

# MILWAUKEE *comprehensive* Plan

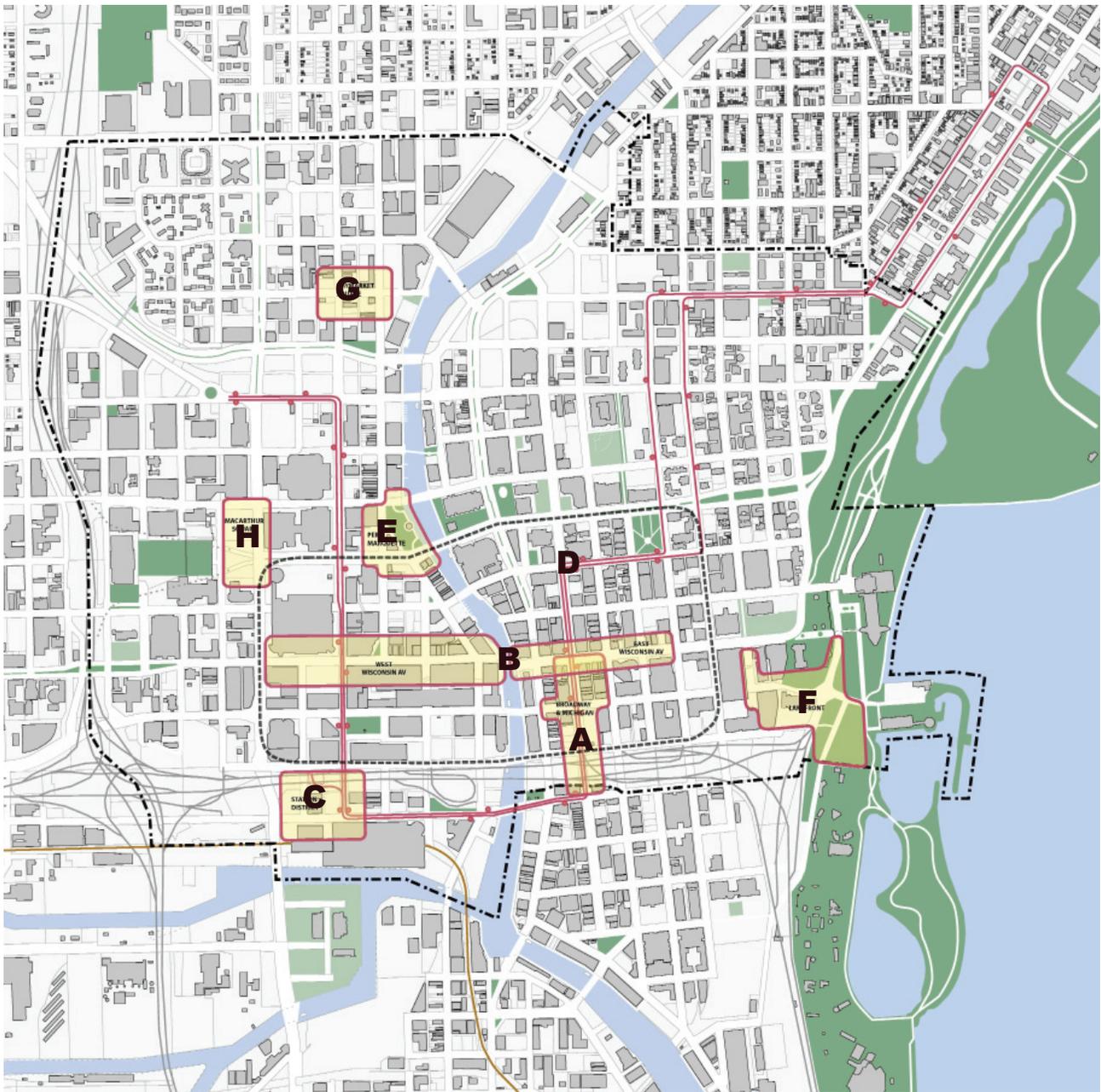
DEPARTMENT OF CITY DEVELOPMENT  
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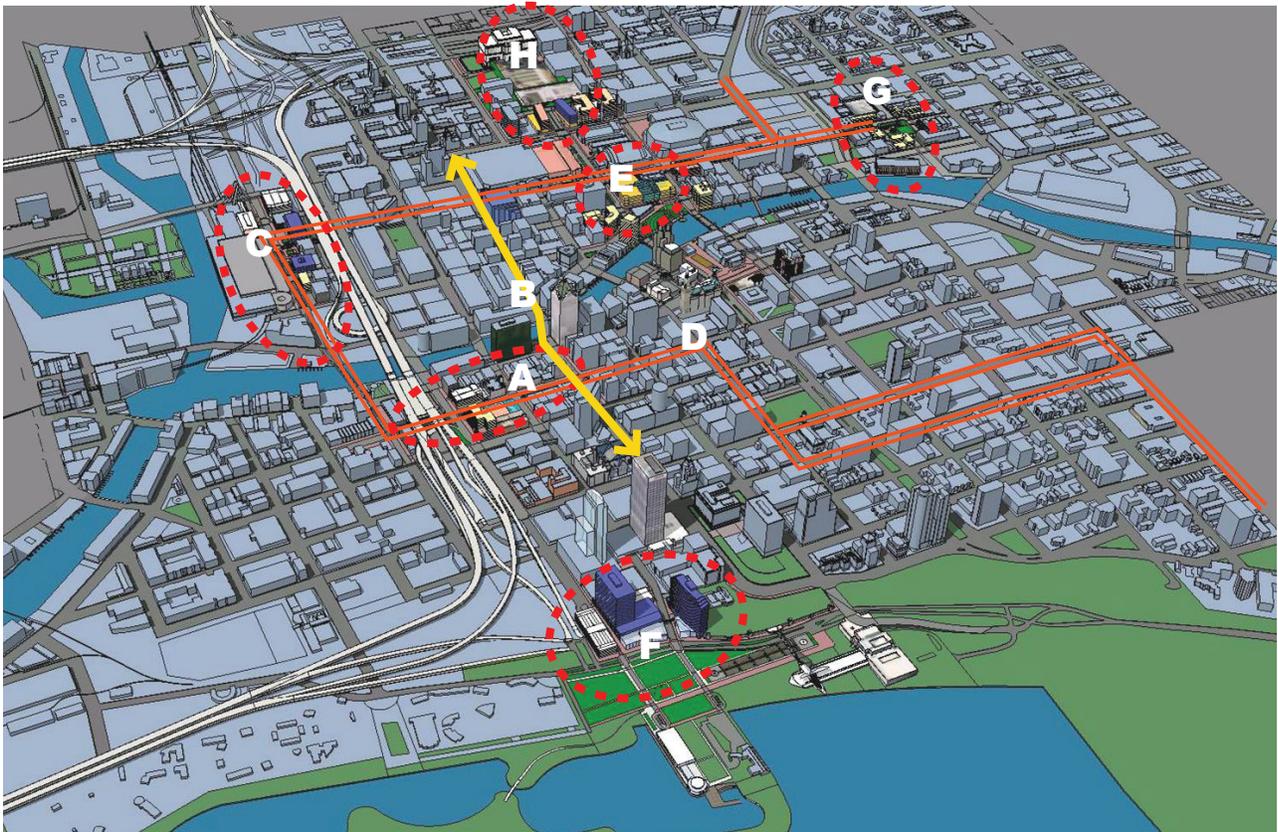
## Downtown

*A Plan for the Area*

### *Chapter Five - Catalytic Projects*

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### Catalytic Projects

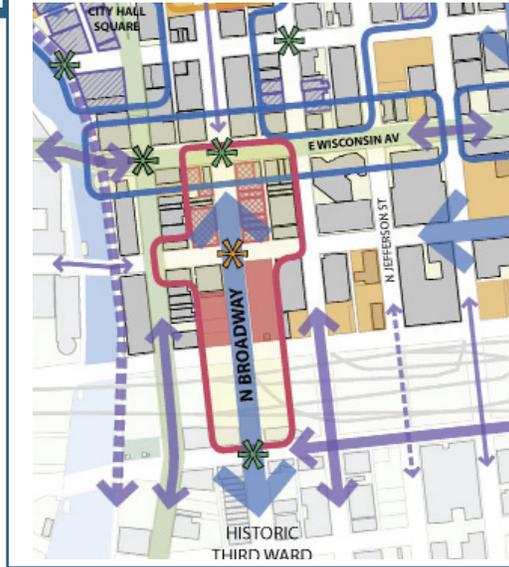
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## Chapter 5 Catalytic Projects

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

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

## Broadway Connection



### Current State



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



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

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

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

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

## Objectives

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

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

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

***Objective 2: Retail continuity.***

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

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



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

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

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

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

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

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



Elevated freeway divides the area



Lighting ideas for under the freeway



Active uses under a freeway



Light and art ideas under a freeway

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

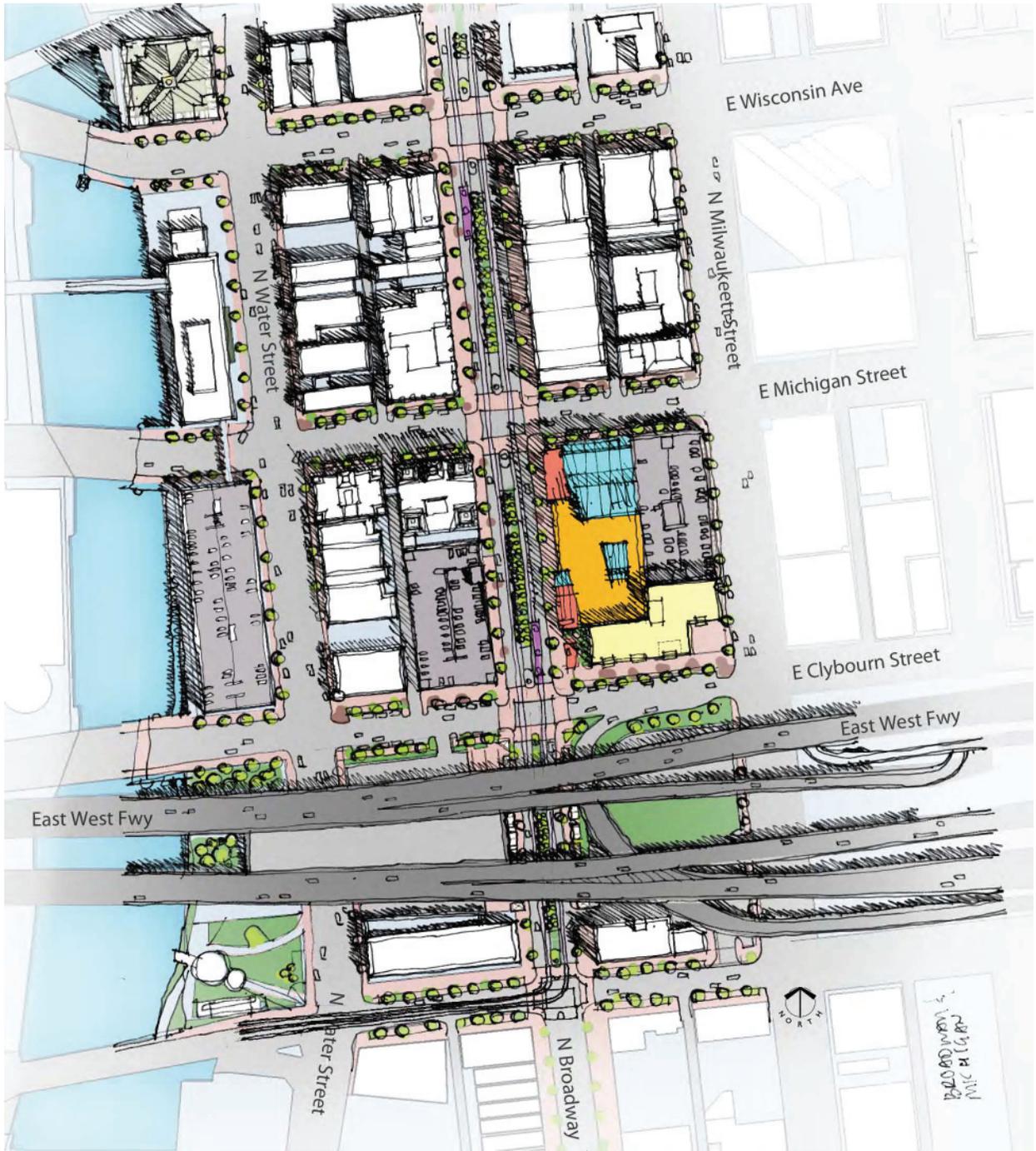
This area contains the most historic collection of late 19th Century commercial buildings in Milwaukee. This Catalytic Project would encompass the following features:

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



**N Broadway**

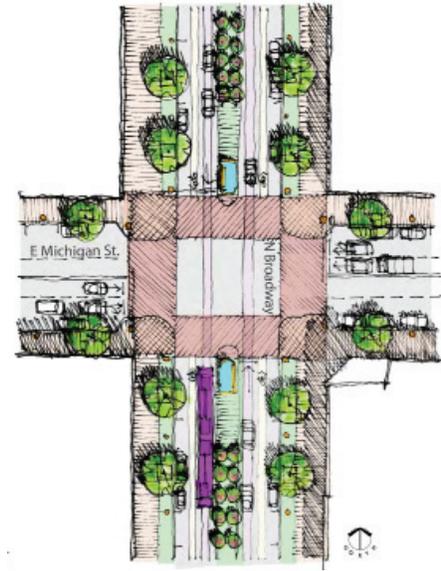
Broadway at Michigan Street looking south, proposed concept



## Next Steps

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

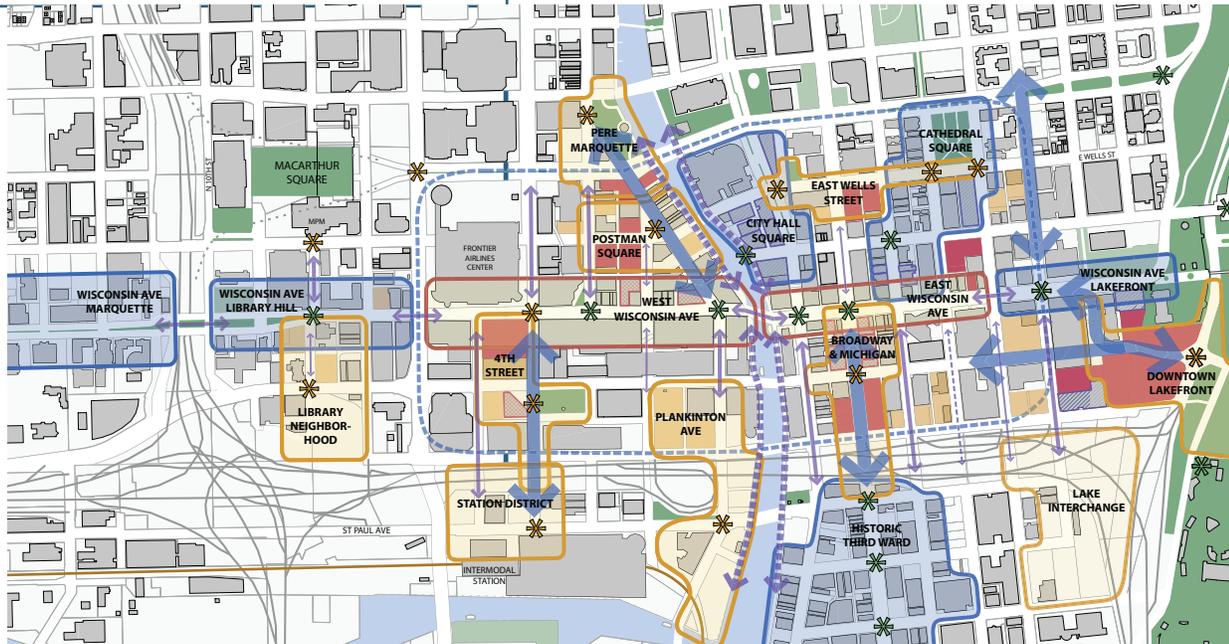
Prior to development activity, all surface parking “gaps” in retail continuity within the District should be subject to design standards that incorporate a “pedestrian use setback” within 20 feet of any sidewalk frontage. The area can include permanent or temporary (kiosks or carts) retail uses, open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



Conceptual intersection design with center lanes becoming a planted boulevard



## Wisconsin Avenue Strategy



West Wisconsin Ave. at 2nd Street



East Wisconsin Ave. at Jefferson Street

### Current State

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

### Objectives

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

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

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

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

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

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

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

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



The Caswell (Posner) building on W. Wisconsin Avenue



The Noonan Block building on East Wisconsin Ave. at Broadway

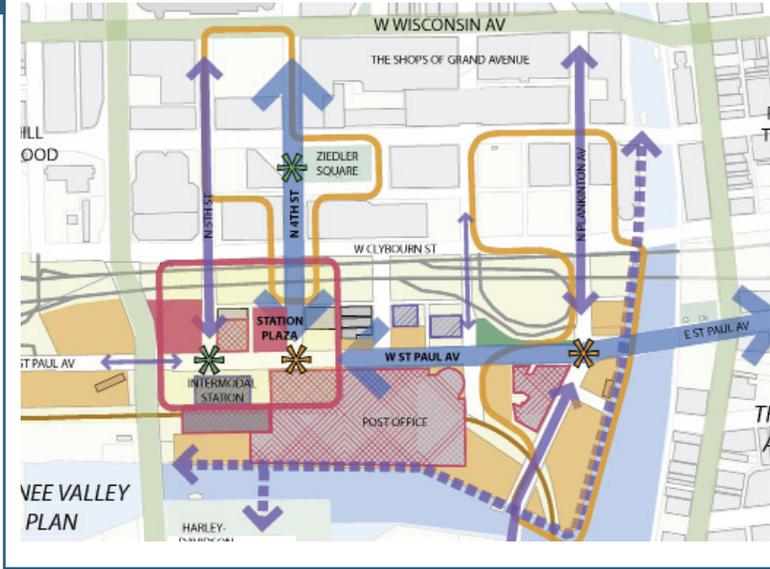


**Catalytic Project** – A Wisconsin Avenue Strategy: Targeted improvements on Wisconsin Avenue focused on a tightly defined area where investment in existing buildings can have a transformative effect.

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



**Station Plaza**



**Current State**

**Gateway to Milwaukee**

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



Milwaukee Intermodal Station



4th Street looking north

**Transportation to/from Chicago**

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

**Transportation to/from Racine and Kenosha**

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

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

**Existing Transportation Facilities**

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

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

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



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



Proposed streetcar stop

Rendering by HNTB



Example streetcar stop

## Objectives

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

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

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

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

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

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

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



Streetcar maintenance facility under elevated freeway. Portland, OR



Streetcar maintenance facility under elevated freeway. Portland, OR



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

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



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



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

## Next Steps

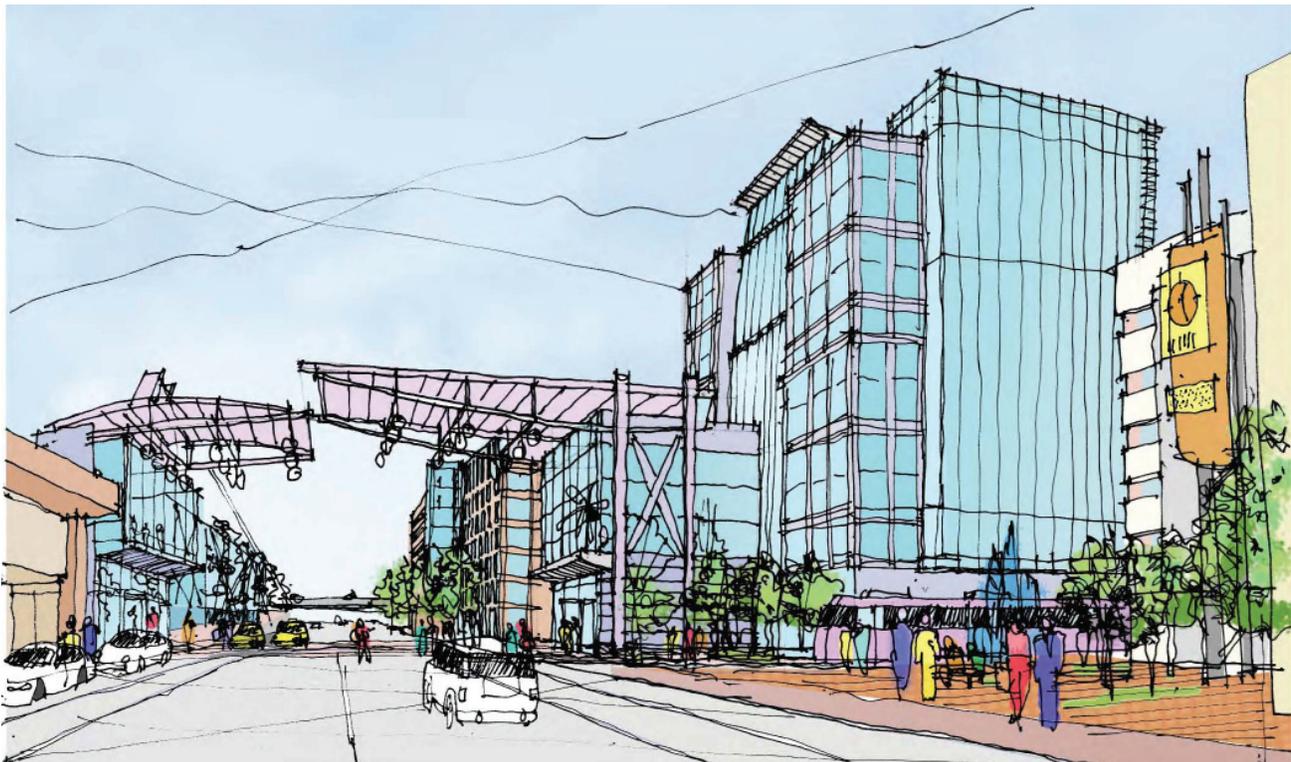
The City should focus on the block bounded by 4th Street, 5th Street, St. Paul Street, and Clybourn Street for development of the expanded Intermodal Station, the Streetcar Station, a Streetcar maintenance facility, the Gateway Plaza, and development sites for a future business center.



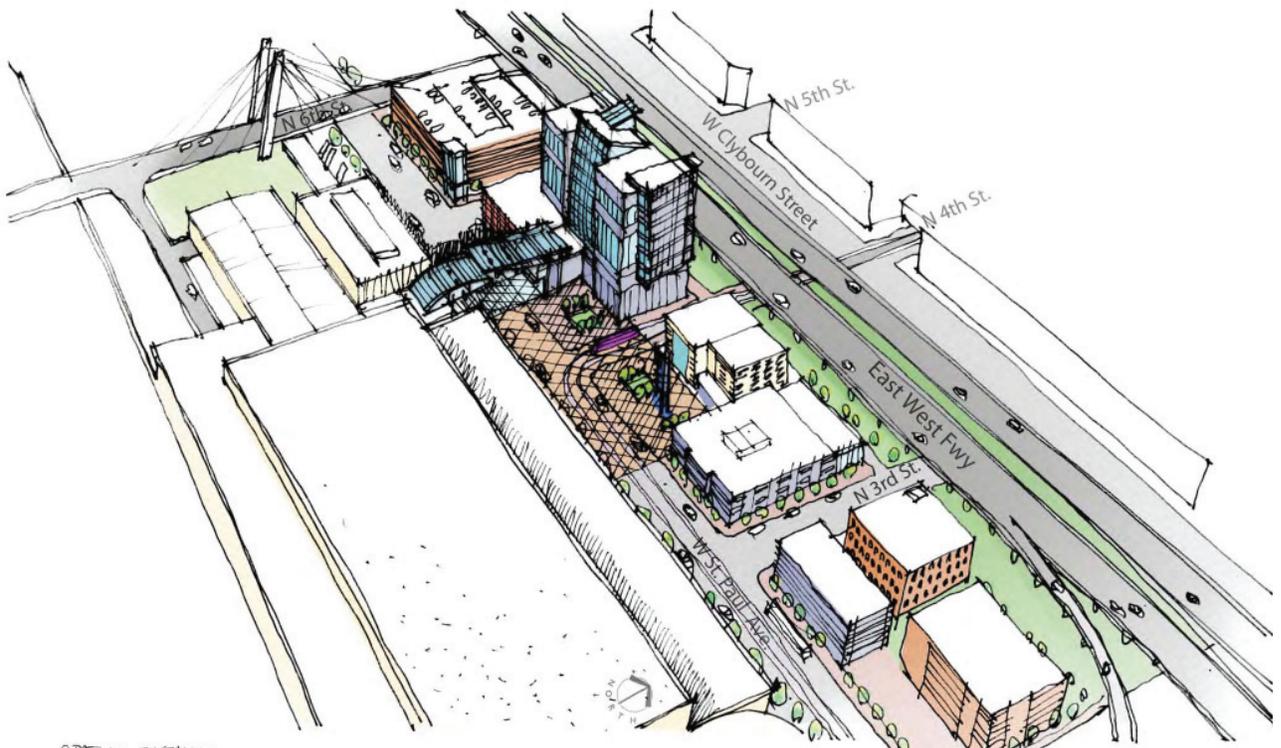
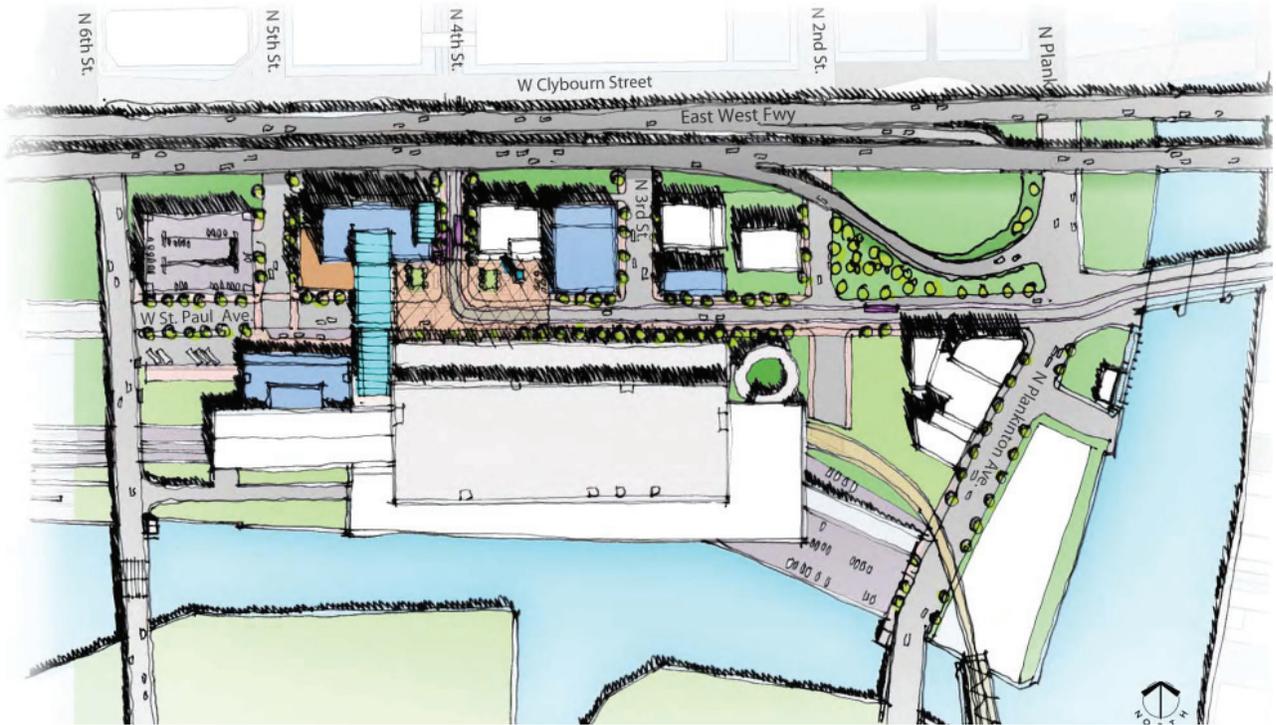
Example of possible street edge treatments under the elevated expressway (decorative fencing, pedestrian scale lighting, and high quality/ decorative paving)



St. Paul Street looking west, current view



St. Paul Avenue looking west, proposed concept



## Downtown Streetcar



### Current State

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



Photo credit: Alliance for Regional Transit - Cincinnati

### Objectives

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

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

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

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

Features of the Downtown streetcar connector will include:

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

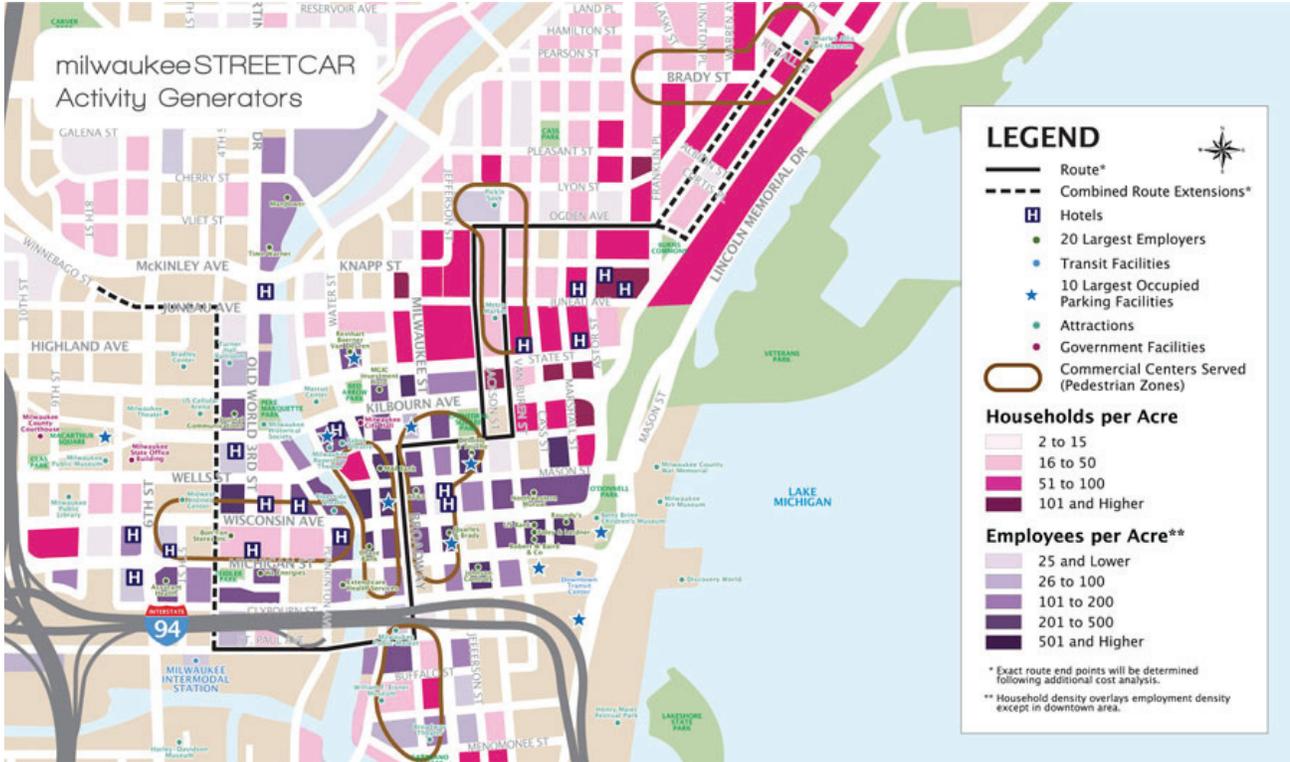


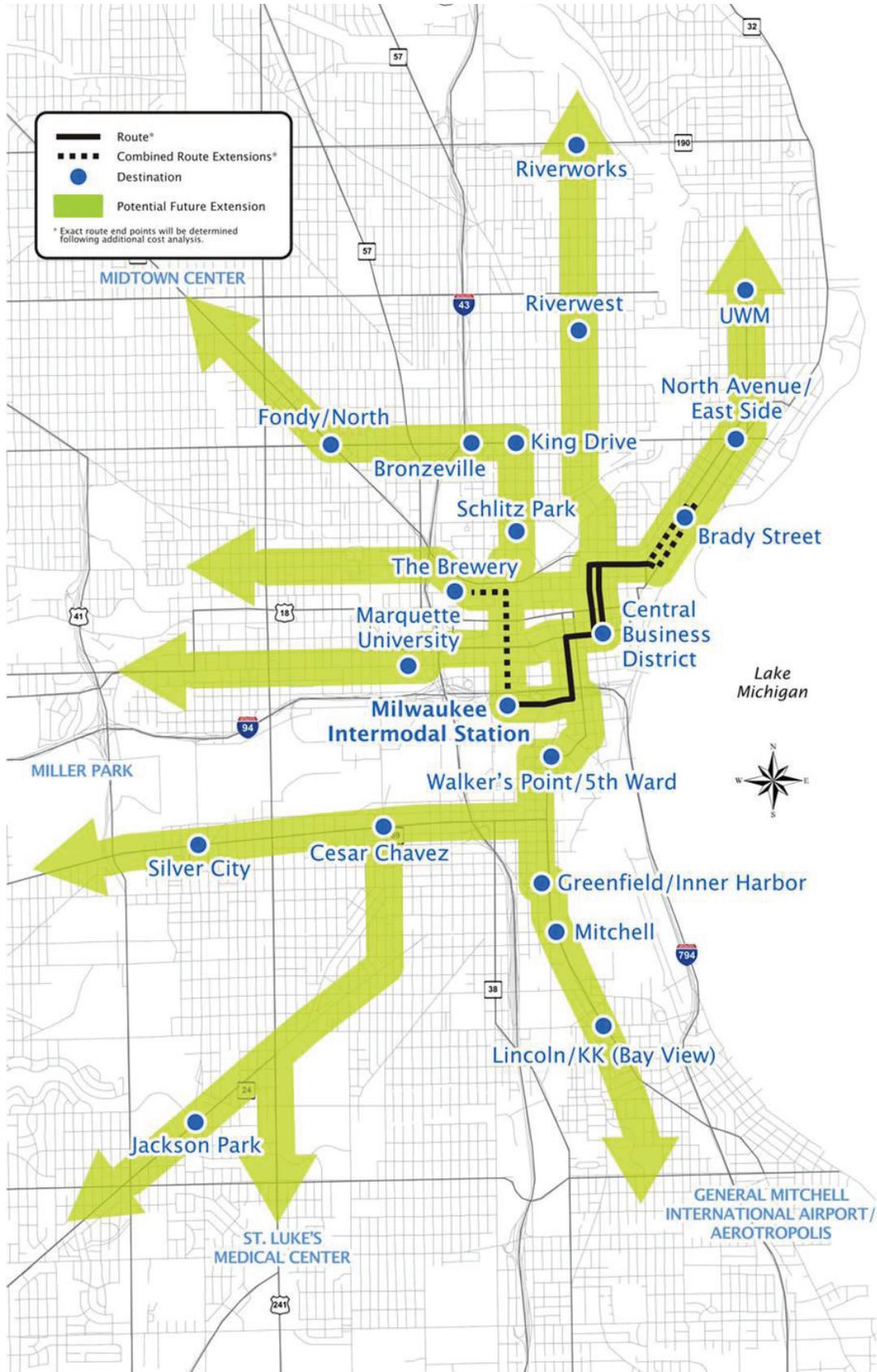
Rendering by HNTB



Photo credits Alliance for Regional Transit - Cincinnati and HNTB

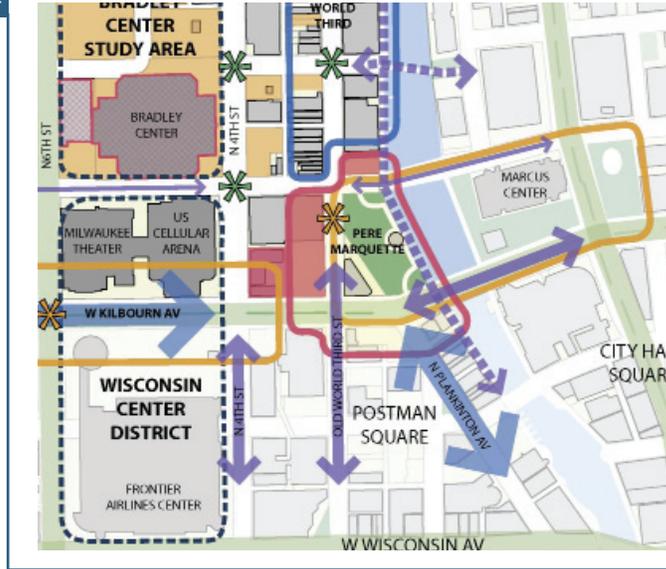






Maps prepared by HNTB for Milwaukee Connector Study

## Pere Marquette Square



### Current State

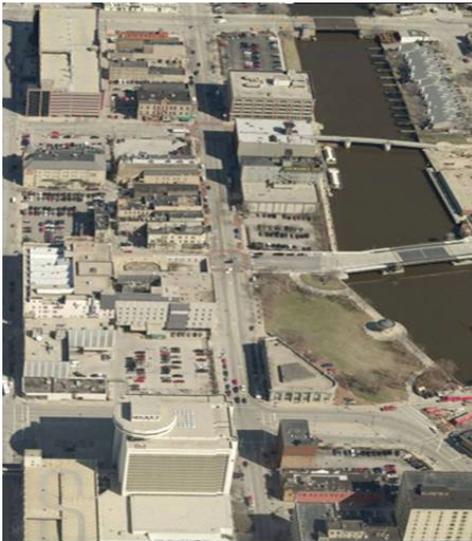


Photo credit: Bing images

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

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

### Objectives

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

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

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

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

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

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

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

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

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





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

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

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

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

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



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

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



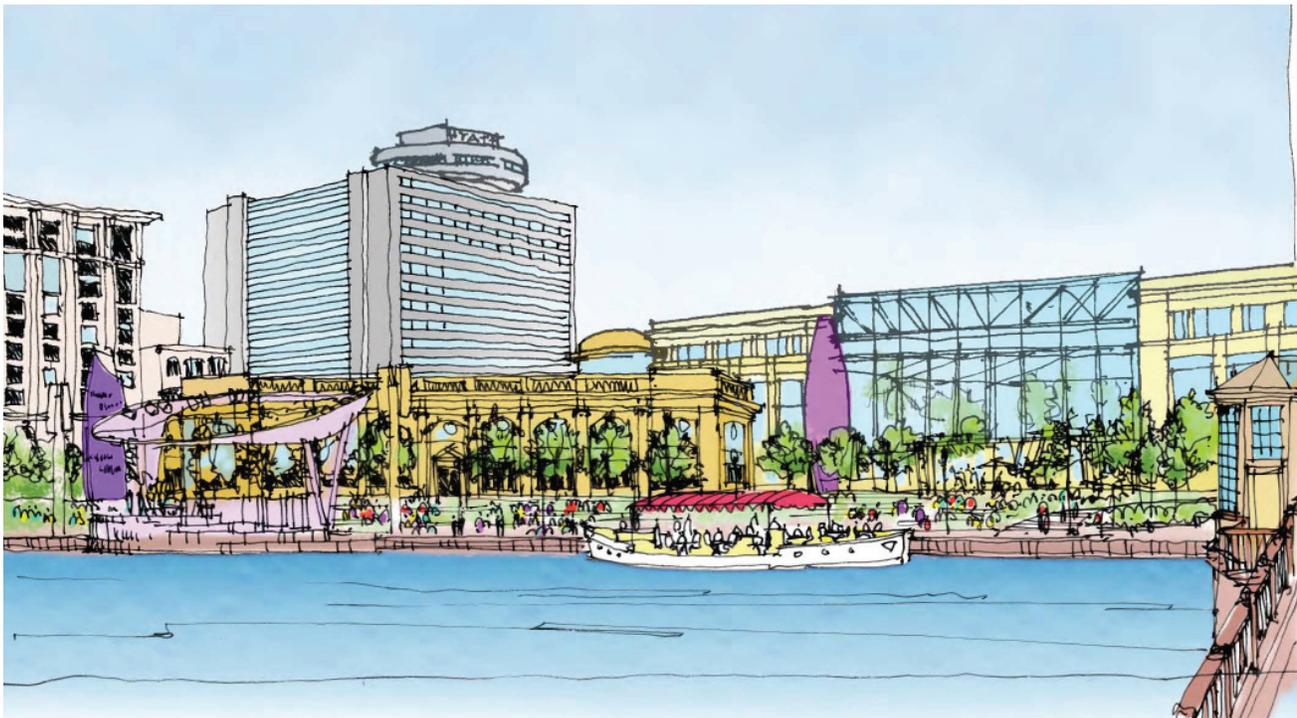
**Catalytic Project** – Pére Marquette Square, a mixed-use complex focusing upon the Journal Sentinel block and Pére Marquette Park, with extensions along 4th Street and Kilbourn Avenue.

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

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



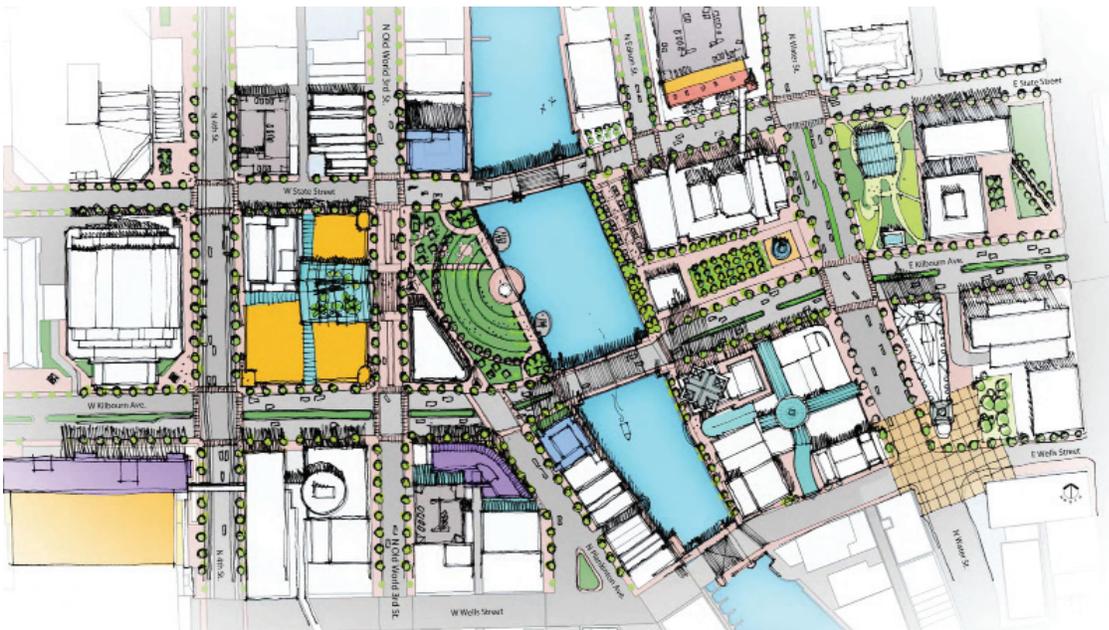
Existing view of Pere Marquette Park



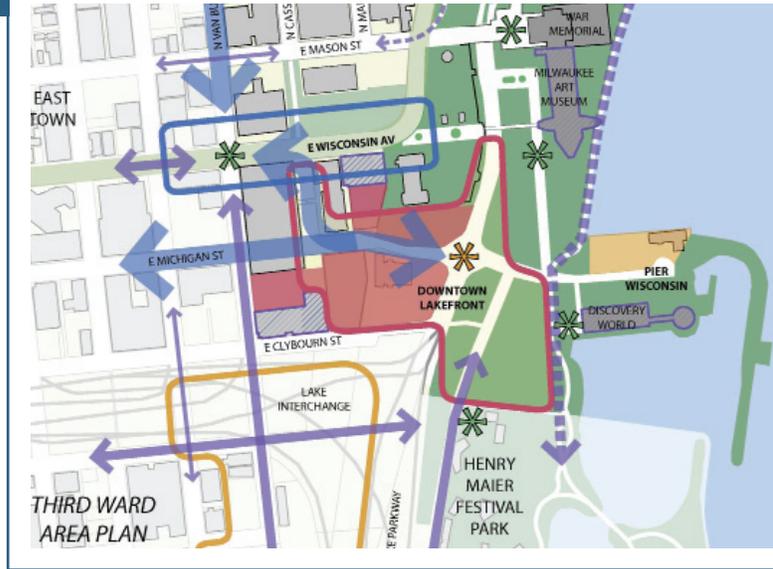
View of Pere Marquette Park with new investment

## Next Steps

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



## Lakefront Gateway



### Current State

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

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

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

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



Milwaukee Art Museum



Pier Wisconsin

contributions to the advancement of world science and technology.

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

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

## Objectives

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

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

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



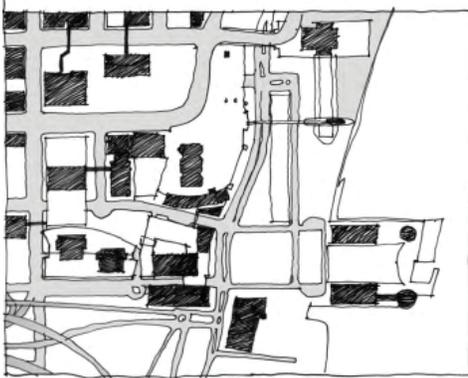
Right turn by-passes diminish the pedestrian environment



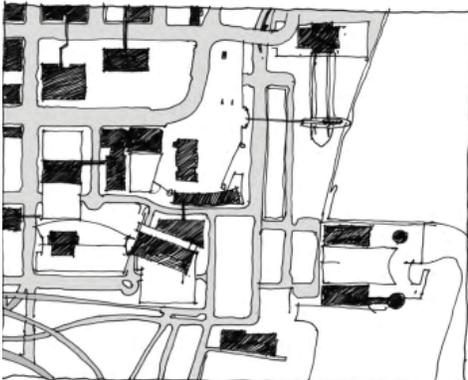
LAKE FRONT NEIGHBORHOOD



ALT A - FIGURE GROUND WITH ROADS



ALT B - FIGURE GROUND WITH ROADS



ALT C - FIGURE GROUND WITH ROADS

Conceptual Lakefront figure ground diagrams

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

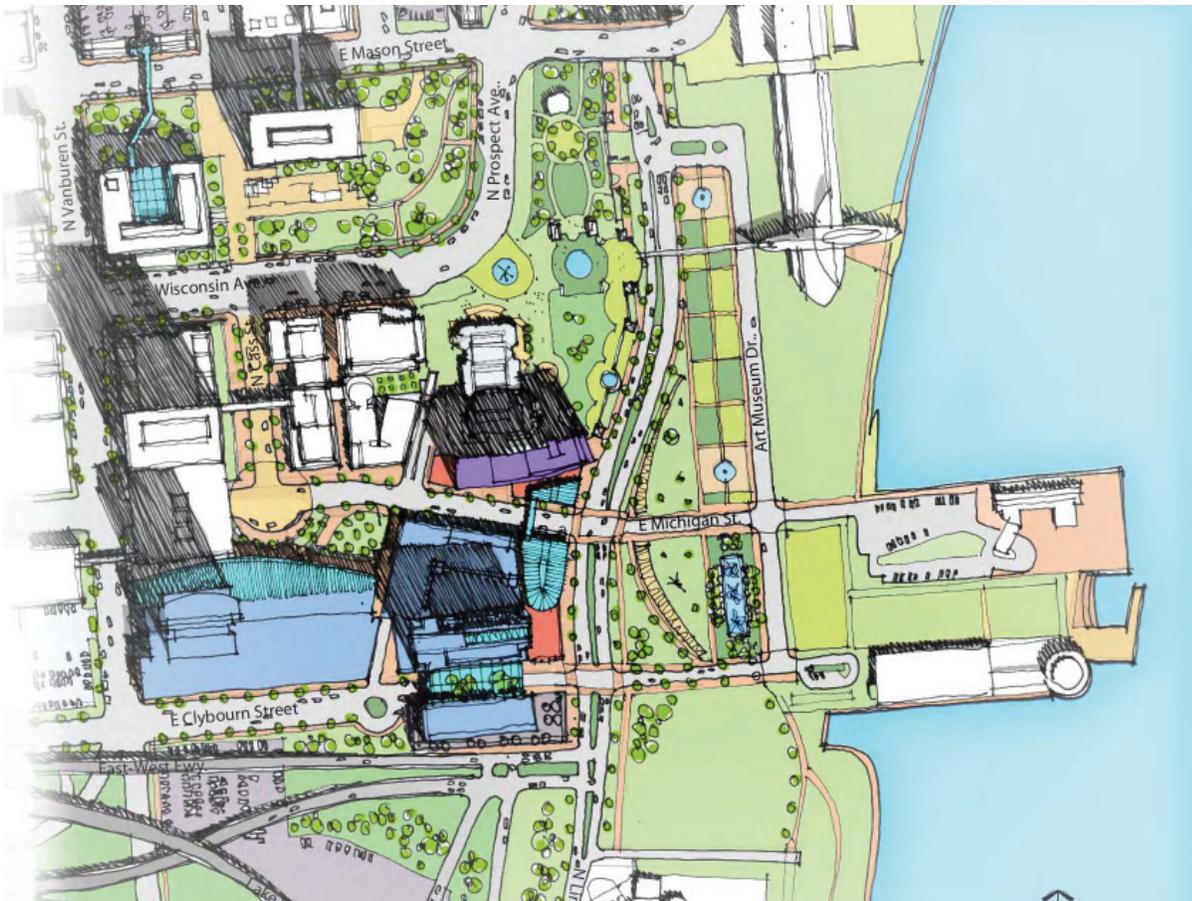
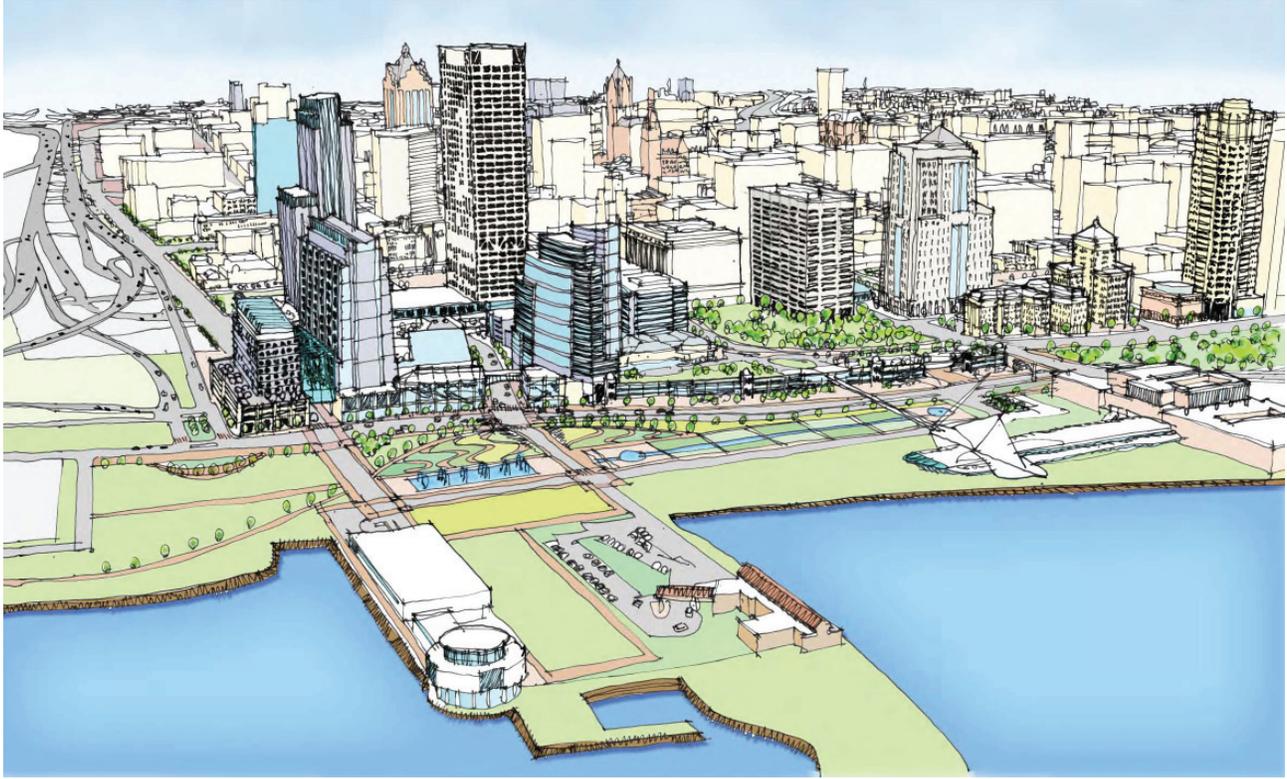
A necessary ingredient in the creation of future improvements and public activities along the Lakefront is a reduction in traffic/pedestrian conflicts and barriers to pedestrian access between Downtown and the Lakefront. The proposed modifications to the Lakefront street and land utilization pattern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

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

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



View of conceptual development west of Lincoln Memorial Drive

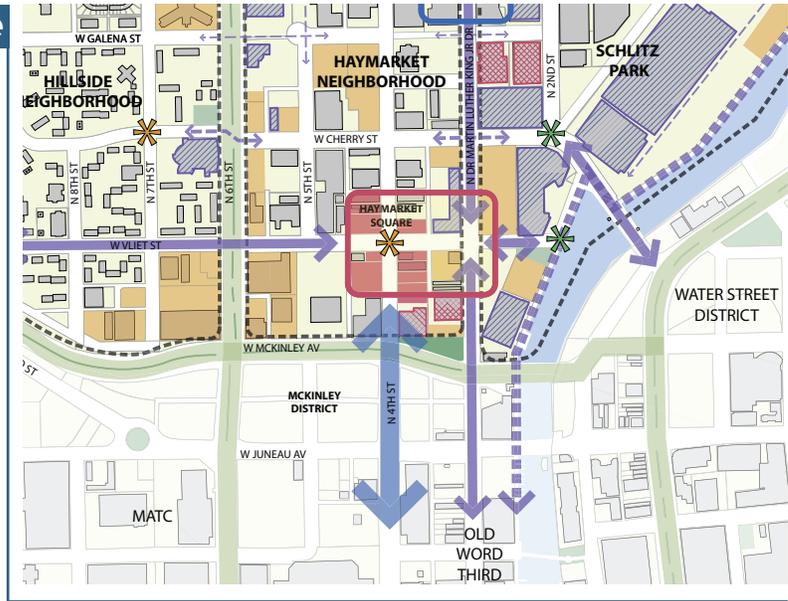


## Next Steps

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

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

## Haymarket Square



### Current State



4th Street looking south to Downtown Center

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



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

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

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

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

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

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

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



View west of Vliet Street

## Objectives

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



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

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

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

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

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

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

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

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

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

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

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

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

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

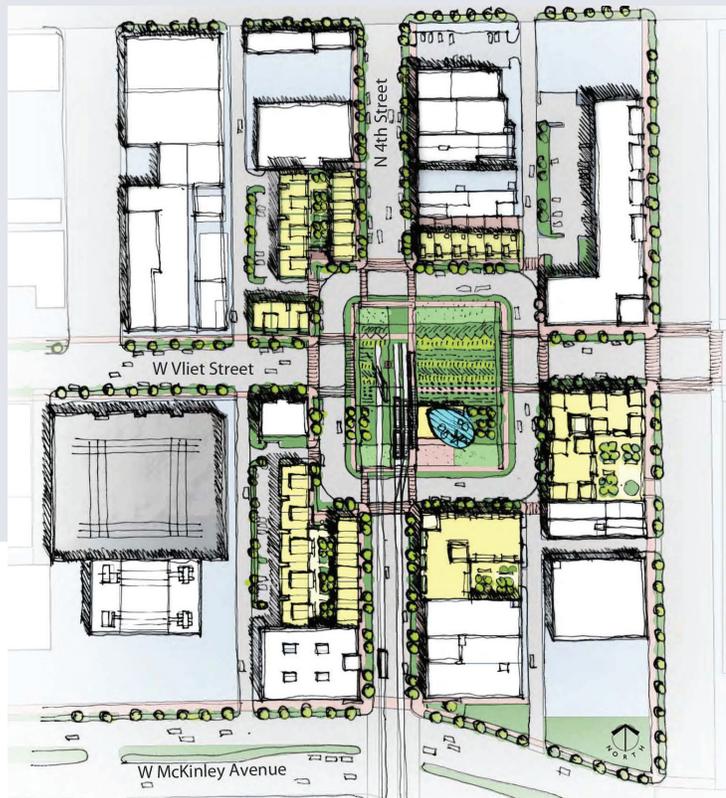
Issues: The most effective way to increase development potential in a widely dispersed Downtown with numerous districts is to connect the districts with state-of-the-art internal transit service that is frequent, convenient, and comfortable during all weather conditions.



View south on 4th Street

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

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

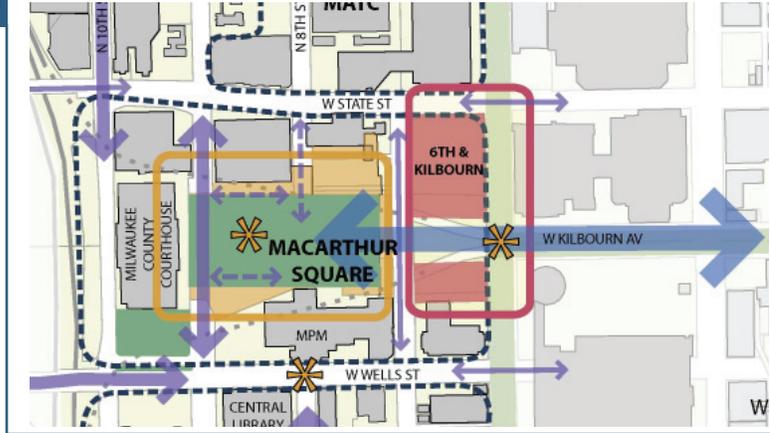


## Next Steps

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



## Kilbourn Extension to MacArthur Square



### Current State



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



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

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

## Objectives

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

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

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

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

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

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

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





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

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

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

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

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

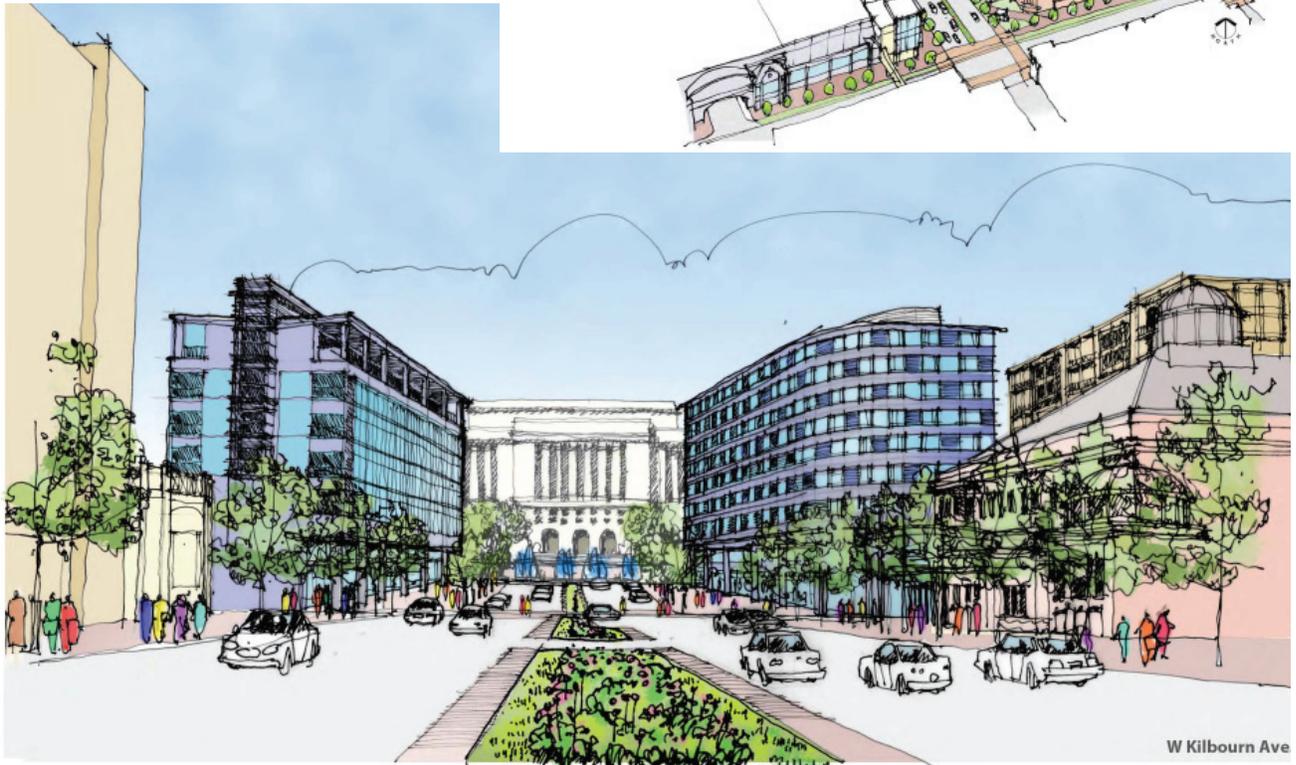
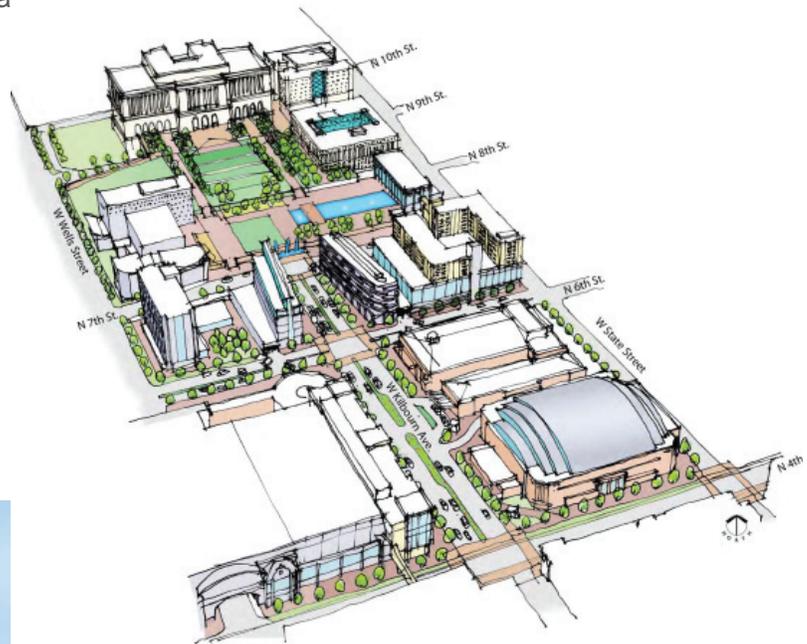
Issues: Redesigning Kilbourn Avenue as a suitably renamed Kilbourn Boulevard will facilitate the marketability of adjoining development sites within the MacArthur Square District. Well-proportioned sites should be placed on both sides of Kilbourn and surrounding the new MacArthur Square, and should include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

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

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

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

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



Conceptual view on Kilbourn Avenue looking west towards the County Courthouse

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

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

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

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

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

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

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

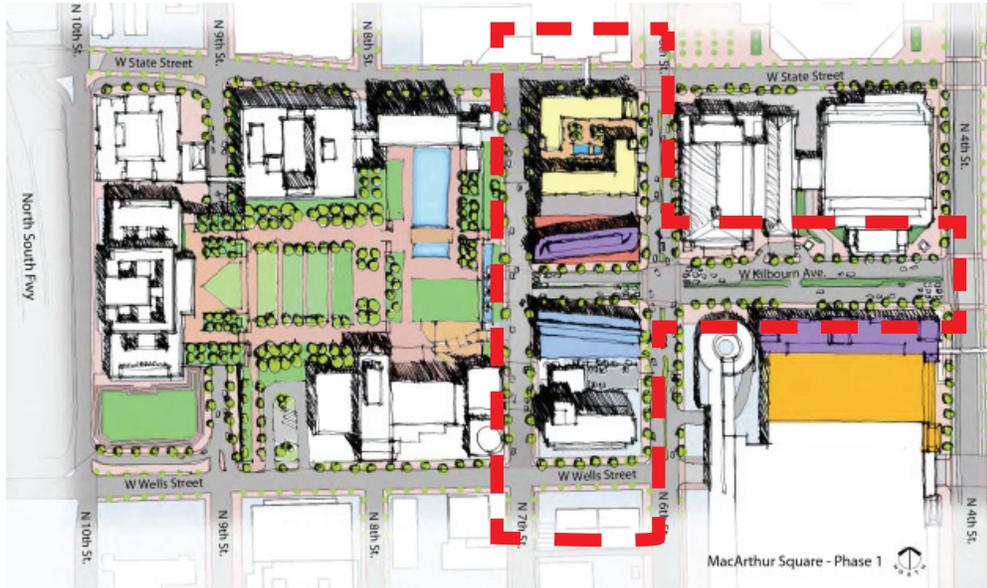
In this scheme, the parking garage would be located above-grade, between a U-shaped building facing State Street, 6th Street, and 7th Street and a linear building along Kilbourn in the second phase. The parking garage in the first phase development would be designed to allow for a connection to a new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

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

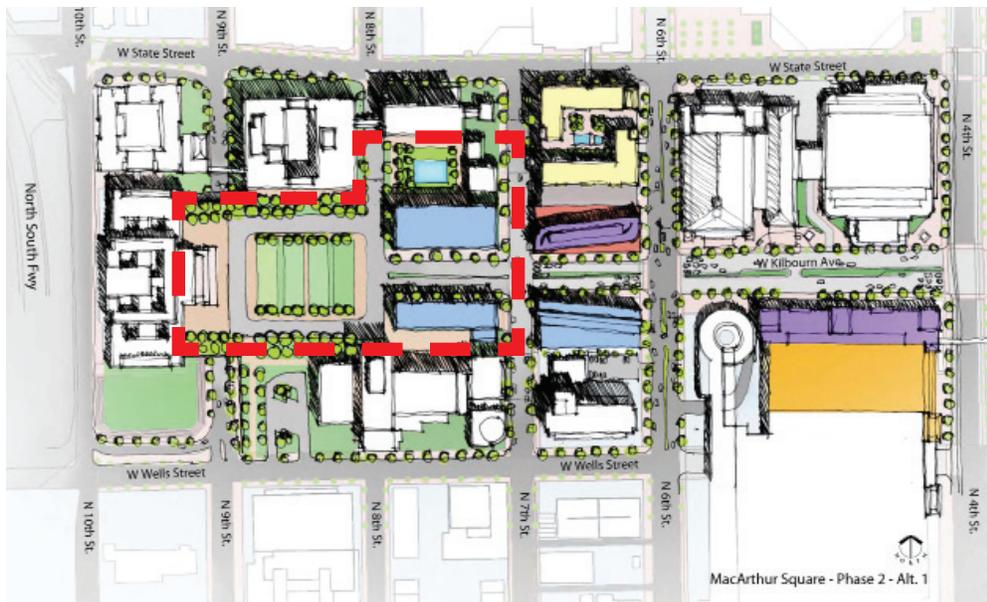
On the south block, the third phase of the Kilbourn Extension project incorporates the renovation of the State of Wisconsin Office Building into a new convention-center-related development. A new tower connected to the existing building can be built along the newly-extended Kilbourn Boulevard, completing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

### Next Steps

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



Phase One



Phase Two