redevelopment area is highly underutilized.

The parking study also analyzed parking conditions



(2.19) The unattractiveness of the land and perceived lack of safety underneath the freeway discourage pedestrians from crossing between neighborhoods and downtown creating a visual barrier.

after public road improvements are completed and after anticipated redevelopment of the project area occurs. The study found that the existing availability of parking would satisfy evening event demands. Parking that potentially will be replaced by roadway improvements and new development can be accommodated by other existing parking facilities within close proximity, newly built on-site structures as part of private development, and by the addition of on-street parking on new and reconfigured streets.

As part of the private developments, new parking facilities will be built to accommodate proposed new daytime users. The areas that will experience the highest levels of parking demand include the area surrounding the Pabst complex, the entertainment district east of the river, and the area west of the river surrounding reconfigured McKinley Avenue. Opportunities for shared parking facilities between public and private entities and night and day users should be explored. Temporary or permanent surface parking lots as primary uses will be prohibited.

As stated above, many of the existing downtown parking structures are currently underutilized. In response, a new parking system called *Park Once* was created to identify public parking facilities, thereby eliminating visual barriers that prohibit downtown visitors from finding convenient parking. *Park Once* logo. (2.20)



Water

The Milwaukee River is a natural asset flowing through downtown. It is navigable for both large and small recreational boats. In recent years, the Milwaukee River has become a tremendous recreational amenity complementing surrounding development. Boat docks and the

RiverWalk allow access to downtown restaurants and shopping for recreational boaters and pedestrians alike. (2.21) Once fully implemented, the RiverWalk will extend along the river from the former North Avenue Dam, through the Third Ward to the lakefront. Maintaining public access to the river is required of all new development projects built along the riverfront. The guidelines for riverfront development are outlined in the *Milwaukee RiverLink Guidelines*.

INFRASTRUCTURE

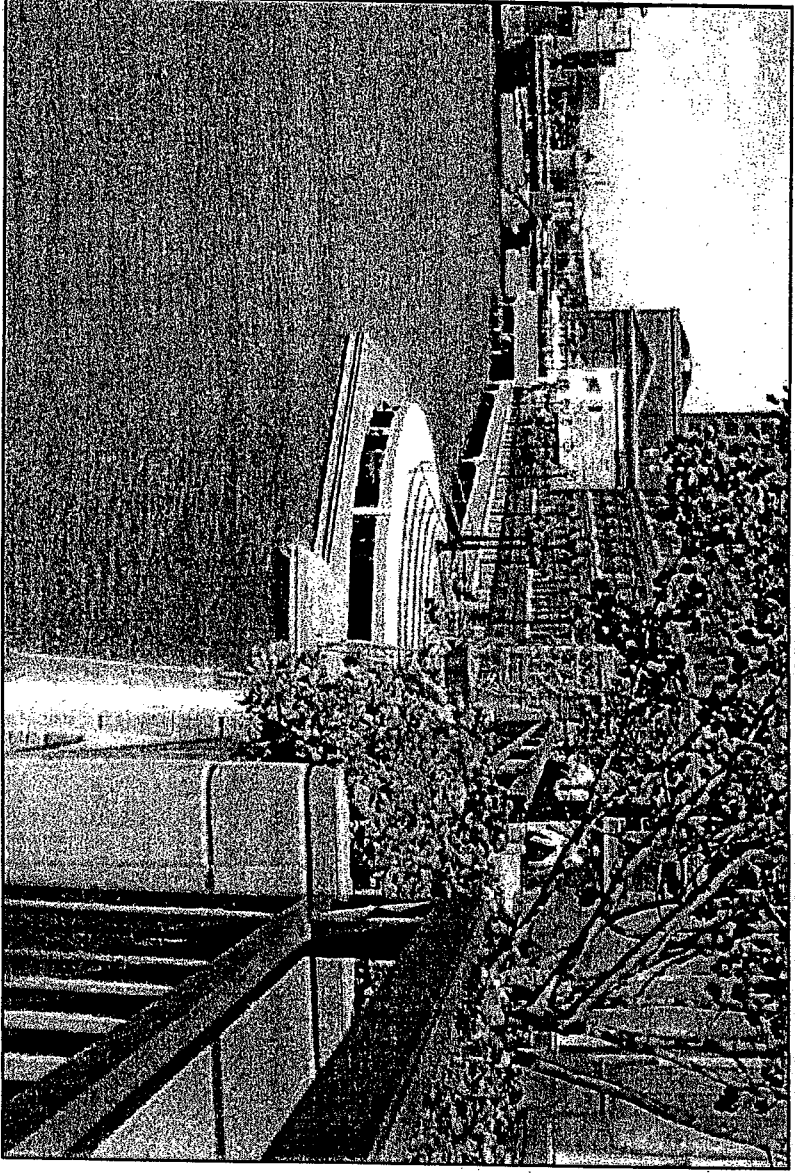
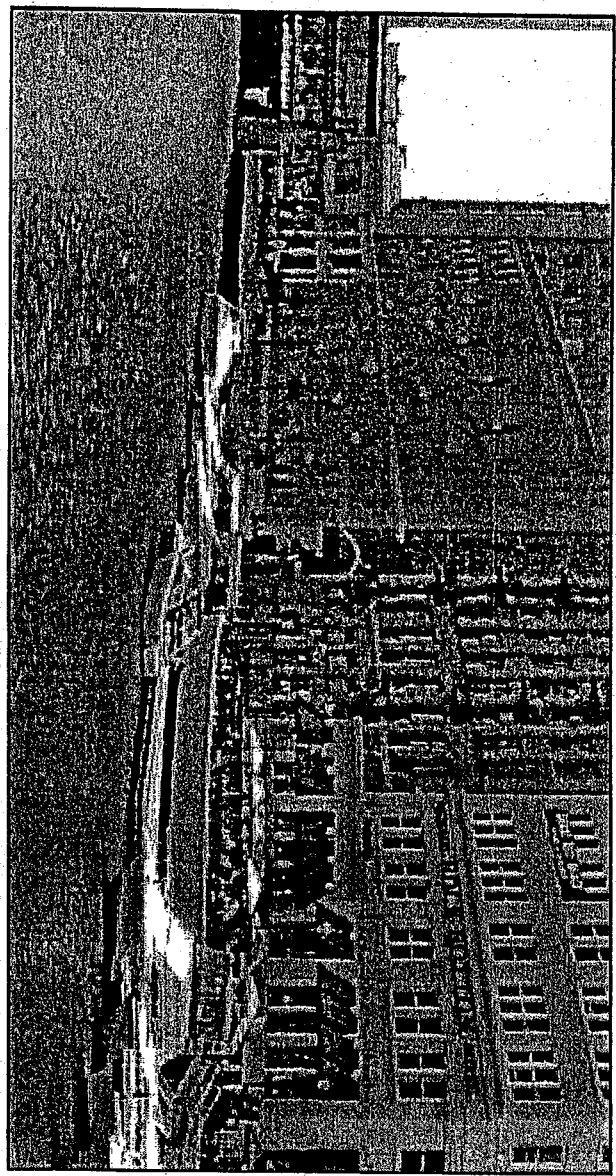
Utilities

The project area is generally well-served by all major utilities including sewer, water, electric, and gas. Street improvements may require additional utilities when constructed to serve local development needs. Detailed information is available within Document 3: Development Code or can be obtained from the City of Milwaukee Department of Public Works.

Easements

There are several easements within the redevelopment area that may potentially impact developable land. The airspace easement that currently prohibits development under the Park East Freeway will be lifted to allow new development once the spur is removed and roadway improvements are completed. An 84-inch storm sewer extends through the corridor from the Hillside Interchange to the Milwaukee River. An alley will be constructed over this easement on certain blocks. Other sewer easements within the area include but are not limited to:

- A section on the former McKinley Avenue between Dr. Martin Luther King Jr. Drive and Fourth Street.



(2.21) Boat docks along the Milwaukee River allow access to downtown restaurants and shopping for recreational boaters. Once fully implemented, the RiverWalk will extend from the former North Avenue Dam along the river through the Third Ward and to the lakefront.

- A 30-foot easement on the parcel bounded by Knapp and Water Streets and Broadway.
- An easement on the Edison Street corridor.
- MMSD sewer tunnel on the north side of Water Street.

Streets

Streets will be configured to maximize development parcel sizes and improve traffic flow throughout the project area. The remaining freeway spur will be redesigned to connect with Sixth Street, where traffic will be directed to the expanded six-lane, at-grade McKinley Avenue. A new lift bridge will connect McKinley Avenue with Knapp Street.

Several local roadways, including Broadway, Martin Luther King Jr. Drive, McKinley, Juneau, and Ogdan Avenues, and Sixth, Fifth, Fourth, Old World Third, Knapp, Water, Market, Lyon, Pleasant, and Milwaukee Streets may be expanded or reconstructed within the project area to improve traffic flow and reinstate the traditional street grid system. New streets through the former Pfister & Vogel site may be built to service new developments. Alleys may be incorporated in the project area to allow rear-building access.

Lighting

The city will install permanent street lighting, traffic signals and other traffic control facilities (where appropriate) during and after road construction. New or reconstructed roadways may contain both high-level and pedestrian-level lights.

ENVIRONMENTAL

Topography

The majority of the project area has flat to rolling terrain that is generally sloped toward the Milwaukee River. A few steep slopes will have implications on future development. One is

located below the Pabst complex on the south side of McKinley Avenue and the others are located in Upper Water Street District on the east side of the river. Construction in these areas will require grade leveling and possibly retaining walls.

Soils and Environmental Impacts

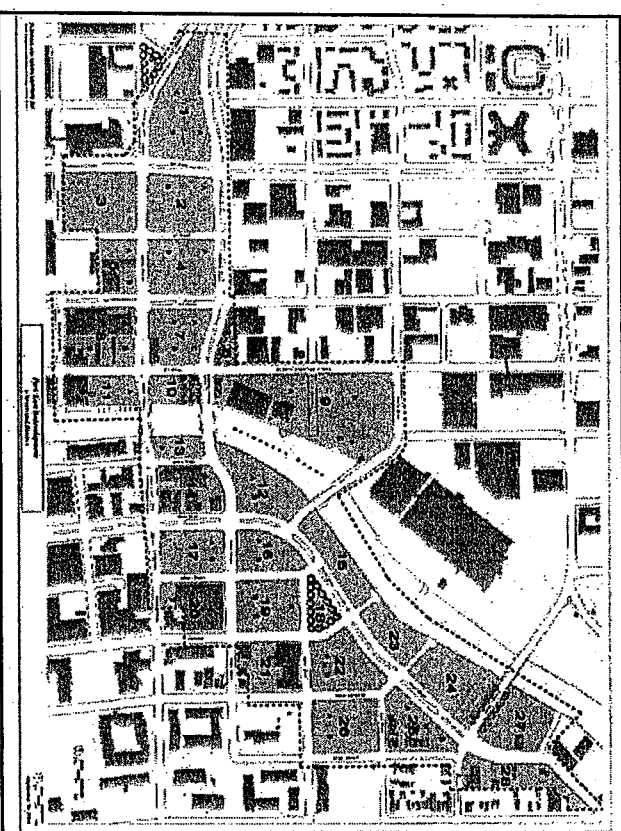
The soils contained within the project site have been impacted by prior uses. Debris material brought in as fill during freeway construction ranges from 5 to 22 feet throughout the corridor. The largest concentration of debris material is found near the Hillside Interchange. The fill consists mainly of construction materials, such as concrete, asphalt, and brick, which were left behind after the buildings were demolished for freeway construction. The underlying native soils are layers of silty sand and silty clay. Bedrock in the area can be encountered at 80 to 100 feet.

Before the start of roadway improvements, an analysis of the existing soil conditions was conducted to determine the extent of environmental impacts within the Park East Freeway Corridor. A Phase I Environmental Assessment was conducted to determine the historical land uses of the redevelopment area. The study indicated that prior to the construction of the freeway, the land contained primarily commercial and industrial uses such as junkyards, truck terminals, print shops, foundries, and gas stations. (2.22)

Given the potential that several parcels contained environmental contamination, a Phase II Environmental Assessment was conducted. The analysis revealed that the soil contamination in the Park East Freeway Corridor is typical of urban fill areas. In most instances, if left in place and maintained with institutional controls, the observed concentrations do not present an environmental concern. However, in many areas, if the fill is excavated, it could not be disposed of as a clean fill. The groundwater impacts are generally low and could likely be addressed through monitored natural attenuation. The Environmental Impact Map shows approximate locations

**Historical Land Uses
Park East Freeway Corridor**

Block	Location	Prior Land Uses
1	N. 8th and Winnebago	Machine and printing shops, auto salvage, cooper smith shop, ink and chemical companies
1	N. 7th and Winnebago	Paint and machine shops, auto salvage, printing business, auto repair shop, metal goods manufacturing
1	N. 6th and W. Juneau	Transport companies, auto/truck garages, ink and chemical companies, lithography and printing business
2	N. 5th and W. Juneau	Gas station (underground storage tanks), printing and stereotyping business, junkyard, a foundry
4	N. 4th and W. Juneau	Machine manufacturing, carriage and auto manufacturing
7	N. 4th and McKinley	Carriage repair shop, junkyard, plating business, printing business, a gas station
10	N. 3rd and W. Juneau	Shipping and receiving warehouse
12	N. Edison and N. Water	Milling business, woodcoke storage
12	E. Knapp and N. Water	Machine shop, blacksmithing business, cleaning products business, a gas station
13	N. Edison and E. Juneau	Fuelcoke business, a gas station
14	N. Edison and E. Knapp	Oil company, auto garage
16	N. Water and E. Knapp	Motion picture producer, county morgue, electrical motor and transformer repair business, auto repair garage, steel manufacturing
18	N. Water and E. Ogdan	Sign manufacturing, lumber company, electric motor company
19	E. Knapp and N. Broadway	Transportation company and garage, machine shop and printing business
22	E. Ogdan and N. Broadway	Beal service shop
26	E. Ogdan and N. Jefferson	Auto building, carpenter shop, stables



(2.22) (Left) The historical uses of the redevelopment area were researched to determine potential environmental impacts. Prior to the construction of the freeway spur, the land contained primarily commercial and industrial land uses. The chart corresponds to the block number map above, which demonstrates the block and street configurations outlined in Chapter Three: Proposed Land Use.

of potential PECFA sites as well as approximate locations of environmental contamination that exceed acceptable levels based on standards set by the Wisconsin Department of Natural Resources (2.23)

Historic Resources

The former We Energies power plant on Dr. Martin Luther King Jr. Drive is a three-building complex recognized on the National Register of Historic Places. It is located immediately north of the former Park East Freeway Corridor along the western side of the river. Time Warner occupies the central building. The reconfigured McKinley Avenue will arc around this site to minimize disruption.

Three additional properties within the project site are potentially eligible for the National Register of Historic Places and are currently being reviewed. They are:

- **Building:** Gipfel Brewery
Historic name: Gipfel Brewery
Location: South side of West Juneau Avenue between North Fourth and North Fifth streets
- **Building:** Sydney Hih
Historic name: Dr. Nicholas Seam Block and the West Side Bank Building
Location: Northwest corner of West Juneau Avenue and North Third Street

- **Building:** Milwaukee Center for Independence
Historical name: Gugler Lithographic Company
Location: Southeast corner of North Broadway and East Ogden Street

Urban Public Spaces

The availability of open space is essential for all urban environments because it not only increases surrounding property

values but also offers recreational amenities for residents and employees in the downtown area. Urban open spaces, while not pastoral parks, include planted boulevards; tree-lined, wide sidewalks; riverwalks and urban squares. Current open spaces available within and adjacent to the redevelopment plan boundaries are extensive, including County parks (Pere Marquette Park, Red Arrow Park, Burns Commons, Cathedral Square); City parks (Kilbourn Park and McArthur Square); miles of Riverwalk and miles of lakefront open space opportunities.

CHARACTER OF LAND OWNERSHIP

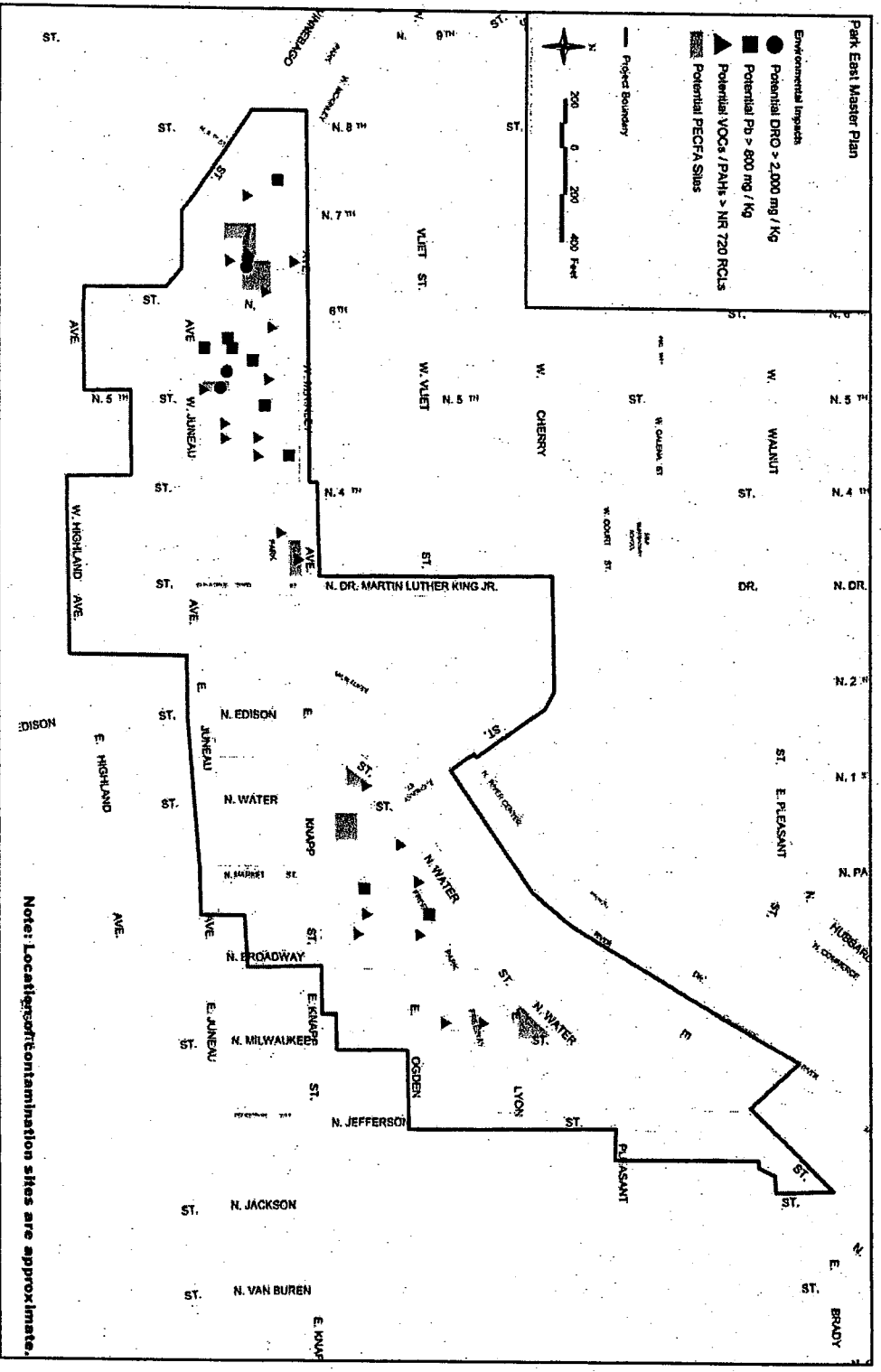
The area contained within the redevelopment boundary encompasses approximately 64 acres of prime downtown land. An analysis of land ownership during the fall of 2002 revealed that public ownership accounts for a substantial amount of land within the redevelopment area. The 16 acres of land underneath the freeway spur will be reverted to Milwaukee County ownership once improvements are completed and the transportation easement is lifted. The City of Milwaukee/Redevelopment Authority owns approximately 3.7 acres of land within the redevelopment boundaries outside the transportation corridor. The remaining acres are privately owned land, much of which is either vacant or underutilized.

RELATED POLICIES AND REGULATIONS

The Park East Redevelopment Plan serves as a development guide within the project boundaries. However, other policies and regulations play a role in the development of the project area. Future development actions should be consistent with the goals, objectives and laws set forth in the following documents.

Milwaukee Downtown Plan

The redevelopment of the Park East Freeway corridor was identified in the *Milwaukee Downtown Plan* as a key catalytic project for the continued growth of downtown Milwaukee.



(2.23) A Phase II environmental assessment was conducted and found that the area is typical of urban in-fill areas. The Environmental Impact Map shows approximate locations of potential PECFA sites and other approximate locations of contaminants that exceed standards determined by the Wisconsin Department of Natural Resources.

RELATED POLICIES AND REGULATIONS

It is expected that new development within the project area will be consistent with the guidelines set forth in the *Milwaukee Downtown Plan*. The plan is available at the City of Milwaukee Department of City Development.

Milwaukee RiverLink Guidelines

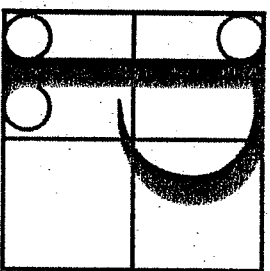
Because the Milwaukee River intersects a portion of the project area, developments taking place along the river's edge must be consistent with the recommendations set forth in the *Milwaukee River Design Guidelines* and the *Milwaukee RiverLink Guidelines*. The primary objective of the guidelines is to restore the Milwaukee River as a natural resource and a recreational amenity. In order to improve public access to the Milwaukee River, the *Milwaukee RiverLink Guidelines* propose a series of riverwalks – to become one continuous riverwalk – along both sides of the Milwaukee River from the former North Avenue Dam to the harbor entrance. The guidelines for river developments are set forth in Section 295-91.0021 of the Milwaukee Code of Ordinances titled "Milwaukee RiverLink Site Plan Review Overlay District." A copy of the documents and the ordinance are available at the City of Milwaukee Department of City Development.

Milwaukee Code of Ordinances

All applicable rules contained within the Milwaukee Code of Ordinances remain in effect for the Park East redevelopment area and should be referenced for development purposes. The redevelopment area is currently zoned various C9 Downtown Districts as well as other industrial, residential, and commercial districts. The Park East Redevelopment Plan recommends changing the zoning to C9B(A) to allow the desired mix of uses within the redevelopment corridor as outlined in the plan. Document 3: Development Code discusses zoning changes and further regulations.

Sources for Site Analysis

- *Environmental Assessment for the Park East Freeway*. Wisconsin Department of Transportation, October 2000.
- *Technical Memorandum: Environmental Liability Management Evaluation, Park East Corridor Redevelopment*. Prepared by HNTB Corporation, Oct. 29, 2001.
- *Technical Memorandum: Summary of Soil and Groundwater Impacts, Park East Corridor Redevelopment*. Prepared by HNTB Corporation, December 2001.
- *Traffic and Parking Report for Park East Freeway*. Prepared by HNTB Corporation and CH2M Hill, December 2000.



This land use plan builds on downtown's traditional patterns of development and identifies opportunities for improvements.

NORTH AMERICAN DOWNTOWNS AND MILWAUKEE

Many downtowns in North America follow the traditional grid pattern established by European settlements. As downtowns evolved, the pattern of development was modified to reflect unique circumstances such as riverfronts, railroad lines, economic opportunities, environmental features, and unique amenities.

Technological innovations also changed the pattern and visual character of urban development. Districts of wood-frame buildings were replaced with taller structures, as elevators allowed for the development of high-rise buildings. Steel and concrete also changed the landscape. Transportation technologies including streetcars and then automobiles had an obvious impact. As transportation technology changed, most downtowns underwent significant redevelopment efforts, usually occurring every 10 to 20 years.

Milwaukee has evolved in a similar fashion. The downtown contains the diversity of building types found throughout the Midwest. Low-rise, mid-rise, and high-rise buildings are located in close proximity to one another. There are townhome apartments near detached homes. Riverfront structures reflect the economic market conditions for which they were built. Historic main-street structures as well as contemporary office plazas are also present. (3.1)

Like many Midwestern downtowns, Milwaukee buildings

and transportation systems were dramatically influenced by post-World War II development patterns. The combination of larger super-block structures, along with the new freeways, dramatically altered the city's image. (3.2)

This plan is intended to repair the fabric of the city by restoring the urban character of the area, with its rich mix of uses.

FRAMEWORK AND INFRASTRUCTURE

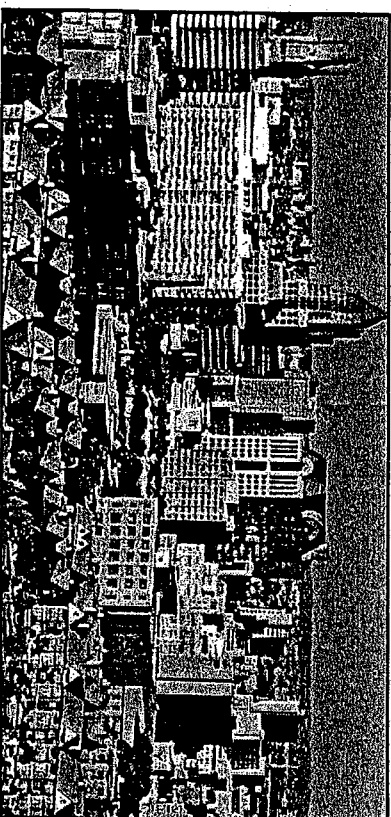
The underlying premise of this plan is to replace and regenerate the infrastructure of blocks, streets, and urban open spaces that were disrupted when the freeway was built. (3.3) This approach will create the highest long-term value for the downtown and the surrounding metropolitan community.

The Milwaukee Grid - Regenerating Traditional Urban Patterns

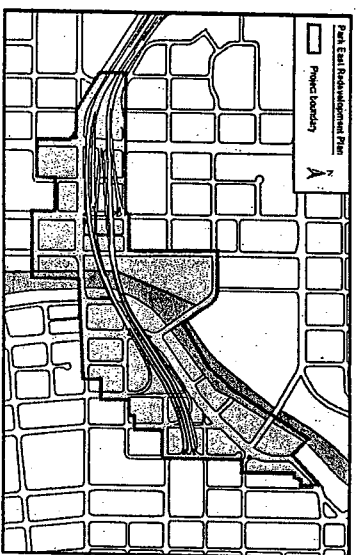
The primary development task for the city is to re-establish the grid system in a manner that is conducive to high-quality development and improved traffic distribution. Blocks are arranged to maximize buildable land in logical patterns and increase access opportunities. (3.4)

The plan reinstates the traditional grid, creating a wide variety of urban lots with a texture of smaller parcels.

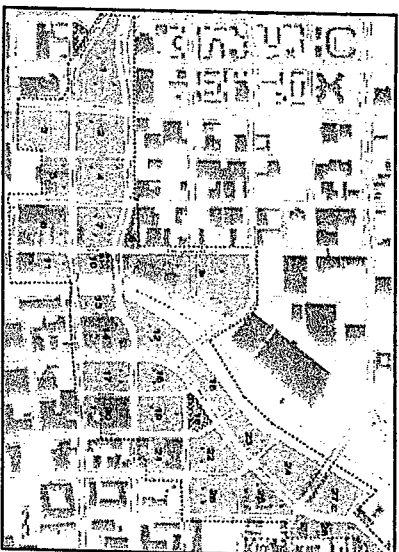
The street pattern is designed to allow for the creation of critical urban spaces, located such that they add value to surrounding buildings and facilitate visual linkages among sites.



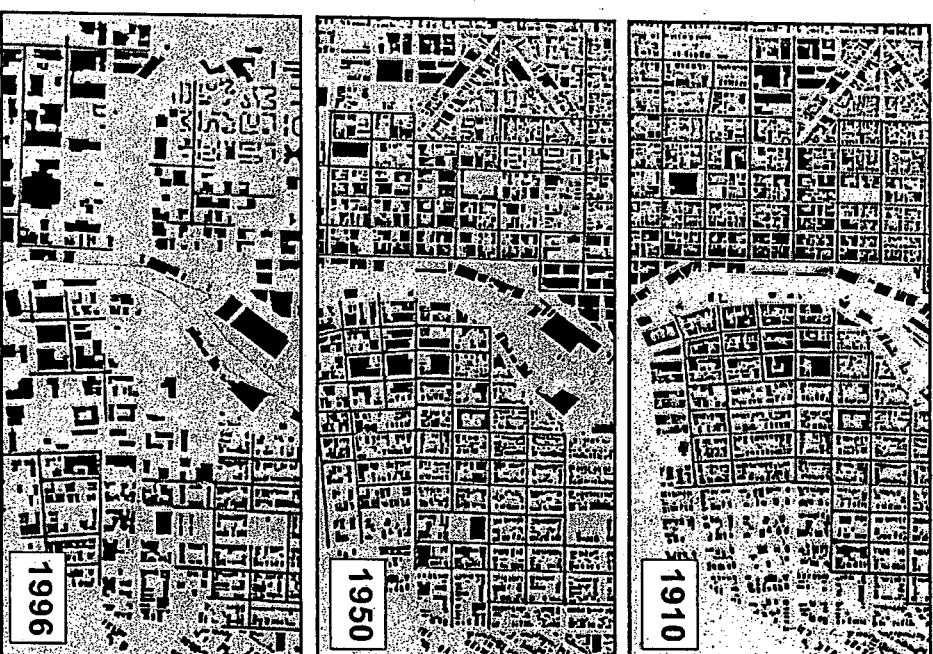
(3.1) Milwaukee's downtown contains the diversity of buildings found throughout the Midwest, such as low-rise, mid-rise, and high-rise buildings, riverfront structures, and historic main streets.



(3.3) Existing block and roadway configuration before demolition of the freeway.



(3.4) The Redevelopment Plan's new block and roadway configurations will re-establish the city's street grid system and traffic circulation.



(3.2) After World War II, the combination of larger super-block structures, along with the new freeways, dramatically altered Milwaukee's image. The city's building and development patterns are shown here (from the top down) in 1910, 1950 and 1996.

In addition, the street pattern creates stronger connections with riverfront activity as well as connections among downtown districts and surrounding neighborhoods.

Ground Floor Uses and Urban Experience

Many factors contribute to the quality of experience in a downtown. One of the most critical is the nature of the social and economic activity located at street level. The ground floor of the city contains uses open to the public and will be enhanced with additional shops, restaurants, entries to offices, lobbies for major public buildings, and various service activities that move goods and people in and out of buildings. (3.5)

To effectively contribute to the quality of experience, these uses need to be visible, accessible, and memorable. This involves careful consideration of windows, entries, signage, and many other design details. The full public realm involves both the inside and outside of buildings – effective connection of these two types of areas makes downtowns more valuable. The guidelines contained in Document Three: Development Code help achieve this necessary relationship.

DOWNTOWN AND PUBLIC PLACES

The Emergence of Three Districts – McKinley Avenue, Lower Water Street, Upper Water Street

The evolving history and character of downtown development leads to the perception of different districts and places. Within the Park East corridor, three districts have been defined based on a review of the site analysis, visual observation, an understating of past patterns, and current social and economic trends. (3.6)

The river divides the study area into one western and two eastern districts. This division along the river has been part of Milwaukee since the city's first street systems

were created. The western district is best defined by its principal public feature – the newly created McKinley Avenue.

East of the river, the character of Water Street is the major defining feature. The character of the street varies, however, in the northeast section of the study area. This change is visible in the architecture, history, and social and economic activity. Consequently, Water Street is divided into the Lower Water Street and Upper Water Street districts.

Within each of the three districts there are numerous subcomponents – significant streets, landmarks, nodes of social and economic activity, and unique environmental and architectural attributes. These subcomponents are discussed subsequently within the description of each district.

Hierarchy of Streets

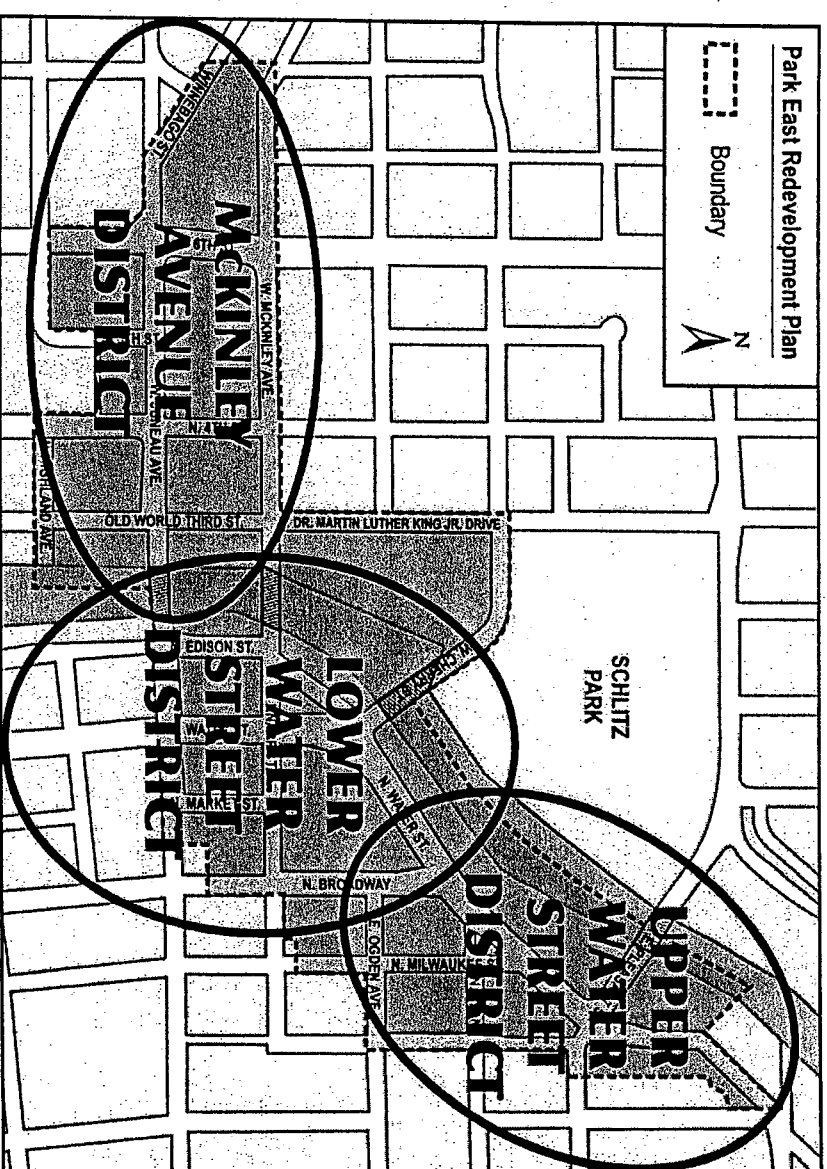
Along with the RiverWalk, streets are the downtown's most important public places, serving as connections to neighborhoods, the riverfront, plazas, and squares throughout downtown. When properly designed, streets become the outdoor places that define and enhance the experience of downtown.

Continuous shopping/entertainment streets

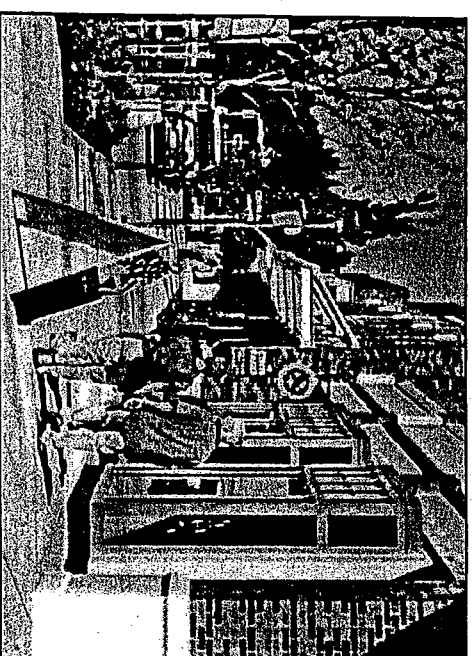
Several streets have the capacity to become regionally recognized as unique and valuable pedestrian places. Specifically, these include Water Street and portions of Third and Fourth Streets. These streets have the potential for creating a continuous shopping and entertainment experience that is equally desirable for pedestrians and motorists alike. (3.7)

Special feature streets

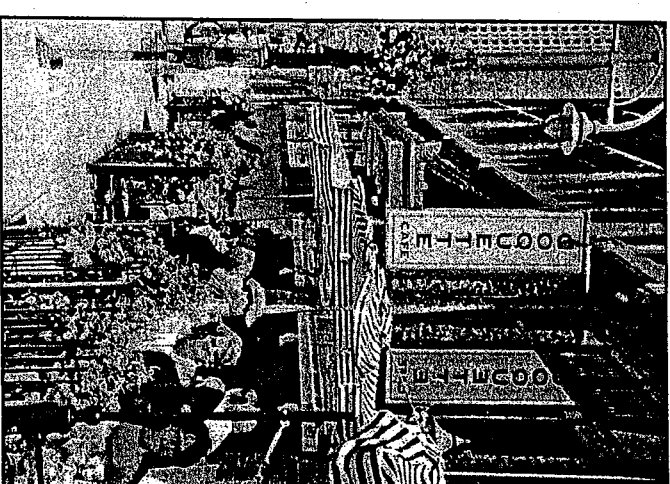
Some streets, while not appropriate for continuous shopping and entertainment, have unique qualities that require emphasis, enhancements, and unique treatments. These include



(3.6) The evolving history and character of downtown development leads to the perception of different districts and places. Within the Park East corridor, three districts – McKinley Avenue, Lower Water Street, and Upper Water Street – have been defined.



(3.5) The ground floor of a downtown contains its public uses – shops, restaurants, entries to offices, lobbies for major public buildings, and a variety of service activities that move goods and people in and out of buildings.



(3.7) Water Street and portions of Third and Fourth streets have the potential to create a continuous shopping and entertainment experience for both pedestrians and vehicles.

Mckinley, Knapp and Juneau Avenues. (3.8) Also, new street opportunities such as a riverfront lane that parallels Water Street have the potential for high-visibility pedestrian activities.

Service Streets and Alleys

Finally there are some streets (and all alleys) whose character derives from service uses. While these streets may not experience high volumes of pedestrian activity, they can and should include ground-floor design details that makes them attractive to pedestrians and passers-by. (3.9)

Squares, Parks, and Landmarks

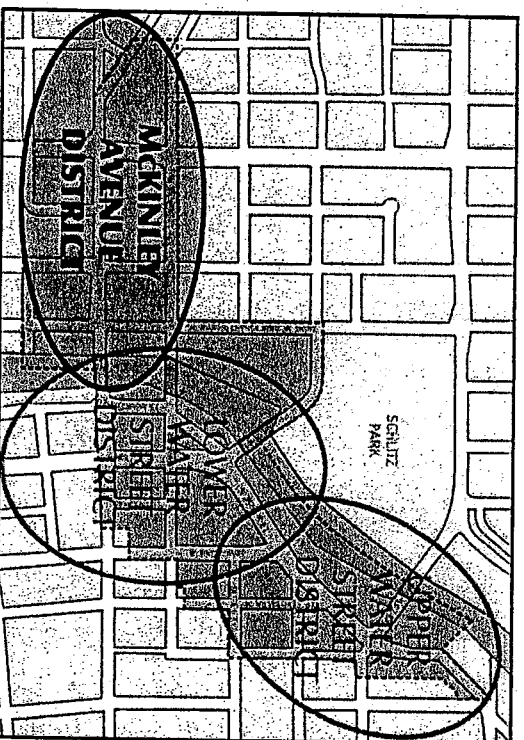
Unique opportunities for squares, plazas, and landmark structures are common to all great downtowns. Urban open spaces, while not pastoral parks, include planted boulevards; tree-lined, wide sidewalks; riverwalks and urban squares. As part of the infrastructure improvement project, four specific sites have been designated for urban squares, sections of Riverwalk will be constructed, and new boulevards with tree-lined medians and sidewalks will be built. In addition, four sites have been designated for landmark buildings. The locations of these elements have been carefully selected to maximize their impact in terms of visibility and value to surrounding developments.

In addition, there are opportunities for courtyards that open to the street and create effective public places. Unique elevation details, such as balconies, signs, and roof forms can enhance these places as landmarks.

MCKINLEY AVENUE DISTRICT

Land Use, Economic and Social Activities

The McKinley Avenue District will be the northern gateway to downtown. New regional entertainment activities will flourish



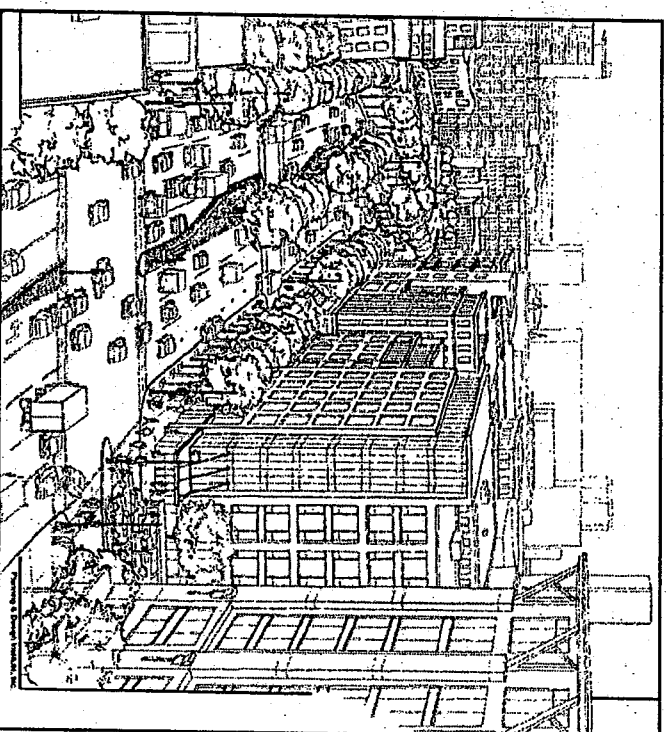
with supportive hotels and restaurants. Corporate and multi-tenant office buildings will develop along with supporting retail and residential uses. This district will create strong linkages to residential and commercial uses to the north; riverwalk activities along the east; entertainment, institutional, and commercial uses to the south; and revitalization and adaptive reuse of buildings to the west.

The McKinley Avenue District will provide a mix of activities that enhance the street experience and add to the vitality of the adjacent neighborhoods and downtown.

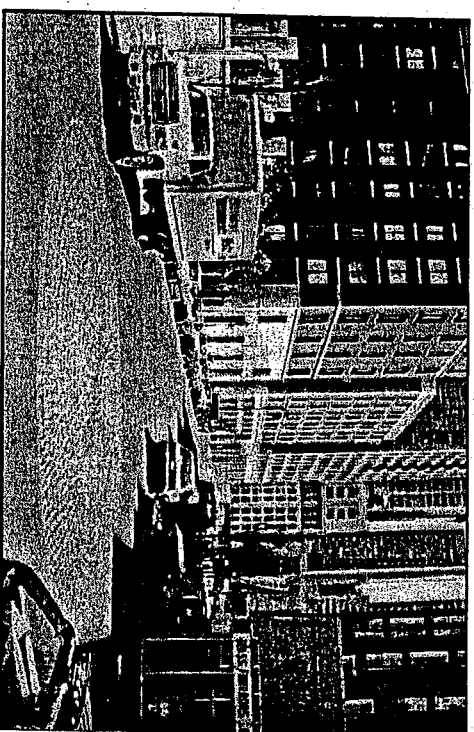
Office

Several factors make this district conducive to corporate and multi-tenant office buildings including easy freeway access, high visibility, easily assembled larger parcels, and adjacent entertainment uses that serve as amenities to potential employees. (3.11)

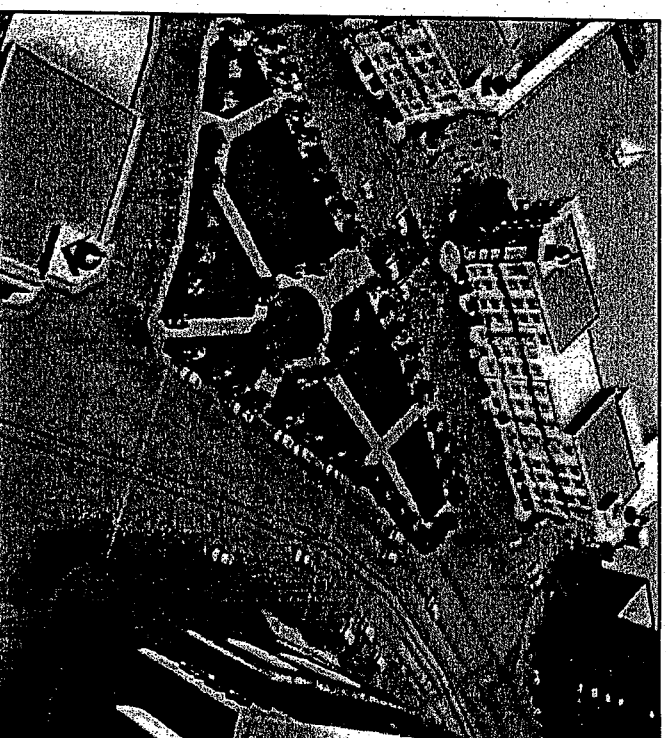
Not all areas of downtown are equally suited to larger building floorplates often needed by corporate tenants. Consequently, this type of use will be given greater preference. By grouping corporate offices in one district, they will provide strong support for business-oriented retail and will



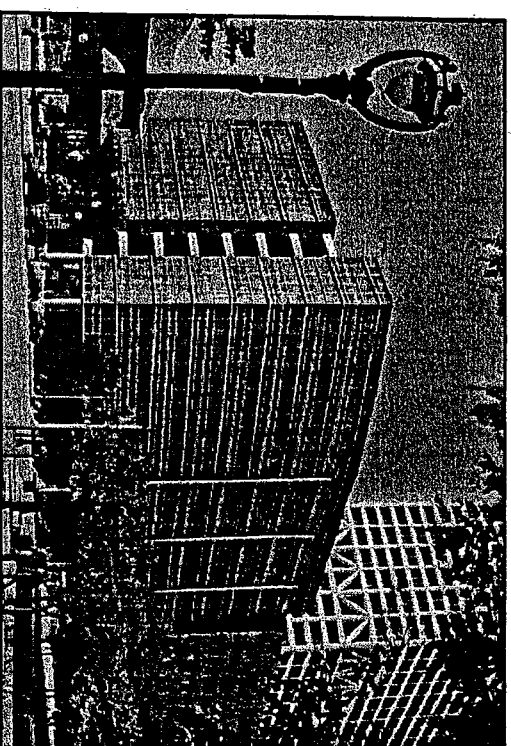
(3.8) As shown in the above rendering by PDI, Inc., McKinley Avenue will be the most attractive vehicular entrance to downtown, providing an experience equally desirable for motorists and pedestrians.



(3.9) While some streets (and all alleys) whose character derives from service uses may not have high volumes of pedestrian activity, they can and should have ground-floor design that makes them friendly to passers-by.



(3.10) Squares, plazas, and landmark structures are common to all great downtowns. The Redevelopment Plan identifies a location for an urban square similar to the above rendering.



(3.11) Easy freeway access, high visibility, easily assembled larger parcels, and adjacent entertainment venues make the McKinley Avenue District conducive to corporate and multi-tenant office buildings.

create higher property values.

To be successful, corporate office uses need to occur within a diverse, mixed-use area. Consequently, the other supporting uses – both retail and residential – are essential to the success of office activities. Supporting retail might include carry-out and sit-down restaurants, a pharmacy, and/or other shops that offer convenience items and services.

While large floor structures that occupy up to an entire city block will be permitted, it is not desirable to have buildings that will require the abandonment of public streets. Parking provided for development will be in the form of parking structures and on-street parking.

Residential

The creation of a residential neighborhood is not a priority for this district. Other areas to the north and east offer more appropriate and significant opportunities for residential growth over the long term.

Nevertheless, some forms of support and infill residential such as smaller apartment structures, apartments/condominiums over offices, and hotels for business travelers are encouraged. Owner-occupied units are preferred.

The large number of nearby institutional and government offices provide a market for more affordable dwelling units serving employees.

Support retail will create customers and services for residents and business owners during evening and weekend hours.

Entertainment

Development within McKinley Avenue District will complement the regional entertainment activities of the

Bradley Center, Midwest Express Center, and the related entertainment and retail activities of Old World Third Street. (3.12) New major entertainment venues will be given strong consideration; however, such uses must fit within the prescribed pattern of lots and blocks and most importantly, ensure continuity of the social streetfront and economic activities.

Newly expanded or remodeled uses must create strong street-front activities incorporated along the perimeter of their structures and must complement other uses in terms of circulation, character, and mutual benefit. Other forms of supporting retail/entertainment uses such as restaurants, clubs, cafes, and similar smaller-scale activities are especially welcome at street level and corner sites.

Outdoor Public Activities

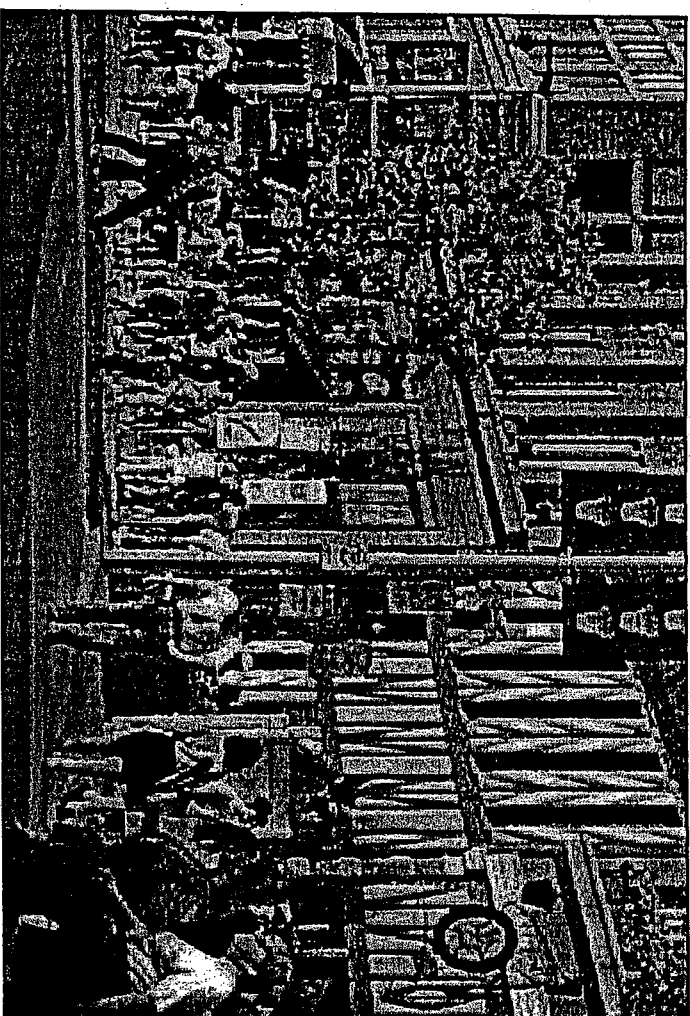
The unique alignment of McKinley Avenue creates several locations with unusual shapes that offer good opportunities for creating high-value urban squares and landmarks. These spaces are typically portions of lots that are located at high-visibility junctures where the revision of existing infrastructure systems creates new alignments.

Adjacent and abutting parcels in and/or near these public places would be useful for restaurants, cafes, and other uses that can animate these spaces and make them socially desirable during both the day and night. (3.13)

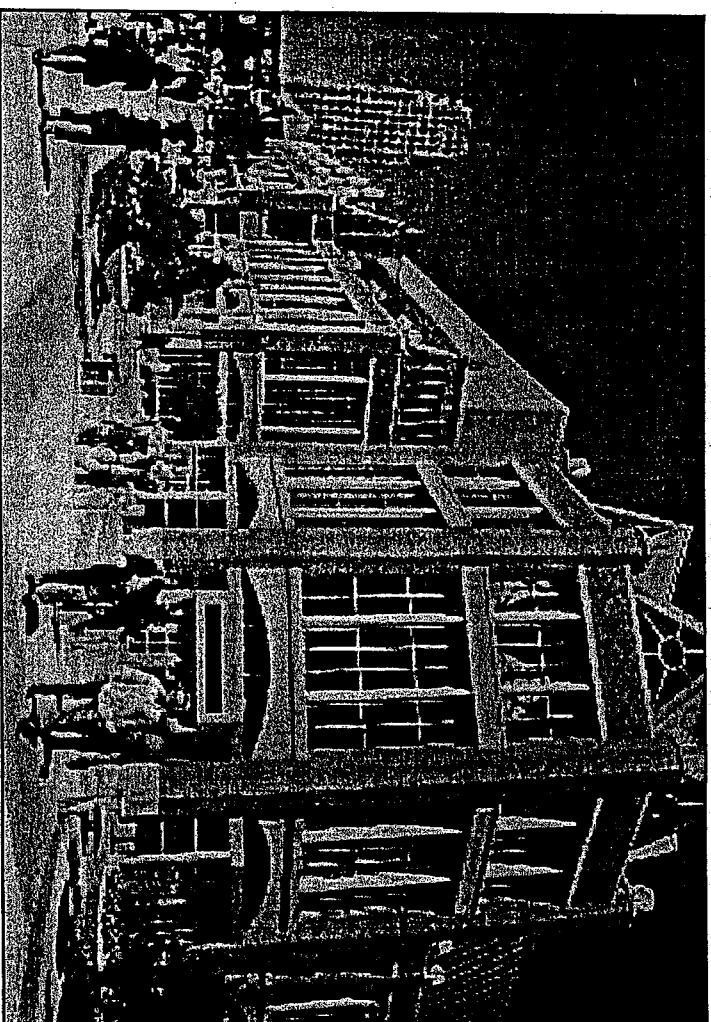
Parking

Parking entries will be located in alleys and/or designed as attractive, active gateways into buildings. Temporary or permanent surface parking as a primary use is prohibited.

Accessory parking is allowed when not visible from the street. Shared parking among multiple offices and with uses that have non-overlapping peak parking demands



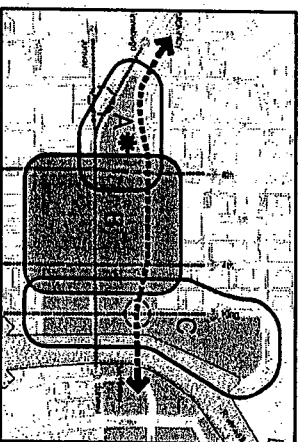
(3.13) Parks, plazas, and green spaces serve as amenities that create a unique identity and add significant value to nearby properties.



(3.12) Development within the McKinley Avenue District will complement the regional entertainment activities of the Bradley Center, the Midwest Express Center, and the related entertainment and retail activities of Old World Third Street.

McKinley Avenue District – Subarea B

This subarea allows for a broad variety of parcel sizes and combinations. Given the alleys, easements, and simplicity of the street grid, more than 20 different buildings could easily be located on the vacant properties.

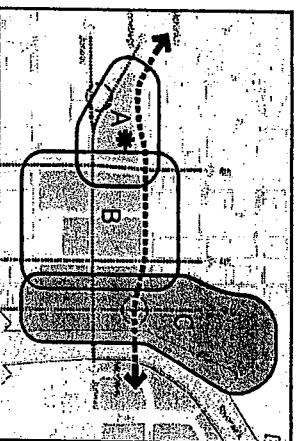


Mixed-Use Neighborhood – Entertainment and Office

Blocks 2 and 4 could be combined into one by closing Fifth Street south of McKinley Avenue. If this occurs, the loss of street-edge activity will need to be balanced by greater emphasis of street-edge activity along the remaining blocks. Activities that might warrant such a street closing would be the creation of a major new entertainment venue. In both cases, the streets' edge conditions will be strongly regulated to ensure continuity of urban form and activity.

McKinley Avenue District – Subarea C

The finer grain of historic development patterns in this district and along the Milwaukee River will be continued. Construction of buildings that significantly alter this pattern are discouraged. The continuation of office uses is desirable, however the finer grain of development makes this subarea equally suitable for supporting retail and residential uses.



West Bank Riverfront – Martin Luther King Drive/Old World Third Street, and the RiverWalk

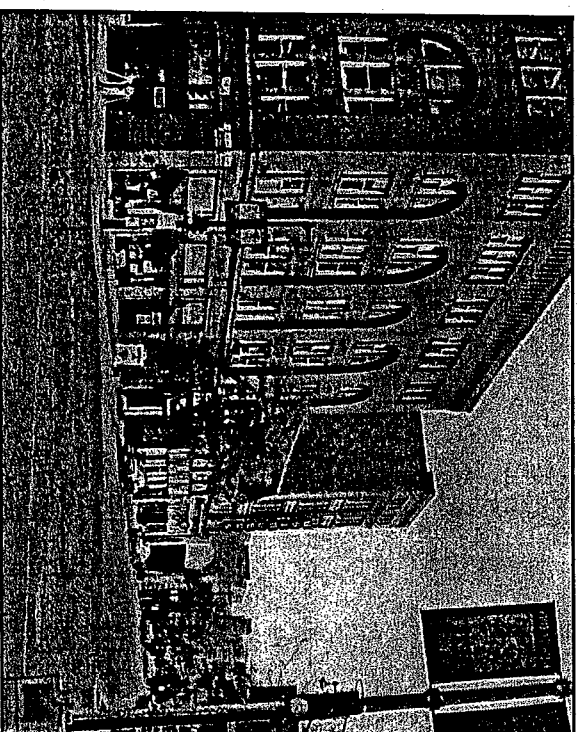
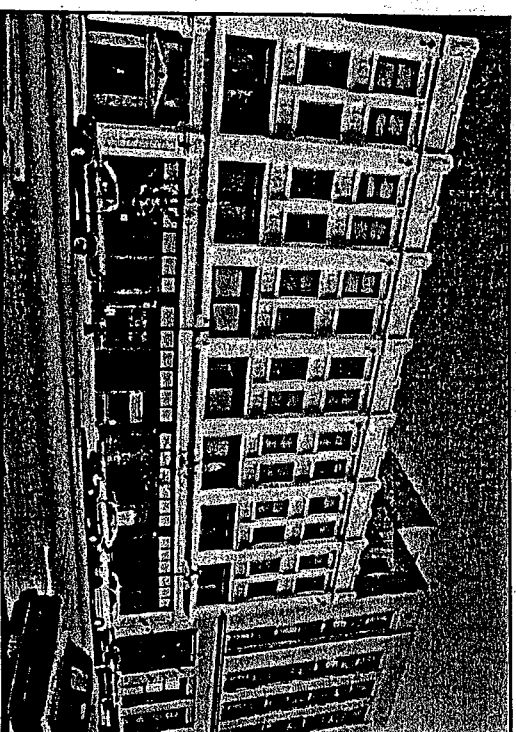
Dr. Martin Luther King Jr. Drive / Old World Third Street provide a unique entry into the neighborhoods north of the corridor. Much of the revitalization of the near north-side area has taken place without the benefit of new downtown growth. However, the freeway demolition removes the visual barrier, further enhancing the street as a major connection to the north. (3.16)

The current amount of activity on Dr. Martin Luther King Jr. Drive/Old World Third Street suggests that with increased supporting and other ground-floor active uses such as retail, McKinley Avenue could become an extremely substantial feature of this district. Two of the most essential components of the RiverWalk design are continuity along the riverbank and perpendicular connections (both physical and visual) westward into the surrounding neighborhood. (3.17) Both of these must be maintained as redevelopment occurs. While new structures are to reach and reinforce the street edge, cut-through views and small-scale pedestrian linkages are encouraged.

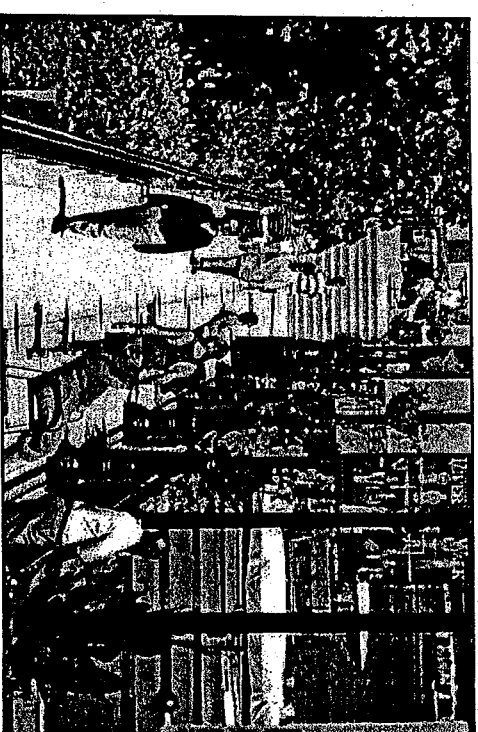
Two significant opportunities occur along the south side of McKinley Avenue, east of Old World Third Street and the north side of McKinley, west of Old World Third Street. This location contains utility easements that suggest a small green space or plaza linked to adjacent development may be appropriate.

Juneau Avenue is the only major arterial that extends from the freeway to the lakefront, connecting the proposed entertainment uses in the former Pabst complex, the Bradley Center, and riverfront activities. Given the presence of entertainment activities and proposed entertainment activities along this arterial, it is envisioned that this street will be an active nighttime entertainment corridor that will include additional signage, lighting, and ornamental features. (3.18) The intersection of Juneau Avenue and Fourth Street will be a primary gateway to the entertainment corridor, which warrants eye-catching design details such as neon and larger signage and awnings.

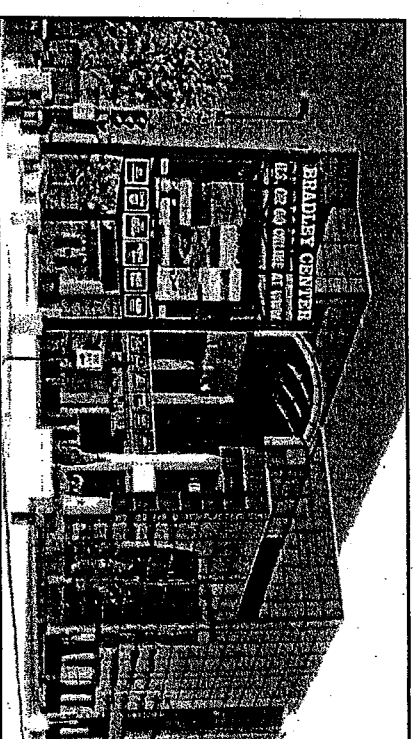
Juneau Avenue also provides an opportunity for pedestrian linkage from the areas west of the freeway (across the Winnebago



(3.16) Dr. Martin Luther King Jr. Drive (top) and historic Old World Third Street (bottom) have provided a unique entry into Milwaukee's north-side neighborhoods. The freeway demolition removes the visual barrier further enhancing the street as a major connection to the north.



(3.17) Two of the most essential components of the RiverWalk design are continuity along the riverbank and perpendicular connections (both physical and visual) to the surrounding neighborhoods.



(3.18) Given the presence of existing and proposed entertainment activities along Juneau Avenue, the corridor is envisioned to be an active nighttime entertainment district with additional signage, lighting, and ornamental features.

Street Overpass), past the Pabst Brewery area, through the McKinley Avenue District, and eastward to Lake Michigan. This potential connection will be protected and enhanced through design continuity and ground-level pedestrian experience.

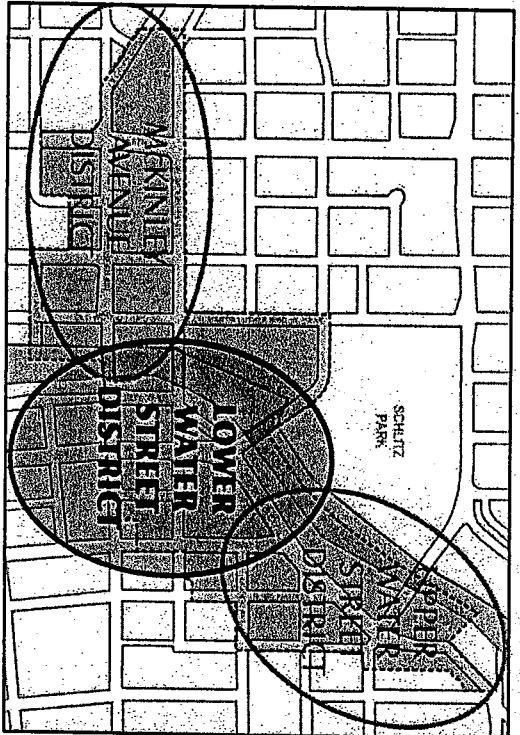
This corridor is also an important vehicular artery. The intersection with McKinley Avenue is viewed as the primary entry point for the redistribution of vehicles. Buildings will need strong visual elements that reinforce the corners of the surrounding blocks and the spatial integrity of the intersection. (3.19)

The triangular parcel, at the intersection of Juneau Avenue and Winnebago Streets, will create an intimate public green space or site for multiple signage and informational banners that creates a local identity to this otherwise poorly defined area. It will also serve as an amenity and complement the development of several parcels that surround the site.

As the major north-south vehicular arterial and major route across the Sixth Street Bridges to Milwaukee's south side, design continuity and quality is necessary. However, the wide street section and high volume of fast traffic require a different design approach. To protect and enhance the pedestrian experience, wider sidewalks are encouraged where possible and more attention must be given to creating landscape and streetscape amenities that give pedestrians a feeling of protection and separation from traffic. At the same time, lighting and signage on buildings must be equally oriented to vehicular and pedestrian movements.

The Downtown Plan and subsequent studies identify Fourth Street as a high-detail pedestrian route. As one of the only continuous small-scale streets to move north-south through downtown, it offers significant design opportunity. There is the potential connection southward to the edge of the Menomonee River if the proposed site of the current U.S. Post Office is redeveloped. Also, the intersection of Fourth Street and Juneau Avenue is envisioned to be the gateway to the proposed nighttime entertainment district on the Juneau Avenue corner.

LOWER WATER STREET DISTRICT



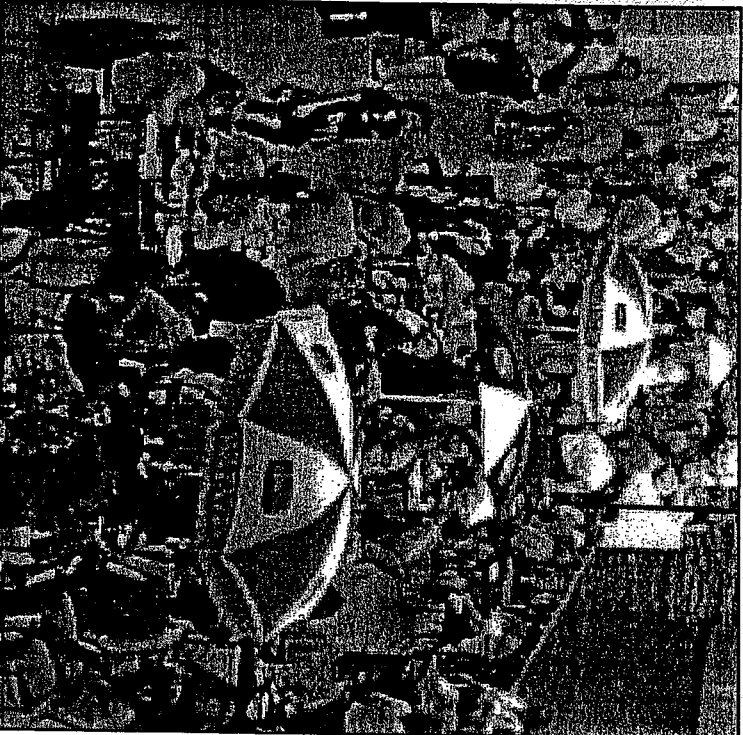
Land Use, Economic and Social Activities

The Lower Water Street District will include a mix of activities that complement existing entertainment uses, high-level pedestrian activity, intense riverfront uses, and linkages to surrounding neighborhoods.

Office

The riverfront, combined with street-friendly entertainment uses, make this district highly conducive to a broad array of office activities including corporate headquarters, new office buildings, and support/infill office space. Intense commercial office activity in this district will support existing and spur additional entertainment and residential development nearby.

A few sites afford options for larger floorplate buildings. Large-floor structures can occupy up to an entire city block, but not if the buildings will require the abandonment of public streets. Larger buildings will need to be designed in a manner that fits effectively with the finer grain of existing development in the district.



(3.19) *The amenity and visibility of riverfront sites create prestigious locations for office uses.*

LOWER WATER STREET DISTRICT

Smaller office uses can easily be accommodated in buildings that are compatible with the pattern and size of existing buildings in this district. In addition, live-work buildings would fit nicely with the strong residential neighborhoods to the east.

This district provides a diverse and attractive mix of retail and residential uses that are mutually supportive of new office activity. Additional office uses will expand markets for these supporting retail and residential uses.

Residential

The expansion of finer grain residential neighborhood uses along the eastern edge of this district is encouraged and could take the form of smaller apartment structures. Owner-occupied units are preferred.

The existing range of restaurants dovetails well with residential markets focused on young professionals and others desiring an active, urban social neighborhood. Some support retail is appropriate to serve the expanding residential populations to the east and northeast.

Entertainment

This area has grown significantly as a major nighttime entertainment destination with a wide array of restaurants, cafes, and taverns. (3.20) Such uses derive from the major regional entertainment uses including the Bradley Center, Pabst Theater and Marcus Center, student populations from MSOE, and the historical pattern of smaller retail functions.

New major entertainment venues will also be considered for this district. Cinemas and theaters are acceptable if they complement adjacent uses, fit within the prescribed pattern of streets and blocks and, most importantly, ensure continuity of the streetfront's social and economic activities.

Any new, expanded, or remodeled uses must create strong street-front activities incorporated along the perimeter of their buildings.

Smaller scale structures offer opportunities for smaller enterprises to flourish. Typically, normal market forces will influence the success and failure of new businesses. However, the creation of smaller size floorplates would create a broader supply of opportunities for local entrepreneurs who can flourish with the type of downtown market afforded by this district.

Outdoor Public Activities

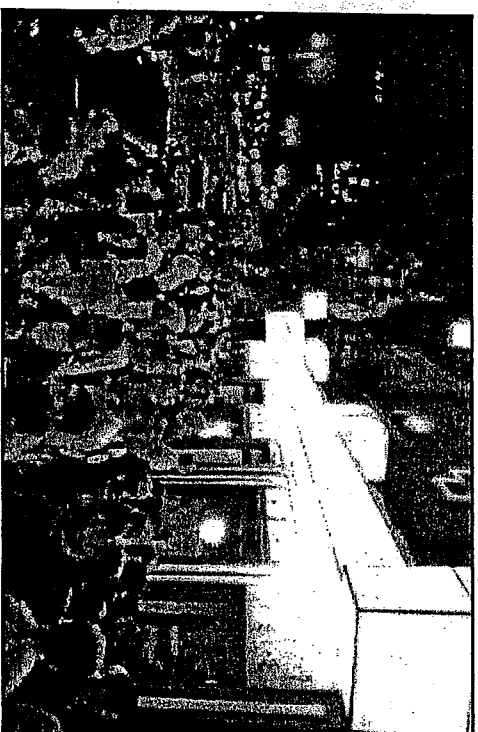
The unique configurations of blocks along the riverfront and at the juncture of angled streets offer opportunities for creating high-value urban squares and landmarks.

These public places offer options for creating plazas and green spaces that not only serve as amenities, but also create a unique identity and add significant value to surrounding properties. Parcels adjacent to these public spaces would be useful for restaurants, cafes, and other uses that can animate these urban open places and make them socially desirable. (3.21)

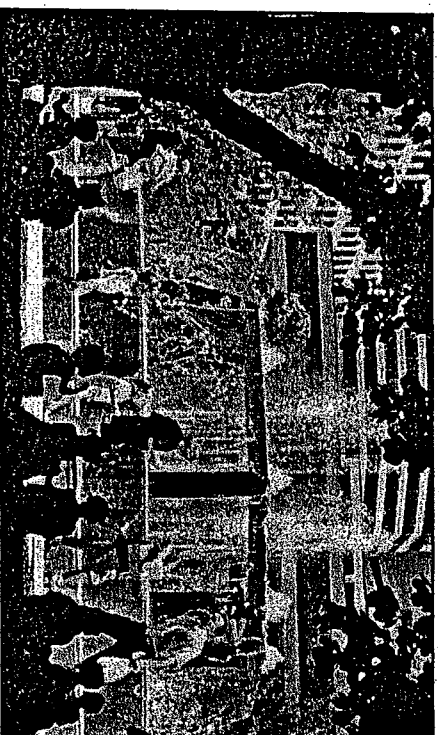
Parking

Parking for future expansion and/or new development will be in the form of parking structures with ground-level, non-parking uses as well as on-street parking. Parking entries will be located in alleys or designed as attractive, active gateways into buildings.

Shared parking among multiple offices and with uses that have non-overlapping, peak parking demands (such as nighttime and weekend entertainment activities) are encouraged. Temporary or permanent surface parking as a primary use is prohibited. Accessory parking is allowed when not



(3.20) The Lower Water Street District has grown significantly as a major nighttime entertainment venue with a wide array of restaurants, cafes, and taverns.

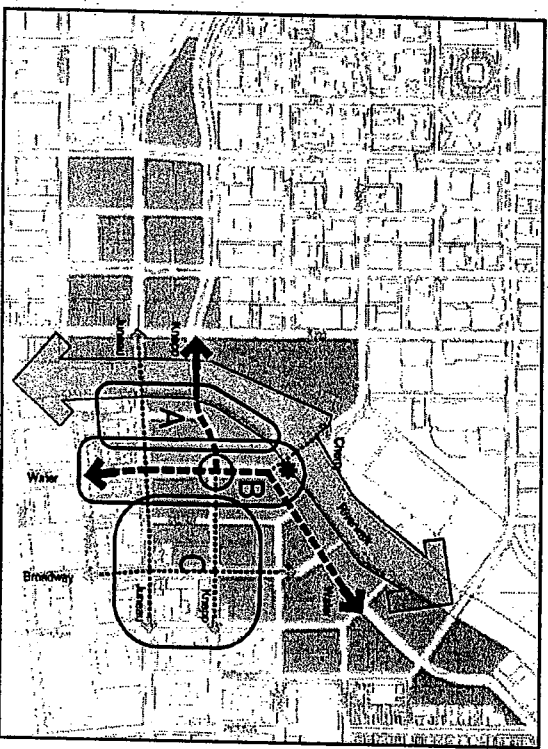


(3.21) Parks, plazas, and green spaces create unique identities and add significant value to surrounding properties.

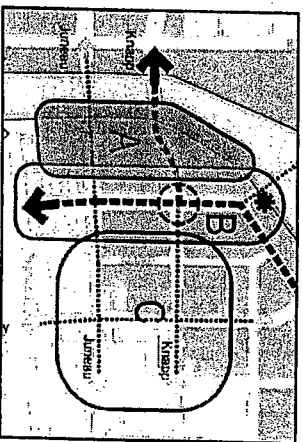
visible from the street. Parking for smaller entertainment activities – such as restaurant, cafes, and taverns – will be accommodated by existing street parking, the few small off-street lots that exist, and shared use of parking structures that serve daytime office workers.

Parking for more substantial uses, such as a new cinema complex, will need to share existing and/or add new parking structures that will serve daytime users as well. Temporary or permanent surface parking is prohibited.

Lower Water Street District – Subareas and Corridors



Lower Water Street District – Subarea A

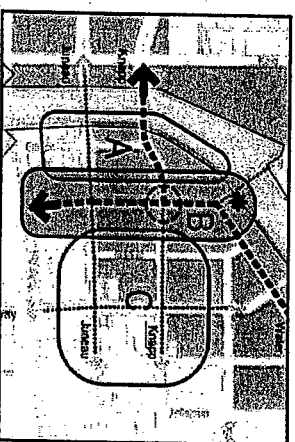


As redevelopment occurs, the design of the RiverWalk must maintain north-south continuity and establish a strong perpendicular connection – both physical and visual – into the adjacent neighborhood.

One of the unique features of this subarea is the small scale of Edison Street, which is part of the history of Milwaukee's waterfront development. Along this street, a much finer grain of activities make it a less active but visually charming street, echoing the kinds of narrow waterfront lanes typical of older urban areas.

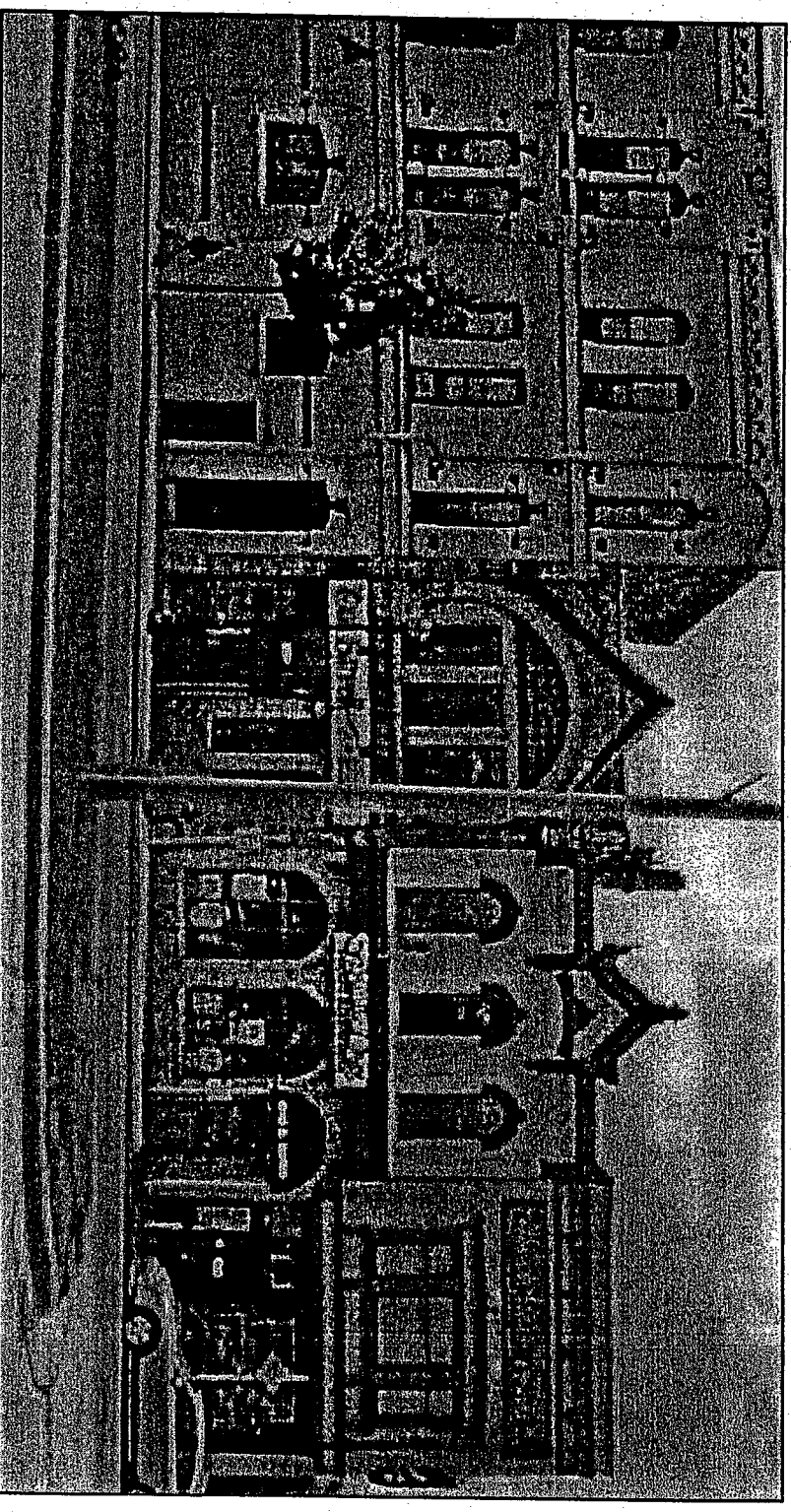
Another significant opportunity occurs at the Knapp Street Bridge. The unique geometries of the development sites offer spectacular opportunities for creating building forms that can serve as local landmarks for this district. The design of these buildings is critical. Given the geometries of the site, block edges must maintain street continuity and reinforce the pattern of building footprints on adjacent and opposing block faces.

Lower Water Street District – Subarea B



Historically, Water Street was the major north-south artery in Milwaukee's city center. It rivaled Wisconsin Avenue as the principal defining street of the downtown. During the last decade it has regained some of its vitality due to increased day, nighttime, and weekend activity. The increased vitality is directly related to the market for restaurants and taverns created by regional entertainment activities in the area.

It is also important to recognize Water Street is a major arterial passing through the downtown. To the south it links directly to the Third Ward and the Milwaukee Public Market, then moves on to the Fifth Ward and south side. Moving northward, it connects to Brady Street, Humboldt Avenue, and the east side. Lower Water Street becomes, in effect, the heart of this revitalized corridor. It is important to retain the intimate scale of buildings and visual diversity that have become Water Street's strength and trademark; however, new development need not repeat past architectural styles. (3.22)



(3.22) New development on Water Street must be compatible with the smaller scale of buildings and visual diversity that have become its strength.

LOWER WATER STREET DISTRICT

Increased retail activity along this portion of Water Street is encouraged. Undeveloped parcels must create a compatible street level pattern. Another major opportunity is the creation of a landmark structure at the north end of Lower Water Street where it will split the Cherry Street Bridge crossing the Milwaukee River.

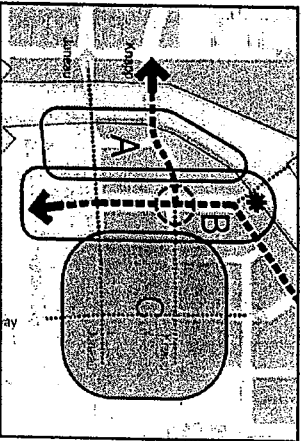
Lastly, the intersection of Lower Water Street and Knapp Street will become a major crossroad where the new entry to the downtown - McKinley Avenue - crosses the Milwaukee River and enters the east side.

As McKinley Avenue turns into the Knapp Street Bridge the street grid shifts and a variety of local landmarks and vistas unfold. This is not unlike the experience observed by many people as they move east and west along Wisconsin Avenue. This parallel and equally powerful urban design opportunity has not been previously possible. Once, however, the new street grid system is created, the intersection of Knapp and Water Streets may become the cornerstone of the east side. Consequently, the designs of the vistas and view corridors to and from this intersection are critical.

Equally important, the street edge along Knapp Street must be continuous and pedestrian friendly. In particular, the narrow section of Knapp Street, near the east end of this district, has to be graceful and seamlessly interweave with the existing lower east side neighborhood.

Lower Water Street District - Sibara C

To create a seamless interweaving of Lower Water Street with lower East Town, development of an architecturally diverse set of buildings that include institutional and office



structures, as well as support buildings will be developed. Moreover, the changes in topography in this area require consideration of different view corridors, options for dual entry buildings, and conditions that allow for unique ground-floor configurations and street sections.

While no specific sites were identified for courtyards or comparable places, building designs that maintain a strong street edge and provide such places are allowed. For example, a narrow courtyard facing a street (similar to those found in many of Milwaukee's east side apartment buildings) would blend well. Semi-private courts and gardens must, at the very least, provide visual access to the general public (although physical access would be preferred).

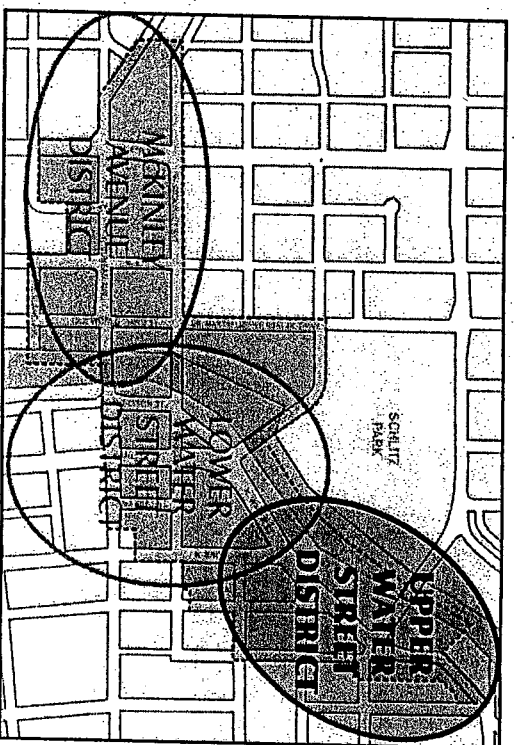
Juneau Avenue provides a critical downtown east-west linkage. It offers an opportunity to create a strong pedestrian linkage from the areas west of the freeway (across the Winnebago Street Overpass), past the Pabst Brewery area, through the McKinley Avenue District and eastward to Lake Michigan. This potential continuity will be protected and enhanced through continuity of design and ground level pedestrian experience.

Since the freeway was constructed, Broadway has become the high-speed arterial route to the lower east side. While allowing automobiles to move quickly, it has had a negative impact on pedestrian movements and has served as a barrier between subareas and neighborhoods, rather than a seam connecting different activities together. Broadway will be converted back to two-way and will be treated as a street that deserves greater pedestrian orientation.

While not as major an arterial as Sixth Street (west of the Milwaukee River) Broadway will still be the major north-south arterial east of Water Street. It will connect to the new park and residential development in the Upper Water Street District. As noted previously, for streets of this type, wider sidewalks are encouraged where possible and greater attention must be given

to creating landscape and streetscape amenities that give pedestrians a feeling of protection and separation from traffic movements.

At the same time, lighting and signage on buildings shall be oriented equally to vehicular movements as to pedestrian movements. In addition, the unique downtown topography allows persons on Broadway to have dramatic views westward, an attribute that would benefit new development and revisions to the streetscape.



UPPER WATER STREET DISTRICT

The Upper Water Street District will create unique, high-value, downtown residential neighborhoods, which include a new public square and an array of mixed uses such as live-work units, supporting retail, and entertainment activities. In the district, major adaptive reuse projects of existing buildings are encouraged and create a new model for urban riverfront development.

In this district, major adaptive reuse of projects will create strong linkages to office and residential uses to the north:

riverwalk activities along the west; residential and retail uses to the east and northeast; and the expanded entertainment area in the Lower Water Street District.

Land Use, Economic, and Social Activities

The Upper Water Street District will continue the strong pattern of residential development that has flourished to the east of Upper Water Street. It will also allow for continued growth of existing institutions, make a strong connection to the revitalized Brady Street area, and allow for a functional network of local streets that weave together the existing neighborhoods and activities.

Office

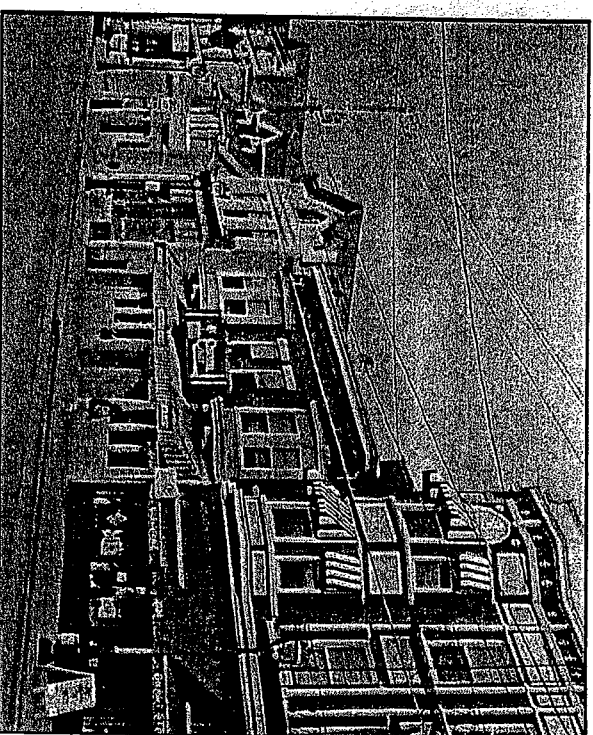
The Upper Water Street District is not to be considered a location for large, stand-alone office uses, but rather a prime location for live-work, mixed-use buildings, and infill offices. (3.23)

Live-work units are encouraged wherever new residential developments are located, particularly along major streets where additional pedestrian activity is desired. Although not yet common in this market, a larger mixed-use building combining substantial amounts of office space and residential units is also encouraged.

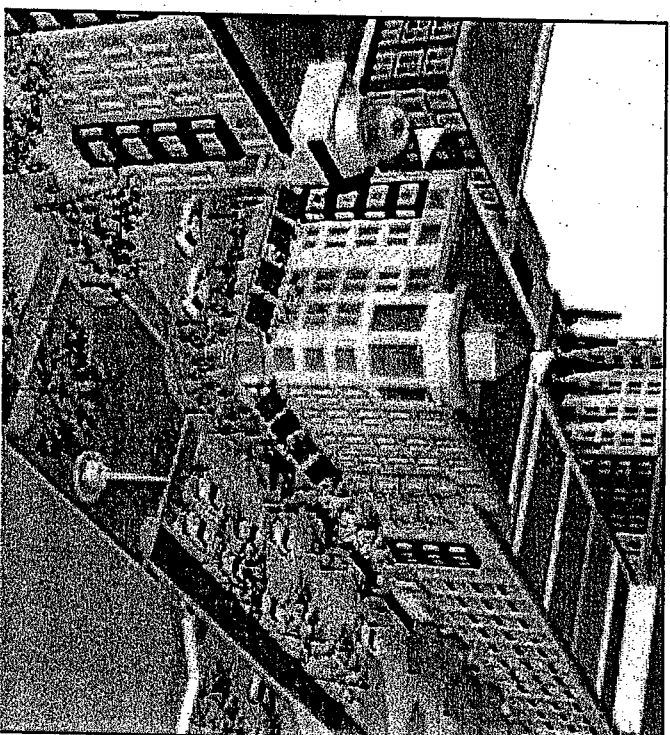
Infill office space with supporting retail is encouraged on sites where residential development is undesirable and/or impractical. Restaurants, for example, might be difficult to locate on the street level of residential buildings, but they might be welcome on the ground floor of an infill office structure.

Residential

This neighborhood will accommodate major residential growth that expands the strong residential development that



(3.23) The Upper Water Street District is not to be considered a prime location for large, stand-alone office uses, but rather for live-work uses, mixed-use buildings and infill offices.



(3.24) The Upper Water Street District will accommodate major residential growth that complements existing downtown housing.

UPPER WATER STREET DISTRICT

has occurred to the east and northeast. (3.24)

A diverse residential market will provide a healthier, long-term basis for maintaining a strong downtown. There are numerous opportunities for residential development in the form of apartments, townhouses, small units, riverfront housing, new structures, adaptive reuse, mixed-use buildings, and owner-occupied and rental units. (Owned occupied units are preferred.) A portion of residential development could be built for young professionals just entering the job market.

High overall densities are encouraged. Blocks along the new park are especially suited for higher density development that will benefit from a major amenity that will bring added value to residential uses.

The existing structures along the riverfront also provide an opportunity to create a unique, new form of urban waterfront development modeled after the successful patterns of traditional urban waterfront areas as seen in European communities.

The amount of residential development that can occur in this area may be sufficient for substantial amounts of supporting retail activity that serves the needs of the neighborhood. This can include expansion of surrounding neighborhood shopping nodes to the east or a new smaller node located within the district. The existing range of restaurants to the south dovetails well with residential markets focused on younger professional and others desiring an active urban social neighborhood.

Entertainment

Although not envisioned as a major entertainment district, continuation of the types of smaller scale activities from the Lower Water Street District is encouraged. These might include restaurants, cafes, and nightclubs particularly appropriate near the new public square envisioned as a centerpiece of this district. (3.25)

Outdoor Public Activities

One specific block in this area has been set aside to create an urban square just under an acre that will bring added value to the adjacent structures, as well as the entire district. The activities surrounding this square will include a higher proportion of supporting retail uses, including restaurants and cafes (nighttime and daytime activities).

In addition, the unique configurations of blocks along Water Street presents several locations with unique shapes that offer good opportunities for creating high-value public squares and landmarks.

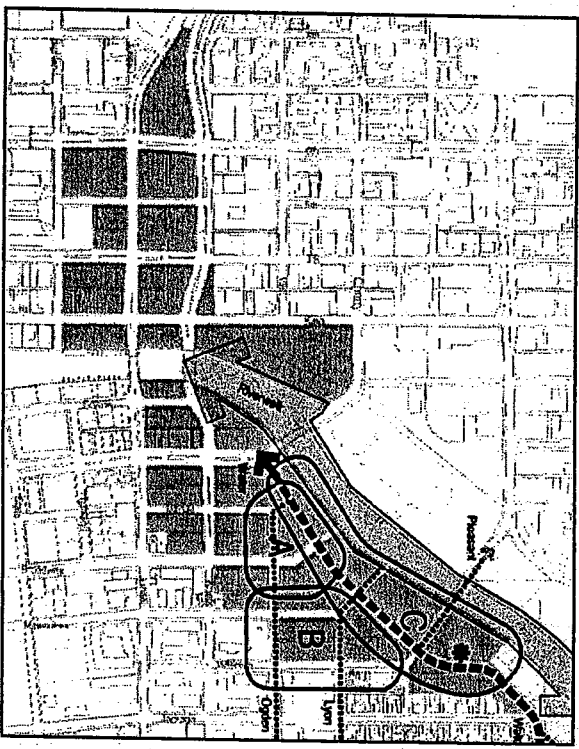
Parking

Parking should be provided through shared parking, on-street parking, or small parking structures. Temporary or permanent surface parking as a primary use is prohibited. Accessory parking is allowed if not visible from the street.



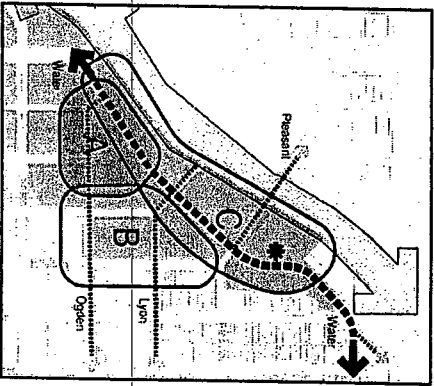
(3.25) Although not envisioned as a major entertainment district, smaller scale activities are encouraged in the Upper Water Street District, such as restaurants, cafes, and nightclubs.

Upper Water Street District - Subareas and Corridors



Upper Water Street District - Subarea A

As noted above, a primary feature of this district will be the creation of a new urban square. "Ogden Square" will become the central public place for this district, adding amenity and value to the surrounding uses and buildings. (3.26) It will provide opportunities for views outward to surrounding streets, as well as views into the new public place. The design of the square is intended to have a strong tree-lined edge and simple park interior with views into and across the space. It may also serve as a venue for neighborhood-based social activities. Surrounding buildings will have strong visual edges on

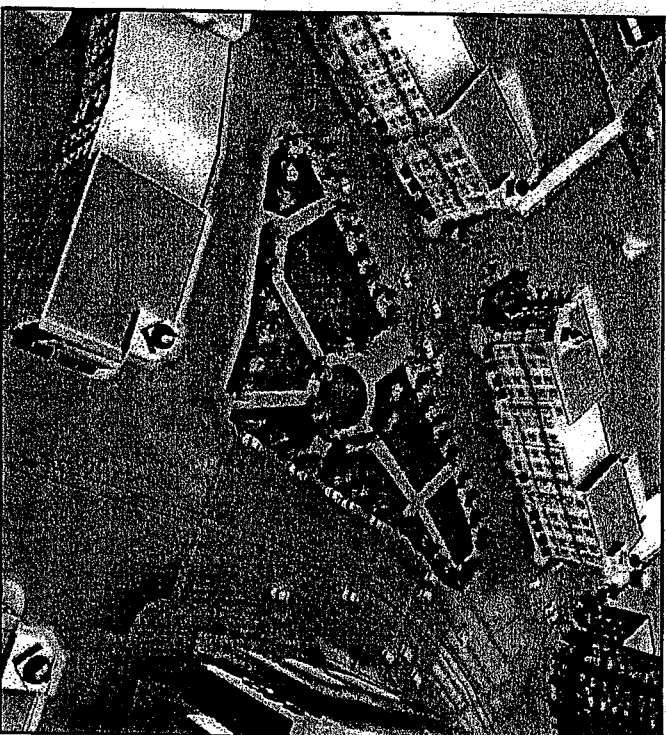
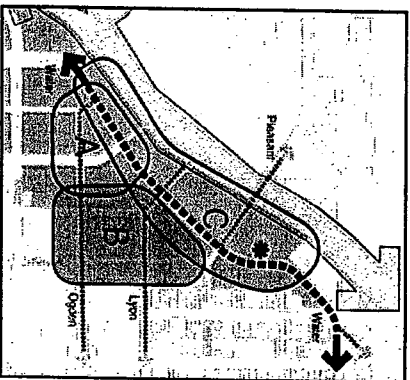


each side of the square and highly active pedestrian uses on the ground level.

Ogden Square will become the northern terminus of both Market Street and Broadway, and therefore should incorporate design features that enhance visual terminations. Market Street will become the link to City Hall, and Broadway will become the major link southward to the Third Ward and the new Milwaukee Green Market. Some outdoor market activities in this location should be encouraged provided that they do not compete inappropriately with the other outdoor market activities downtown.

Upper Water Street District - Subarea B

The north and south ends of this section of Water Street have been identified as places deserving of landmark structures. At the north end, a landmark structure will become the image signaling a major entry into downtown. The twists and turns of Water Street will become a major asset providing unique, memorable views and offering opportunities to diversify pedestrian movement in different directions - including connections to the river's edge. At the south end, the landmark will become a major node marking the intersections of Water Street and the River as well as the primary transition from the office and business section of the downtown to the more residential neighborhoods to the north and northeast.

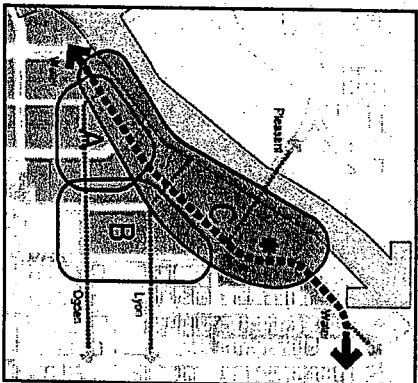


(3.26) A primary feature of this district will be the creation of the new "Ogden Square," which will become the central place for this neighborhood-adding amenity and value to the surrounding uses and buildings.

UPPER WATER STREET DISTRICT

Upper Water Street District - Subarea C

Upper Water Street District has potential to expand the strong residential neighborhoods that have emerged to its east. While these neighborhoods have become linked to the downtown, the connections can be significantly strengthened and expanded. For example, new residential development can create an image of continuity from City Hall through Brady Street and the Beer Line redevelopment area.



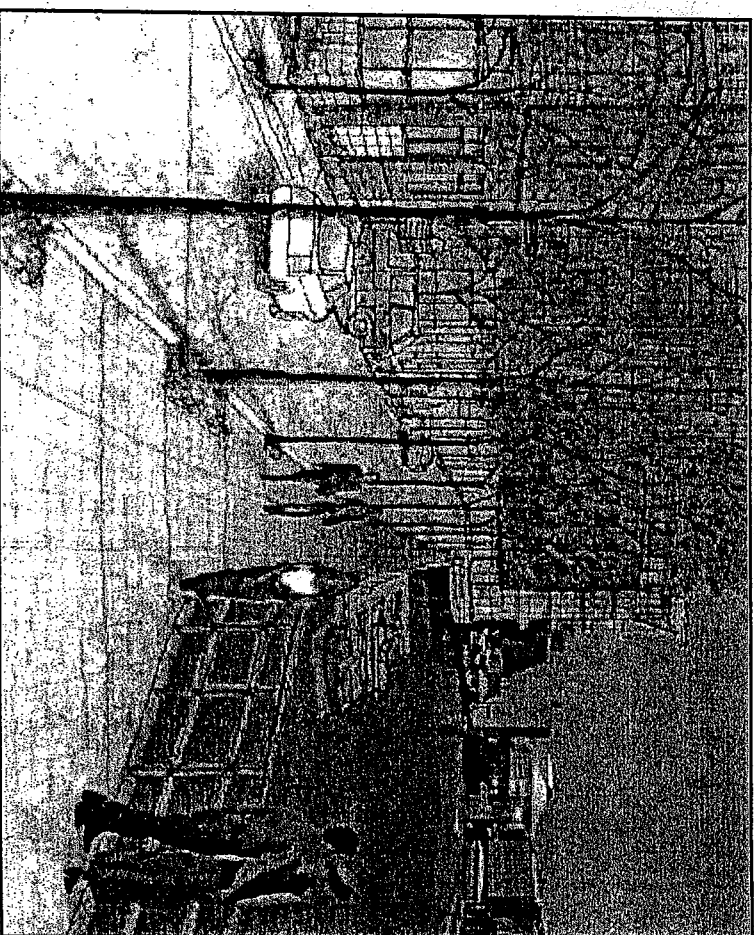
There is also an opportunity to create a new riverfront street. This type of street is relatively uncommon in North America. The riverfront street, however, provides an opportunity to expand the concept of the RiverWalk into a complete street activity area and therefore should be designed along the lines of "shared streets" found in northern Europe and other traditional urbanized areas. While not implemented previously in Milwaukee, this type of street was in the traditional *RiverWalk Concept Design Plan*. (3.27)

Just as Water Street connects the north and northeast, other streets in this district (Lyon, Ogden, and Juneau) should create strong connections to the east and southeast where the texture of the buildings and streets offers greater variety. The adjoining neighborhoods include a mixture of institutional buildings, smaller apartment structures, and downtown businesses. Consequently there is no singular architectural character that dominates the street. Given this diversity, it is essential for each building to create a strong fit with its immediate neighbors. Lyon and Ogden, for example, have the potential to create a strong connection to the retail node and grocery store at Jefferson. (3.28)

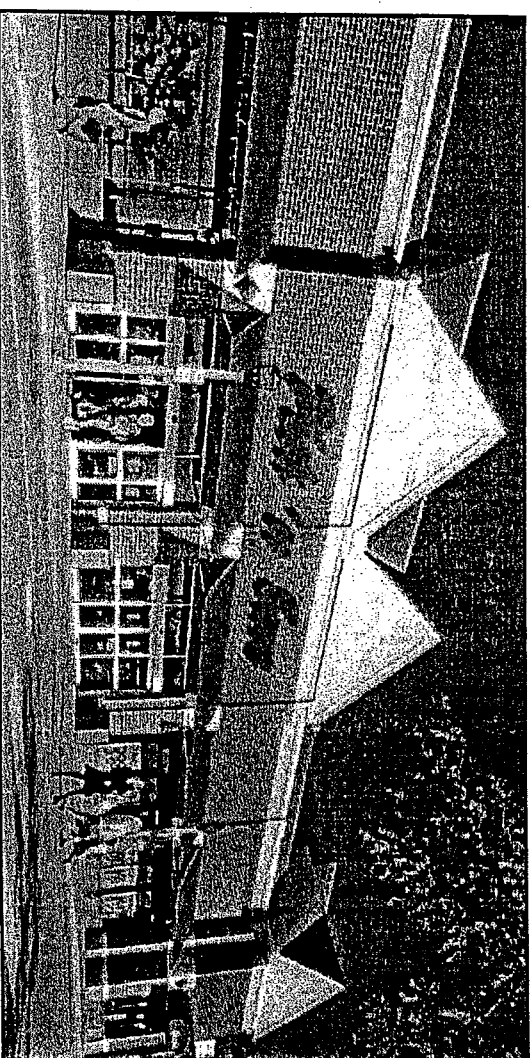
Juneau Avenue, as noted previously, has the potential to be a major east-west pedestrian connection beginning at Lake Michigan, crossing downtown and the river, passing the Pabst Brewery area, and ultimately crossing the freeway. While it has not been developed in the past as a strong east-west link, it clearly has this potential.

Unlike the other streets, Knapp Street doesn't continue through the neighborhood. While historically a through street, it was terminated, and now creates an awkward and disadvantageous condition. As the natural extension of McKinley Avenue, Knapp Street should, at some point, offer continuous vehicular movement to the east. While such changes lie outside the study area, they will be considered as future redevelopment plans unfold.

As each side of the RiverWalk system has expanded, the river crossing has become increasingly important as landmarks and activity nodes. The Pleasant Street Bridge clearly offers this opportunity, however, the intersection of Pleasant and Water Street currently displays little character and interest. It is more of an awkward shift in streets and topography than a focal point and collage of visually interesting buildings and facades. Because of its proximity to the RiverWalk it can become a major node and landmark. Buildings near this intersection must add definition and interest to the street intersections. A small public place, especially one that created a strong link to the river, would also be appropriate.



(3.27) The above rendering by Engberg Anderson Architects shows how a new riverfront street could be created in the Upper Water Street District that would provide an opportunity to expand the RiverWalk into a complete activity area.



(3.28) Lyon and Ogden Avenues have the potential to create a strong connection to the retail node and full-service grocery store located at Jefferson Avenue.



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