



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

I. Purpose

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

The purpose of this update report is to satisfy both State and City requirements by providing a comprehensive picture of downtown in 2007 and outline the changes that have occurred since the Milwaukee Downtown Plan was adopted in Fall of 1999.

II. Background

Comprehensive Planning for Milwaukee: The State of Wisconsin adopted legislation in 1999 requiring that, by 2010, all municipal programs and actions that affect land use be consistent with a comprehensive plan. The Department of City Development (DCD) is in the process of developing the documents that meet State standards for a comprehensive plan. It is the intent of DCD to have, for the first time in its history, all of Milwaukee addressed within a comprehensive plan by 2010.

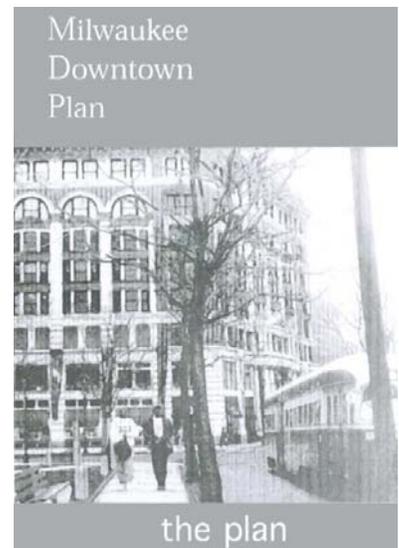
Milwaukee, because of its size and complexity, needs to plan at both the citywide and neighborhood level. Consequently, while developing a citywide comprehensive plan that meets the mandates of State law, DCD is also developing area plans that tailor citywide policies to smaller geographic areas. Six area plans have been adopted and seven are underway. The downtown plan is one of these area plans currently underway.

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

The downtown plan identified policies and recommendations by districts, reflective of the intensity and extent of their service areas. Street types were identified and designated based on their level of pedestrian activity and vehicular movement. The pedestrian realm,



Map of the 12 Area Plan Boundaries



1999 Downtown plan Cover

sidewalks, boulevards, river and edge walks, and bridges were evaluated; each street was coded to reflect a blend of the existing and desired pedestrian level of activity. 13 catalytic projects were also identified to implement key aspects of the plan and spur spin-off activity, investment, and redevelopment. The plan also recommended DCD update downtown zoning regulations to better conform to the plan.

Update and Amendment Process: The Common Council of the City of Milwaukee adopted Resolution No. 040565 on September 21, 2004, which detailed the procedure for evaluating, and updating a comprehensive plan. The procedure requires DCD review the comprehensive plan to assess and evaluate the effectiveness and shortcomings, including the validity of the projections, the realization of the goals and objectives, and the applicability of the plan's policies and maps. Although the procedure requires the citywide plan to be evaluated not less than once every 10 years, area plans are to be evaluated as needed, upon DCD initiation. DCD met in Fall 2007 to discuss the need for an update to the downtown plan. As the first step in the evaluation, this update report was drafted.

Boundary: For the purpose of this planning effort, the downtown is approximately 2.5 square miles in area, generally bounded by I-43 to the west, the lake front to the east, Walnut/Lyon Street to the north and St. Paul Street to the South. The original downtown plan includes the areas contained in the Park East Redevelopment Plan and the Historic Third Ward Area Plan. Only the Park East will remain in the update's planning area.

III. New Census Data and Economic Projects

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

Housing: Census data 2000 reports there are 73,000,000 households without children in the United States and there will be approximately 101,000,000 households without children by 2025 (28% increase). By 2025, 72% of all households within the US will be without children. This trend could bring a significant increase in the downtown population as households without children typically make up the majority of downtown populations.



1999 Plan Pedestrian Activity Map



2008 Downtown plan Boundaries

Downtown Housing Changes, 2000 to 2007

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

Household Characteristics Downtown, 2000

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

* Highest of ten comparable cities

Between 2000 and 2007, housing in the downtown increased by 2,435 units, and averaged 347 new units per year. Owner-occupancy increased by 3%. The average downtown home value was \$226,815 and average rent was \$609 per month in 2000, the highest of ten comparable sized cities. Non-family households (80%) continued to be the dominant household type downtown in 2001.

Over 54% of downtown residents are between the ages of 15 to 34. Many of these residents are college students or young professionals who have higher levels of disposable income. Between 2000 and 2007, per capita income per household increased from \$23,310 to \$34,035. 45% of the residents have obtained either a bachelor's or advanced degree.

There are approximately 25,000 people who live downtown and there are over 2 million people living in the Milwaukee Metropolitan Statistical Area (MSA). There are current studies that estimate approximately 5% of a given MSA population would desire to live downtown. This translates to about 75,000 persons in the Milwaukee MSA.

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

Retail: Although downtown employees represent over \$344 million in retail spending potential, since 2000 retail growth in the downtown has been modest but has included TJ Maxx, Borders Books, and Old Navy to the Shops of Grand Avenue, and boutique retail establishments in the Historic Third Ward.

Tourism: Milwaukee County ranks first in the state for traveler spending (\$1.5 million in 2005). Downtown tourism facilities include the Midwest Airlines Convention Center (500,000 visitors/yr), 12 hotels, 156 restaurants, museums, performing arts facilities, sports arenas, retailers and festival grounds. Since 2000, downtown has attracted various new cultural and tourism facilities including the Milwaukee Art Museum expansion (250,000 visitors/yr), Pier Wisconsin/Discovery World (154,000 visitors/yr), and the Milwaukee Riverwalk, which extends three miles on either side of the Milwaukee River from the former North Avenue Dam to Lake Michigan. Since 1998, \$2.2 billion has been invested in tourism

Household Characteristics Downtown, 2007

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



Office Buildings on E. Wisconsin Ave.



Milwaukee Art Museum Addition

development in and around downtown including the Midwest Airlines convention complex, Miller Park, the Milwaukee Art Museum addition, the Potawatomi Bingo Casino expansion, the Milwaukee Public Market, a new high-speed ferry, and new hotels. Downtown hotel occupancy has increased steadily since 2001, while room supply has been fairly constant.

Transportation: Approximately 31% of downtown households did not own an automobile in 2000. There were 16 bus routes through the downtown including 972 daily trips on Wisconsin Avenue alone in 2005.



Milwaukee County Transit System

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

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

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

The Park East freeway was demolished in 2002, freeing up approximately 16 acres of land beneath the freeway and 24 total acres (which includes existing surface parking lots) for re-development.



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

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

The Marquette Interchange reconstruction required use of some developed parcels. However, completion will yield several parcels of land for redevelopment including the land located at 7th Street and Michigan Avenue.

The combination of the new Lakeshore Park and the reconfiguration of the land surrounding Pier Wisconsin have resulted in a somewhat altered and improved lakefront edge along the downtown.



Lakeshore State Park

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

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

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

Large residential infill projects in the northeastern section of downtown have been constructed contributing to the already dense residential neighborhood. For example, census tracts 43 and 44 have a density of approximately 13,000 persons per square mile, as dense as many Chicago and San Francisco neighborhoods.

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

The Historic Third Ward has shown and continues to show strength in all market sectors. New condominiums, new retailers, and strong office rents have created a stable neighborhood and have significantly added to the downtown economy.

Open space within the downtown remains relatively constant at 12 acres per 1,000 persons, well over the national standard of 1 acre per 1,000 persons.

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

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

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

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

The following represent a number of office tenants that have relocated downtown since 2000:

- ASQ Center- 648 N Plankinton (106,202 square feet)
- Cathedral Place- 555 East Wells Street (200,000 square feet)
- First Weber Group
- Infiniti- Chase Bank Building



Park East Enterprise Lofts, N. King Dr.



A section of The Riverwalk in the Third Ward



Cathedral Place, E. Wells St.

JP Morgan- 111 E. Wisconsin (472,507 square feet)
Manpower- Park East (280,000 square feet)
NAI MLG Commercial- 1110 N Old World Third St.
Roundy's- 875 E Wisconsin (209,000 square feet)
Time Warner- 1320 N King Drive (177,090 square feet)
Upper floors of Boston Store (170,449 square feet)
Weas Development

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

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

GOAL: Increase the Amount and Variety of Downtown Housing

Housing in the downtown increased by 2,435 units between 2000 and 2007, an average of 347 new units per year. Resale on existing condo units steadily increased from 150 transactions in 2002 to approximately 500 in 2006. The downtown apartment market remains strong with occupancy averaging 97%. As of 2006, 79% of the downtown housing units were renter occupied while 11% were owner-occupied. The following represents a number of housing developments that have been established in downtown since 2000:

Downtown Central

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



Manpower Headquarters and riverfront, W. Cherry St.



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

The Lofts on Broadway (56)
The Majestic Building (135)
The North End – Phase 1 (75)
The Soap Works Lofts (27)
The Wisconsin Tower (70)
University Club Tower (56)
Van Buren City Lofts (42)
Total Units: 1565

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

Total Historic Third Ward Units: 870

Total Combined Units: 2435

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

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

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

GOAL: Provide Attractive Options for Travel within Downtown

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

2 Luxury European River Cruise Boats, available for dining and river tours
6 Pontoon Boats available for river tours and special events
6th Street Viaduct (\$56,500,000)
Marquette Interchange Reconstruction (\$810,000,000)



Marine Terminal Lofts, E. Erie St.



Pabst Theater, E. Wells St.



McKinley Boulevard Bridge

McKinley Boulevard and plantings, as well as other Park East street work
Milwaukee Trolley
New Intermodal Station (Amtrak and Greyhound bus terminal, (\$15,000,000 investment)
New Bus Shelters
Water Street Resurfacing, Median Plantings and Bike Lane (\$1,034,000 investment)



Intermodal Station, W. St Paul Ave.

GOAL: Make Walking Attractive, Easier and Convenient

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

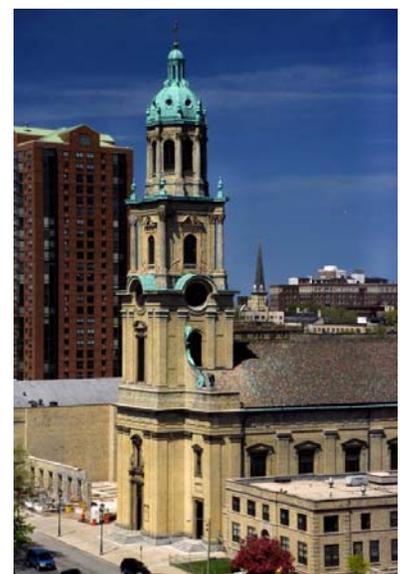
Ambassador Program (BID #21)
Clean Sweep and Graffiti Removal Programs (BID #21)
Highland Pedestrian Bridge
Marsupial Bridge
Milwaukee Street Streetscaping and Resurfacing (\$895,000)
New Knapp Street Bridge (\$11,000,000)
Park Once Signs
Proposed North End Public Plaza on Water and Pleasant
Public Art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



GOAL: Take Maximum Advantage of the Special Features Found Downtown

Since 2000, the following historic or iconic buildings have been renovated or rehabilitated:

249 N Broadway
ASQ Center/Marriott - 600 N. Plankinton
Boston Lofts - 630 N 4th Street
Cathedral of St John the Evangelist - 812 N. Jackson Street
Commission House - 401 N Broadway
Dye House - 320 E. Buffalo Street
Hotel Metro - 411 East Mason Street
Lakeshore State Park
Lincoln Memorial Drive
Majestic Lofts - 231 W. Wisconsin Avenue
Marine Terminal Lofts - 106 N Broadway
Mathews Building - 301 West Wisconsin Avenue
Milwaukee Art Museum – 700 N. Art Museum Drive
Milwaukee City Hall - 200 Wells Street



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

Milwaukee County Courthouse (Annex Removal) - 901 N. 9th Street
 Milwaukee County Historical Center - 910 N. Old World Third Street
 Milwaukee Street Buildings - 800 Block
 Northwestern Mutual - 720 East Wisconsin
 Northwestern National Mutual Insurance - East Wisconsin Avenue
 Pabst Theater (winter garden) - 144 E. Wells Street
 Pritzlaff Building - 305 N. Plankinton Avenue
 The Milwaukee Auditorium (Theater) - 400 West Wisconsin
 Time Warner Building - 1320 N Martin Luther King Drive
 Turner Hall - 1034 N. 4th Street
 Wisconsin Telephone Company Building (AT&T) - 722 N. Broadway
 Wisconsin Tower - 6th and Wisconsin Avenue



Milwaukee Street Buildings

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

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

The downtown plan identified 13 catalytic projects that would implement key aspects of the plan and would spur activity, investment, and redevelopment. Each of the 13 projects has been either implemented or is underway. The following provides a brief update on the projects:

A. Historic Third Ward Public Market was developed to revitalize the historic produce market tradition. The market opened at the end of the summer 2005. The combination of permanent indoor and outdoor vendors has provided a thorough mix of market options, with 20 local vendors operating in the market.



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

B. Pabst Brewery Adaptive Redevelopment now known as “The Brewery” will include a mix of residential, office, retail and cultural uses. Currently, Zilber LLC has purchased the site and is pursuing a development program for the adaptive reuse of the former brewery complex. The City adopted a \$25 million dollar tax increment financing district to prepare the site with public infrastructure and help with the costs of environmental contamination clean up and historic preservation. The City proceeded with a \$500,000 demolition and street construction project in 2007 for the area bounded by North 8th Street, West Highland Avenue, North 11th Street, and West Winnebago Street. Gorman & Company will construct 95-unit, multifamily development in 2008, targeting low to moderate income and entrepreneurs and artists in its live work loft development called Blue Ribbon Lofts. A development incentive overlay zone was adopted in December, 2006 for the Brewery Project to establish permitted uses and design standards. Currently, there is a draft amendment that would establish sustainability



Rendering of Proposed Pabst Brewery site redevelopment

guidelines for the entire development site. This is the largest designated LEED-ND development in the state of Wisconsin.

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

North Water Street from Juneau Avenue to north of East Pleasant Street was resurfaced and the median was transformed from a lawn into a garden featuring perennials, shrubs and annuals, representing over \$1,034,000 of additional public investment. Future improvements will include Water Street from Wisconsin to Kilbourn avenues.

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

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

F. The Riverwalk Expansion was identified as a way to enhance the economic and marketability of downtown. Continuing the success of the first segments for the Riverwalk, extensions and linkages continue to be built along the Milwaukee River. New and connecting segments have been added along the entire system. New Riverwalk connections exist at the Knapp St Bridge house and will soon be connected to the existing Riverwalk at the Time Warner Cable building. The longest single stretch of Riverwalk will be



W. Wisconsin Ave. Streetscape Improvements



E. Kilbourn Ave. Streetscape Improvements



City Hall Restoration, N. Water St.

constructed shortly along the property line of the former Pfister and Vogel Tannery. Upgrades to the original downtown portions of the Riverwalk have begun including the addition of art and vegetation intertwined with trellis. Improvements at seven locations will make this portion of Riverwalk ADA accessible. To date, 7,703 linear feet of Riverwalk in the downtown have been constructed.

The Riverwalk segment from Clybourn to St Paul on the east side of the Milwaukee River is complete and serves as a connection between the Historic Third Ward and downtown. The Common Council adopted design guidelines specific to the Historic Third Ward Riverwalk that created a Riverwalk distinguishable from the downtown portion. Construction began in 2002 and currently only three Historic Third Ward segments remain to be constructed. To date, over 3,550 linear feet of Riverwalk in the Third Ward has been constructed. This portion of the Riverwalk has become a popular destination, featuring numerous outdoor dining opportunities.

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

H. MacArthur Square is a key public open space in the downtown that can have an enormous impact on the quality of civic life. The plan recommends that the street structure be redesigned to allow vehicular access and short-term parking around the square. A master plan was prepared by Planning and Design Institute and students of the UW-Milwaukee School of Architecture and Urban Planning. Ten local architectural practices then completed a design charrette, each creating a building within the MacArthur Square area. All the work was supported by a grant from the Herzfeld Foundation and has been presented to stakeholders (State, DPW, County, Museum, MATC, Convention Center and Milwaukee Theater). The updated downtown plan will serve to guide decisions on the redevelopment of MacArthur Square with the intention of making it into a more active pedestrian square.

I. Park East Freeway Replacement with an improved street grid system was recommended to reclaim approximately 24 acres of developable land and attract over \$800,000 in potential investment. As a result, the freeway spur has been removed from 6th Street to Jefferson Street and new street segments have been constructed utilizing ISTEAF funds as well as \$20 million in city TIF dollars. As part of the reconnection of the street grid, in 2003, an \$11,000,000 new bridge (Knapp Street Bridge) was built over the Milwaukee River and a new tree-lined, 6-lane boulevard (McKinley Boulevard)



Rock Bottom Brewery, Riverwalk



View of Discovery World from Lakeshore Park



Park East Freeway before removal



Rendering of Park East Corridor after redevelopment

was constructed as the new entrance to the downtown. A redevelopment plan has been adopted and is being used to regulate building form. Several developments are currently underway in the corridor. The North End has begun demolition and will begin construction of Phase 1 in January 2008; The Flatiron is nearing completion; the County has awarded 3 RFP's and is in the process of a fourth; and there are plans for the development on the Riverside parking lot and block with the Sydney Hih building.

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

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

L. Two Way Streets make it easier to understand the downtown street system and enhance the visibility of shops on the street. For these and many other reasons, the downtown plan recommended conversion of one-way streets to two-way streets. Several streets in the downtown have changed their travel including the conversion of State, Broadway, Milwaukee, Van Buren, Jackson Streets, and St Paul Avenue. In addition, the historic State Street bridge over the Milwaukee River was reconstructed representing over \$14,700,000 in public infrastructure investment.

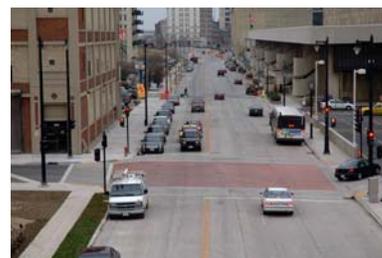
M. The Intermodal Station Renovation is in the process of becoming a combined depot for trains and intercity buses. Federal, state, city, and private funding has been budgeted to cover the project's \$15 million cost. City participation included \$6.25 million in tax increment financing. Work on the depot started in 2006 and was completed in December, 2007. The station will serve Amtrak Hiawatha service and Empire Builder trains as well as Greyhound, Lamers, Wisconsin Coach, and Indian Trails Bus Lines. Related to the Amtrak renovation, the State will improve the segments between



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



Parking signage at The Shops of Grand Avenue



W. St. Paul Ave.



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

St. Paul & Clybourn on Plankinton, 2nd, 3rd, 4th and 5th Street, as well as Clybourn in 2008. Congestion Mitigation and Air Quality money will be used to improve 5th Street between Wisconsin and Clybourn (including streetscape elements) next year.

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

The downtown plan has achieved significant success in terms of implementation of catalytic projects and the spin-off benefits to the community. As stated above, all 13 projects have moved forward to a point that DCD is recommending a process of identifying new catalytic projects to build upon the momentum.

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

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

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

Scattered areas of the downtown suffer from blighted façade conditions and experience high vacancy rates. These areas require greater attention to ensure that their blighting effect is mitigated and reversed.

The preservation of iconic buildings in the downtown has emerged in recent years as a concern. Community leaders understand these



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



Borders Bookstore, W. Wisconsin Ave.



Vacant Storefront on W. Wisconsin Ave.



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

buildings make Milwaukee a unique, interesting, and attractive place to live and work. Many iconic buildings are in need of rehabilitation or façade improvements. Although the importance of these buildings is recognized, there is a growing need for local policy and funding mechanisms to achieve the level of iconic preservation the community desires.

The supply of rental units in the downtown has diminished due to numerous apartment to condominium conversions. This has resulted in rental price increases higher than the regional average. The availability of condominiums priced below \$250,000, however, remains limited.

Maintenance of downtown parks and open spaces has not been able to keep pace with the high level of utilization such as Cathedral Square, a popular regional attraction.

Improvements are still needed on key streets in the central pedestrian areas including those surrounding the Intermodal Station.

Structured parking is a concern, particularly with the current economy not strong enough to support significant growth in the retail and office market, and rents remaining too low to support the costs of structured parking in the urban center.

The 1999 downtown plan specifically called for the revision of the downtown zoning code to ensure that basic principals of urban design were required and not hampered. The current code fails to control building placement, bulk, and design and contains 39 floor area ratio variations represented in 13 zoning districts and sub-districts. Most importantly, the mathematical formula for determining building mass creates developments that are contrary to urban design principles established and promoted within the 1999 downtown plan. DCD began the process of updating the zoning code for the downtown in 2004. It is the intent of DCD to continue this effort parallel or shortly after the downtown plan update.

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

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

Issues: \$241 million in Intermodal Surface Transportation Efficiency Act (ISTEA) funds were dedicated for transportation improvements within Milwaukee County in 1991. After many years of studies and highway development, \$91.5 million remains for a transit initiative. Although there is a strong desire to utilize these funds for a transit system that would include downtown service, to date there has been



Lack of streetscaping on W. St. Paul Ave.



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



Underutilized area under I-794



Image of proposed Comet Express Service

political disagreement on a specific means and routes. As one of the only bus systems to rely on property taxes for operation, the Milwaukee County transit service is continually being cut, year after year. Bus lines are eliminated and ridership fares continually increase. There were 3,100 bus trips to and from downtown Milwaukee in 2000, today, there are 2,100. A transit rider would pay \$1.35 for a ride in 2000, whereas today the rate is \$2.00.

A rubber tire trolley was implemented in 2000 to provide service between downtown and adjacent neighborhoods. The Milwaukee County Transit Authority eliminated the service in 2003 after federal funds for the pilot program were depleted. The Downtown Milwaukee Business Improvement District is struggling to keep service active for limited routes and times. It is clear that agreement on transit improvements is needed and will hopefully emerge as part of the update to the downtown plan.

Opportunities: The state of Wisconsin's key traffic hub, the Marquette Interchange, carries over 300,000 vehicles per day and is undergoing an \$810 million renovation and will be finished in 2008. Once completed, the presence of the new infrastructure and improved access will complement the growing downtown economy according to market study estimates.

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

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

The State of Wisconsin adopted comprehensive planning legislation; commonly known as Smart Growth Law, in 1999 which requires every community in Wisconsin to have a comprehensive plan adopted by January 1, 2010. The plan must address nine mandated elements and is required to be adopted in whole by ordinance. This requirement is significantly different from past legislation which permitted adoption by only a plan commission. The 1999 plan was adopted under the previous requirements.

State law also requires that local programs and actions affecting land use must be consistent with a community's comprehensive plan. Those programs or actions which are not consistent could become void. For example, if a court of law determines that a local government's zoning ordinance is not consistent with its comprehensive plan, the zoning code could be invalidated.



Cathedral Square in need of Investment



Marquette Interchange under construction



Milwaukee Comprehensive plan Logo

DCD began an aggressive effort to prepare not only an overall citywide policy plan, but also 13 area plans. One of the 13 areas is the downtown plan update. After extensive review, DCD has determined that an update to the current downtown plan is appropriate to comply with State of Wisconsin law. The Common Council will then have an opportunity to officially adopt the plan by ordinance.

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

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

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

Once updated, the downtown plan must be adopted by the full Common Council and signed by the Mayor. The downtown zoning code will need to be revised to ensure consistency between the comprehensive plan and zoning. Existing redevelopment plans also will need to be revisited and possibly revised to ensure consistency between Redevelopment Authority of the City of Milwaukee (RACM) policies and projects and the comprehensive plan for the area.

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

Without yet engaging stakeholders in the process of identifying issues and opportunities within a larger planning effort, it is difficult to predict what topics will specifically be addressed in the final downtown plan update. There are, however, a few topics DCD has identified as “areas for study” such as preservation of iconic buildings, zoning, transit, and retail. It is likely, at a minimum, the text and maps within the plan update will address these topics.

The downtown zoning code text and map will be revised to recognize modern downtown development concepts which were not significantly updated as part of the City’s 2002 zoning code overhaul. The current conventional zoning districts will be eliminated and street typologies with design standards will be



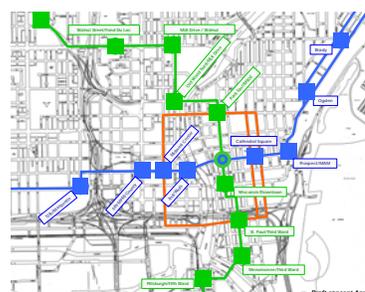
View of Downtown from the Southwest



Volumetric Study of Downtown’s Potential From the 1999 Plan



Park East Redevelopment Plan Area



Draft Transit Route Study

created. Also, areas that aren't actually part of the downtown will be removed from the downtown zoning categories (i.e. Miller Park).

New catalytic projects will be identified to build upon the momentum of the 13 catalytic projects in the 1999 downtown plan.

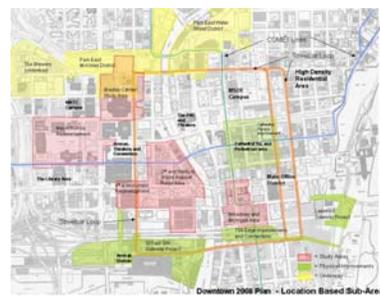
A new land use map, maps of targeted areas, and potential areas for new redevelopment plans will be identified. New goals and specific objectives will be created.

XIII. Next Steps

The Common Council is scheduled to review the downtown update report and direct DCD to begin the downtown plan update process at the Zoning, Neighborhoods, and Development Committee meeting on January 8, 2008. RACM is scheduled to review the Downtown Update Report and authorize a cooperation agreement on January 17, 2008. A request for proposals for a planning consultant was sent out on December 14, 2007 and will close on February 1, 2008.

DCD will begin working with its contract management team and project management team to organize an open house, draft the citizen survey, summarize past downtown plans and summaries, fundraise, set up a website, and conduct the first meeting of the plan advisory group.

The planning process will formally begin in January 2008 and will conclude in April, 2009 with a scheduled, formal adoption of the Downtown Area Plan Update.



Draft plan of areas for study