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WAUWATOSA LIFE SCIENCES DISTRICT

2016 MASTER PLAN

January 12, 2017 DRAFT

Milwaukee Regional Medical Center · GRÄEF · Nelson Nygaard · SASAKI

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1 PLAN FOR AN URBAN CENTER

INTRODUCTION

Exponential growth over the last 20 years in the Life Sciences District has yielded untold opportunities for healthcare innovation, but has simultaneously produced significant challenges – most notably, disjointed development and traffic congestion. The rationale for this Plan recognizes that economic, physical, and social growth will not stop. Since the 1963 freeway construction, auto traffic and building construction have steadily increased to a point where the planning area and surrounding thoroughfares now require a substantive intervention to guide growth towards a mutually beneficial end for Wauwatosa and the region. This growth in the Life Sciences District mirrors that of larger, national trends: the boom in academic medical centers, agglomerative forces creating major retail nodes, accompanying demands for housing and recreation, and a need to provide access for those living near and far.

The Life Sciences District is currently home to major critical assets for the entire metropolitan area – high-quality medical care, a substantial quantity of employment opportunities, desirable and diverse housing, and a one-of-a-kind natural environment that historically served (and serves today) as a place of respite for thousands.

In 2015, the City of Wauwatosa, in conjunction with Milwaukee County, commissioned a plan to unite multiple visions, concepts, and opportunities for the future of the area known as the County Grounds. It soon became evident that coordinated planning for this area requires looking beyond the historical boundaries of the County Grounds to tie this asset to other major assets in the community. As such, this Master Plan offers ideas and guidance for the areas surrounding the County Grounds and Interstate 41/US 45 from North Avenue to Wisconsin Avenue, and from Mayfair Road to the Historic Village.

Master plans come in different forms. The focus of this Master Plan lies in two parts: 1) creating urban design that embodies history and context, and 2) crafting policies and practices that are heavily reliant on public-private partnerships. The expected time frame for realizing these two components is approximately 20 years.

To develop a plan that recognized the aforementioned pressures and assets, the project team established the following goals:

- Improve circulation and traffic
- Increase mutual trust and benefits
- Design integrated streets/buildings
- Provide housing and mixed-uses
- Create and enhance shared public places

SOLVING the PUZZLE

Life Sciences District

Born out of the Milwaukee County Grounds' legacy and anchored by the Milwaukee Regional Medical Center, the Milwaukee County Research Park, and the UWM Innovation Campus, the Life Sciences District is the region's hub of healthcare, biosciences, and biomedical engineering. These institutions have used their density and capacity to build a critical mass of researchers and professionals that has created an energetic environment ripe for growth.

The Life Sciences District is evolving, as it always has, to respond to cutting edge medicine and the needs of Wauwatosa. To grow a sustainable and resilient ecosystem for technological innovation, cutting edge medicine, healthy living, and abundant access to green space, the Life Sciences District is transforming into a mixed-use metropolitan center for the region. The build-out process will achieve this Plan's goals by developing a cohesive district founded on cooperation, quality urban design principles, mixed uses, shared public places, and traffic demand management.

Source: Milwaukee Public Library

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Two Plans in One

Much of the impetus for this Plan came from the ongoing parallel effort within the Milwaukee Regional Medical Center (MRMC) to develop a master plan for the MRMC campus. The two planning projects – the MRMC master plan and this Plan for a Life Sciences District – were intended to become a coordinated vision. The two plans do not offer identical outcomes, but they do dovetail – recognizing that the success of one plan cannot occur without the success of the other.

History of the Vision

This Plan began with a look at the history of the County Grounds. The past reveals a broad range of social and community-wide missions that represent the commitment of numerous individuals and organizations to the well-being of the entire community.

After the freeway, the Milwaukee Regional Medical Center emerged as an essential component of the southeastern Wisconsin region, poised to become an even greater statewide and national community asset.

Community Context

Since the incorporation of the city of Wauwatosa in the 1800s, the planning area and adjacent areas have seen two distinct, but powerful, trends: the creation of high quality, traditional urban neighborhoods, and the suburbanized pattern engendered by the busiest freeway interchange in the state.

Continuing the Vision

Undoubtedly, the planning area will grow. The vision projects a desirable set of neighborhoods and districts that can accommodate the high level of visitor traffic generated by the freeway interchange, medical campus, and regional retail.

Reframing a Sustainable Urban Pattern

To be successful, the planning area must reframe the pattern of development. For decades, growth followed suburban patterns on the campus and in the surrounding planning area. This Plan proposes that the pattern must become urban and that such transformations will culminate in the creation of a new metropolitan center.

A Park for the Region

This Plan proposes a major placemaking destination – a regional park (the second largest in the County) that, over time, unifies diverse, natural environmental assets and creates a destination amenity for Wauwatosa, the County, the region, and visitors to the Life Sciences District.

Watertown Plank Neighborhood

This major traffic artery can become the central business corridor, uniting the social and economic activity on both sides of the street. It can connect all of the key places in the area from the Westside Neighborhood to the Historic Village.

Westside Neighborhood

The Milwaukee County Research Park (the MCRP), and the land just to the north, can form the hub of strong mixed-use neighborhoods. If the density increases, then housing can be combined with offices and public places. Collectively, these places can become a contemporary version of a central business district (CBD).

Campus District

The MRMC campus, as the generator of jobs and activity, must be integrated with the surrounding community. Instead of "buffers" that divide places, the campus perimeter must support and expand its positive social and economic benefits into the adjoining neighborhoods and districts.

Mayfair Corridor

Mayfair Road (inclusive of Mayfair Mall and "The District" on Burleigh) has become the central economic corridor of the region. Its future will require effective planning so that the growth pattern unifies, rather than divides, the community.

Implementation

What are the next steps? Implementation of this Plan is projected to occur over a 20-year period, and thus will not follow the precise patterns of physical diagrams. Rather, implementation will occur incrementally and this Plan presents a guide to help community leaders make strategic moves toward an end result.

PLANNING AREA

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Source: GRAEF

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2 HISTORY OF THE VISION

INTRODUCTION

The Milwaukee County Grounds embodies a proud, 164-year history of providing high-quality health care to the Milwaukee metropolitan region and, now, the nation. Infused with a diverse and vibrant culture and identity, the County Grounds has become a unique community in Wisconsin with the embodied spirit of those who came before, those working there now, and those to come in the next decades.

An uncommon good sprang from the minds of a committed group of 19th-century citizens; sharing a belief in the power of a sanctuary for healing, they viewed the County Grounds as an integral and integrated part of their communities. Over the past 160 years, that sense of community transformed a small farm to a Garden City sanctuary, and now to one of Wisconsin's emerging major metropolitan centers.

Currently, the County Grounds contains several disparate sectors. The Milwaukee Regional Medical Center represents the primary legacy of the social functions of healthcare and community service.

The north section, between Watertown Plank Road (on the south edge) and the Underwood Creek and Railroad (to the north), does not feel like a single integrated district, but nevertheless contains some of the area's most important environmental history. Initially, Watertown Plank Road was not a divisive feature; it was, in fact, the major unifier with points of access that linked activities to the north with those to the south.

With the advent of the freeway in 1963, the County Grounds was split east and west (and remains so to this day). This split created challenges, including the major impact of vehicular traffic and the subsequent further division of the Life Sciences District. At the same time, the added access has dramatically increased its potential social and economic value.

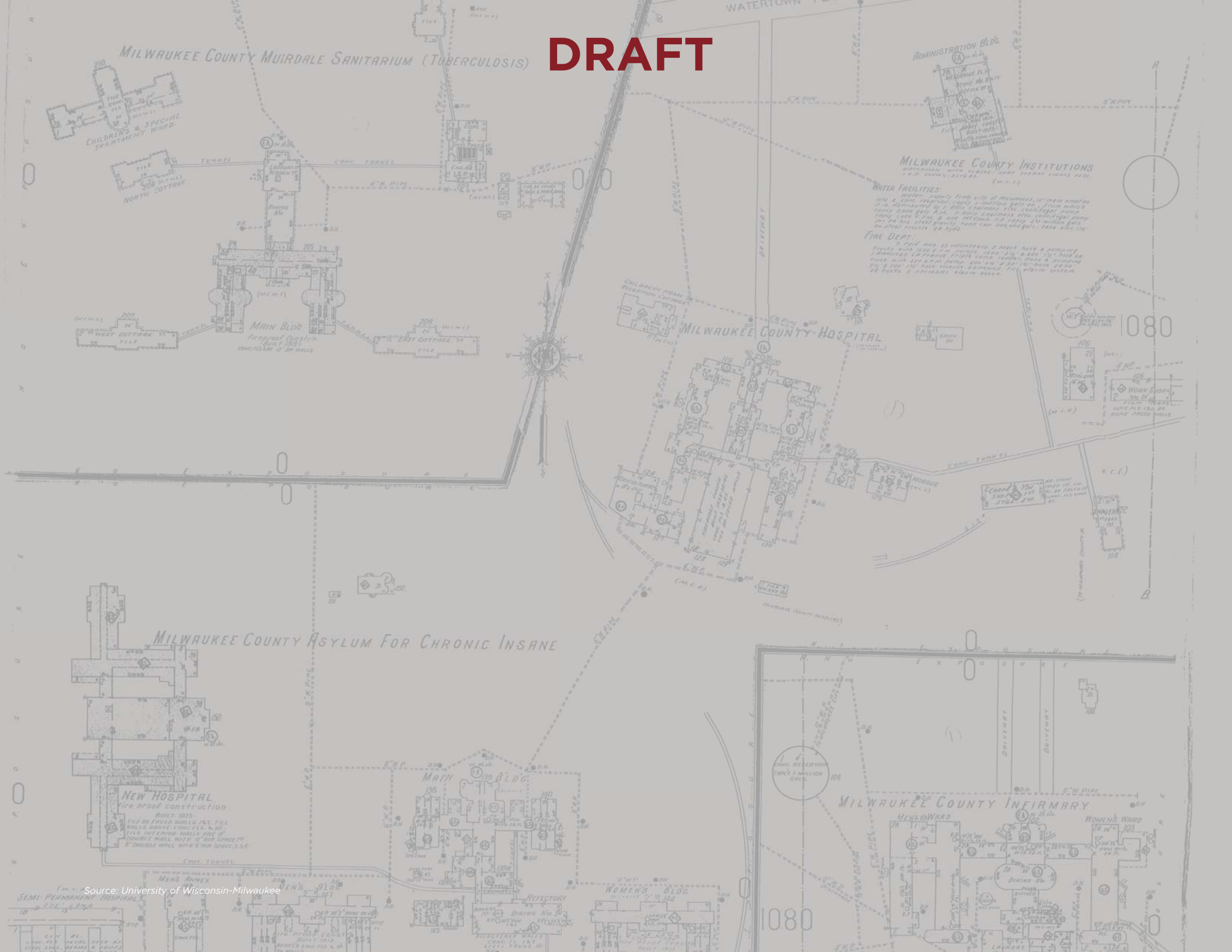
Understanding this heritage illuminates the future. The Life Sciences District's history can provide some answers as to how the community can diminish the area's weaknesses and capitalize on its strengths in a way that is beneficial for all. This chapter looks at the County Grounds' history, development, and progress, and offers clues as to how past practice should be reflected in the future.

SOLVING the PUZZLE

Understanding the Past

Born out of the 1852 purchase of the Gregg Farm, the County Grounds grew to encompass the area stretching from present-day Underwood Parkway on the north, to Wisconsin Avenue on the south, to the Wauwatosa Historic Village on the east, and to Mayfair Road on the west. The approximately 1,200-acre campus evolved from its original purpose as farmland to be embedded in local cultural memory as the hub of Milwaukee County's social institutions: County Hospital, Insane Asylum, and Home for Dependent Children. Even as development has reshaped the historical purpose of the Grounds and fragmented its uses, the sentiment lives on.

As the Medical Center campus and County Research Park occupy the land south of Watertown Plank Road, the present-day definition of the County Grounds to the north has changed and now takes two forms: the Northeast Quadrant (made up of a compilation of lands that vary widely in use, natural characteristics, and future development potential), and the original notion of the Grounds as a social and medical center.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MILWAUKEE COUNTY MUIRDALE SANITARIUM (TUBERCULOSIS)
MILWAUKEE COUNTY INSTITUTIONS
MILWAUKEE COUNTY HOSPITAL
MILWAUKEE COUNTY ASYLUM FOR CHRONIC INSANE
MILWAUKEE COUNTY INFIRMARY
NEW HOSPITAL
MAIN BLDG.
Source: University of Wisconsin-Milwaukee

OLD FARMS TO NEW MISSIONS 1849-1880

Gregg Farm Purchased for Poor House

The Milwaukee County Board of Supervisors assumed responsibility for the County's poor, sick, and those with mental health challenges in 1849. To fulfill its mission, County Supervisor Hendrick Gregg's 160-acre farm was purchased for $6,000 (about $170,000 today) to establish a Poor Farm. The house and three adjacent farms sat between present-day 84th and 92nd Streets, just south of Watertown Plank Road.

Insane Asylum Built

It became clear shortly after the creation of the Poor Farm that those receiving treatment for mental health problems required their own facility in which to receive treatment and should be separated from the other residents. In 1878, Milwaukee County purchased an adjoining 70-acre farm and allocated $160,000 of public funds (about $3.9 million today) to build The Milwaukee County Insane Asylum. Two years later, the Asylum expanded its care and treated 200 patients. With the expansion of the North and South Division buildings, the Asylum's capacity increased to 4,200 patients in later years.

Source: Milwaukee County Historical Society

Source: Milwaukee County Historical Society

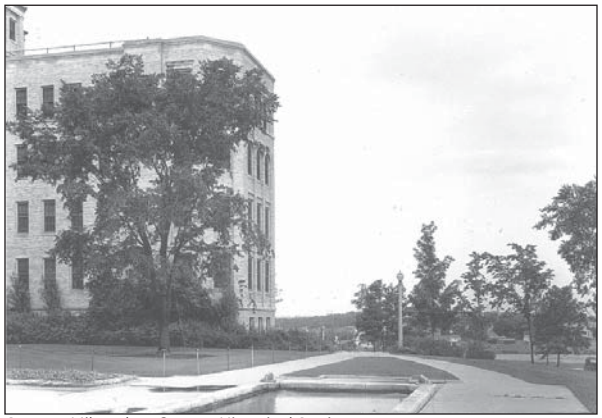
County Hospital Rebuilt After Fire

Two years after the County purchased the Gregg Farm, Poor Farm residents began receiving treatment at the first County Hospital. Between 1860 and 1880, the Hospital was expanded and increased its capacity to 41 beds, but was tragically lost in a fire that destroyed the entire building and killed two patients in February 1880. Construction began immediately on a new hospital costing the public $80,000 (about $1.9 million today). The Hospital continued to expand through the 20th century, increasing its capacity and the types of healthcare provided.

As was the case with the Insane Asylum, County Hospital and its subsequent expansions incorporated natural features into its designs:

- A main boulevard leading to the Hospital was landscaped with trees and flowers;
- A reflecting pool on the southern edge of the Hospital provided a welcome respite for patients and their families (that green space continues to be maintained as a community asset); and,
- Park benches encouraged patients to rest outside.

Source: Milwaukee County Historical Society



Source: Milwaukee County Historical Society

Source: Milwaukee County Historical Society

Source: Milwaukee County Historical Society

A CAMPUS BEGINS DRAFT 1887-1937

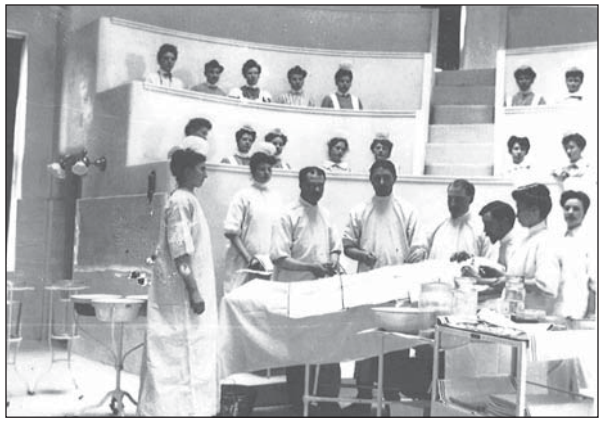
Nursing Instruction Starts

Milwaukee County Hospital Superintendent Dr. M.E. Connell and his wife, Dr. Anna Gregory Connell, established a class for the instruction of nursing in 1887, which was formally established as a School of Nursing by the County Board in 1888.

Home for Dependent Children

Upon immediate purchase of the Gregg Farm by the County in 1852, farm supervisors separated the children from the other Poor Farm residents to provide dedicated care and education. At the time, the adult residents were perceived as an often-corruptive influence. Consequently, a schoolhouse was built to create an environment that would allow the boys and girls to grow in a more effectively controlled and managed environment. Ultimately, the Home for Dependent Children was formally established in 1898 to provide a permanent, structured life for the children.

The School of Nursing saw sustained growth and improvement between the year of its establishment and the beginning of the 20th century. Under the direction of strong matrons, the program thrived. A matron and her class are pictured above, c. 1890s. Source: Milwaukee County Historical Society



Directed by highly dedicated and talented staff, County Hospital survived its struggles with poor hygiene and lower quality care in the latter half of the 19th century to emerge as a sought-after healthcare institution by 1900. Pictured above (c. 1908), the Hospital's team of physicians grew and the surgical department became ever more active. Source: Milwaukee County Historical Society

Nurses care for patients on a ward in County Hospital in this 1908 photograph. As the Hospital continued to expand and its reputation improved, the sick actively sought treatment at the Hospital, as opposed to foregoing care because of a lack of money to pay an in-home doctor. Source: Milwaukee Public Library

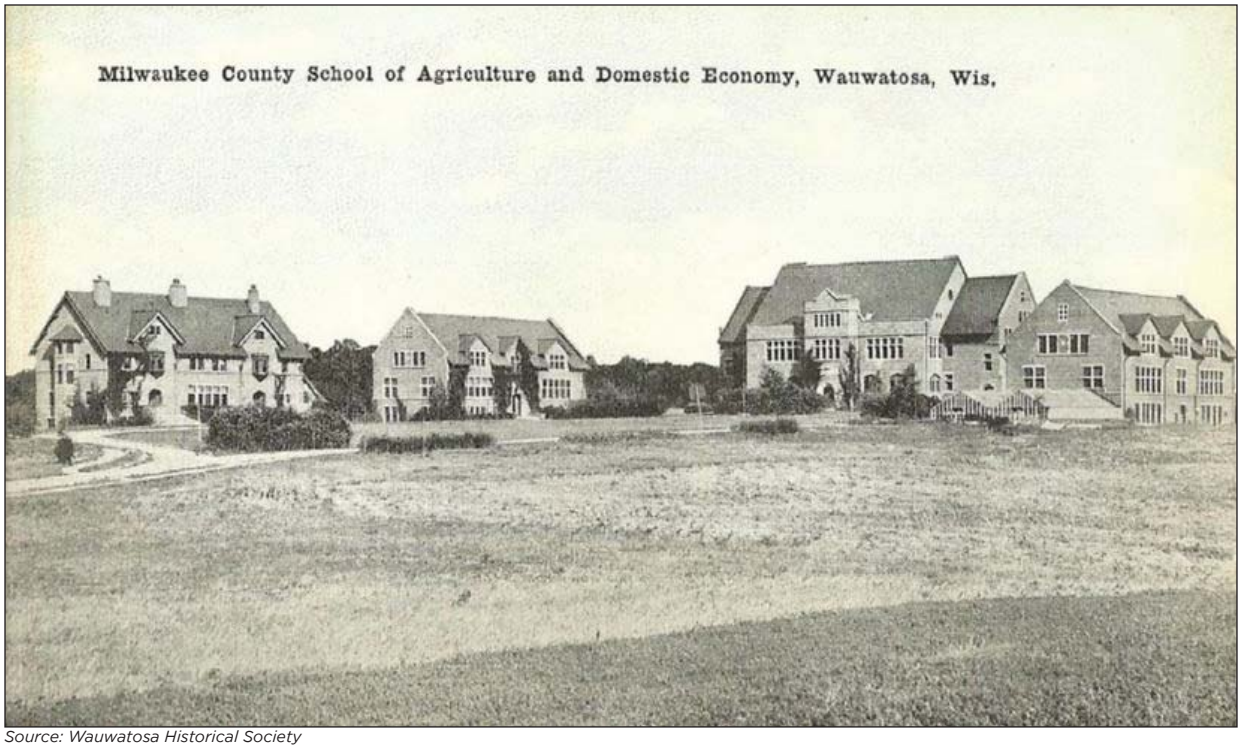
A home away from no home: many of the Home's children were suddenly without a family or regularly transient between the streets, their family, or the Home. Whether their parents were ill, deceased, incarcerated, or generally unable to care for them, the newly-arrived children were thrust into a sizable pseudo-family with brothers, sisters, masters, and matrons. As best they could, the masters and matrons tried to re-create a normal life full of daily activities, crafts, athletics, picnics, swimming, and holiday celebrations. Source: Milwaukee County Historical Society

School of Agriculture and Domestic Economy

As social reform movements fomented change at the County healthcare institutions, a broader sentiment was coalescing around public education and its importance. The trend began on the Grounds in 1852 when the first schoolhouse was built for indigent children. In 1912, the School of Agriculture and Domestic Economy was established to teach young men and women technical skills in the trades and home making. Students attended classes in botany, animal husbandry, carpentry, blacksmithing, sewing, and cooking. The school included five buildings designed by Alexander C. Eschweiler. A few of these red brick buildings remain standing to this day and are currently being remodeled (some under the name 'Echelon').

Muirdale Sanatorium

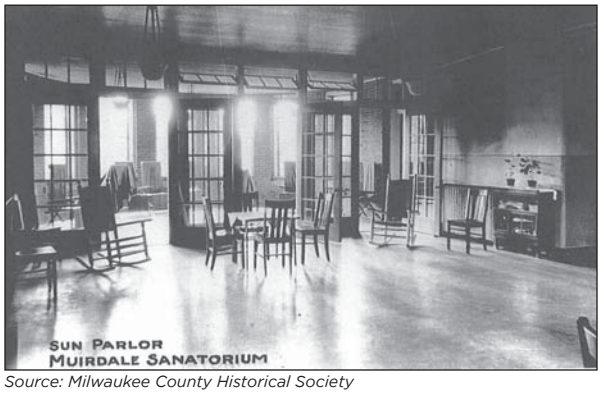
Contagious diseases in the healthcare setting posed a daunting challenge to the doctors and nurses at County Hospital in the last quarter of the 19th century. What society faced, though, was far more widespread and lethal. Tuberculosis (TB) was a killer in the home environment; and, as cities continued to grow and people began living closer and closer together, the bacteria quickly spread among adults and children alike. In an effort to control the illness, the Muirdale Sanatorium – a TB treatment facility – was opened in 1915 on the County Grounds. It was believed that cool, dry air was an effective treatment, and patients had ready access to fresh air through open windows, sun rooms, and outdoor gardens (see images to the right). In 1921, the Blue Mound Preventorium was purchased as a children-only facility for TB treatment.



Source: Wauwatosa Historical Society

Source: Milwaukee County Historical Society

Source: Milwaukee County Historical Society

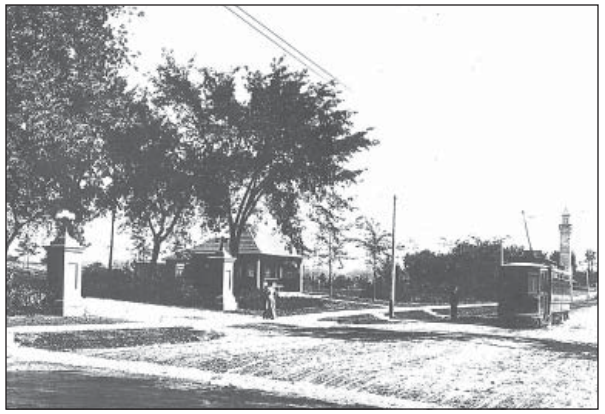


Source: Milwaukee County Historical Society

Collective Administration

As the County Grounds evolved from a Poor Farm to a focus for regional healthcare, the various facilities required additional institutional/quasi-governmental support to operate. Most notably, a fire and ambulance corps were established to provide emergency services. In addition, the Grounds generated its own power. Here we see another feature that has led to much broader, and far more impactful, issues regarding the provision and management of infrastructure for this unique and valuable community. In these cases, public support for infrastructure (energy, emergency services, and transit) became an integral component of an effective community.

As the County Grounds grew, it became clear that a fire department was needed. Because of its sprawling grouping of facilities with a variety of uses, the presence of firefighters provided a sense of security to staff and patients. Source: Milwaukee County Historical Society



At the mid-point between Milwaukee and Waukesha, the Grounds sat along a heavily trafficked transportation corridor. A streetcar is running along Watertown Plank Road with a stop at the entrance to the Insane Asylum in the photograph above (c. 1910s). Source: Milwaukee County Historical Society

New County General Hospital Built

By 1930, the Milwaukee County Grounds had witnessed almost full build-out of its contemporary institutions. The medical facilities were primarily clustered along the eastern edge of the Grounds running along Watertown Plank Road – with the Muirdale Sanitorium being the only exception on the western end. Milwaukee County General Hospital expanded in 1930 with a new facility and larger capacity (image to the right).

Development in Wauwatosa continued to remain on the eastern edge of the Grounds. As the county was in the throes of the Great Depression, large-scale building would not begin again until after World War II. See the 1937 aerial map on the following page for an overall understanding of the site development at that time.

Source: Milwaukee County Historical Society

1937 AERIAL

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Source: Milwaukee County Land Information Office and GRAEF

GARDEN CITY SANCTUARIES

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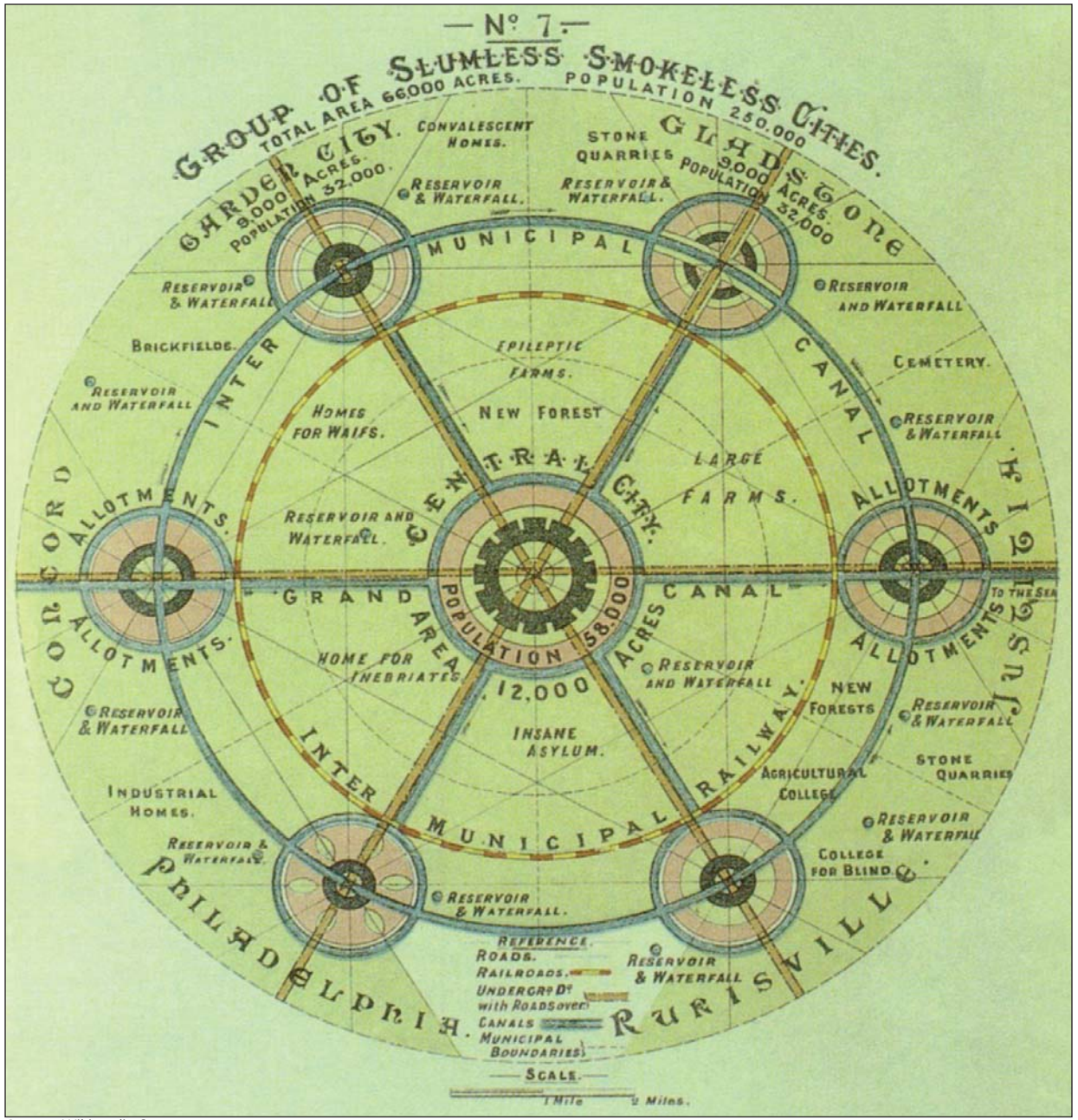
1898-1918

Garden Cities of Tomorrow

With the publication of his book, *To-Morrow: A Peaceful Path to Real Reform*, in 1898, Ebenezer Howard codified his socially reform-minded approach to community planning. The book advocated for local plans to emulate a concentric diagram (minimizing the importance of the local context) using radial distribution of towns around a central city.

Planned in advance of economic, social, and technological changes, the towns were to be infused with ample green space, highly segregated land uses, and a theoretical view of how planners should integrate city and country lifestyles. The diagrams of these ideal cities included specific, segregated facilities for inebriates, the poor, the insane, the deaf, and the blind – all of which were separated from traditional residential and commercial areas. While the plans were well intentioned, they also led to a less-than-beneficial segregation of uses in the suburban rings around metropolitan areas (which also suffered from poor, ill-conceived planning efforts).

In certain areas, most notably the Washington Highlands neighborhood, commonalities between the planning area and the Garden Cities movement are evident. The planning team leveraged these positive characteristics and infused them into this Plan's vision and the accompanying implementation strategies.



Source: Wikimedia Commons

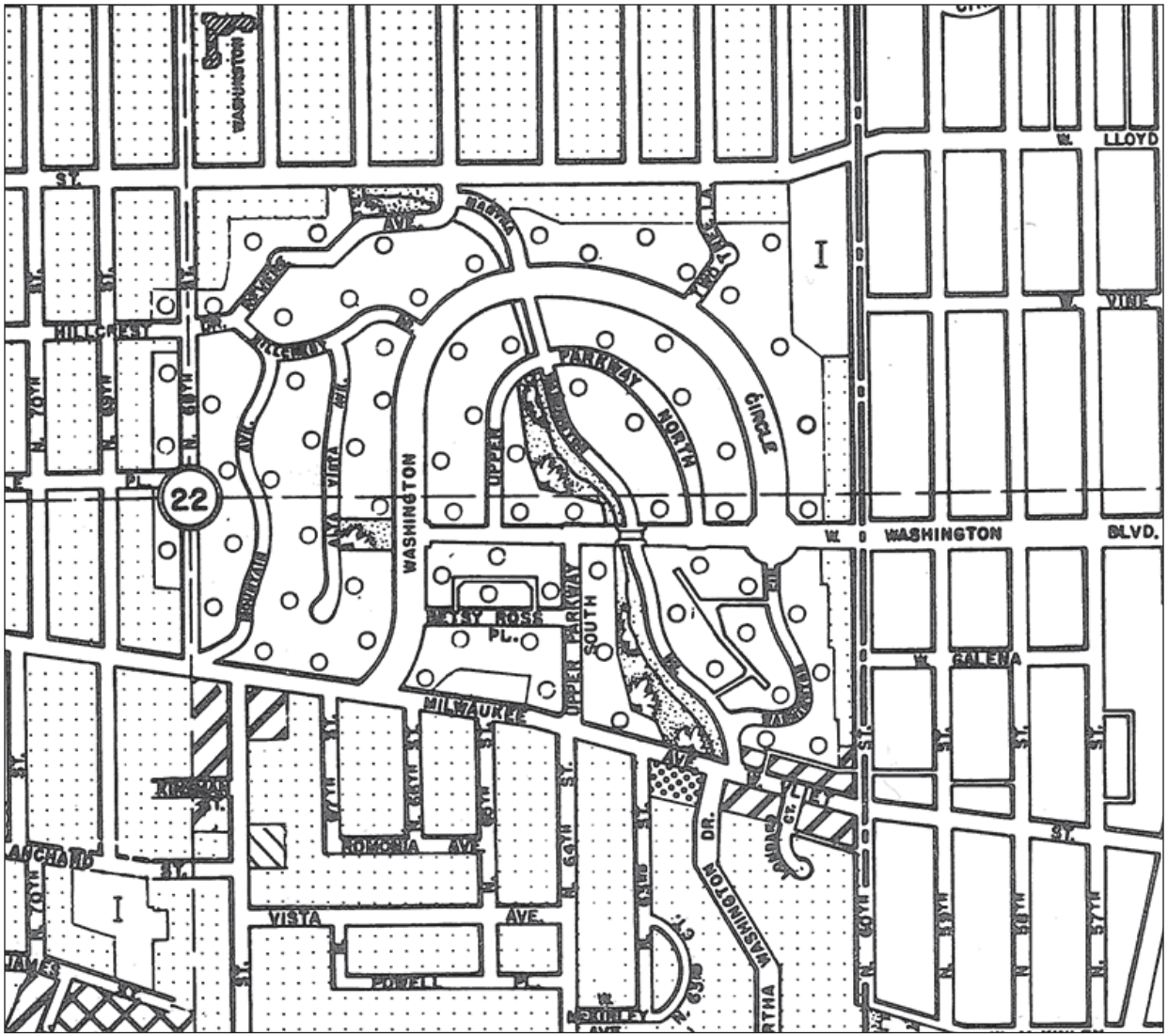
Parallel Trends

From the standpoint of aesthetic and physical design, however, there were other trends that began to influence the design of cities. Notably, the work of Raymond Unwin (in England) and the work of Elbert Peets and Werner Hegemann (in the United States and, especially, in Wisconsin) provided a more humanistic, less theoretically derived, approach to community development. Washington Highlands and the Grand Circle (nearby in Milwaukee) exemplify this approach, as well as Greendale and Kohler, Wisconsin.

Washington Highlands

Hegemann & Peets were hired in 1916 to create a subdivision design, and construction of the first home began in 1918. Influenced by the ideological undertones of the Garden City movement. while engaging their personal talent regarding traditions of urban design, the neighborhood's design offers a secluded respite for residents. With abundant natural features, housing for multiple income levels, plazas, a stone-faced bridge, and Lannon stone retaining walls, the neighborhood embodies something more akin to a park or garden than segregated suburbs. On the other hand, the use of restrictive covenants as a basis for religious and racial discrimination was a legacy that needed to be overturned in the coming decades. Like many planning legacies, the issue becomes one of using the strengths and avoiding the weaknesses.

Today, the Washington Highlands is listed as one of the region's most desirable places to live. The master planning of the neighborhood created long-lasting value, as witnessed over the last century of its existence. In projecting the vision of the planning area, the notion of the Highlands is critical: creating value in the planning area requires a master plan that intentionally designs residential living and natural features in harmony with one another.



Source: Milwaukee Public Library

A REGIONAL CENTER

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1963-2016

The Freeway

I-41/US45 first appears in Milwaukee County aerial photography in 1963, bifurcating the Grounds. Following World War II and the Federal-Aid Highway Act of 1956, housing construction across the United States boomed. In just 30 years since County Hospital's expansion, residential growth encircled the County Grounds. Wauwatosa quickly became an inner ring suburb of Milwaukee with both rectilinear and curvilinear street patterns. The curvilinear streets can be attributed to neighborhood design and planning concepts from the Garden City movement.

Regional Medical Center

Milwaukee County General Hospital continued to develop following its construction in 1930 with additions built in 1956 (pictured top right), but Froedtert Memorial Lutheran Hospital took its place when it opened on September 29, 1980. The green space incorporated into the original Hospital design remains on the southern edge of the Medical Center campus where County Hospital once stood.

By 1995, the Milwaukee County Grounds had largely assumed its present-day land use pattern. While changes have occurred over the last 20 years, many of the Grounds' staple buildings and features remain, such as the Milwaukee County Children's Court Center, Behavioral Health Complex, and the first iterations of Froedtert and Children's Hospitals.

Six healthcare institutions are currently located at the Medical Center: Froedtert Hospital, Children's Hospital, the Medical College of Wisconsin, the BloodCenter of Wisconsin, Curative Care, and the Milwaukee County Behavioral Health Complex. The high-quality medicine provided by these institutions has created a well-respected epicenter of regional and national healthcare.

Milwaukee County Research Park

Following its creation in 1987, the Milwaukee County Research Park Corporation developed a master plan for the physical development of the Milwaukee County Grounds. The master plan detailed the multi-phased development of a research and technology business park that would co-locate laboratory space, commercialization resources, and professional services. The 192-acre space in the southwest quadrant of the Grounds would house research buildings, incubator space, an assembly building, and a conference center set within a distinctive natural environment. Notable elements of the master plan included:

- Preservation of existing parks and mature natural areas;
- Creation of gateway entrances accentuated with iconic signage and natural features;
- Promotion of neighborhood and tenant use of common recreational areas, including activity trails; and,
- Establishment of a long range plan incorporating future mass transit service, including a vehicular and pedestrian bridge crossing I-41/US45 from Innovation Drive.

Source: Medical College of Wisconsin Digital Collections

Source: Milwaukee County Research Park

Source: Milwaukee County Land Information Office

UWM Innovation Campus

The UWM Innovation Campus co-locates students, engineers, and researchers near Wisconsin's largest academic health cluster, the Milwaukee Regional Medical Center. The Campus contains a series of laboratory and collaborative spaces that bring industry, academic, and medical practice together, with a focus on biomedical engineering/devices and advanced materials/manufacturing. UWM purchased the 71 acres of land in 2011 to begin developing a mixed-use campus with private residences, wildlife habitat, and academic and industrial offices and laboratories. The Campus currently is home to the UW-Milwaukee Innovation Accelerator, ABB, Inc., a Marriott Residence Inn, Echelon Apartments, remaining School of Agriculture and Domestic Economy buildings, and The Monarch Trail.

Institutional Plans

Since the beginning of the MRMC, there have been master plans for growth, change, management, and future development. The 2016 master plan for the MRMC campus also contains a reprise of some of the key features of these earlier plans. With the exception of the current master planning efforts, most of the prior plans addressed the campus as a separate entity without a significant connection to the surrounding parts of the County Grounds and with only minor notes regarding the relationships to the surrounding neighborhoods. These shortcomings have been addressed through this Plan, as well as coordination with the 2016 MRMC Master Plan.

Looking Back

Like most communities, the identity of places does not change quickly, but incrementally. Aerial photographs tell the story of how open farm land, still dominant in 1937, gradually moved through the various phases described in this chapter. Building by building, the character of the place shifted into a larger campus. The most profound change came with the introduction of the freeway, as seen in the 1963 aerial below. Today, the freeway plays an even larger role, along with the expansion of Watertown Plank Road and Mayfair Road, establishing sharp boundaries between the sub-areas, segregating uses, and imposing a clear suburbanized model on land development.

Relation to the Plan

New, innovative ideas are derived from our experiences and knowledge. Our history and traditions – especially those directly associated with the planning area – provide the best source of relevant experiences and knowledge. Many of the ideas and practices that were put in place over the 160 years of the County Grounds can and should be used as the basis for innovation. This Plan reinterprets and combines many of these visions in new ways in order to reflect the past while setting the foundation for the future.

Source: GRAEF

Source: Milwaukee County Land Information Office

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3 COMMUNITY CONTEXT

THE "LOOK AND FEEL" OF WAUWATOSA

Wauwatosa's traditional neighborhoods nestle themselves along seams between thriving economic corridors and the environmental features that community residents cherish. This chapter defines and contextualizes Wauwatosa's neighborhoods, business districts, and parks and green spaces to understand how they interact and depend on one another. As Wauwatosa's suburban development pattern has relied upon freeways and major arterials, this chapter highlights current circulation conditions, and introduces the planned integration of cycling, walking, and transit as a way to retain neighborhood character while supporting growth.

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Source: Milwaukee County Parks

PATTERNS

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Community Patterns

As an older first ring suburb, Wauwatosa's patterns of development show distinct features of both urban and suburban communities: numerous traditional walkable neighborhoods that contrast with high-value auto-dominated arterials. Just as these strong neighborhoods pull the community together, the activity of the arterials sometimes pushes neighborhoods apart. The history of the city filters through these dichotomies and creates a rich layer of strong visual features, landmarks, and streets.

In recent decades, some of Wauwatosa's historical community patterns have been reinvigorated – notably, the Historic Village center and the socio-economic activity along North Avenue. In addition, other social activity centers have expanded within the suburbanized patterns embodied in Mayfair Mall and "The District" on Burleigh.

Traditional Neighborhoods

For Wauwatosa, a clear pattern emerges of residential neighborhoods built along urban streets organized into modified grid patterns and occasional curvilinear streets (modeled after the picturesque forms from the early twentieth century garden cities). The grain and texture of these neighborhoods creates a highly social, walkable community system.

These neighborhoods, however, have been separated by a variety of boundaries and barriers created by multiple corridors and distinct districts. As a result, Wauwatosa seems comprised of many distinct neighborhoods, each of which offers a slightly different character based on the time of development, lot size, architectural style, local amenities (shopping districts, parks, and schools), and similar variables.

The residential neighborhoods surrounding the planning area easily stand out on City maps that depict the patterns of streets, lots, and houses as shown on the following page.

SOLVING the PUZZLE

Building a Cohesive Center

The planning area is an integral part of Wauwatosa because it contains the Milwaukee Regional Medical Center and, arguably, some of the most valuable urban land in southeastern Wisconsin. As the Medical Center is the primary driver of activity, a coordinated urban development approach will balance Wauwatosa's needs with those of the hospitals and clinics. Wauwatosa will be able to infuse the planning area with its rich historical character and authenticity, so as not to sacrifice its hallmark characteristics that are appreciated in the broader regional community. The active participation of Wauwatosans in the implementation process will ensure new urban development is integrated into the city's identity and culture.

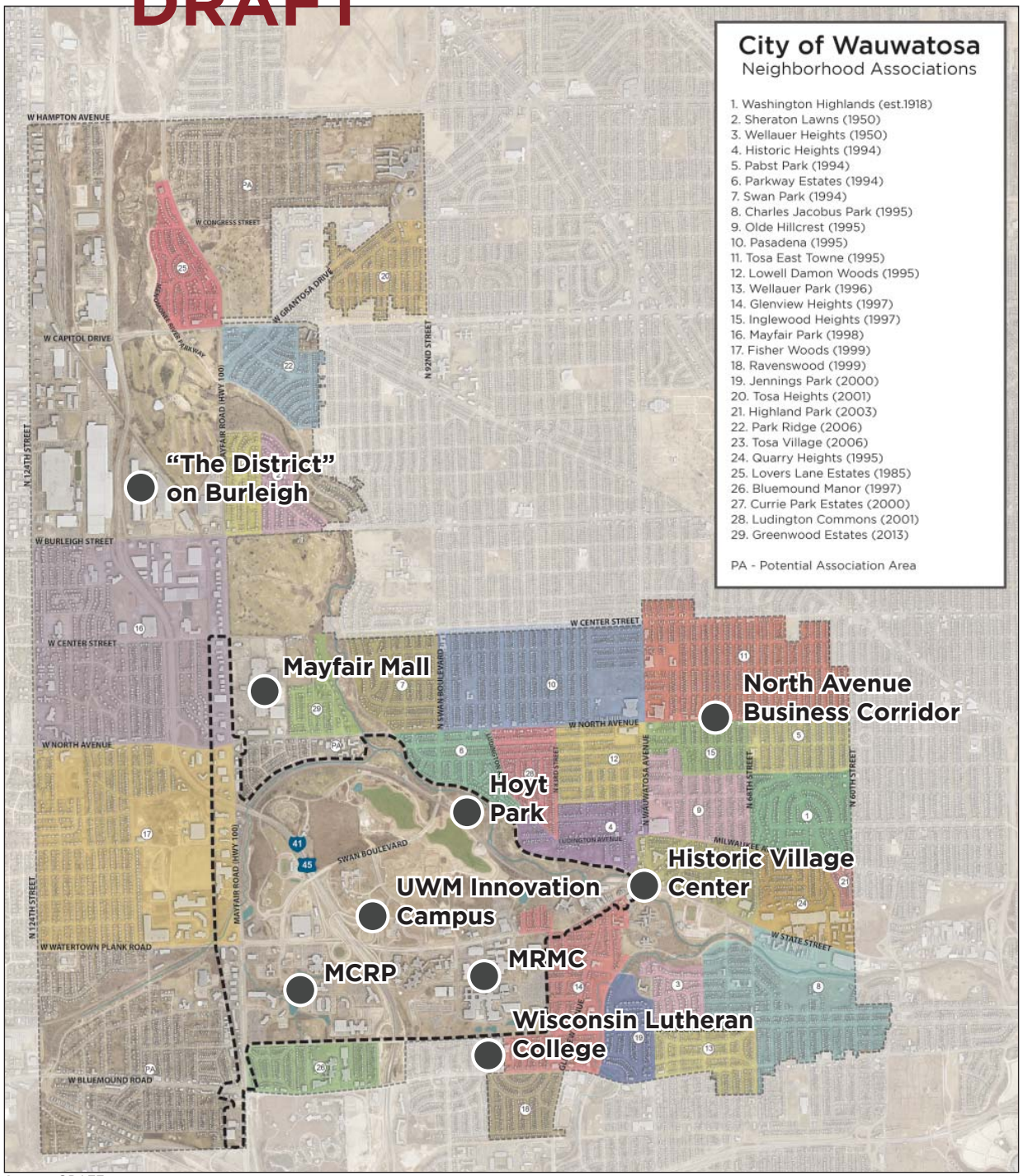
Milwaukee County Parks and the UW-Extension manage the Firefly Ridge Community Garden off of Underwood Parkway. Source: JSOnline.com

Raabe Stadium at the Wisconsin Lutheran College Outdoor Athletic Complex sits east of Gravel Sholes Park in the planning area. Source: Wisconsin Lutheran College

The Hoyt Park Pool and Biergarten are popular summer attractions. Source: Friends of Hoyt Park & Pool

"The District" on Burleigh catalyzed redevelopment at the Burleigh Triangle. Source: The Mayfair Collection

The Wauwatosa Historic Village is a pedestrian-friendly district day and night. Source: Village of Wauwatosa BID



Source: GRAEF

Divisive Corridors

Some of the obvious corridors that act as dividers include the railroad tracks, Menomonee River and Underwood Creek, the freeway, and major commercial arterials. Such barriers can have negative impacts by separating people socially and/or economically. In this Plan, the key corridors acting as dividers include the railroad tracks, Mayfair Road, and Watertown Plank Road. The divisive nature of these barriers can be overcome through effective planning.

Unifying Corridors

Conversely, corridors that act as unifiers or links (such as bridges, parks, and activated streets) create "seams" that connect different types of neighborhoods or districts. Several corridors, and select portions of other corridors, create very positive social and economic impacts.

For example, North Avenue has had a clear positive impact because it unified neighborhoods to the north and south. The same holds true for portions of Harwood Avenue and State Street.

Underwood Creek and the Menomonee River physically separate some neighborhoods, but, due to their environmental appeal and the variety of trails, walkways, and bridges, they also have had a positive impact socially and economically.

Institutional & Business Districts

This study defines "districts" as special purpose areas, such as the Milwaukee Regional Medical Center campus and the Environmental District. Districts also have both positive and negative impacts. The MRMC, as a major employment center, creates strong positive economic impacts; typical drawbacks include additional traffic and the negative social impacts on surrounding residential property due to weak institutional management. The cohesion and integration of the districts is currently inhibited by "invisible" and "physical" walls; that is, the streets leading and the gateways welcoming visitors to the districts are ill-defined or unwelcoming. These barriers support suburban development patterns and a lack of interconnectivity between potentially complementary land uses.

Suburban Land Division

As the districts and corridors evolved in Wauwatosa, many of them (especially in the planning area) followed suburban models of land division. Little attention was given to the combined patterns of lots, buildings, and landscapes. Instead, each lot was defined as a completely independent entity. Lot lines were drawn to fit the standards of regulatory systems and other suburban land management practices. Consequently, when the need for intense, interdependent development emerges (i.e., urban development), major obstacles appear due to the way each property segregates itself from its neighbors.

This suburban pattern of land division creates an intractable problem. This pattern offers no incentives for shared community features and gives property owners few choices other than further fragmentation and isolation. Parts of the planning area clearly suffer from this condition.

Existing tunnel at Hansen Golf Course is too short for bicycle users.

Enhanced bicycle lanes alert drivers to a bicyclist on North Avenue.

CIRCULATION

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Circulation of people makes places work and knits them together. To achieve this type of success, the pattern of urban form and development must be pedestrian friendly and engender a positive social, humanistic experience. Such experience rests on the way people move through, see, and use all of the places in their community.

Interstates

First and foremost, regional traffic feeds the busiest interchange in Wisconsin: the Zoo Interchange. Nationally, the amount of household vehicle miles traveled has diminished, but the total volume of automobile traffic in the planning area has not decreased (source: Smart Growth America Policy Guide (2016)).

I-41/US45 and the major arterials will, for the foreseeable future, contain more drivers, most of whom head to destinations in and around the key interchanges in Wauwatosa. Travelers to and through the area have commented during the planning process of bemoaning the traffic volumes at each interchange. Such increases reflect an overall pattern. As the flow of drivers increases at each interchange (in and nearby the planning area), the problems on local arterials and streets constantly change as drivers encounter new challenges.

Beginning in 2012, the Wisconsin Zoo Interchange Project embarked upon one of the largest infrastructure upgrades in State history. The primary objectives were to alleviate highway congestion moving through the Interchange, reduce traffic burden on local major roadways, and provide for cost-effective lane expansions in the future. Regional and State transportation engineers and project stakeholders have argued that once the project is completed, it will relieve congestion on WIS 100, Bluemound Road, Watertown Plank Road, and Glenview Avenue/84th Street. As the project has progressed, however, congestion has subsequently increased through the Interchange and on local major roadways.

Arterials

Residents, customers, and users of local streets have expressed that the traffic flows seem erratic and destabilized. Construction along arterials – including Watertown Plank Road and Mayfair Road – in the planning area from 2010 to today have anecdotally produced frustrated travelers. Typically, drivers like to experience their automobile journeys as routines to be executed in a repetitive, non-stressful manner. Change requires adaptation to new patterns, typically viewed as a nuisance to be avoided. Complaints have surfaced among travelers to and through the area regarding traffic flow – too many drivers, not enough lanes, unexpected delays, unpredictable problems, poor signalization and signage, not enough parking, too much parking, and so on.

These issues occur throughout the planning area and future changes must, at the very least, lessen the negative traffic impact of new development for residents, businesses, institutions, patients, customers, visitors and all users.

Neighborhood Streets

When residual frustration spills onto local streets, it begins to impact residential neighborhoods, like Bluemound Manor, Glenview Heights, Mayfair Park, and Ravenswood. People who live very close to commercial and business areas experience a variety of stresses, including non-residents parking near their homes, additional traffic driving by their property, and strangers traversing their neighborhood.

Some residents see these circulation patterns as a nuisance, but the same patterns help create a vibrant social community with walkable shops and activities. Consequently, balancing the social value of increased circulation against the social anxieties created by circulation becomes important work.

This Plan illustrates, as new development occurs, how negative impacts might be lessened just as positive values might be increased for all users.

The Wisconsin Zoo Interchange Project is a large-scale infrastructure upgrade targeted at alleviating traffic congestion. The 92nd Street bridge is rebuilt in the photo above. Source: WisDOT

Sidewalks, Bicycles, & Pedestrian Activity

Most urban areas today value "complete streets" and "pedestrian friendly" areas. Yet, these types of improvements can be meaningless if no social or economic activity exists to drive the street activation. "Complete streets" that exist without nearby pedestrians or bicyclists can turn into empty gestures. Non-motorized circulation investments, to be effective, must be coupled with the densely packed social and economic activities that animate public places.

The Hank Aaron State Trail and Oak Leaf Trail provide access to green space in the planning area, but larger gaps in pedestrian and bicycle infrastructure persist. Most importantly, safe access throughout the planning area is not well-distributed, nor robust.

Public Transit Routes

The use of public transit (i.e., buses) provides one of the best ways to reduce the costs of automobile driving and increase resources for community investment. Yet, effective transit expectedly does not occur overnight. Well-planned transit must gain ridership through a communal understanding of the multiple systems, markets, and operational patterns. This Plan includes concepts for using transit to minimize the negative circulation impacts imposed by additional development and take advantage of opportunities for increased social and economic value.

The Milwaukee County Transit System (MCTS) provides bus service in the planning area, primarily to the Milwaukee Regional Medical Center and the Milwaukee County Research Park. Route 31 serves the east-west corridor carrying passengers from downtown Milwaukee to the Medical Center; and, Route 67 carries passenger into Milwaukee's northside along the 76th Street corridor to Granville Station.

Watertown Plank Road is a major traffic arterial through the planning area for cars, buses, bicyclists, and pedestrians. Students from the Medical College of Wisconsin wait to cross Watertown Plank in the photo above. Source: GRAEF

Mixed Circulation

High-intensity mixed-use makes public places more desirable. "Mixed-use" corresponds with "mixed circulation," which includes driving, riding, cycling, and walking. Throughout this Plan, this approach to mixed circulation will be an underlying theme.

Creating Positive Impacts

The circulation fostered by pedestrian, bicycle and transit systems offers the primary method for lessening the negative traffic impacts of new development. If people can walk, bicycle, or bus to work and to businesses, roads operate with fewer cars and destinations need fewer parking spaces.

The positive impacts have a multiplier effect. Each car that is kept off the road:

- Saves the owner money (less gasoline and mileage, longer life for the car, options not to own a car);
- Saves the community money (street maintenance has a distinct cost per passenger mile that can, over time, reduce public costs);
- Saves the destination-user substantial capital (one less surface parking space can save $10,000 and one less space in a parking structure can save $20,000 to $30,000);
- Reduces the number of parking spaces, saving the owners the costs of operation and maintenance and, at the same time, allowing for additional property value to be created; and,
- Most importantly, allows for reinvestment of money not spent on automobiles (as a person, business, or community). For example, reducing the destination need for 100 structured parking spaces can save $2 million in capital costs plus operational costs that can then be used for other community goals.

MCTS ROUTES

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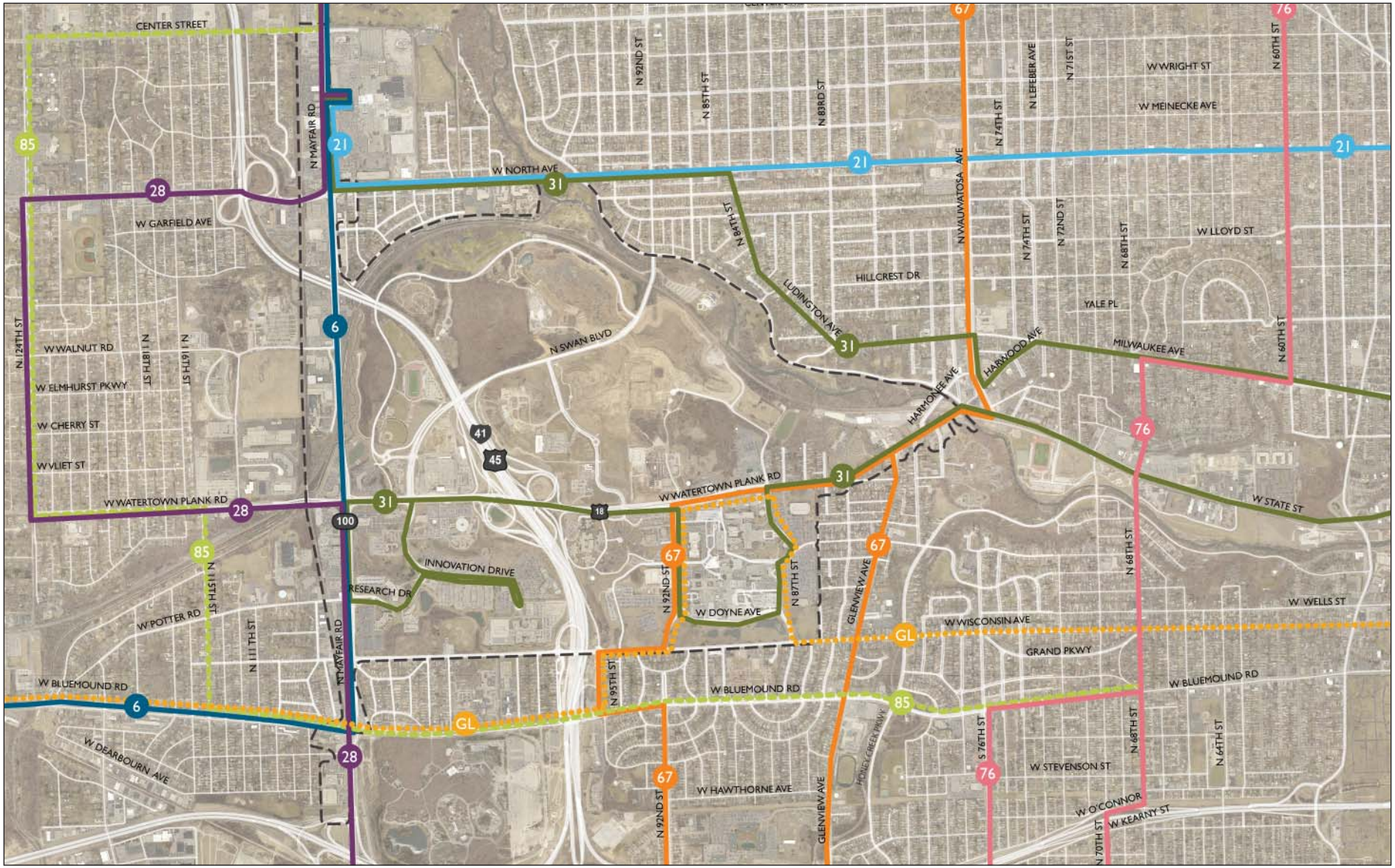

Numerous bus routes serve the planning area, including the 6, 21, 28, 31, 67, 76, 85, and GL. Source: MCTS and GRAEF

PUBLIC PLACES

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Parks as Social Experience

Wauwatosa contains beautiful parks and river parkways. Many of these places, including several in the planning area, were established as part of the overall Milwaukee County Park System. The Milwaukee County Grounds Park blends preservation of environmental amenities with places that encourage spontaneous social activity by individuals and groups (as well as organized events).

Most of the County parks provide high levels of access (for pedestrians, drivers, and bicyclists), as well as high visibility from local roads. This pattern of access and visibility underlies the higher value of many of the residential streets. The same approach can be embedded within the planning area as a way of giving future urban development a higher social, economic, and environmental value.

Activated Streets

In recent decades, two of the most remarkable changes in the character of Wauwatosa's public places have been the emergence of a vibrant, historic village center (one of the most active urban places in the region) and the rebirth of North Avenue as a fully activated street. Not all pedestrian friendly streets have become as active as these two places. Many urban commercial districts in the region still have "dead zones" where improved sidewalks, streetscape, and bicycle facilities have not engendered the social changes they were intended to induce. The key to Wauwatosa's success relies on activated streets that actually began by combining urban density and mixed-use.

The Environmental District

The large environmental area with disjointed remnant parcels north of Watertown Plank Road comprises the most critical district in this Plan. The environmental features include many positive assets, both those that have been preserved and those that have recently been created. A diverse set of activities characterize the natural amenities that appeal to residents and visitors alike. The Underwood Creek and Menomonee River Parkways create an environmental ribbon across the northern portion of the planning area uniting Hansen and Hoyt Parks. People can interact with nature through observation, hiking, bicycling, walking, and playing sports. The contrast between the density of the DNR forest and the expanse of the Milwaukee Metropolitan Sewerage District (MMSD) basins creates a sense of intimacy with the immediate adjacency of an open prairie. The modern amenities of a golf course at Hansen Park and a pool and biergarten at Hoyt Park allow visitors to enjoy active recreational uses, as well. This area also includes the development of new housing and scattered commercial structures, including the Echelon Apartments and UWM Innovation Campus.

Fragmented ownership of all the elements, good and bad, has left few effective links between uses and environments. Future integration of both natural and built features underlies the proposed transformational concepts for this Plan.

The Environmental District is further detailed in Chapter 6.1 - A Park for the Region.

Relation to this Plan

The community context previously described above sets the stage for this Plan. As this Plan takes shape, it will be essential that it fits into the social, economic, and physical fabric of the surrounding areas. The relationship to the context becomes the primary foundation for making the planning area valuable and unique.

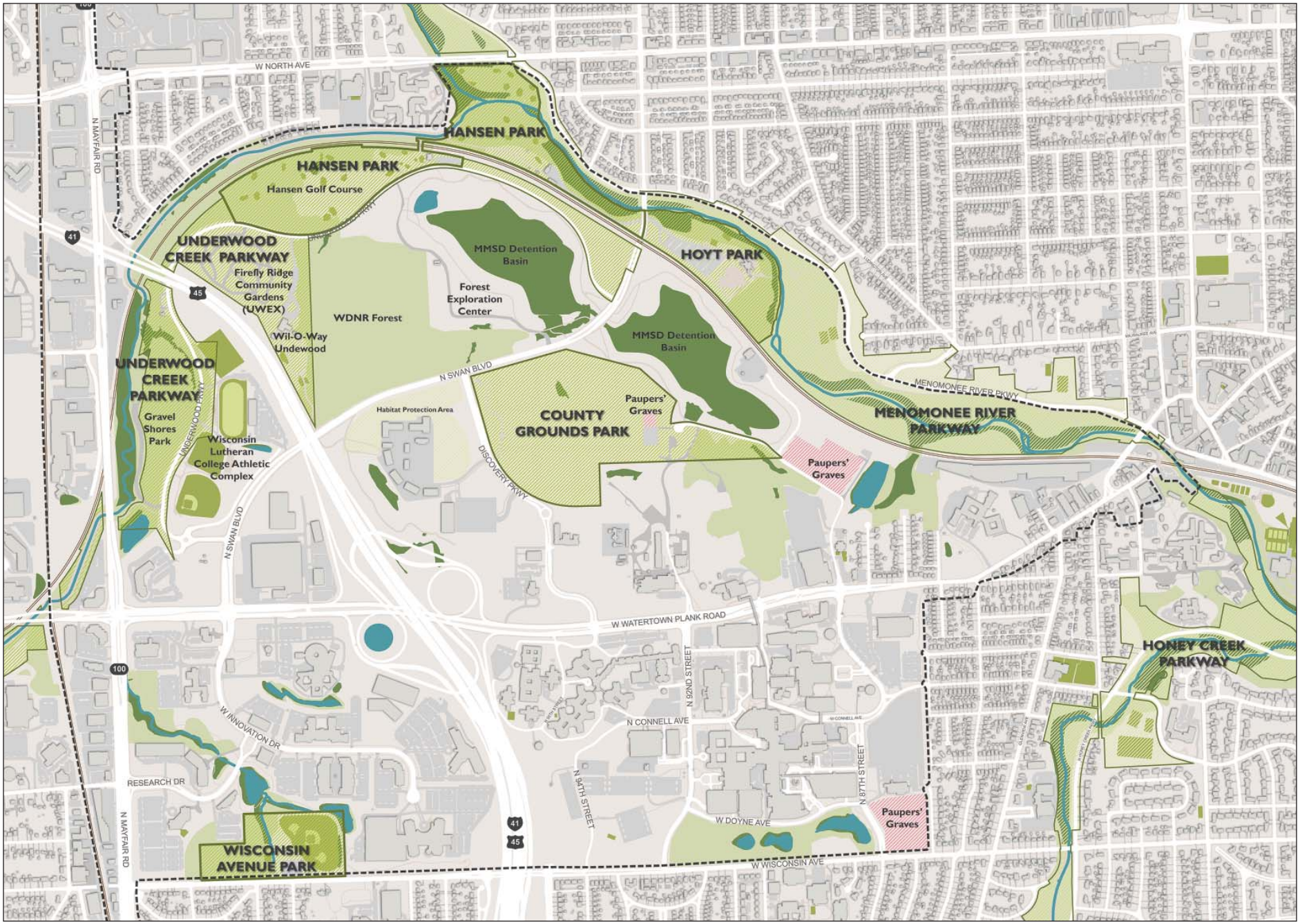
The community context is comprised of a broad range of characteristics, which serve to mold and direct this Plan effectively, including:

- The grain and texture of streets and blocks;
- The architectural character of the buildings and landscape;
- Circulation components – arterials, local streets, freeways, interchanges, parking, trails, sidewalks, and transit; and,
- Environmental habitat, amenities, features, and conditions.

The MMSD Flood Management Basins serve the primary role of flood risk mitigation, while also creating vistas of the area's abundant natural features. Source: MMSD

Tosa's Historic Village is an active and vibrant commercial district with a variety of social spaces that encourage interaction. Source: Café Hollander – Tosa Village

EXISTING PARKS AND ENVIRONMENTAL AREAS



Source: GRAEF

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4 CONTINUING THE VISION

THE VISION IN PIECES - PAST PLANS

To manage growth, enhance quality of life, and capitalize on investment opportunities, the Planning Team reviewed previous plans and studies to learn about ongoing efforts and initiatives valued by the community. These include:

- The 2030 Wauwatosa Comprehensive Plan;
- The Village of Wauwatosa - A Strategic Development Plan;
- The Burleigh Triangle and Mayfair Road Corridor Vision; and,
- The Wauwatosa Bicycle and Pedestrian Facilities Plan.

This review identified potential, coordinated implementation strategies, enhancements to Wauwatosa's walkability and bikeability, and the strengthening of Wauwatosa's "Shop, Live, Work, Play" character.

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Source: GRAEF

COMPREHENSIVE PLAN DRAFT

The City of Wauwatosa's 2008 comprehensive plan proposes policies and recommendations to guide future planning efforts for the Wauwatosa community.

The key focus areas of this comprehensive plan include enhancing the quality of life for Wauwatosa residents, recognizing investment and reinvestment opportunities, and capitalizing on existing and future land use decisions.

The comprehensive plan emphasizes the City's desire to develop itself as a center for research and innovation in hopes of ensuring its economic future as the region's premier location for new development opportunities. The comprehensive plan recommendations are identified in the Land Use, Economic Development, Housing and Neighborhood Development, Transportation and Natural Resources chapters.

The following table illustrates how the Life Sciences District Master Plan recommendations in Chapter 7 correspond with, or modify, the Comprehensive Plan recommendations.

	Comprehensive Plan Recommendations	Life Sciences District Master Plan
Land Use	Prohibit incompatible land uses near residential neighborhoods. Use buffers through landscaping or designation of open spaces.	Encourage landscape and park features as transitions between subareas and neighborhoods. Disallow changes to current land uses and boundaries that do not conform to the future master plan options.
	Encourage development densities and mixed land use served by mass transit.	Encourage high density development and compact building locations with access to transit.
	Explore transitions and shared uses among institutions and neighborhoods.	Encourage landscape and park features as transitions between subareas and neighborhoods.
	Advance redevelopment of key parcels.	Coordinate lot-by-lot redevelopment with necessary property changes to advance development.
	Enforce quality design standards for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.	Adopt a regulating plan to support quality design standards for integrated streets and buildings.
	Provide and enhance accessibility to public park lands and gathering places.	Develop an Environmental District that will provide increased access to park lands and spur social activity.
Economic Development	Promote redevelopment and infill of sites to achieve desired land use pattern.	Encourage development along new and existing street edges that create activated streets.
	Advance role as a center for research and innovation.	Balance coordinated development with the needs of the medical community and research.
	Support improvements that foster economic activity.	Encourage development and ordinances that promote economic activity and high density development.
	Support mixed-use development of non-residential and residential parcels.	
	Incorporate architectural standards for commercial properties, industrial buildings, and site design.	Establish basic design standards for commercial and industrial buildings.
	Promote transportation system enhancements and infrastructure development.	Support continued transit system enhancements and facilities, including Bus Rapid Transit (BRT) and continued research on a Tosa/MRMC Circulator.
	Enhance Mayfair Road's position as the region's premier commercial service corridor.	Maintain and strengthen high visibility and access to Mayfair Corridor through multi-modal connections.

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	Comprehensive Plan Recommendations	Life Sciences District Master Plan
Housing & Neighborhood Development	Support multi-family housing options for existing neighborhoods.	Propose multi-family housing options for both existing and new mixed-use neighborhoods.
	Promote "live-work" opportunities and cooperative housing.	Encourage major employers to incentivize employees to live close to work.
	Incorporate architectural design that fits the character of the surrounding neighborhood.	Incorporate basic design standards that fit the surrounding neighborhoods.
	Encourage site layouts where buildings appear as a grouping of smaller residences.	Embrace a walkable street-block pattern as shown in the Framework Plan that encourages higher density development.
	Use natural materials on building façades and incorporate balconies, porches, and garden walls.	Use natural materials on building façades and incorporate balconies, porches, and garden walls.
	Encourage outdoor common areas and connections to adjacent amenities.	Encourage plazas and squares in locations with high pedestrian traffic to attract visitors, area employees, and residents.
Transportation	Maintain an interconnected road, pedestrian, and bike network.	Enhance the road, pedestrian, and bike networks through the implementation of the Framework Plan.
	Develop designs and land use patterns that complement a range of transportation options.	Combine densely packed social and economic activities with circulation investments.
	Recognize the Menomonee River Parkway as an important transportation corridor.	Support all modes of transportation along major corridors (vehicular, bike, ped) and encourage traffic calming measures for ever-increasing traffic volumes.
	Coordinate adequate transportation facilities for trucking, transit, parking, and rail.	Plan for long term maintenance of facilities, transit improvements, and parking.
	Establish bike paths and routes to create linkages to neighborhoods, jobs, schools, and shopping.	Connect and build upon existing trails, such as the Oak Leaf Trail and nearby Hank Aaron State Trail. Strengthen the brand of different trails and crossings to identify linkages to different activity hubs.
Natural Resources	Advocate for the preservation of the Menomonee River and other natural features.	Adopt an Environmental Regulating Plan to preserve, conserve, and socialize the natural environment to guarantee the use of natural features for passive and active recreational use.
	Preserve natural features in environmentally sensitive areas.	
	Link preserving natural resources with recreational, economic, and educational opportunities.	
	Protect surface water and groundwater quality associated with the Menomonee River, Honey Creek, and Underwood Creek.	
	Enforce erosion control and storm water management standards using natural drainage systems and construction-site erosion control.	

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THE VILLAGE OF WAUWATOSA - A STRATEGIC DEVELOPMENT PLAN

The Strategic Development Plan offers a coordinated approach that supports recommendations from Wauwatosa's residents, visitors, and businesses. The plan proposes implementation strategies to preserve historic infrastructure and enhance the commercial and entertainment offerings of the Village through both short-term projects and overarching long-term goals.

The following table illustrates how the Life Sciences District Master Plan recommendations in Chapter 7 correspond with, or modify, the Strategic Development Plan recommendations.

Strategic Development Plan Recommendations	Life Sciences District Master Plan
Improve traffic circulation and parking options.	Create and promote transit connections via multi-modal transportation options (circulator system, bike sharing, bike/ped network).
Increase residential housing options.	Increase new housing and residential options at the edges of Tosa Village.
Improve safety for pedestrians and bicyclists.	Support all modes of transportation along major corridors (vehicular, bike, ped) and encourage traffic calming measures for ever-increasing traffic volumes. Increase the off-street trail network that connects with the Framework Plan.
Create more prominent linkages to the Village from other parts of the city for enhanced accessibility.	Create links and connections through loops and trails throughout the city. Continue research on a Tosa/MRMC Circulator.

Hart Park was revitalized and restored through a multi-phased process that included the addition of a playground and splash pad. Source: GRAEF

In 2014, Wangard Partners began construction on The Reef – a 180-unit residential development – along West State Street. Source: Wangard Partners

A 2016 streetscaping project continued the Historic Village's growth as a major regional destination.

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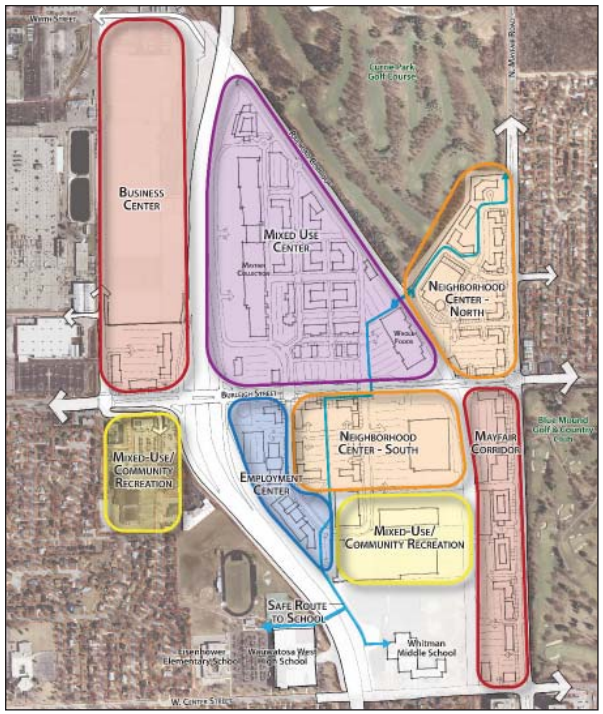
BURLEIGH TRIANGLE & MAYFAIR ROAD CORRIDOR NORTH REDEVELOPMENT VISION & PLAN

This plan updates the Burleigh Street Redevelopment Area Plan of 2005. The updated plan reinforces the previous efforts to make Burleigh Street a prominent entryway into Wauwatosa's Mayfair Commercial District. Building on existing plans, this plan recommends suggestions to rehabilitate existing buildings, redevelop vacant sites, and increase business development. The following table illustrates how the Life Sciences District Master Plan recommendations in Chapter 7 correspond with the recommendations from this plan.

Burleigh Triangle & Mayfair Road Corridor North Recommendations	Life Sciences District Master Plan
Re-use underutilized and vacant commercial and industrial sites.	Create and promote transit connections via multi-modal transportation options (circulator system, bike sharing, bike/ped network). Ease of access between major activity hubs throughout the city will support the recommendations set forth in the Burleigh Triangle & Mayfair Road Plan.
Increase tax base through mixed uses, improved walkability, and high value development projects.	
Develop improved traffic circulation and parking configurations.	
Accommodate all users in public streets through enhanced accessibility and safety measures.	
Retain residents and attract visitors in and around the medical community through diverse offerings and activities.	



The site plan envisions a mixed-use retail, commercial, and residential hub. Source: City of Wauwatosa

"The District" on Burleigh is a multi-phased, mixed-use development at the Burleigh Triangle. Source: HSA Commercial Real Estate

Phase I of "The District" on Burleigh included the Mayfair Collection with retail fronting I-41/US45. Source: Milwaukee Business Journal

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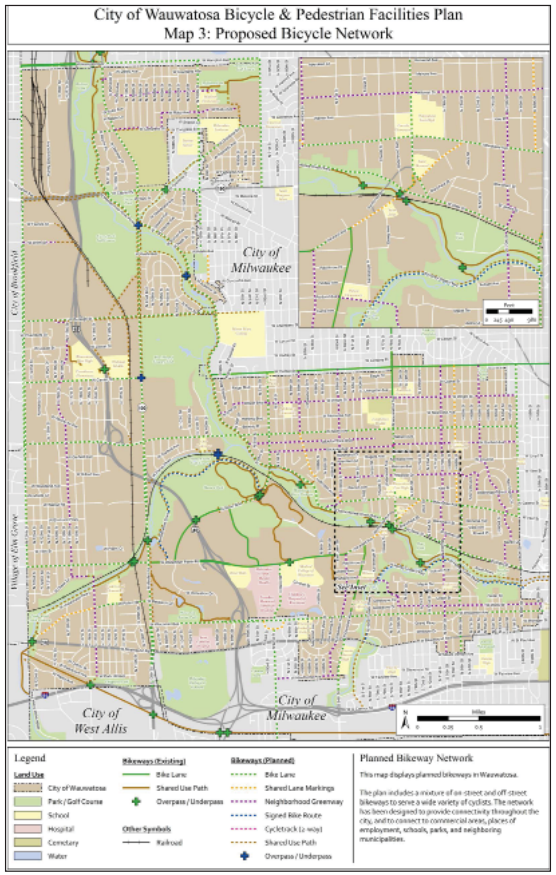
WAUWATOSA BICYCLE AND PEDESTRIAN FACILITIES PLAN

This plan details strategies that will help the city of Wauwatosa become a more walkable and bike-able environment. The plan proposes adding bicycling and walking opportunities to the city's existing transportation corridors. Adopted in 2014, this plan emphasizes the importance of bicycling and walking to the vibrancy of the community.

The following table illustrates how the Life Sciences District Master Plan recommendations in Chapter 7 correspond with, or modify, the recommendations from this plan.



Source: City of Wauwatosa

Bicycle and Pedestrian Facilities Plan Recommendations	Life Sciences District Master Plan
Continue to expand the network of on-street bicycle facilities and pedestrian walkways.	Enhance and expand the network of trails and loops to support pedestrians and bicycles.
Increase off-street bikeways and pedestrian connectivity throughout the city.	Increase the off-street trail network that connects with the Framework Plan. Connect and build upon existing trails, such as the Oak Leaf Trail and nearby Hank Aaron State Trail. Strengthen the brand of different trails and crossings to identify linkages to different activity hubs.
Maintain facilities to a level that provides year-round convenience for all users.	Begin discussions to create an overall management entity for the Environmental District that includes existing owners and agencies to oversee opportunities for more efficient management and more effective utilization.
Provide infrastructure support and improve accessibility in hazardous areas.	Coordinate major roadway improvements with new bicycle and pedestrian facilities.
Evaluate future development and redevelopment with the inclusion of bicycle and pedestrian accommodations.	Encourage multiple trail and loop systems with the inclusion of walking and bicycling to spur future development.

A bike box along North Avenue improves bicyclist safety and enhances Wauwatosa's multi-modal transit initiatives. Source: Ayres Associates

Streetscape enhancements completed in summer 2016 added improved lighting and pedestrian protections in the Historic Village. Source: GAI Consultants

COORDINATED PLANNING

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As noted previously, this Plan overlaps and fits with a comparable master plan for the MRMC campus. The two plans share the same consultants and represent dovetailed planning areas. In addition, it should be noted that several other ongoing, independent planning efforts overlap the goals and physical planning areas being considered here:

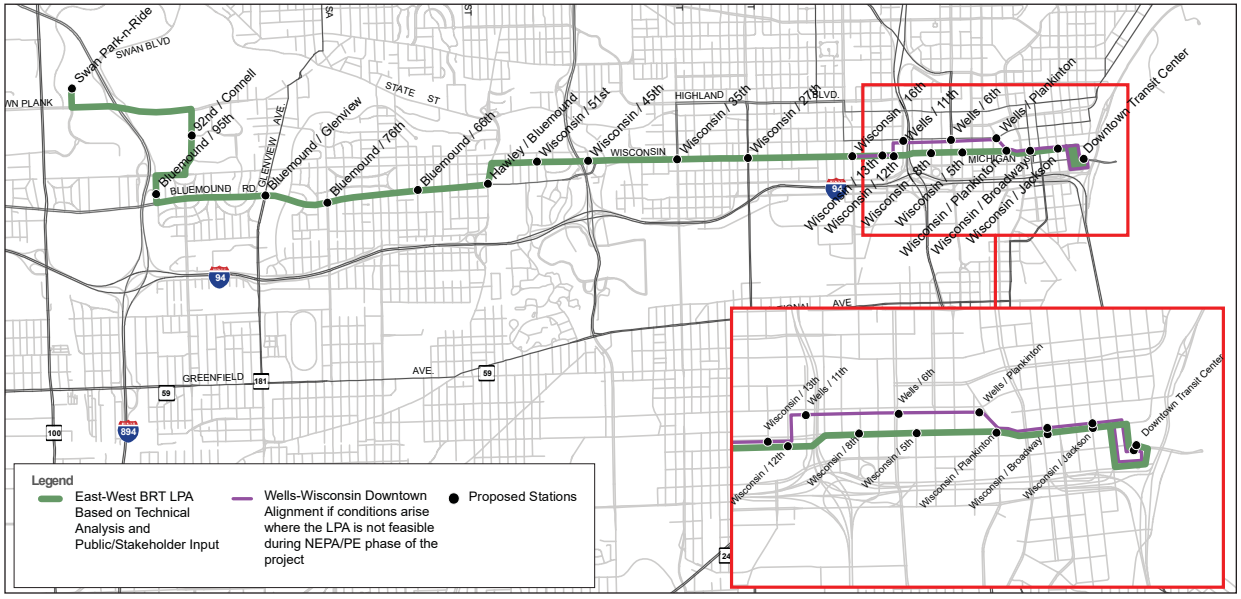
- The City of Wauwatosa's park plans;
- Streetscaping in the Wauwatosa Historic Village;
- Milwaukee County's plans for Bus Rapid Transit;
- Milwaukee County's plans for the Milwaukee County Parks System Master Plan;
- Plans from the Department of Natural Resources (DNR) for facilities on their holdings in the area;
- Plans from the Department of Transportation for future improvements;
- Plans from each of the members of the MRMC (also coordinated through the MRMC master plan); and,
- Other plans underway by institutions, property owners, and organizations that overlap the goals and physical areas being considered in this Plan.

Collective, simultaneous planning does not necessarily imply a lack of cohesion. However, it does imply that coordination of these efforts and mutual respect for each of the groups undertaking these plans should be the hallmark for implementation moving forward.

SOLVING the PUZZLE

Transit: Walk, Pedal, Ride

As traffic congestion worsens and commuter frustration grows, many advocate for wider roads and intersections as ways to reduce travel times for drivers. No matter the size of local roadways or the efficiency of traffic signalization, communities eventually reach their carrying capacity for auto traffic. As a result, planners must rely on traffic demand management and multi-modal transit to rebalance roadways that appeal to different commuters. Even as many employees prefer driving their cars to work, others enjoy walking, biking, and riding the bus. As roadways can accommodate many modes of transit, this Plan emphasizes multi-modal transit to alleviate traffic congestion, improve commute times, and appeal to employees and visitors who appreciate alternate ways to travel to and through the planning area.



Milwaukee County conducted a feasibility study for bus rapid transit (BRT) along the 9-mile, east-west corridor between downtown Milwaukee and the Milwaukee Regional Medical Center. The preferred route should complement recommendations in this Plan and those in the MRMC master plan. Source: Milwaukee County and partners, as of August 19, 2016

PUBLIC ENGAGEMENT

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A coordinated public engagement strategy was developed in concert with the City of Wauwatosa and Milwaukee County to ensure that residents, business owners, and other stakeholders possessed ample opportunities to learn about this Plan and provide feedback. As Wauwatosa has undertaken extensive planning efforts throughout the city in the past decade, the Planning Team focused heavily on engaging the public in order to carry forward the city's momentum with maintaining a community voice.

Goals

The public engagement strategy was developed with a series of goals guiding the discussions and events. Generally, the intent was to acknowledge Wauwatosa's existing strengths and weaknesses, while recognizing the future development potential of the planning area. The goals included:

- Discuss Wauwatosa's history and demonstrate a respect for the city's character and identity;
- Identify opportunities and challenges in the planning area as discussion topics to understand public reaction to existing conditions; and,
- Brainstorm solutions to challenges and potentially propose innovative ideas for new development.

Process & Approach

In April and May 2016, residents, business owners, and stakeholders were convened in interviews and a workshop-style open house to provide feedback about the planning area and express their desires for the future. The events were structured primarily as listening sessions whereby the Planning Team presented topics and listened as the participants shared their thoughts and ideas.

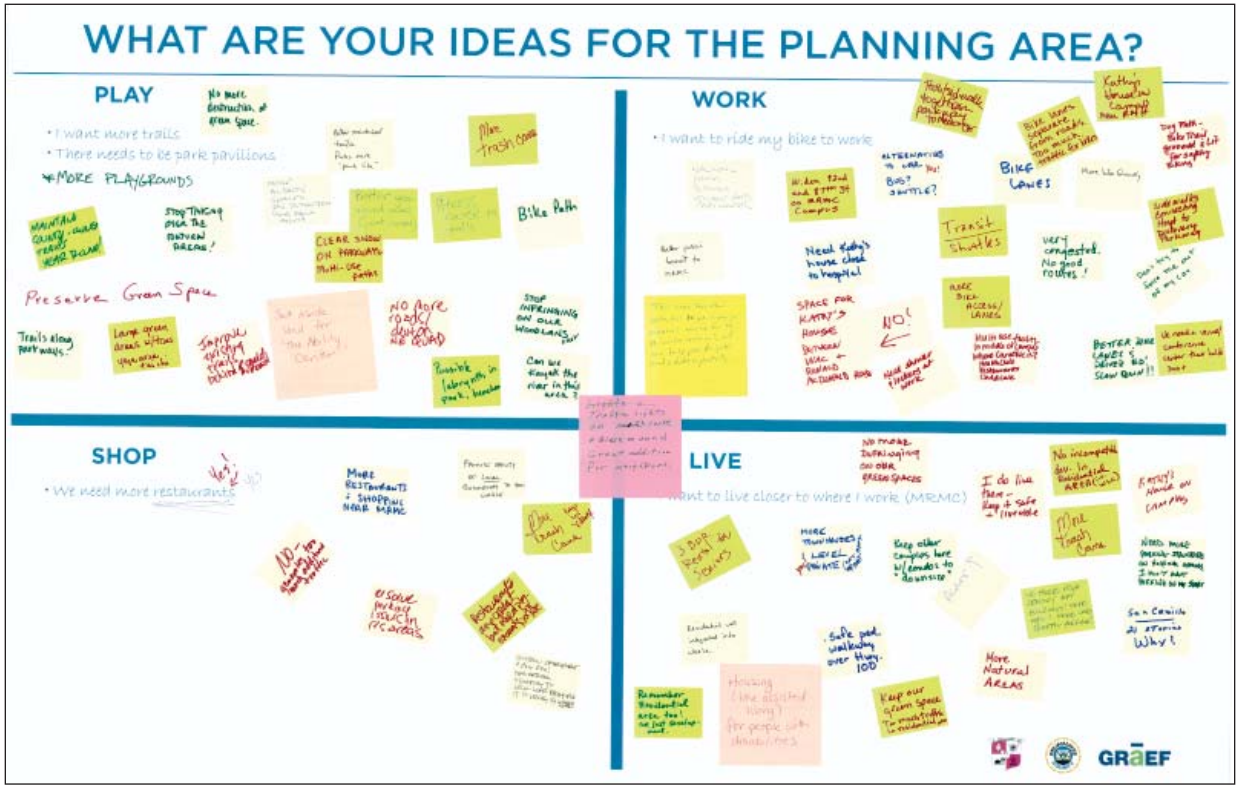
The conversational approach in the interviews afforded discussions a level of intimacy that fostered candid remarks and feedback. In addition, this style created an environment of respect that appreciated the stakeholders' positions and sought to encourage creativity to develop unique ways in which to incorporate thoughts and ideas.

The Planning Team presented myriad discussion topics that included public transit, pedestrian and bicycle infrastructure, open space, public places, real estate development, medical research, and health care. The Planning Team also provided maps and displays that allowed participants to engage by describing their ideas using markers and stickie notes.

Interviews & Events

The public engagement strategy offered five ways in which stakeholders could provide their feedback to inform efforts and refine ideas:

1. Monthly Planning Team meetings – Members of the Planning Team met monthly from December 2015 to June 2016 to consistently measure the progress of plan development, share ideas about ongoing development efforts, and identify emerging opportunities;
2. Interviews with key stakeholders and participant agencies – The Planning Team held four discussions with ten stakeholders of various organizations in April 2016. The



Public engagement efforts introduced the idea of mixed-use development in the planning area. As evidenced above, stakeholders responded with enthusiasm and new ideas.

stakeholders represented public, private, and non-profit organizations with interests in natural resources, education, real estate development, and healthcare;

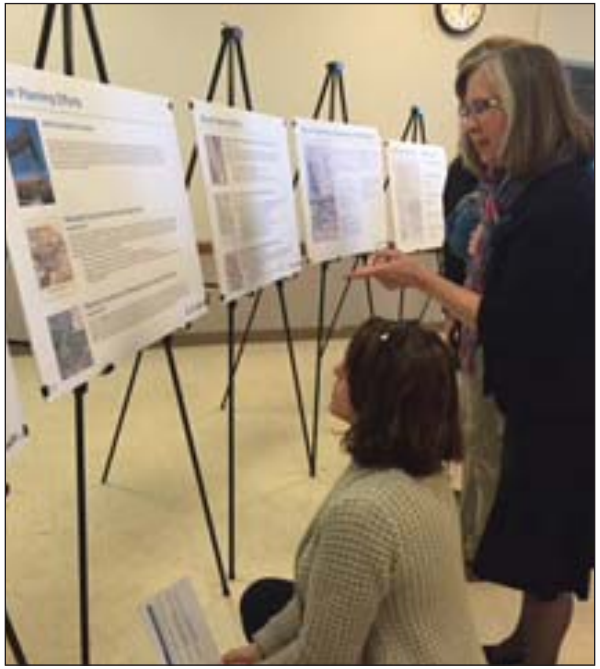
3. Interviews with City of Wauwatosa alder-people – In April 2016, the Planning Team worked with twelve members of the Wauwatosa Common Council in five discussions to discuss governance topics related to the planning area and their constituents' ideas and concerns about the planning effort;
4. Public Open House – On May 17, 2016, over 100 people gathered at Wauwatosa City Hall to participate in an open house and provide feedback about planning efforts conducted to date. There, participants were able to interact with members of the Planning Team; and,
5. Online Public Comment Forum - In cooperation with Peak Democracy Inc., the City of Wauwatosa launched an online forum following the Open House. To both attract those that could not attend on May 17 and allow attendees to continue commenting, the online forum hosted a survey and discussion area that allowed the City to efficiently collect feedback.

Feedback

Of the topics discussed, stakeholders primarily commented on three:

- Environmental Features & Wildlife Habitat - The woodlands, prairies, and wildlife habitats are appreciated by employees and residents alike. Many hope to see improved facilities that allow people to enjoy the environments;
- Economic & Real Estate Development - More diverse uses with select retail and residential may be desirable. People would appreciate the ability to do more in the planning area, including errands and leisure activities; and,
- Transportation - Participants lamented the planning area as an auto-dominated space. Many hope to see improved pedestrian and bicycle facilities that allow people to safely circulate through the planning area without the need to drive.

The City of Wauwatosa made the online public comment forum available on its website. Source: Wauwatosa.net



Open House attendees reviewed information from past planning efforts.

The Open House was structured in a question-and-answer style to encourage thoughtful discussion.

Open House attendees reviewed display boards, made notes on maps, and completed comment cards.

The Planning Team helped facilitate the Open House and guided attendees through discussions.

Stakeholders engaged in collaborative planning and brainstorming at the Open House.

Of any topic discussed with stakeholders, parks and natural resources in the planning area generated the most lengthy and in-depth conversations. Some expressed their concern that new development could harm the features, while others hoped for improved access.

Open House attendees used multi-colored dots to identify their place of work and residence on a map of Wauwatosa neighborhoods.

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> “This area has the potential to be a major economic engine for the Milwaukee community and can help provide jobs and address poverty.”
>
> – Open House Attendee

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5 REFRAMING A LIFE SCIENCES DISTRICT

UNDERSTANDING THE POTENTIAL

The 21st-century evolution of Wauwatosa's urban center relies upon a transition from a thoroughfare at the Zoo Interchange to a place with identity, authenticity, and heritage. This chapter introduces a triple bottom line approach that balances economic, social, and environmental considerations to encourage sustainable and resilient development. These ideas respect Wauwatosa's traditions and history to fulfill the expectations of the community.

To maintain Wauwatosa's quality of life, the City will continue to pursue budgetary goals that maintain and expand municipal services. These services include many of the amenities that Wauwatosans cherish: good schools, beautiful parks, responsive firefighters, police officers, and public works staff, a well-stocked public library, and a safe environment. To accomplish these goals, the City's tax base needs to grow. As of 2016, Wauwatosa needs to see approximately $70 million worth of annual construction to preserve existing services. The City needs approximately $108 million in annual, new construction to keep pace with the growth in demand for services. To provide tax relief, the City needs *more than* $108 million in annual construction. As this Plan has previously acknowledged, Wauwatosa will continue to experience growth and construction regardless of planning efforts. At present, the City is positioned to guide that growth in a mutually beneficial manner – for the many stakeholders involved.

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Source: StartMeUpWI

CREATING A LIFE SCIENCES DISTRICT

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From "Zoo Interchange" to "Life Sciences District"

If asked to name the planning area, many people would identify it as just north of the Zoo Interchange. While the "zoo" has become the busiest freeway interchange in Wisconsin, the name does not reveal the true value and power of this place in the metropolitan area. In the long run, the area can and should be known as the Life Sciences District – a new central business district at the heart of the region.

This Plan proposes to create the Life Sciences District – not as an arbitrarily imposed vision, but rather as a logical next step inferred from the social, economic, and environmental history of the County Grounds. The Life Sciences District will function effectively and inspire the people who use and visit this unique destination.

What Changes Come with a "Third" Generation for the County Grounds?

The Life Sciences District will emerge as the "third generation" of the County Grounds – following the first generation that ended with the freeway in 1963, and the second generation of expansion that has continued to the present day.

The Life Sciences District embodies the logical growth and integration of the health care institutions, the population base, the surrounding region, and social trends. These factors suggest that the next decades will create major changes. "Will change happen?" no longer remains a relevant question. Instead we must ask, "How can we initiate positive change and how can such changes endure?"

The urban design and policy recommendations of this Plan intend to avoid some negative impacts and create positive outcomes. This Plan provides a detailed roadmap for developing the Life Sciences District with the density and infrastructure that can add substantial social, economic, and environmental value. No one set of values dominates – rather, values and options balance each other for a collective, multi-group, positive impact. To achieve this outcome, we must look at the next generation of development and reframe such development as a metropolitan center.

Triple Bottom Line – Sustainability

As new development occurs, it should be sustainable, enduring, and resilient. These concepts go beyond environmental issues. For example, a commonly used and robust approach views "sustainability" in terms of a best management practice (BMP) known as the "triple bottom line" (TBL). Any sustainable development must work in terms of three "e's":

- Economics (revenue)
- Equity (i.e., social and political fairness)
- Environment (natural and built)

In this case, a TBL becomes immediately obvious given the size of the critical environmental features, the potential economic value, and the major social and political issues that need to be addressed. This Plan addresses each of these factors.

Accountability for Sustainable Change

It is not enough simply for a community to be aware of concepts and models for sustainable action. The community must make the actions happen, recognize the impacts, and determine accountability (for both success and failure). Currently, the most widely accepted model for such accountability appears to be the The Triple Bottom Line Tool from the U.S. Department of Commerce and the Small Business Administration. This detailed, practical accounting system should be embodied in the Life Sciences District as TBL actions are undertaken.

Watertown Plank Road will be a major activity generator in the "third generation" of the planning area. Source: MRMC

What's it worth? (per acre)

In many planning studies, the issue of economic value – among the three TBL components – must be addressed first because none of the other TBL components can be implemented without resources. In this case, economic resources fall into two distinct categories: jobs and property values.

Net increases in employment support the local economic base. In this case, the primary source of jobs comes from the current and future growth of the Milwaukee Regional Medical Center economic engine. Additional jobs come from the Milwaukee County Research Park and the UWM Innovation Campus. Collectively, if we assume current employment at around 18,000 jobs spread over 300 acres, the net job density is approximately 60 jobs per acre. If we look at job density for the entire planning area, the gross job density approximates 25 jobs per acre (source: MCRP and MRMC). Both of these figures represent very strong economic patterns that must be sustained.

More importantly, job density only creates active areas when combined with residential density. When jobs and residential populations combine to create a 24/7 day/night density, the result is almost always a dynamic urban pattern.

The residential density of these areas also requires an economic analysis measured in terms of community revenues over costs. The economic impact of residential density typically examines changes in the assessed values and property taxes per acre.

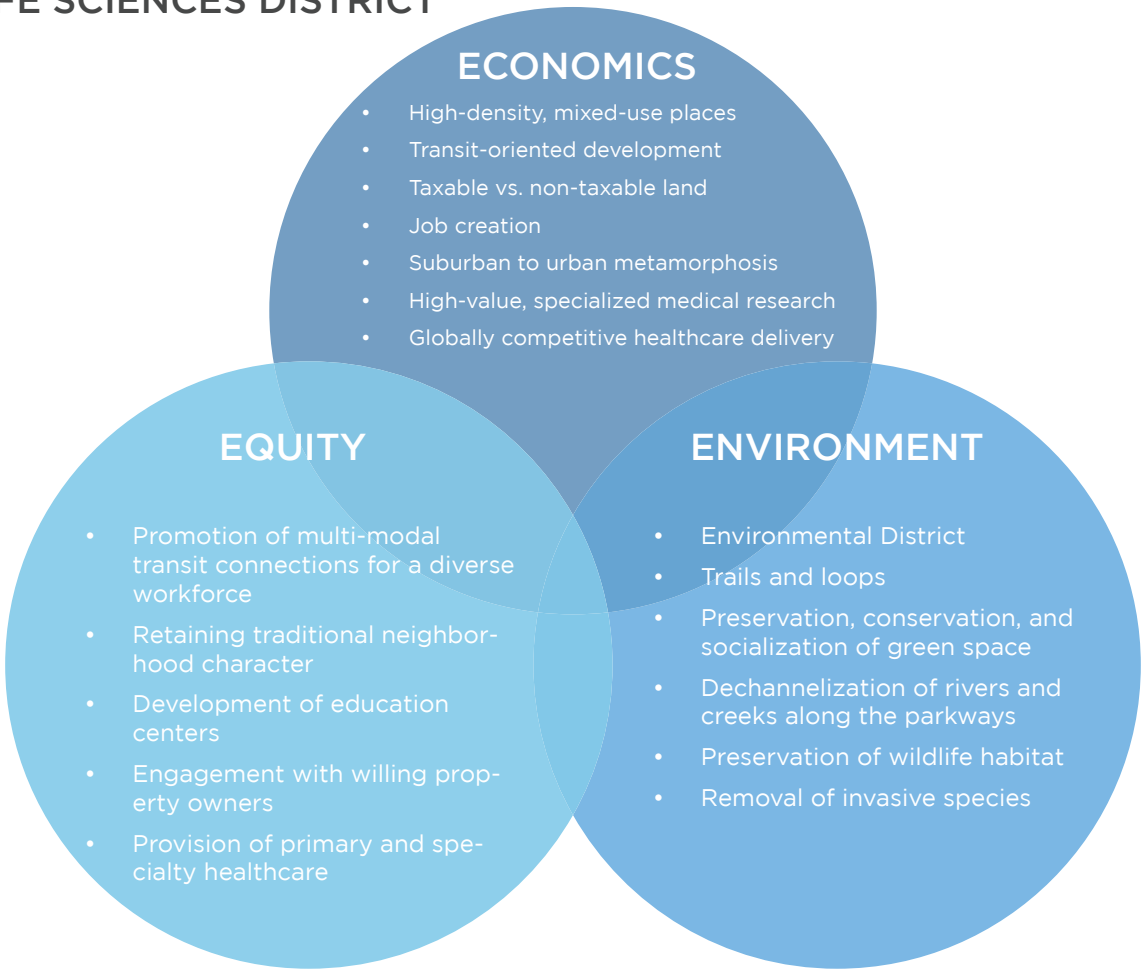
This planning area includes considerable acreage that does not provide any property tax revenues due to the large number of non-profit and publicly held property. As such, the level of residential "property value per acre" on land subject to property taxes emerges as the most important metric.

In addition, property tax revenues also come from commercial development. Some of the private commercial property averages about $1 million per acre, which sounds like a large number. Yet, local residential areas with eight homes per acre easily exceed this value. This Plan combines both sets of values, reasonable levels of expectation, and the secondary and tertiary impacts on assessed values per acre.

Supporting Mixed Uses

The hallmarks of highly-desirable neighborhoods include vibrant socio-economic diversity, an energetic street scene, and a sense of vitality and youthfulness. This can only be achieved through a development approach that encourages mixed uses, specifically with the integration of housing. While some perceive constant activation of

TRIPLE BOTTOM LINE AS APPLIED TO THE LIFE SCIENCES DISTRICT



neighborhood space to be undesirable, day-time and night-time activation generate increased business activity, social interaction, and a sense of safety for both employees and residents. Commercial real estate development craves the business activity, while residents appreciate interacting with their neighbors and the sense of security provided by "eyes on the street."

The "live-work-play" mentality of real estate development requires that spaces remain active throughout the day. Activity generation is made easy in the planning area during day-time operating hours because the business day is in session; in contrast, the planning area's energy ebbs low – almost to nothing – in the evening, save for activity at the hospitals. Thus, residential development is a critical component to operationalize the "live-work-play" mentality. Housing proposed in the planning area can be marketed to the students and staff of nearby educational and medical institutions, residents of Wauwatosa, and residents of the region.

"Can we Balance The Built & Natural Environments?"

One way to avoid change is to "do nothing." This might mean that nothing in the environment is sacrificed and nothing else gets built. The history of the County Grounds, however, suggests this is highly unrealistic. This Plan proposes both the enhancement (and protection) of environmental and economic resources. In cases of conflict, the goals of one or the other may be curtailed in order to achieve a minimum level of satisfactory outcomes for each.

When goals conflict, especially when goals reflect different population groups, a political argument can sometimes ensue. This Plan proposes that the primary way of achieving a fair balance requires an ongoing, deliberative, and respectful participation process with all key stakeholders.

Remedial Urban Land Control

Suburbanized patterns of land division, in addition to relatively lower values per acre, create intractable problems with regard to land divisions:

- Effective street networks have become hard to achieve;
- Building placements cannot be aligned properly given erratic geometries;
- Excessive curvilinear streets make district coherence almost impossible;
- The size of lots forces lower density;
- Large lots promote inefficient parking and traffic arrangements; and,
- Low densities make transit inefficient.

For these and related reasons, regulatory changes for land division will be essential to the creation of the Life Sciences District. Such changes must protect the property rights of existing owners and also advocate for the public interest. No owners should be coerced to change their property ownership or land boundaries. This Plan proposes discontinuing the extension of negative, unsustainable patterns of land control to implement new, more effective patterns of development.

The Dilemma of Change

Wauwatosa will not be known as the first (nor the last) major inner ring suburb to experience pressures for substantial change. Growth of the MRMC campus continually impacts the community in terms of employment, character, socio-economic activity, and physical features. This impetus will remain for many years and represents an inevitable circumstance that must be used as an opportunity for improvement.

"Can Change Be Avoided?"

Some communities choose to view such changes as adversarial or, at best, unwelcome. Those communities work to minimize growth and all expansions as a nuisance to be minimized. Such "growth avoidance" rarely works and, in fact, often makes circumstances much worse. For example, as each neighborhood fends off changes that increase traffic, the unplanned redistribution of traffic exacerbates many other problems. Minimizing traffic problems requires cooperation and coordination, not conflict. There will always be alternatives to each suggestion, but they must be measured in terms of overall impacts for the entire community.

The inevitability of major growth means that this Plan reframes associated problems and opportunities, and devises a way to manage the process effectively.

The Monarch Trail that extends through parts of the Environmental District is a unique example of the preservation, conservation, and socialization of the natural environment. The supposed habitat of Monarch butterflies is preserved while simultaneously allowing for people to appreciate nature. Source: GRAEF

A New Metro Center

The proposed Life Sciences District contains more than one type of urban character with an interconnected network of different places that overlap, interact, and mix people, lifestyles, uses, and values. It goes beyond mixed-use to create a community more akin to the vibrant neighborhoods and districts envisioned once by Jane Jacobs in her pioneering work, "The Death and Life of Great American Cities." A successful metropolitan center must be authentic, avoiding the pitfalls of Disney-like main streets and neighborhoods. The Life Sciences District should embrace the true traditions and expectations of the community.

To begin the planning process, this Plan reconceived sub-areas as a series of neighborhoods, districts, and corridors – all based on their history, context, and current visions. Each area represents a distinct type of place with its own character, role in the Life Sciences District, and process of implementation. The five proposed key places in the Life Sciences District are:

- A Park for the Region (Environmental District);
- The Watertown Plank Neighborhood;
- The Westside Neighborhood;
- The MRMC Campus District; and,
- The Mayfair Corridor.

Each place derives its geography, form, and character from existing conditions and the Plan envisions an incremental process whereby the places connect within a defined Life Sciences District for the 21st century.

Source: GRAEF

FRAMEWORK PLAN DRAFT

The Framework Plan shows a physical layout for locating new buildings, streets, infrastructure, landscape, public places, and environmental features. As part of the overall Life Sciences District Master Plan, the Framework Plan should first be adopted as part of the Comprehensive Plan, refined, and thereafter codified as an "overlay zone" regulating future changes in the area. Sometimes an "overlay zone" is called a "regulating plan". While there are differences, in the context of this document, the two phrases are synonymous.

The Framework Plan:

1. depicts likely land divisions, sizes, and access for new parcels, infrastructure, and public places;
2. defines locations for primary and secondary streets (inclusive of pedestrian and bicycle facilities), non-motorized pathways and trails, and pedestrian bridges;
3. shows potential locations for permanent environmental features (for preservation, conservation, and socialization);
4. shows locations for development and redevelopment (including higher value economic locations intended to increase the City's tax base); and,
5. includes options for public places that provide opportunities for both spontaneous social interaction and programmed activities.

The Framework Plan suggests rules for physical conditions in a manner similar to so-called "form-based codes". Such codes regulate building placement and massing, parking locations, and related design features in order to create vibrant urban districts. At the same time, such codes offer many options for specific land uses (unlike conventional zoning). The guidelines also include best management practices for sustainability (social, economic, and environmental). Chapter 7 provides additional details for carrying forward the Framework Plan and adoption of an overlay zone.

Environmental Uses

To guide future usage of the Environmental District, this Plan has identified three categories of environmental uses:

1. Preservation – limited or no active uses (e.g., Monarch butterfly habitat, stormwater facilities);
2. Conservation – moderate active uses related to the environment (e.g., Forest Exploration Center, Wil-O-Way Underwood); and,
3. Socialization – highly active uses for spontaneous and programmed activity that include elements such as pavilions, playgrounds and sports fields (e.g., Hansen Golf Course, Hoyt Park).

Chapter 7 - Implementation includes additional details on the Environmental District.

Street & Block Pattern

Streets frame and shape our built environment by creating blocks of land for development and by guiding the circulation of transportation systems. Further, streets are our most accessible public spaces. The size and pattern of streets and blocks dictate how land is used, developed, and the level of ease with which we can interact and circulate.

Fewer streets create communities made of larger blocks of land and fewer transportation routes. A higher frequency of streets creates communities with a denser grid and generally increased connectivity with additional transportation routes. A finer grain in the built environment with more streets and smaller blocks promotes efficient, multi-modal transportation, circulation, and development. Too few streets leads to reduced circulation opportunities, increased traffic congestion, greater vehicular dependence, and reduced pedestrian and bicycle activity.

Most of Wauwatosa's built environment reflects a walkable urban grid pattern; the Life Sciences District is the exception. This Plan reflects the addition of new streets and, therefore, new smaller blocks. An increase in streets and blocks will promote greater circulation that will reduce traffic congestion and increase connectivity and walkability for pedestrians and bicyclists, while promoting effective land use for future re/development.

SOLVING the PUZZLE

Preserve, Conserve, & Socialize

People generally think that the only way natural resources can continue to thrive in urban environments is as isolated areas largely untouched by humans. In some instances, this type of protection, also known as "preservation", is appropriate (like national and state parks). In some cases, though, preservation can be inappropriate and potentially harmful to the protection of the resource in the long term (e.g. lack of awareness of the resource leads to lack of support for its existence). The conservation and socialization of natural areas, along with moderate preservation, have historically been successful methods for protecting natural features in cities. When an area's natural resources are conserved and protected while allowing for human socialization and activity, the users' appreciation serves as a far more protective force than any regulation. A community's collective will to protect a forest, prairie, or natural habitat is more powerful than a government-instituted zoning district. Rules can be changed and circumvented; the will of a united community is seldom negotiable.

FRAMEWORK PLAN

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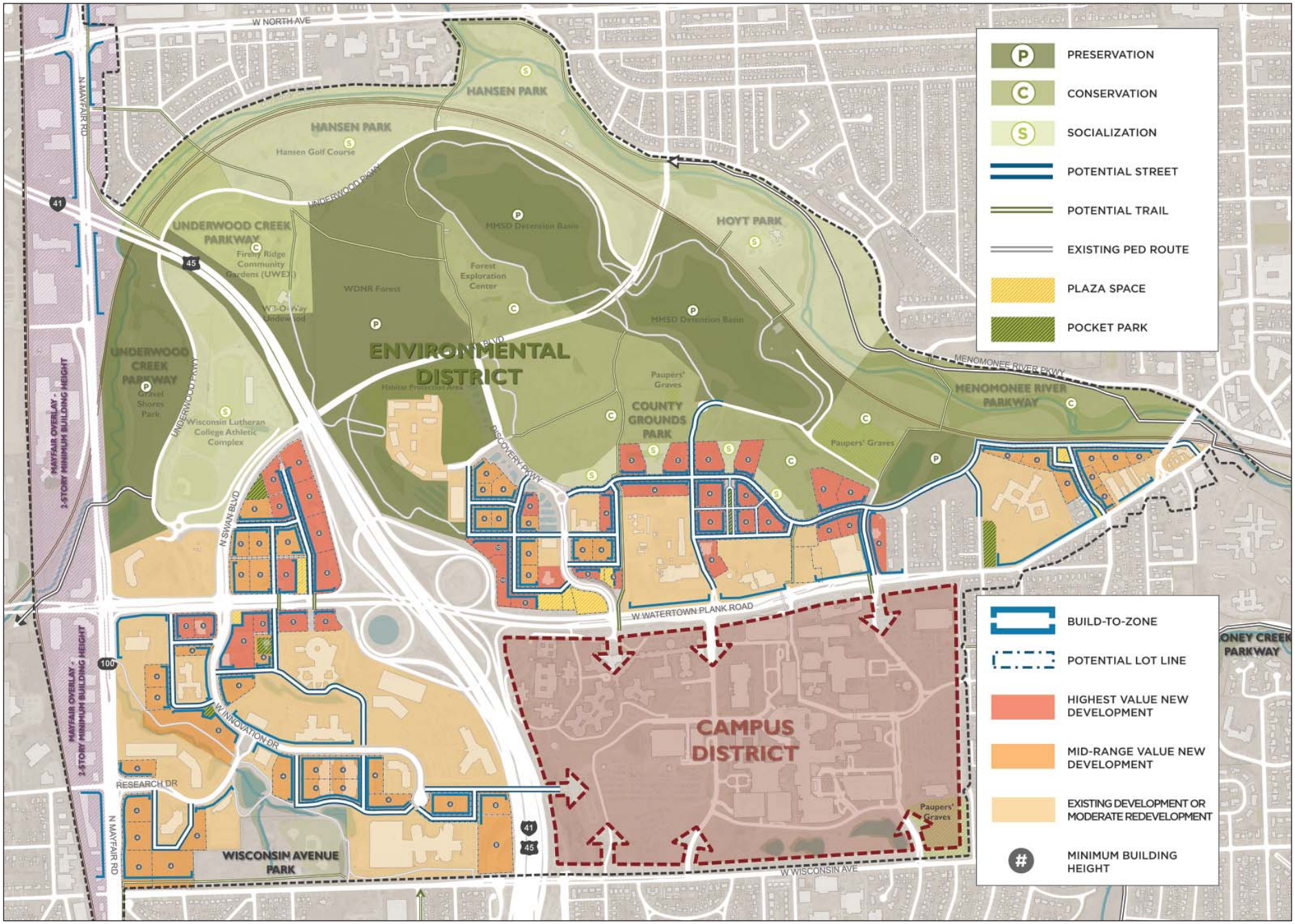

Source: GRAEF

TOSA/MRMC CIRCULATOR

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Why a Circulator?

Today many cities provide local circulators to complement regional transit systems, and to provide a transportation option that connects people to desired destinations. These circulators can foster the redevelopment of public places with high activity into walkable, mixed-use, high-density environments. The development and implementation of these systems comes about through partnerships with city departments, transit agencies, and non-traditional partners, such as non-profits or educational institutions. Two factors that determine the need for a circulator are:

1. High traffic area with large residential and employee populations; and,
2. Presence of multiple activity hubs or centers that attract a large number of pedestrians.

Circulators are often seen as a popular way to get around in high-density areas, such as college campuses, downtowns, tourist attractions, airports, and commercial and retail hubs. Generally, they operate regular, all day or peak period service on a short, reliable route. With limited stops and short headways, circulators provide a faster way for people to get from one place to another within a set geographic area than what is possible with traditional transit.

This chapter continues the discussion from Chapter 3 – Community Context to introduce a transportation option that will support growth, create stronger connections, and increase social and economic value for the neighborhoods, districts, and corridors in the planning area.

Benefits of a Circulator

- Provides a transit option open to residents, staff, visitors, and the general public;
- Supports economic vitality and redevelopment;
- Creates important connections;
- Improves sustainability and energy efficiency, while providing direct and frequent trips; and,
- Can offer intuitive transfers to the regional transit system.

Vehicle Types

The recommended circulator mode for the planning area is a rubber-tire vehicle. Much like streetcars and buses, rubber-tire vehicles can vary greatly in style, size, and appearance. Many cities use engaging branding or a marketing campaign – with a complementary graphic design of the area being served – to attract riders.

Shorter buses allow for easier maneuverability and efficiency in crowded urban environments. Larger buses, such as those used by MCTS, are often considered the "industry standard" of bus fleets and are more affordable in terms of cost options and efficiency for local circulation.

In most cases, the vehicles used as circulators have large clear windows that allow people on the street to see the presence of passengers using the service, and that allow the riders to see attractions and destinations along the loop/route. Vehicles that have low floors, or the ability to lower, help to make boarding and alighting passengers easy, safe, and accessible to ADA passengers.

A variety of rubber-tire vehicles are available. Mercedes produces an Executive Minibus model called, "the City." Source: Mercedes Benz

The DC Circulator services six routes throughout the United States' Capital with five million trips per year. Riders are able to reach their destination at any of 136 stops. Source: DC Circulator

The University of Wisconsin-Milwaukee provides a campus shuttle that allows students and faculty to travel between the main Kenwood campus and satellite residence halls for free with a University I.D. The buses pictured are Cutaway Buses. Source: UW-Milwaukee

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Circulator Objectives

- Connect key trip generators throughout Wauwatosa;
- Encourage local access between the residential neighborhoods, the MRMC, restaurants, retail, and transit connections;
- Support the MRMC's efforts to reduce drive-alone commutes, vehicle demand on local roadways, and parking; and
- Expand to serve the existing commuter transportation demand.

Hubs of Tosa

Watertown Plank Road, Mayfair Road, the UWM Innovation Campus, the parks, and the MRMC are some of the many social and economic hubs in Wauwatosa. These areas generate a significant amount of pedestrian, bicycle, public transit, and automobile traffic on a daily basis. Based on the number of cars and people going to and from Wauwatosa's districts, the need for another transportation mode during peak hours is evident.

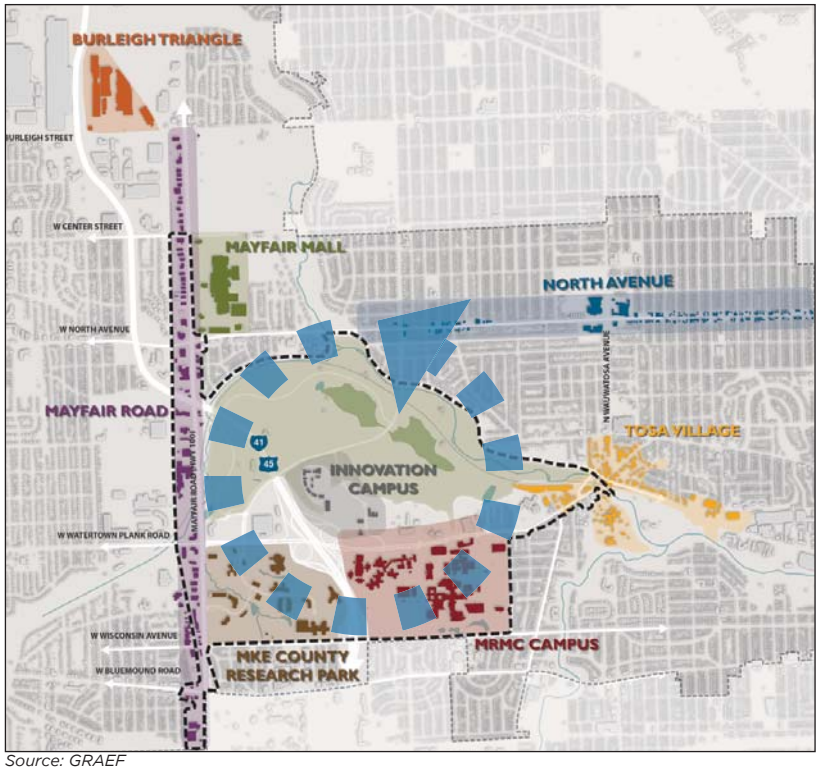
Suggested Phases

- Phase 1 – Starter System (3 routes)
  - » Wauwatosa Village
  - » Mayfair Mall
  - » Research Park
- Phase 2 – Future System (3 revised routes)
  - » East Tosa
  - » "The District" on Burleigh
  - » Research Park via new Connell Avenue Bridge

The following pages present the recommended routes and operating characteristics.

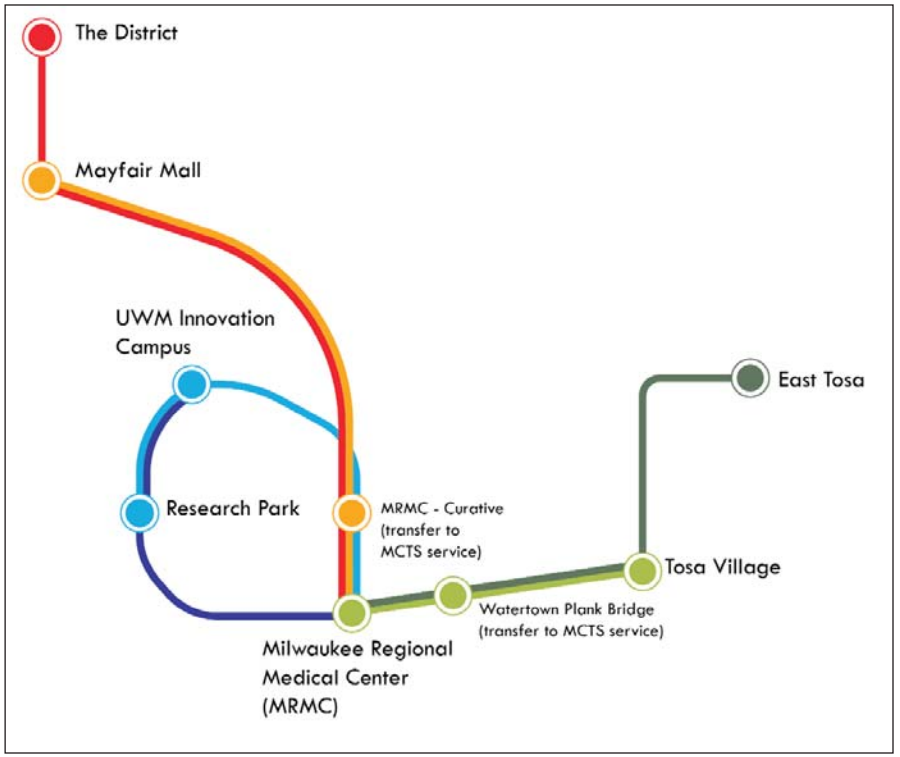
Ongoing research and planning is warranted to confirm route details, select the preferred vehicle type, and maintain system efficiency.

ECONOMIC AND SOCIAL HUBS



Source: GRAEF

TOSA/MRMC NETWORK CARTOGRAM



Source: Nelson\Nygaard

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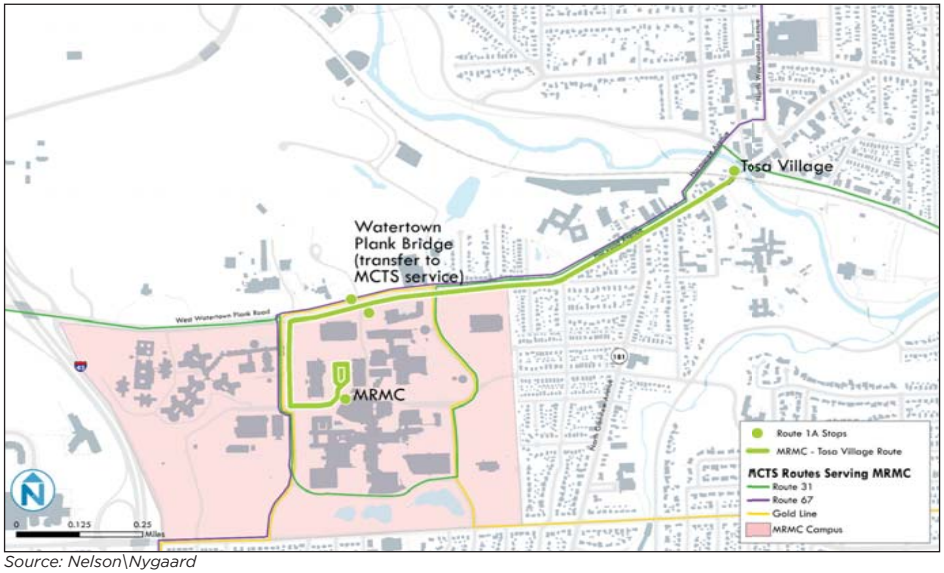
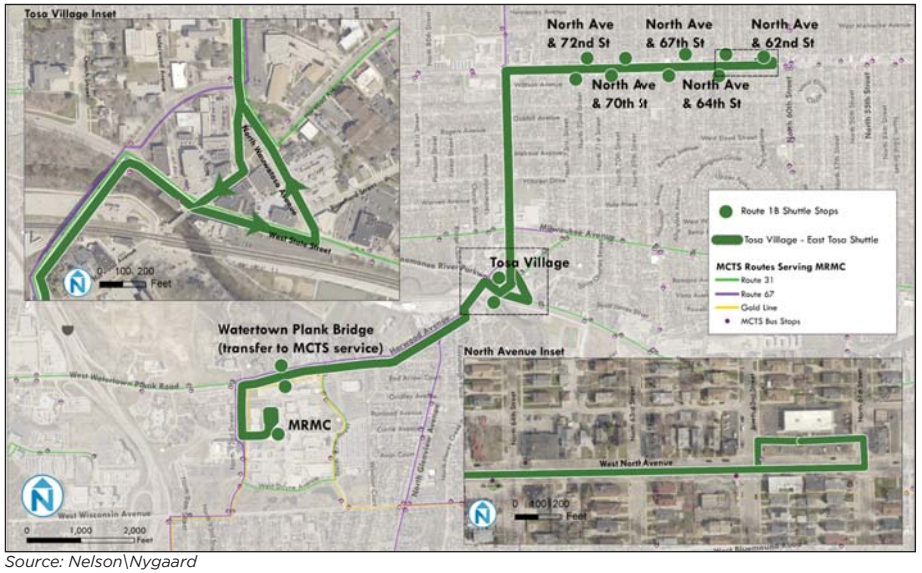
ROUTE 1A & 1B: TOSA VILLAGE & EAST TOSA

ROUTE 1A



Source: Nelson\Nygaard

ROUTE 1B



Source: Nelson\Nygaard

Route 1A

- The "Minimum Operable Segment"
  - » Lunch and shopping route
  - » Ends at south side of Menomonee River footbridge
- Running Time:
  - » One-way: 9 minutes
  - » Round-trip: 18 minutes
- Vehicles: 2
- Hours: 7am – 7pm
- Headway:
  - » 10 mins: 11am – 2pm
  - » 20 mins: 7am – 11am, 2pm – 7pm

Route 1B

- Expansion of Route 1
  - » Lunch and shopping, plus limited commuting
  - » Serves State Street near Menomonee River footbridge
  - » Serves North Avenue between North Wauwatosa Avenue and North 60th Street
- Running Time:
  - » One-way: 19 minutes
  - » MRMC – Tosa Village: 9 minutes
  - » Tosa Village – East Tosa (North Avenue & 62nd Street): 10 minutes
  - » Round-trip: 38 minutes
- Vehicles: 3
- Hours: 7am – 7pm
- Headway:
  - » 15 mins 11am – 2pm
  - » 20 mins 7am – 11am, 2pm – 7pm

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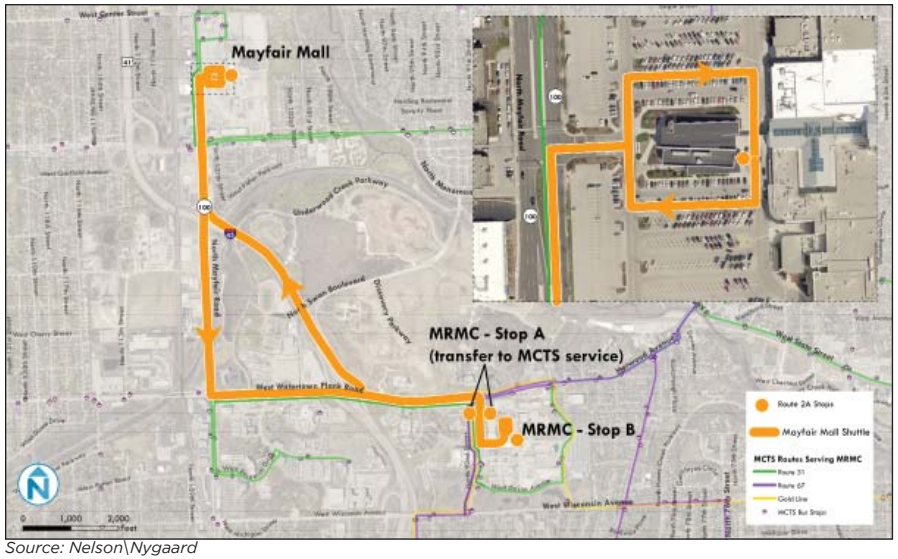
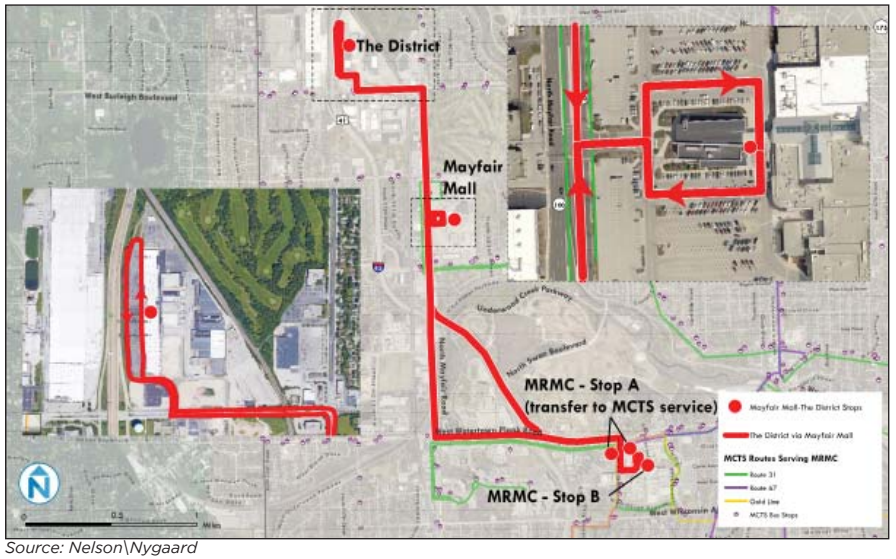
ROUTE 2A & 2B: MAYFAIR MALL & THE DISTRICT

ROUTE 2A



Source: Nelson\Nygaard

ROUTE 2B



Source: Nelson\Nygaard

Route 2A

- Lunch and shopping route to Mayfair Mall
  - » Need Mall's support to use prime location for a shuttle stop
- Running Time:
  - » One-way: 10 minutes
  - » Round-trip: 21 minutes
- Vehicles: 2
- Hours: 11am – 2pm
- Headway: 15 mins

Route 2B

- Future expansion of Route 2
  - » Lunch and shopping route to Mayfair Mall and "The District" on Burleigh
  - » Need Malls' support to use prime location for shuttle stop
- Running Time:
  - » One-way: 18 minutes
  - » MRMC – Mayfair Mall: 10 minutes
  - » Mayfair Mall – Burleigh Triangle: 8 minutes
  - » Round-trip: 36 minutes
- Vehicles: 3
- Hours: 11am – 2pm
- Headway: 15 mins

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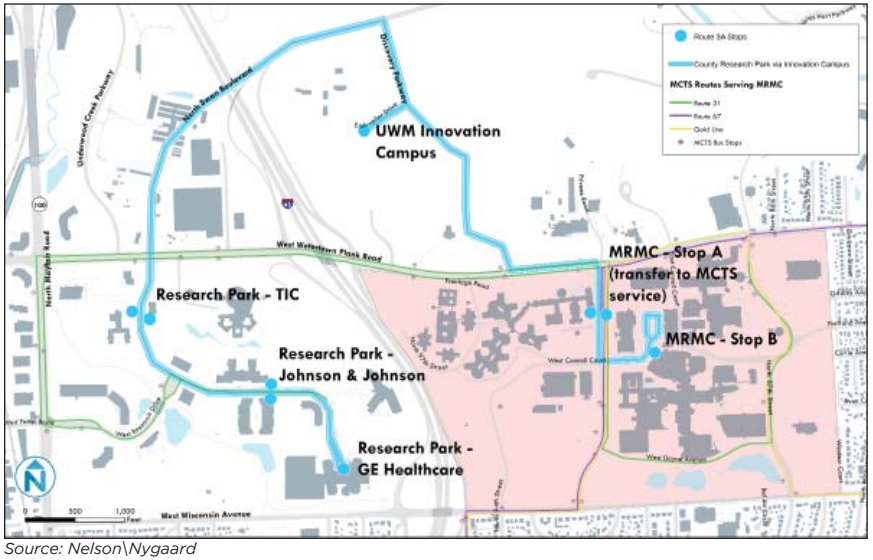
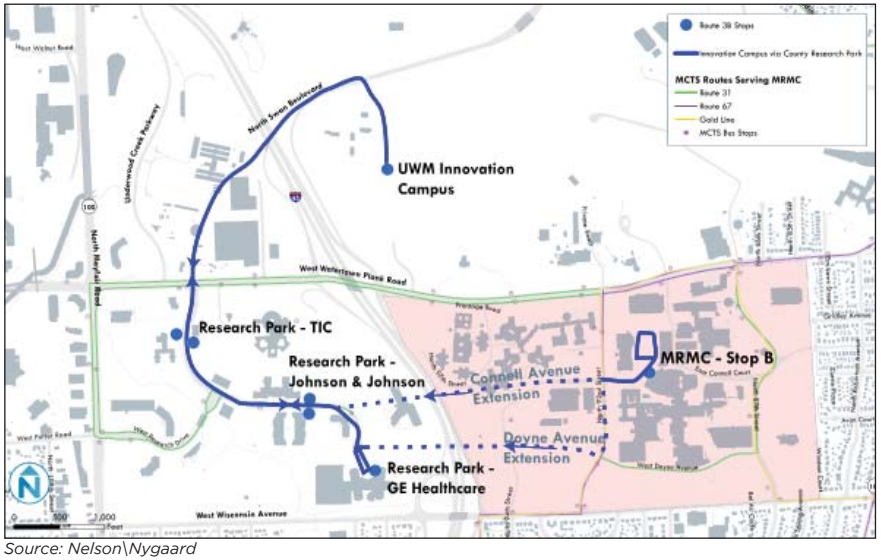
ROUTE 3A & 3B: RESEARCH PARK & UWM INNOVATION CAMPUS

ROUTE 3A



Source: Nelson\Nygaard

ROUTE 3B



Source: Nelson\Nygaard

Route 3A

- Connect related businesses and other transit routes
- Running Time:
  - » One-way: 13 minutes
  - » MRMC – UWM Innovation Campus: 6 minutes
  - » UWM Innovation Campus – Research Park: 7 minutes
  - » Round-trip: 26 minutes
- Vehicles: 2
- Hours: 8am – 6pm
- Headway: 15 mins

Route 3B

- Future, faster service via future Connell Avenue bridge or Doyne Avenue bridge
- Running Time:
  - » One-way: 11 minutes
  - » MRMC – Research Park: 4 minutes
  - » Research Park – UWM Innovation Campus: 7 minutes
  - » Round-trip: 22 minutes
- Vehicles: 2
- Hours: 8am – 6pm
- Headway: 15 mins

ESTIMATED COSTS & PROJECTIONS

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The following tables provide estimates for operating costs, capital costs, and ridership for the proposed circulator. These were developed using professionally-recognized forecasting methods; the estimates are contextually appropriate to the planning area. Various routes and scenarios are described to illustrate the potential for expansion.

The system would see increased capacity and efficiency if it were to be enlarged.

OPERATING COSTS BY ROUTE

Route Number	Route	Vehicles	Daily Vehicle Hours	Daily Operating Cost Estimate*	Annual Operating Cost Estimate*
1A	MRMC - Tosa	2	15	$750	$187,500
1B	MRMC - Tosa – East Tosa	3	27	$1,350	$337,500
2A	MRMC - Mayfair	2	6	$300	$75,000
2B	MRMC - Mayfair - The District	3	9	$450	$112,500
3A	MRMC - Innovation Campus - County Research Park	2	20	$1,000	$250,000
3B	MRMC - Innovation Campus - County Research Park	2	20	$1,000	$250,000

*Assuming $50 per vehicle hour
Source: Nelson\Nygaard

OPERATING COSTS BY SCENARIO

Operating Scenarios	Scenario Name	Vehicles	Daily Vehicle Hours	Daily Operating Cost Estimate*	Annual Operating Cost Estimate*
1A only	Minimum Operable Segment	2	15	$750	$187,500
1B	East Tosa Expansion	3	27	$1,350	$337,500
1A, 2A	Tosa Village & Mayfair	4	21	$1,050	$262,500
1B, 2A	East Tosa & Mayfair	5	33	$1,650	$412,500
1B, 2A, 3A	East Tosa, Mayfair & Research Park	7	53	$2,650	$662,500
1B, 2B, 3A	East Tosa, The District & Research Park	8	56	$2,800	$700,000
1B, 2B, 3B	East Tosa, The District & Connell Avenue Bridge	8	56	$2,800	$700,000

*Assuming $50 per vehicle hour
Source: Nelson\Nygaard

CAPITAL COSTS BY SCENARIO

Operating Scenarios	Scenario Name	Total Vehicles	Total Daily Vehicle Hours	Capital Cost Estimate – Low*	Capital Cost Estimate – High*
1A	Minimum Operable Segment	2	15	$100,000	$200,000
1B	East Tosa Expansion	3	27	$150,000	$300,000
1A, 2A	Tosa Village & Mayfair	4	21	$200,000	$400,000
1B, 2A	East Tosa & Mayfair	5	33	$250,000	$500,000
1B, 2A, 3A	East Tosa, Mayfair & Research Park	7	53	$350,000	$700,000
1B, 2B, 3A	East Tosa, The District & Research Park	8	56	$400,000	$800,000
1B, 2B, 3B	East Tosa, The District & Connell Avenue Bridge	8	56	$400,000	$800,000

*Assumes cutaway model
Source: Nelson\Nygaard

RIDERSHIP PROJECTIONS

Operating Scenarios	Scenario Name	Total Daily Vehicle Service Hours	Daily Ridership Forecast - Low	Daily Ridership Forecast - High
1A	Minimum Operable Segment	15	180	390
1B	East Tosa Expansion	27	324	702
1A, 2A	Tosa Village & Mayfair	21	252	546
1B, 2A	East Tosa & Mayfair	33	396	858
1B, 2A, 3A	East Tosa, Mayfair & Research Park	53	636	1,378
1B, 2B, 3A	East Tosa, The District & Research Park	56	672	1,456
1B, 2B, 3B	East Tosa, The District & Connell Avenue Bridge	56	672	1,456

Source: Nelson\Nygaard

Based on U.S. Census data (Employment: LEHD data; Population: Census 2010 block-level data)
Caution: Employer-based circulators have struggled to attract ridership; sparse data available on their performance
Average densities within 1/4-mile of shuttle route: 20 jobs per acre; 9 residents per acre
Based on TCRP 55 forecasts; we expect 12-26 passengers per vehicle hour

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34,000

The average number of cars that travel through the intersection at Mayfair and Watertown Plank Roads on a daily basis

Source: 2010 WisDOT

16,000

The number of people employed at the Milwaukee Regional Medical Center

Source: MRMC

600+

The number of acres of green space and environmental features in the planning area

Source: Milwaukee County Land Information Office

29

The number of neighborhood associations that represent residents in Wauwatosa.

Source: City of Wauwatosa

4,600

The number of people employed in the Milwaukee County Research Park and UWM Innovation Campus

Source: MCRP

Source: Google

Source: MRMC

Source: GRAEF

Source: SaintSebastianOnline.net

Source: MCRP

Source: GMToday.com

Source: The Mayfair Collection

Source: Hunzinger Construction Company

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6 NEIGHBORHOODS, DISTRICTS, CORRIDORS

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6.1 A PARK FOR THE REGION

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AN ENVIRONMENTAL DISTRICT

Historically, the greatest value of the Environmental District has been its rich environmental features. The diagram of this district on Page 76 depicts a full range of resources (also shown in photographs). Some features reflect the geologic history of the site, while others date back to the early days of the County Grounds. Still, other changes are recent.

The park areas within the overall proposed district include a broad range of owners, natural and artificial features, habitats, and built facilities. Each of these elements comes with a different purpose or mission. All features relate to environmental factors, but no overarching theme or identity emerges. A larger identity, like a regional Environmental District, can help these disparate pieces merge physically and experientially into a much larger and culturally significant place.

Source: GRAEF

Source: GRAEF

ADD VALUE FROM THE PAST TO THE FUTURE

Maintaining Existing Parks

Different organizations own, manage, and protect different portions of the combined area of the proposed Environmental District. Each area serves different user groups who have a stake in the long term continuation of their interests. These sub-areas include, for example:

- Hoyt Park (Milwaukee County);
- Hansen Golf Course (Milwaukee County);
- County Grounds Park (Milwaukee County);
- Underwood Parkway (Milwaukee County);
- Menomonee River Parkway (Milwaukee County);
- The Monarch Butterfly Habitat (UWM);
- Ronald McDonald House;
- Department of Natural Resources;
- Private landscapes; and,
- MMSD Flood Management Basins.

This Plan assumes that all of these places continue their missions and operations, and that future linkages and integration of subareas will emerge following this Plan as a mutually cooperative and voluntary effort.

Social Value

Parks must always protect and enhance the natural environment that visitors wish to experience. Parks, however, should not minimize public use, nor should they serve only specialized interests. Parks should maximize the frequency and diversity of experiences for a wide cross section of the urban population.

The Environmental District can maximize the number of views into the park from an activated perimeter circulation system. This circulation system will promote walking, jogging, relaxing, or just looking. Parks, however, must also accommodate motorized vehicles in order to facilitate a broad number of users – both individuals and groups.

Historically, parks were designed with multiple features and styles, including classical gardens, picturesque sequences of scenery, and unique environmental experiences – appealing to diverse interests and offering an escape and a place of relaxation.

Parks preserve our natural environment, though many of our most famous and well-used parks were not "preserved" but completely redesigned environments planned to attract all people in the surrounding community. Central Park in New York City is one such model. Many of Milwaukee's parks follow that same tradition. Washington Park, for example, began with a zoo, racetrack, swimming pond, and concert facility.

Economic Value – the Perimeter

Parks, when truly shared by the community, create great economic value (source: American Planning Association (2002) and Trust for Public Land (2009)). Many planners use this principle by creating parks that are ringed by new residential development. The high-rise apartments surrounding Central Park have, perhaps, the highest value housing in the United States – on a square foot basis. Milwaukee's lakefront echoes this equation by locating new apartments in high rises that have lake views.

The economic value of locating housing along environmental amenities does not stop with the immediate perimeter; it typically spreads outward, like ripples on a pond, to increase the value of surrounding streets and blocks. The same type of impact can and should be created using the Environmental District as a regional, high-value destination.

The Need for Permanence & Performance

Generally speaking, the social and economic value of parks requires high visibility, high access, and long-term permanence. In the case of the Environmental District, many different organizations and individuals, each with different missions, own and manage parts of the land. No entity oversees the combined environmental resource. Moreover, complex and, in some cases, ambiguous regulatory systems overlay these multiple sub-areas. This Plan assumes that the diversity of sub-areas will remain, but at the same time, begin to create a cohesive "district" with a more integrated and permanent boundary. This Plan also proposes a perimeter of development and activities intended to become a permanent high value "edge" – not just a legal or regulatory boundary, but a cultural boundary shared (and enforced) by collective regional interests and individual special interests.

SOLVING the PUZZLE

Money Grows on Trees

People like being close to parks and green space. Even if they are stalwart urbanites, the trees, flowers, shade, and breezes are alluring. Not surprisingly, property values reflect human desires to be near parks through an almost direct correlation between the adjacency of a home to a park and its corresponding property value. A 2009 report from the Trust for Public Land cited a source that revealed that a high-quality park could increase a proximate home's value by 15 percent. The increase in property value is not guaranteed, but, due to the Environmental District's size and amenities, the likelihood of increased property values for new urban commercial and residential development is great.

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TOP 5 LARGEST PARKS IN MILWAUKEE COUNTY

WHITNALL PARK

629 ACRES

GRANT PARK

381 ACRES

BROWN DEER PARK

362 ACRES

DRETZKA PARK

326 ACRES

LINCOLN PARK

311 ACRES

ENVIRONMENTAL DISTRICT

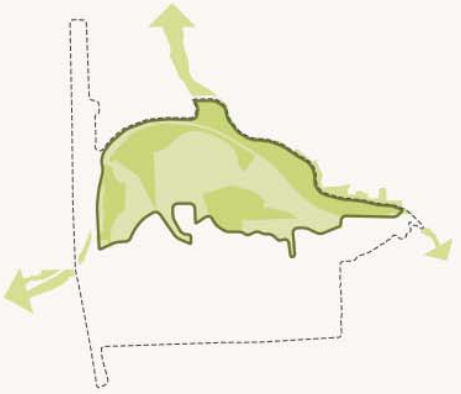
2ND LARGEST CONTIGUOUS GREEN SPACE IN THE COUNTY*

THE DISTRICT EQUALS 8% OF THE CITY'S TOTAL LAND AREA

INCLUDES HOYT, HANSEN, AND COUNTY GROUNDS PARK ALONG WITH OTHER RECREATIONAL & ENVIRONMENTAL AREAS

CONNECTIONS TO THREE MAJOR PARKWAYS INCLUDING MENOMONEE RIVER, UNDERWOOD CREEK, & HONEY CREEK

*Excluding parkways



597 ACRES

Everyone Has A Stake In The Ground

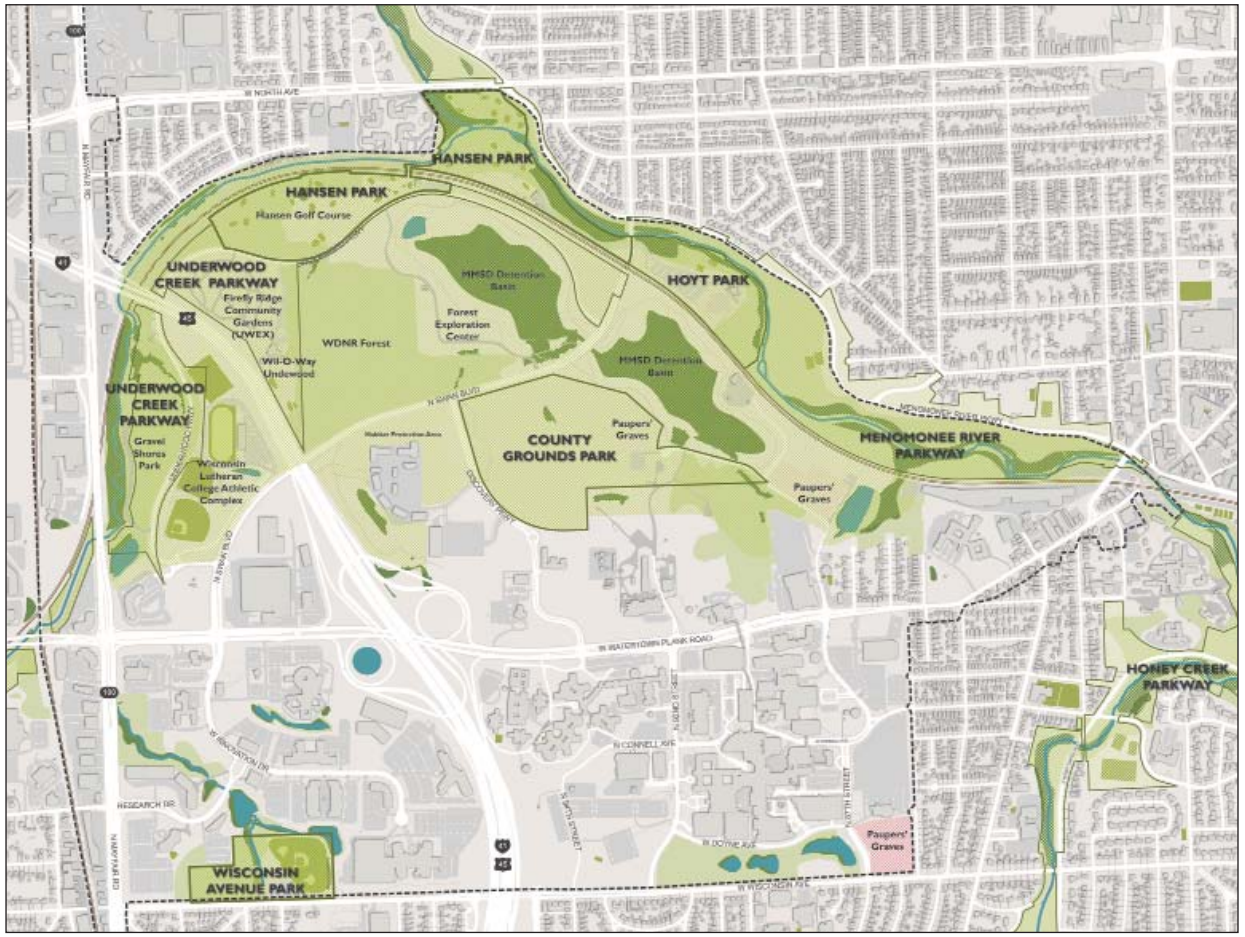
All stakeholders share the benefits of a "wellness" district. The Environmental District should serve different population groups including those who use the park now, as well as others who will see it as a desirable destination. User groups should include:

- People who live and work in the new buildings located on the developable portions of the land;
- Patients, staff, and visitors at the Milwaukee Regional Medical Center seeking a place of reflection, health improvement, or social activity;
- Students from kindergarten through graduate school that study environmental issues, habitats, history, and related topics;
- Neighbors from around the area looking for a place to spend a "day in the park"; and,
- Persons participating in spontaneous unprogrammed activities, annual events (like runs or social gatherings), individual hikes, picnics, organized sports, walking the dog, or just spending a few minutes looking at other people and the scenery.

From Backyard to Front Yard

This area does not share the power of a lakefront view, but it can create its own internal amenity as a regional destination. To do this, public attitudes about the park area need to change.

During the preparation of this Plan, one contributor referred to the area as a "backyard" with an assortment of uses intended for more exclusive (and exclusionary) uses. This Plan envisions the area becoming a "front yard": open to a broader population, and serving as a destination amenity. By creating a unified identity for the entire range of experiences, the Life Sciences District can claim pride in one of the strongest environmental amenities in the region.



Source: GRAEF

Main Entrance on Watertown Plank

A good front yard also needs a good front gate. In this case, the front gate needs to occur along Watertown Plank Road. The other Environmental District edges remain either hard to penetrate (the river and railroad) or offer less visibility to outside population groups (Discovery Parkway and Swan Boulevard).

Watertown Plank Road has become the primary street that brings almost everyone in the region to the park area. Yet development along Watertown Plank Road hides most of the park from view. Park features lie behind the buildings, not in front. While a potential extension of Connell Avenue north through County land would be a key entrance, other options remain as suitable front gates that offer appealing views into the Environmental District: Discovery Parkway (Discovery Terrace), 87th Street, 92nd Street, and a potential extension of Glenview Avenue. This Plan seeks to preserve and enhance this experience for the future with further discussion in Chapter 6.2 - Watertown Plank Neighborhood.

UNIQUE DESTINATIONS

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All features in the park deserve special care. Some places, however, can be viewed as regional, or at least community-wide, destination points that create the unique amenities and branding for the Life Sciences District.

Butterflies & Habitat

Creating an effective habitat for the Monarch butterfly became a major opportunity and challenge in past years. Currently, the areas set aside to protect the Monarch environment need to be preserved and enhanced, along with the other critical support factors for the habitat.

Over time, habitat areas for other species need to be further studied, planned, and implemented. The environmental assets in the park represent a unique resource to simultaneously increase preservation, social activity, and higher levels of daily use.

The Ruins of History

Current park users comment about the ruins of buildings and other structures that have been left in the park areas. Remnants of the past can become one of the most important and appealing features of the park. An old stairway or stone fence, for example, makes the passerby wonder what happened at this spot years ago. While historical plaques can narrate the story, the physical ruins of old structures give the site a unique, irreplaceable aura. These ruins can help the community understand the importance of the County Grounds and the entire system of social health and welfare issues that underlie the community.

The Woods

Parts of the Environmental District still contain older growth trees. The magic of walking though old growth and forested areas can educate the population regarding the value and need for environmental conservation. The opportunity to walk through such an environment, as an individual or with a small group, gives people a truly rural experience – not just an abstract sense of nature implied by building setbacks and front lawns.

The River Parkway System

Milwaukee County's park system includes a structured set of river parkways intended to connect the County's overall park system. The Environmental District can and should emphasize these connections and experiences. Additionally, restoration efforts are ongoing along the Parkways' creeks and rivers to naturalize the water courses providing for healthier natural features. For many homeowners along the parkway, additional people using trails and walkways may be seen as an intrusion. The design recommendations in this Plan seek to reduce the sense of intrusion and respect the need for neighborhood privacy, yet simultaneously improve the social and economic value of the entire community.

The Cemeteries

The paupers' graves, and the stories behind them, provide another powerful reminder of community history (see the diagram on previous page). This part of our past needs commemoration. The graves tell us something about life in the community more than a century ago. The process of memorialization can become another effective way to make the Environmental District a unique and well-visited destination place for the region.

Friends of the Monarch Trail have begun reseeding areas along I-41/US45 with milkweed to rebuild Monarch butterfly habitat. Source: Friends of the Monarch Trail

Remnants of the Milwaukee County Insane Asylum stand in County-owned land in the Environmental District. Source: Eddee Daniel via WUWM

Restoration along the Menomonee River at Hart Park removed barriers to fish passage. Source: JSOnline.com

TRAILS & LOOPS

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Just as the key places can become special destinations within the park, so too can the circulation elements of trails and loops. Such pathways were the most significant design features of picturesque parks and landscapes. Movement through the park from point to point became the basis for the picturesque series of experiences for park users. This Plan proposes to create multiple trail and loop systems through the enhancement/ extension of existing routes and the creation of new ones. The system of trails and loops would distribute activity throughout the Environmental District and its surrounding areas.

Walking, Bicycling, & Economics

Ultimately, all of the trails can encourage the use of bicycles and walkways as a means of going to and from work (especially at the MRMC), shopping (for future retail), and recreation. If trails can systematically supplement driving with walking and bicycling, the community can save significantly in road maintenance, parking, and personal expenses (while promoting health and well being). The maps on the following pages can be used to locate the trails and loops described in the ensuing paragraphs.

Hoyt "Crossing"

This trail would formally connect residents and employees from the MRMC to the most active and popular part of Hoyt Park using existing paths around the MMSD detention basins and new north-south routes running through the Watertown Plank Neighborhood (see maps on following pages). The pavilion, swimming pool, and play areas can all become more accessible features for residents and visitors. The trail would also link to residences north of the Menomonee River Parkway. The potential trail connections can be made at two possible locations (#3 and #4 on the following page) with a short-distance tunnel or bridge across the tracks.

Discovery "Crossing"

Discovery Trail cuts through the center of the Environmental District and would link people from the MRMC to North Avenue. This route utilizes the existing infrastructure of Discovery Parkway and the planned driveway entrance to the Forest Exploration Center north of Swan Boulevard. This route is highly attractive for bicycle commuters due to the lighting already present along the roadway. Here, too, the route would work for linking residential areas to work areas, park and habitat areas, and future retail uses. This trail could use the golf course tunnel in Hansen Park combined with a pedestrian and bicycle bridge across the river (see maps on following pages).

Mayfair "Crossing"

As a long-term, ambitious concept, the ability to link the MRMC, the Environmental District, and the Mayfair Corridor offers great potential for impacting traffic and socio-economic activity. Today, the Mayfair Corridor bases its value entirely on high-speed arterials and over-supplied parking. The trail system would not replace this auto-dominated system, but it could help to reduce its negative impacts. Put another way, the trails help begin a "car diet" that will be essential to the long-term survival of the Mayfair Corridor. The proposed Mayfair Trail hugs the eastern edge of the UWM Innovation Campus and utilizes the recently completed Swan Boulevard underpass and then would look to create an extension through Wil-O-Way and eventually across Underwood Creek. The Mayfair Trail could explore multiple crossing points north of Underwood Parkway via pedestrian and bicycle bridges across the creek (see #1 and #2 on the following page and maps on following pages).

Memorial "Crossing"

The cemeteries and paupers' graves should not be overlooked as an unfortunate era in the history of the County Grounds. They should, instead, be memorialized as evidence of the social concerns and recognition of human conditions that were part of our history. Currently, the cemeteries have been isolated and do not link together in a meaningful way. This trail looks to utilize an enhanced 87th Street to connect the known paupers' graves within the MRMC campus to the graves on the north side of Watertown Plank Road. A Memorial Trail would serve as a useful physical reminder of the past.

In an effort to once again connect to the residential neighborhoods to the north, this trail identifies a tunnel below the tracks and a bridge across the river to connect to the Menomonee River Parkway. An existing storm water culvert could be reconditioned to serve as a tunnel. The trail can also serve as a source of increased pedestrian and bicycle movement to and from job locations at the MRMC and the surrounding area (see #5 on the following page and see maps on following pages).

Enhancing Connections

Connections to surrounding neighborhoods on the north side of the Environmental District can be enhanced through additional planning efforts. The diagram on the following page identifies improved and potential crossings at rail lines that can serve as connectors. Coordination with Milwaukee County, MMSD, and WisDOT will be important depending on the crossing location.

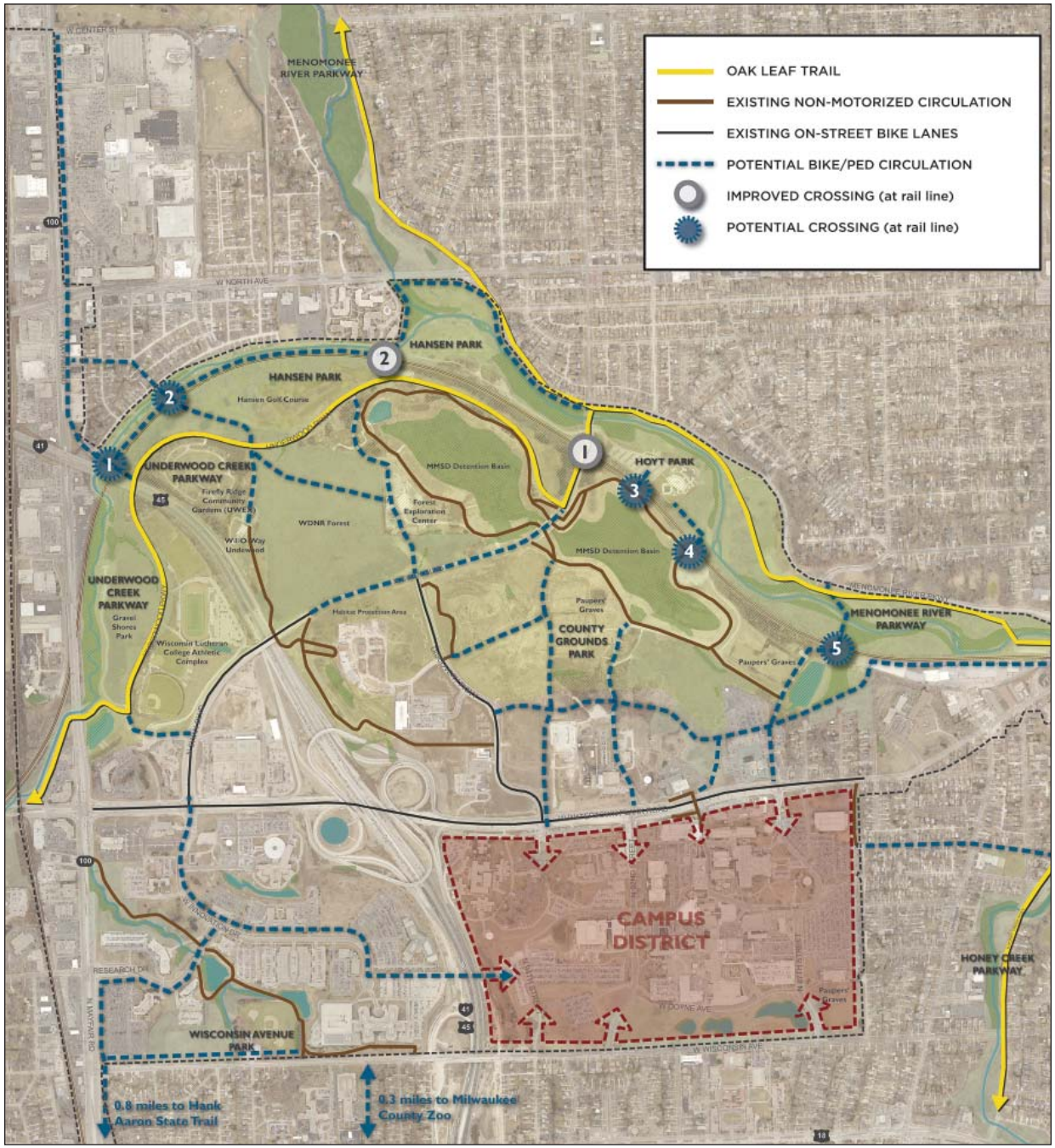
EXISTING AND POTENTIAL CIRCULATION DRAFT

Improved Crossings (grey circle):

1. Swan Boulevard Underpass – Widen underpass to provide safer bike/ped accommodations.
2. Hansen Park Golf Course Tunnel – Widen and increase clearance height of the existing tunnel and work with the County to allow general public (both golfers and non-golfers) to utilize the tunnel.

Potential Crossings (blue circle):

1. I-41/US45 off-ramp to Hwy 100 – City should work with WisDOT to provide bike/ped connection (bridge) from the existing Oak Leaf Trail (Underwood Parkway) to Hwy 100.
2. N. 106th Street extension – An alternative to the I-41/US45 crossing, this potential crossing (bridge) would connect the existing Oak Leaf Trail (Underwood Parkway) to Hwy 100.
3. Hoyt Parking Lot – An at-grade, informal crossing already occurs at this location. Tunnel or bridge research should be pursued to create a safe, legal crossing point that connects Hoyt Park to the larger Environmental District.
4. Hoyt Park – An alternative to the crossing at Hoyt Parking Lot, this potential crossing (tunnel) would look to utilize existing stormwater culverts that run between the MMSD Detention Basins and the Menomonee River. A resizing of the culvert to accommodate bike/ped traffic would be required.
5. Memorial Crossing – Similar to the crossing at Hoyt Park, this potential crossing (tunnel) would look to utilize an existing stormwater culvert that runs between the stormwater pond and the Menomonee River. A resizing of the culvert to accommodate bike/ped traffic would be required.



Source: GRAEF

The District Loop

The District Loop runs along the outer edge of the Environmental District. The outermost bike/ped loop should be a highly accessible path for all people. Along the way, there should be ample benches, pavilions and seating areas, lookout points and terraces, and easy connections to parking and vehicular circulation. This proposed loop branding utilizes existing bike/ped routes, such as the Oak Leaf Trail, Swan Boulevard, and Discover Parkway, and also proposes new routes along the southern edge of the Environmental District.

Basin Loop & Run

The current stormwater basins protect the area from flooding risks. These monumental stormwater basins created for the MMSD also provide exercise trails for joggers and hikers. An annual "run" or similar set of events would help make the Environmental District a destination.

Health Loop

While a specific route or 'loop' is not identified, all bike/ped trails support the personal health of all people in all physical conditions. Many areas near hospitals and medical centers provide small healing gardens and similar facilities. This Plan sets the framework for a far more robust and extensive system of places and experiences that speaks to people with a broad range of health conditions, challenges, and opportunities.

Source: GRAEF

FRAMEWORK PLAN - THE ENVIRONMENTAL DISTRICT

To guide future usage of the Environmental District, this Plan has identified three categories of environmental uses: Preservation – limited or no active uses (e.g., Monarch butterfly habitat, stormwater facilities); Conservation – moderate active uses related to the environment (e.g., Forest Exploration Center, Wil-O-Way Underwood); and, Socialization – highly active uses for spontaneous and programmed activity that include elements such as pavilions, playgrounds and sports fields (e.g., Hansen Golf Course, Hoyt Park). Source: GRAEF

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6.2 WATERTOWN PLANK NEIGHBORHOOD

GATEWAY TO THE URBAN CENTER

The Watertown Plank Neighborhood acts as the urban center's social street driving economic activity and providing access to the scenic environmental area to the north. This chapter describes Watertown Plank as a business thoroughfare, its role as a gateway to the urban center, and how nearby neighborhood streets will be retained. The Watertown Plank Neighborhood connects Mayfair Road, the Milwaukee County Research Park, and the Medical Center to the UWM Innovation Campus, activity on Harwood Avenue, and the Historic Village.

Source: GRAEF

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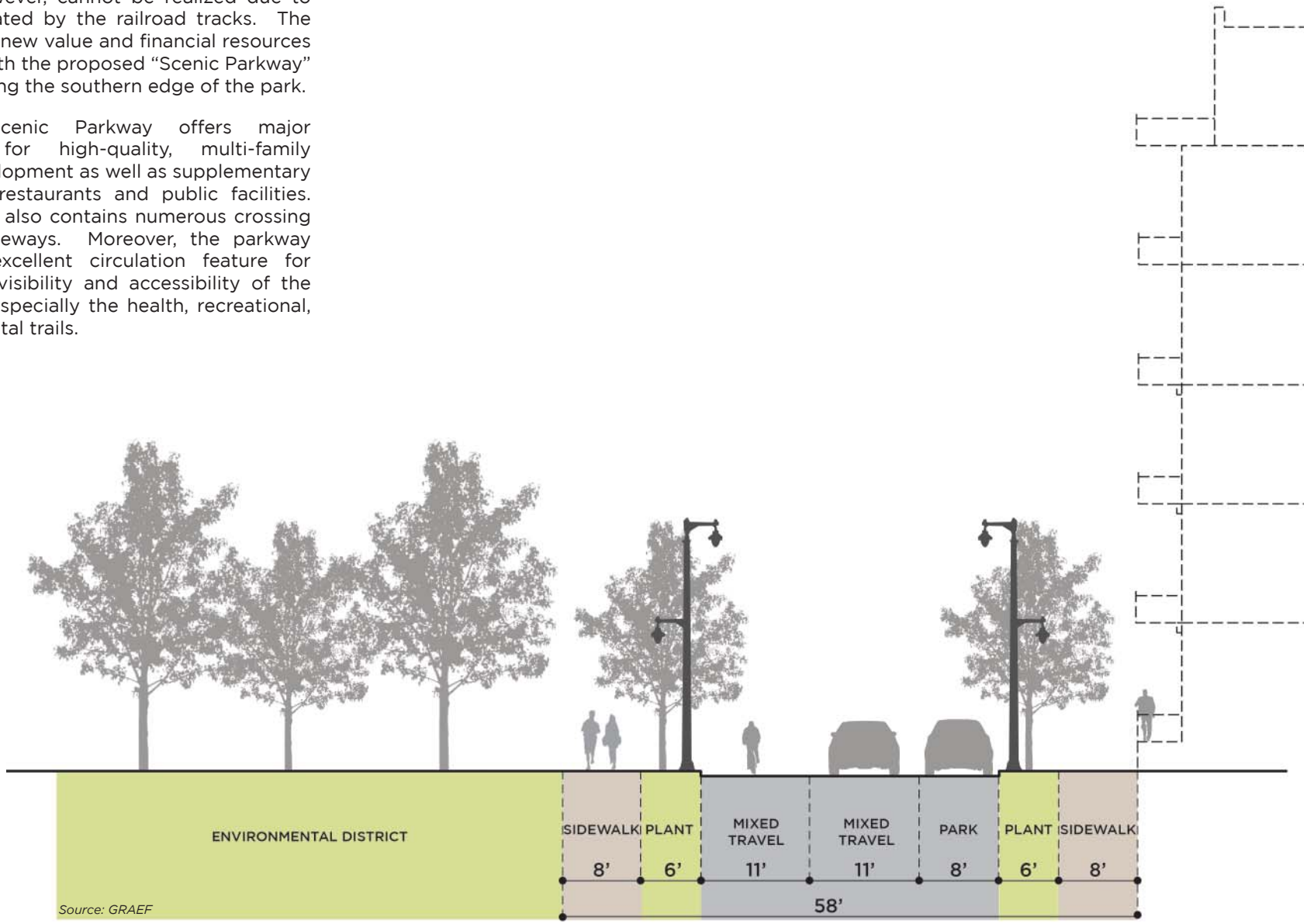
New Value & Resources of the Park – Scenic Parkway

The Environmental District establishes much higher social and economic value along its perimeter. That value, however, cannot be realized due to the barrier created by the railroad tracks. The opportunity for new value and financial resources rests entirely with the proposed "Scenic Parkway" that weaves along the southern edge of the park.

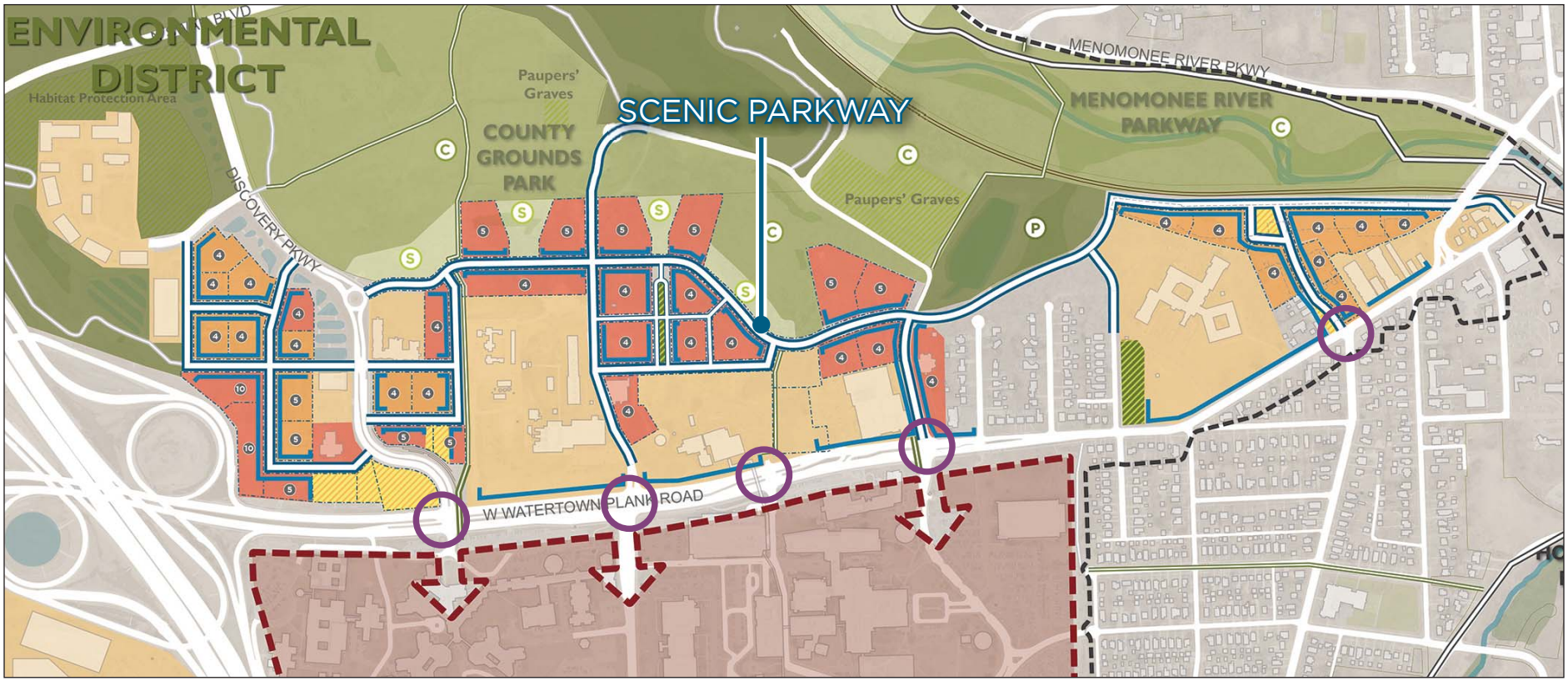
The linear Scenic Parkway offers major opportunities for high-quality, multi-family residential development as well as supplementary uses, such as restaurants and public facilities. Scenic Parkway also contains numerous crossing points and gateways. Moreover, the parkway becomes an excellent circulation feature for increasing the visibility and accessibility of the park features, especially the health, recreational, and environmental trails.

CONCEPTUAL CROSS SECTION OF SCENIC PARKWAY

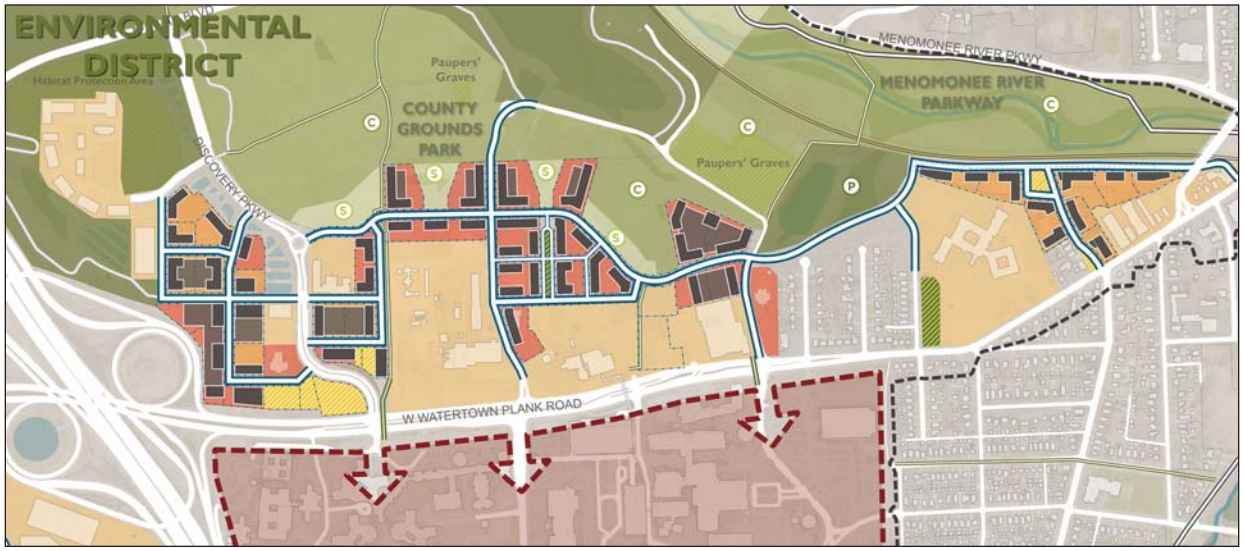


Source: GRAEF

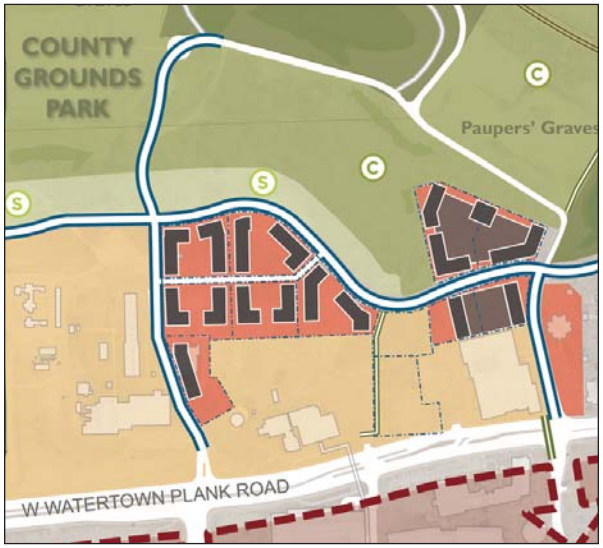
FRAMEWORK PLAN - WATERTOWN PLANK NEIGHBORHOOD



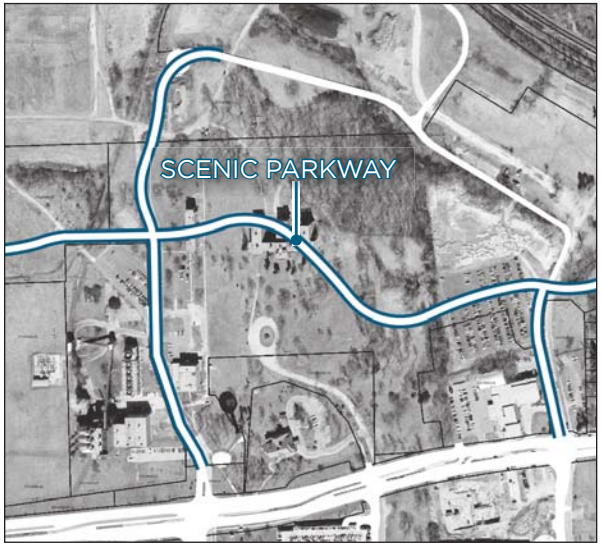
Source: GRAEF



The diagram above shows the full potential of development (building footprints shown in dark brown color) within the Watertown Plank Neighborhood including a mixture of office, commercial, residential, and environmental uses that together form an attractive destination for residents, employees, and visitors. Source: GRAEF



The diagram above shows a development alternative that reduces the amount of buildable area compared to the top diagram. Source: GRAEF



A 1990 aerial shows the location of previously existing development north of Watertown Plank Road. Scenic Parkway is located at the historic edge of where natural areas met the built environment. Source: Milwaukee County and GRAEF

Scenic Parkway

1. A new "scenic parkway" will become the high value, high activity spine that binds together the Environmental District (to the right) and new mixed-use residential areas (to the left). The view shown here is looking northwest, along the Scenic Parkway from an area just north and east of the land currently owned by the Ronald McDonald House.
2. The upper floors of the buildings are assumed to be residential units for employees in the Life Sciences District. Ample balconies and windows provide great views. The residents in these buildings, over time, will become strong supporters of maintaining the environmental features of this district.
3. The street-level uses for these buildings would contain services for residents, occasional non-residential uses (e.g., a small café), and, in some cases, street-level housing units.
4. The architecture of the buildings will vary, but will essentially maintain a continuous edge that marks the regulatory boundary between urban buildings and picturesque park features. Currently all of this land (both left and right) is located on a County-owned parcel which is not designated as "parkland". This concept intends to balance uses inclusive of new high-density neighborhood development as well as new natural areas that can expand the existing environmental corridors.
5. The edge of the Scenic Parkway will be a standard sidewalk which also includes benches, historic markers, minimal lighting, and other amenities designed to promote walking, spontaneous social activities, and general park uses.
6. Moving away from the Scenic Parkway and into the environmental areas, multi-use bike trails and other elements will link together with the three levels of environmental uses: preservation, conservation, and socialization.

Source: Sasaki

Streets & Gateways

This Plan proposes five distinct gateway entrances that link the MRMC campus and Watertown Plank Neighborhood to the Environmental District (see diagram on page 87). All five entries serve to slow traffic as the circulation moves through new residential or mixed-use neighborhoods. The gateways vary in terms of their expected level of use. All the gateways should be active, corresponding to streets or access points that move through the MRMC campus. Not all of these access points should allow through-traffic, but all such options should be preserved as the overall pattern of circulation evolves.

Revitalizing Watertown Plank as a Social Street

The proposed uses preserve Watertown Plank as a transportation thoroughfare while presenting opportunities for pedestrians to experience and activate the sidewalk edges. Today, people view Watertown Plank Road as a high volume automobile arterial that reminds drivers of suburbanized strip malls, rather than an appealing urban boulevard.

This Plan proposes to reframe the image of Watertown Plank Road as a safe but active street that encourages slower driving and relieves some of the stress and frustration typical of suburban arterials. To create this new character, buildings should be constructed closer to the sidewalks with urban streetscape features that give pedestrians a sense of security. As buildings and streetscape elements occupy the driver's field of vision, the perception of an urban street, requiring slower driving speeds, begins to occur naturally. This Plan envisions street level uses for pedestrians including additional food and beverage establishments and small retail activities.

Retaining Traditional Neighborhood Streets

The longstanding residential neighborhood east of 87th Street should be protected and preserved. At the same time, this area does have the potential for expansion with additional single-family homes along Scenic Parkway. This land could continue the proposed pattern of multi-family housing in order to create a much higher property tax base. Single-family houses, at the same scale as the existing neighborhood, represent a reasonable balance between the economic needs of the community and the local character of the area. The streets might be modified without connections to a larger street system, maintaining the secluded nature of this mini-neighborhood.

Watertown Plank Road looking west at 92nd Street. Source: GRAEF

SOLVING the PUZZLE

Weave a Mixed-Use Tapestry

Single-use districts rarely thrive in the marketplace over the long-term. While their concentration and focus may build a technical capacity that yields professional expertise and innovation, the environment lacks the socio-economic diversity needed to be sustainable and resilient. Successful professional and social ecosystems rely on mixed-use places to convene residents and employees of different backgrounds in order to harness and leverage creativity and intelligence. In addition, higher density development with multiple uses reduces auto dependency; people are more likely to adopt the "park once" approach or prefer to walk, bike, or ride the bus. Human interaction is the heart and soul of successful urban environments; and, people are social beings that require proximity and sustained interaction to thrive. Thus, high-density, mixed-use places provide the ideal environment in which people can grow and prosper.

County Land (Park & Non-Park)

Milwaukee County owns a large parcel that has become an official County Park, along with an equally large parcel not designated as a park but often used as such by local residents. This Plan proposes improvements for the non-park County land, designed for more effective environmental habitats as well as active uses. Splitting the non-Park land preserves old growth forest areas and historical features, while adding a balance of more potential value with high-quality housing that increases park use and creates a stronger neighborhood experience. This approach brings more people to the perimeter of a permanent park boundary.

Watertown Plank Entry to the Environmental District

There is a key location along Watertown Plank that allows for the design of an effective, high-visibility entrance to the proposed Environmental District. While numerous secondary entries have been indicated (from the north, east, and west), more people see a Watertown Plank entry area than all the other entries combined. The entry area (currently non-park County land) consists simply of a picturesque landscape with strong borders located where the current County-owned land reaches Watertown Plank. This open space between Ronald McDonald House and the Wisconsin Athletic Club (WAC), City Market, and Medical College of Wisconsin should include a welcoming social park area that may or may not be associated with new development.

Tracks, Harwood and the Historic Village Center

At the eastern end of Scenic Parkway, several residential, multi-story buildings can replace, over time, the existing industrial buildings. These proposed residences, located along the tracks, can also provide residents with proximity to the tranquility of the Menomonee River and the vibrancy of the Historic Village (see the photos below). Residents also have the opportunity to explore the Environmental District, walk their dog, or ride their bicycle. A small neighborhood park serves as an additional gathering spot. Although the frequent use of the adjacent railroad may be seen as a nuisance, the noise and vibration can be lessened significantly with contemporary construction technologies.

Harwood also offers additional places where commercial or residential buildings can develop. Located within a transition zone between the MRMC campus and the Historic Village, the buildings could accommodate a mix of uses and activities. This Plan proposes leveraging the existing commercial activity on the roadway based on the customer base in the immediate vicinity. This location suits both neighborhood retail as well as professional uses. If and when such changes occur, circulation improvements will be needed to maintain slow traffic and still provide reasonable access to businesses and homes.

Available green space fronts Watertown Plank Road in front of the Milwaukee County Parks Administration building and could be the location for a grand plaza. Source: GRAEF

The Tosa Farmers Market activates a parking lot at the end of Harwood Avenue along the Menomonee River during summer months. Source: Tosa Farmers Market

The Historic Village is a thriving activity center hosting a variety of events throughout the year, including the Lucky Leprechaun 7K. Source: Village of Wauwatosa BID

Innovation Campus Revisited

Earlier plans for the UWM Innovation Campus have been completed and approved by multiple agencies and organizations. Those agreements, however, represent a continuation of lower-density development based entirely on auto-dependent uses. Both the west and east sides of Discovery Parkway contain large surface lots. Some may view this pattern as inevitable. This Plan envisions a much denser alternative with the same overall perimeter footprint and the allowance of land preservation elsewhere. To achieve this vision, covenants and development agreements will require review and revisions in order to allow for increased density (Chapter 7 - Implementation provides additional detail).

This Plan proposes options for mixed-use development with residential, office buildings, and modest retail. This Plan retains the same amount of existing office space, but adds mixed-uses. Proposed footprints for new buildings do not go beyond the perimeter of earlier UWM Innovation Campus plans, but the density and intensity of development increases. This Plan proposes more compact building locations, akin to a high-density urban neighborhood or special use district. More visible sites along the freeway and Watertown Plank Neighborhood contain taller offices. More desirable locations with views of the Environmental District contain residences, located close to the edge on Discovery Parkway and Scenic Parkway. This affords inhabitants the strong visual, social, and economic value of park amenities and views. Parking structures (some below grade) replace large surface parking lots. Improved transit and pedestrian/bicycle paths connect to the MRMC campus.

The gateway to the UWM Innovation Campus is currently marked by a terraced retaining wall with UWM signage. Source: ACEC Wisconsin

Power Plant

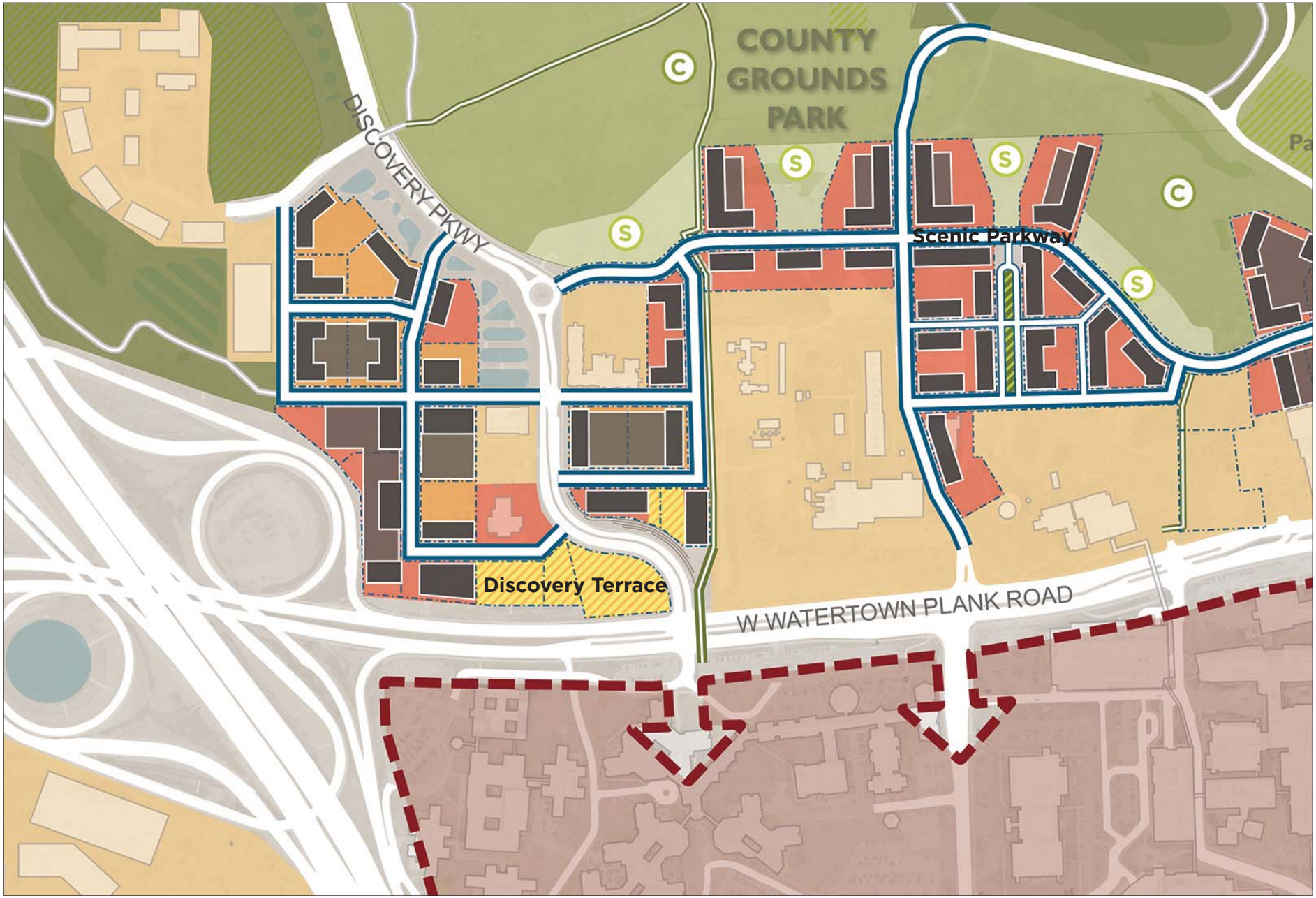
The existing Thermal Power Plant occupies a smaller amount of land, but the height and larger building masses make this a visually prominent feature. This Plan proposes that the Power Plant perimeter should be addressed with more attractive, native landscapes and, where possible, link to the system of park trails and loops.

Discovery Terrace

This Plan proposes a new public plaza along Watertown Plank dubbed "Discovery Terrace" (after the park), "Monarch Place" (after the butterfly habitat), or a similar place-related name.

Only the sculpted retaining wall along the northeast edge serves as a landmark. In order to add high-volume social activity, this place should encourage year-round programmed and spontaneous events linked to a reflecting pool, splash pad, or skating rink. The edge of the plaza should have food service and connect to a parking structure tucked into the hillside serving both the plaza and commercial businesses.

Initially, the thought of a social space along a busy arterial may seem problematic, but with effective streetscape and design elements it can become a safe, natural gathering place with strong visual appeal and social activity. Moreover, its location close to Watertown Plank facilitates use from users of new institutions, offices, and residences on the MRMC campus and along Discovery Parkway. Last, this Plan includes direct links that allow pedestrians to reach the Environmental District in a garden-like sequence of paths and landscaped streets.



Plan view showing Discovery Terrace surrounded by a combination of existing and new development that frames the grand public place and becomes the iconic entrance to the Environmental District. Source: GRAEF

Plaza Design

1. Imagine you are standing at the northwest corner of the intersection of Discovery Parkway and Watertown Plank Road. You are looking up the hill towards the former Milwaukee County Home for Dependent Children (now the Milwaukee County Parks Administration building).
2. In the foreground, you see a large plaza space used for ice-skating in the winter and a splash pad in the summer. The recreational opportunities conform to "universal design" principles that go beyond the Americans with Disabilities Act to encompass a broader range of people with varying social, physical, and health needs.
3. Behind the plaza you can see a series of terraces that rise up to the top of the hill. The terraces follow the topography of Discovery Parkway.
4. A large public overlook sits at the upper terrace, at the same level as the entrance to the Milwaukee County Parks Administration building. A two-story parking structure fits in below the terrace, but it is not visible because the east façade of the parking structure houses both a restaurant (for evening dinner-goers) as well as daytime cafés for individuals, employees, visitors, and families.
5. Sited on top of the terrace, reaching the west edge along I-41/US45 is a new 10+ story building with residences, office space, ground level retail, or all three. This highly visible landmark building, in addition to providing the tax base that helps pay for parking and public amenities, becomes a gateway icon for the Life Sciences District.
6. The Milwaukee County Parks Administration building – the historic Milwaukee County Home for Dependent Children – sits in the middle of the composition, highly visible and accessible to all users. This historic structure will become a permanent reminder of the cultural history of the County Grounds.
7. In the background you see two more high-rise buildings representing potential expansions of development located in the UWM Innovation Campus. The buildings can be used for additional residential units (employees can walk to work), expansion of the research and office uses already in place, or a combination of the two (as identified in the Framework Plan). (The minimum building height along I-41/US45 is ten (10) stories. The rest of the UWM Innovation Campus includes minimum building heights between 4 and 6 stories.)
8. The far east corner of this illustration shows another structure placed on the land just above the retaining wall along Discovery Parkway. This structure also can serve mixed-use purposes. Spectacular views along all façades suggest that it is well suited to a residential market. The base of the building might abut a public esplanade atop the retaining wall. This upper walkway (at least two stories above Watertown Plank Road) will link to a new skywalk carrying pedestrians and bikers to and from the MRMC campus.

DISCOVERY TERRACE PLAZA VIEW

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Source: Sasaki

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6.3 WESTSIDE NEIGHBORHOOD

MIXED-USE POTENTIAL

By capitalizing on the successes and efforts of existing companies, this chapter explores the Westside Neighborhood's potential to attract activity from Watertown Plank Road, Mayfair, and I-41/US45. As demand increases, strategic infill development could increase density, creating diverse and mixed-use places to urbanize the existing suburban development pattern. As the Neighborhood sits as an anchor at a strategic juncture in a high traffic area, it could develop a skyline along I-41/US45, a retail center to serve potential residential development, and connections to the MRMC campus – while simultaneously protecting Wisconsin Avenue as a residential collector street to preserve the existing neighborhood to the south.

Source: GRAEF

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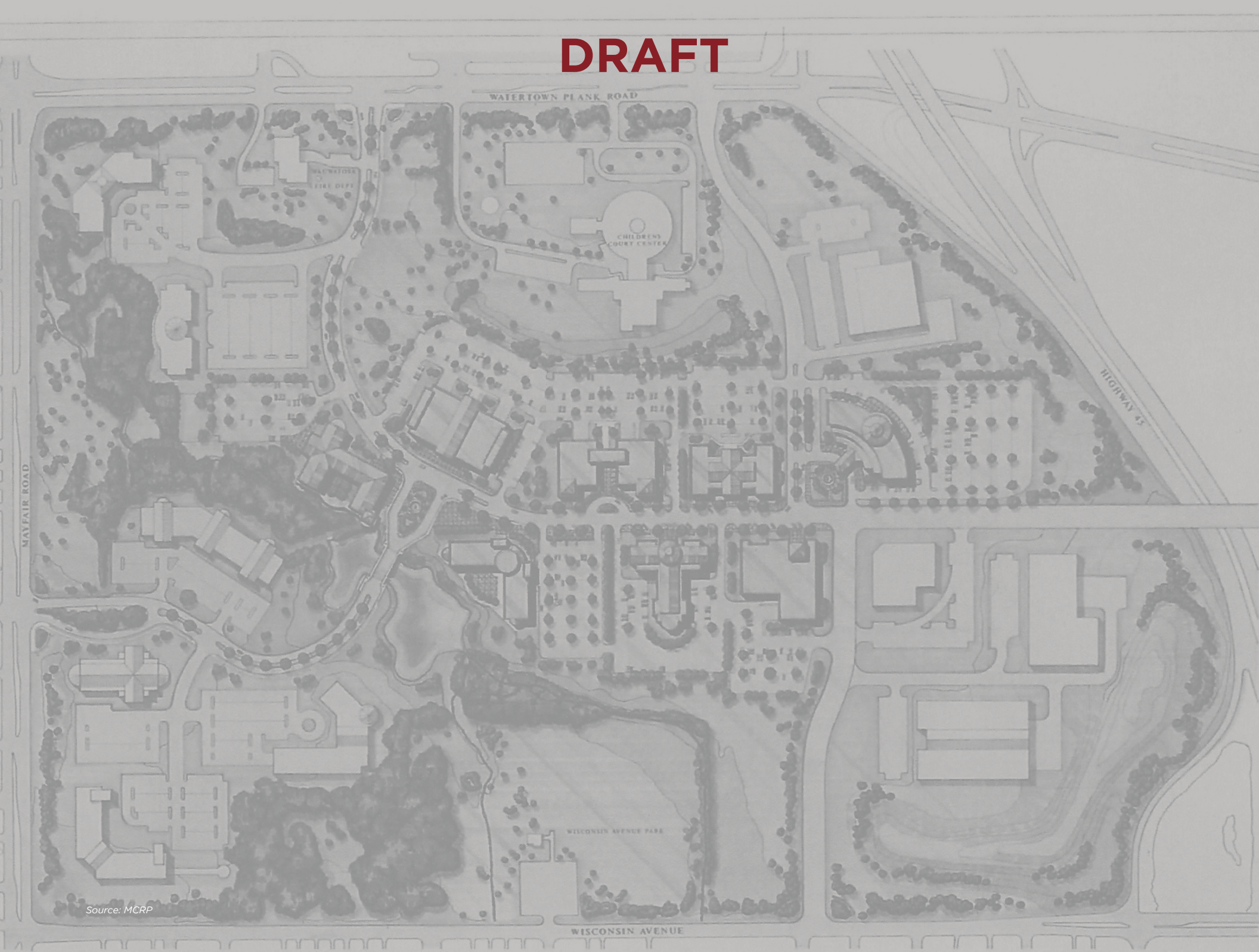

Source: MCRP

Keeping Suburban Business

Some of the Westside Neighborhood includes properties that follow suburban business park patterns with large lawns, low density, high ratios of surface parking and lot lines that preclude urban reconfiguration. This sub-area, from the standpoint of street activity, creates a large "dead zone" with no effective street activation, despite the extensive streetscaping efforts.

These uses and patterns will (and perhaps should) remain unchanged as long as present property owners and occupants wish to continue their current pattern of activity. If, however, owners and users wish to modify their site development due to new incentives, opportunities, or internal challenges, such changes should conform to this Plan, adopted in phased increments.

Lot-by-lot, Sector-by-Sector

As noted previously, existing patterns of lot lines preclude almost any type of non-suburbanized configuration. If this Plan hopes to achieve higher densities, higher property values, and a socially activated condition, then changes in land divisions seem inevitable.

The property line changes hypothesized in this Plan cannot be implemented without the full coordination with individual owners and businesses. Lot-by-lot changes might also be grouped into small sub-areas separated by major features such as Research Drive, Innovation Drive, and other logical lines of configuration. This section describes some possible sub-area arrangements.

SOLVING the PUZZLE

Metamorphosis: Suburban to Urban

Suburbanized patterns of buildings, landscapes, streets, and blocks often undergo a metamorphosis from suburban to urban configurations (especially in traditional first ring suburbs). The Wauwatosa community is positioned to experience this kind of metamorphosis over the next 20 years. Like other changes over time, transformation from suburban to urban patterns does not happen all at once. Incremental change, however, still results in a profound shift in character. As a caterpillar and butterfly are dissimilar, so too are a suburban area that undergoes a metamorphosis to an urban community. The transformation impacts social and economic activities, the environment, circulation, and the overall look and feel of a community.

The Milwaukee County Research Park Master Plan envisioned a town center as an integral way in which employees could interact and work in a collaborative setting. Source: MCRP

Expansion continues at the MCRP with companies adding space and hiring new employees. Zywave became the anchor tenant for the 150,000-square-foot Meadowlands building pictured above. Source: Irgens

FRAMEWORK PLAN - WESTSIDE NEIGHBORHOOD

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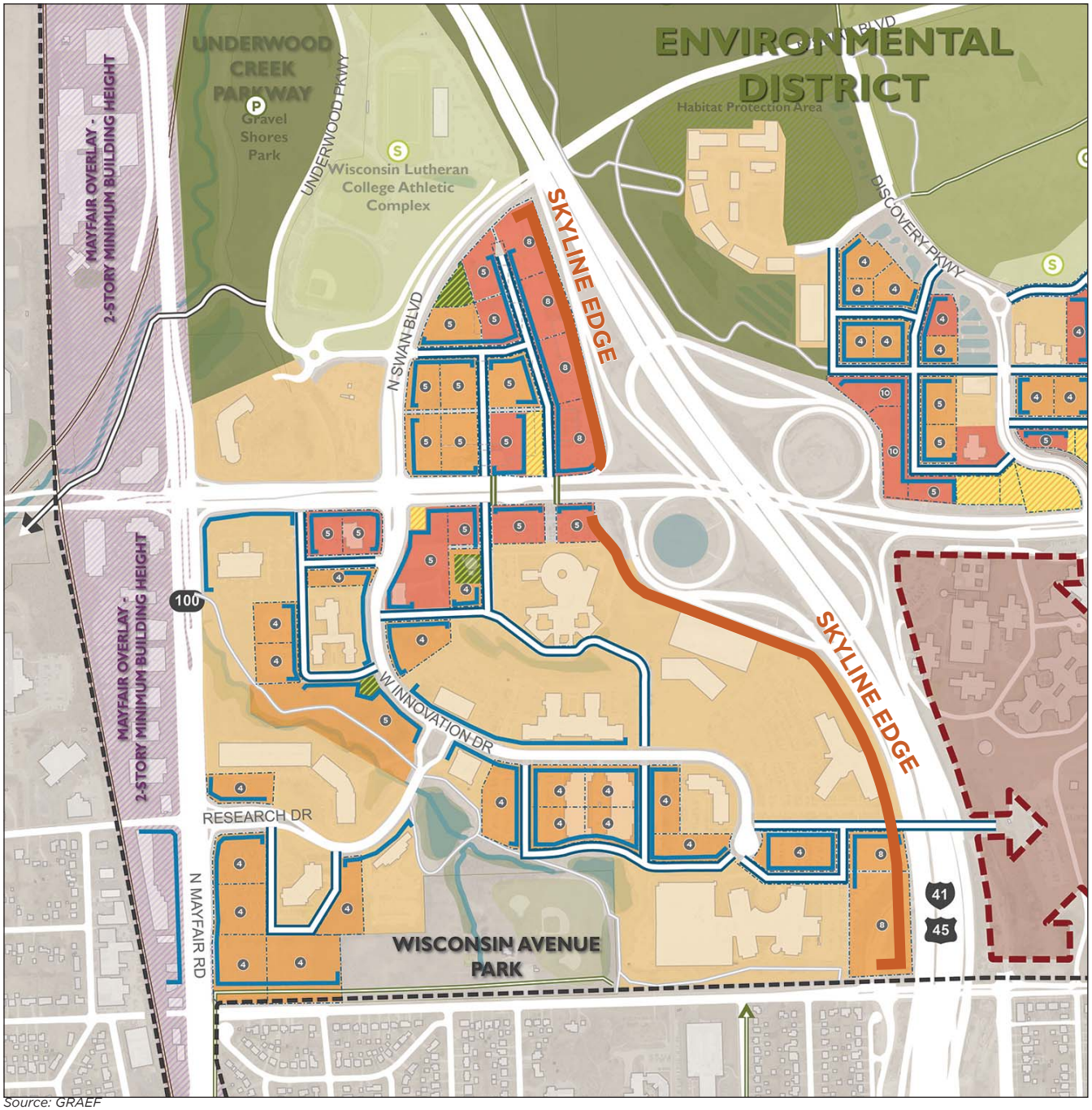

Source: GRAEF

COURTHOUSE NEIGHBORHOOD

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Starting an Urban Neighborhood

The northeast sector with the Children's Courthouse facilities and abutting uses has substantial potential for higher levels of social and economic activity. This Plan considers this sub-area as a possible "first phase" that can become an exemplar for subsequent phases of transformation. This sub-area can include higher densities, activated streets, and mixed uses. Other sub-areas could also become the starting point for change, in cooperation with landowners who see the potential economic benefits.

Children's Court Options

At this time, the land west of the Children's Courthouse remains relatively underutilized. Although the Courthouse will remain, land located west of the existing Court facility could be repurposed. The land area can support a mix of housing, retail, and offices supported with some surface parking and substantial structured parking. Some changes to lot lines and property divisions may also be possible with the cooperation of existing owners and occupants.

Retail Center

The long-term success of this Plan will require establishing a neighborhood retail center – a place with convenient shopping for residents, employees, and visitors. Typical neighborhood retail zones succeed only when located along easily accessed traffic routes (in both suburban and urban areas). In this Plan, the areas bordering Watertown Plank (north and south) can be configured to allow for vehicular access, parking, and combinations with other uses, such that Watertown Plank has the look and feel of an active and successful business street.

Mayfair Corner

The northwest corner is surrounded by Watertown Plank (north), Mayfair Road with the hotel, County building, and Innovation Drive (east), Research Drive (south) and Mayfair Road (west). This sector offers unique opportunities in terms of environmental features and high accessibility. This area also has the potential for expanding the Courthouse sub-area in conjunction with the existing hotel, environmental features, and potential for higher-visibility mixed uses.

Swan Boulevard

Currently, many public uses occupy the land on each side of Swan Boulevard. In the next decade, the value of this land for private sector development can, and should, be increased. This area can contain both residential and office uses that will become desirable given the high level of nearby amenities, access, and visibility. Public uses may relocate in the long run. Ideas for redevelopment should be promoted as opportunities unfold.

The Vel R. Phillips Juvenile Justice Center (left)has been a historical anchor on the west side of the area. As the Courthouse Neighborhood transforms and evolves, the Phillips Justice Center should receive due consideration as to how it can be integrated into the long-term vision. In 2016, Mandel Group began a mixed-use project west of the Justice Center that looked to include apartments, a hotel, and a brewpub (right). Similar development along Watertown Plank Road should be supported. Source: Milwaukee Magazine and Kahler Slater

WISCONSIN AVENUE

DRAFT

The south edge of this sub-area (from Mayfair to I-41/US45 along Wisconsin Avenue) offers opportunities for park expansion and limited high quality multi-family residential development. Such uses need not be accessed from Wisconsin Avenue – only park facilities need to be accessed from Wisconsin Avenue.

Protecting the Street Edge

Wisconsin Avenue still borders an established, successful, but potentially fragile residential area. Changes in development patterns often present major problems perceived by residents as highly undesirable. In this case, the southern side of Wisconsin Avenue along the proposed "Westside Neighborhood" should be maintained and complemented by any development on the north side of the street.

Improved off-street pedestrian and bicycle paths would enhance connections to the Hank Aaron State Trail along Mayfair Road and the Milwaukee County Zoo along 99th Street. This interconnectedness with surrounding amenities would enhance the social and economic value of the proposed "Westside Neighborhood" as a dynamic place to live and work, while also providing existing residents with increased access to popular destinations.

Opportunities exist for new development to occur along Wisconsin Avenue (see diagram to the right). Access to these development areas from Wisconsin Avenue should be avoided to help protect the character of Wisconsin Avenue.

Park Enhancement

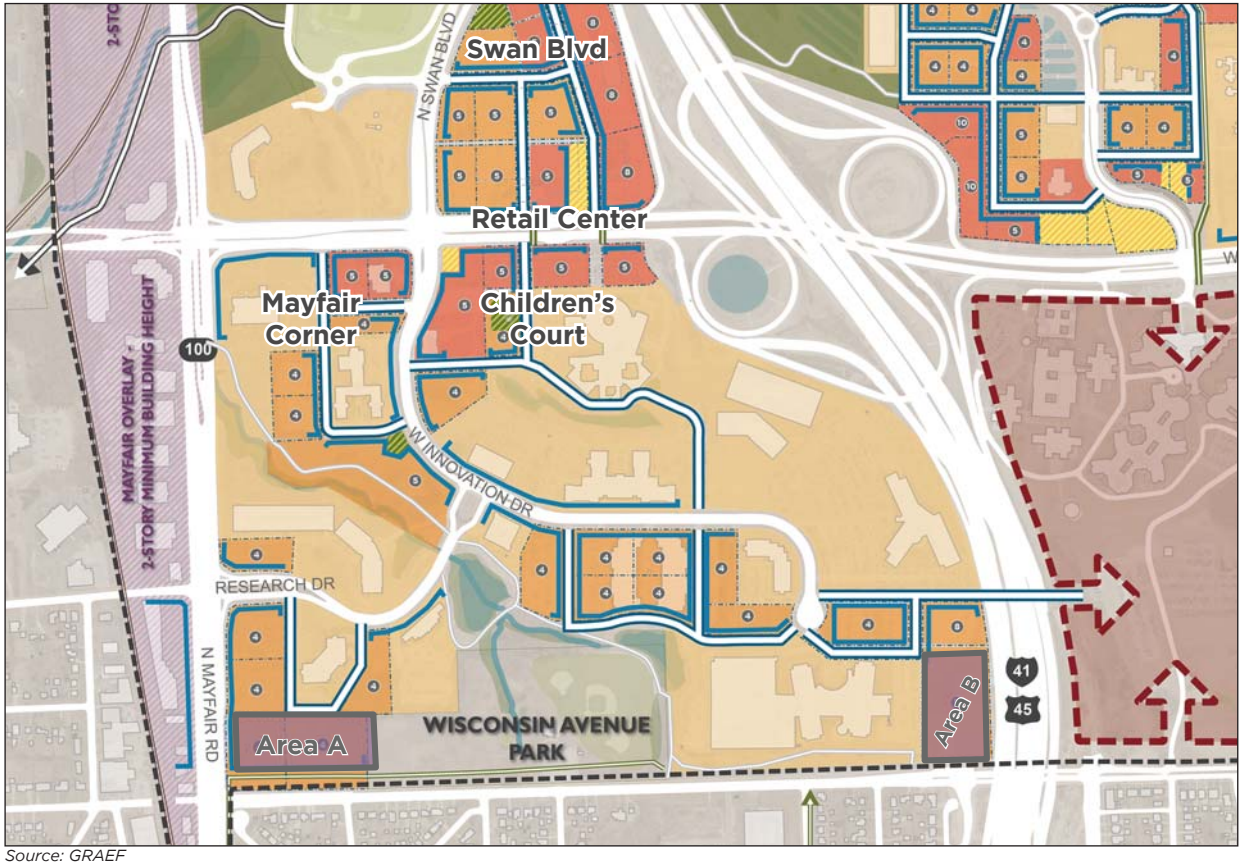
The existing Milwaukee County Park can be enhanced along the edge of Wisconsin Avenue. Enhancing the picturesque landscapes along Wisconsin Avenue can preserve, and possibly increase, the area's existing value.

Residential Options

New housing (north of Wisconsin Avenue) might work in this area, based on the assumption that existing park uses expand and that new access points be avoided. This will help maintain Wisconsin as a residential collector street, rather than a business arterial.

Existing character of Wisconsin Avenue.
Source: Google

AREAS SUSCEPTIBLE TO DEVELOPMENT ALONG WISCONSIN



Source: GRAEF

I-41/US45 EDGE

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A Metro Center Skyline

A major opportunity for economic value lies in the potential for a strong skyline image along I-41/US45. Some of this has begun. Over the next decade, both edges of I-41/US45 could be developed with taller buildings and structured parking. If owners wish to cooperate, the buildings and parking ramps can also be interconnected with a linear skywalk system. This would allow for shared parking, increase the potential for higher percentages of parking occupancy, and thereby reduce total development costs.

Benefits of A New Bridge Linking MRMC & MCRP

Numerous studies note the potential for linking the MRMC campus with the Milwaukee County Research Park. Initially, a bridge linking the two areas was included in the 1987 master plan for County Grounds that focused on the MCRP. Presumably it was not implemented due to costs and related questions of viability. Today, however, the idea for this bridge needs to be re-evaluated in a wholly different context. Specifically, a new bridge should be studied from the viewpoint of accommodating all modes of transportation (with an emphasis on transit and non-motorized traffic), the promotion of business and organizational productivity, and the impact on creating a more effective image for the entire Life Sciences District.

Several reasons suggest that a new bridge should at least be studied (and not precluded) as part of the implementation process for this plan. Studies for such a bridge must also include conversations with WisDOT, Milwaukee County and other key organizations. Benefits of a new bridge include:

- Improving peak arrival and departure traffic conditions for the area. A new east-west connection would facilitate distribution of traffic to and from the MRMC, the MCRP, I-41/US45, and Mayfair Road;
- Increasing ridership for the planned Bus Rapid Transit (BRT) system by accessing bus stations both east and west of I-41/US45. Specifically, a new bridge would allow BRT service to connect with the MCRP which includes 4,600 employees. Convenience for transit ridership would in turn support the reduction of automobile travel;
- Increasing ridership on transit provided by the proposed Circulator as well as existing Milwaukee County Transit service;
- Diminishing demand for non-essential traffic on Wisconsin Avenue. Wisconsin Avenue borders a well-established and successful residential neighborhood. Increasing traffic may make Wisconsin Avenue more like Watertown Plank (this can, and should, be avoided). Any new uses along, or near, the north side of Wisconsin Avenue can be accessed easily and more effectively from a new east-west street facilitated by a new bridge, rather than Wisconsin Avenue;
- Increasing potential for bicycle commuting and other bicycle activity. While there are east-west bike lanes along Watertown Plank Road, most bicyclists report that these lanes are not bike-friendly and are not utilized. A new bridge would help resolve this dilemma;

Kaiser Permanente opened a 220,000-square-foot medical office building adjacent to the University of California – San Francisco's Medical Center in Mission Bay. The building sits along Interstate 280's eastern side and frames the vista looking east towards San Francisco Bay. Source: San Francisco Business Times

A 203,000-square-foot office building fronts the western side of I-41/US45 at the MCRP. While the four stories rise above the highway and begin to frame a skyline, the potential exists to add density and height. Opportunities for infill development could satisfy the desires of this Plan and the MCRP's original master plan to add mixed uses and public places. Source: Irgens

- Increasing opportunities for shared parking and increasing the parking structure occupancy rates. The amount of unoccupied, unshared structured parking has increased. A bridge connection could encourage shared parking and higher occupancy rates, thereby reducing the overall demand for parking structures; and,
- Increasing productive shared/collaborative activity between the MRMC and the MCRP would also occur. Many of the employees and organizations on both sides of I-41/US45 would benefit from increased collaboration, but interactions between such organizations are hindered by the difficulties of transportation. While the buildings are geographically close, from the standpoint of transportation they are far apart. One cannot, for example, easily walk from GE Medical to Froedtert Hospital.

Finally there is a substantial benefit to a new contemporary structure which would help brand the area and increase its prominence. This outcome is not a sufficient reason, by itself, for a new bridge, but it is still a significant benefit. If a new bridge was designed with low-cost, but high visibility imagery, it would help create a stronger iconic identity (and economic value) for the Life Sciences District.

GE Healthcare is a major employer at the Milwaukee County Research Park. The company's building is a showcase of its innovative technologies and services. Source: Irgens

Costs of A New Bridge and Alternatives Analysis

A new bridge might be considered an excessive expense and potentially redundant given the use of Watertown Plank Road and Wisconsin Avenue. There is no doubt that a new bridge would represent a significant infrastructure cost. These costs must be analyzed fairly along with the economic and social benefits associated with construction.

As part of the costs and benefits analysis of a new bridge, the costs and benefits of alternatives must also be evaluated. Several options need to be studied simultaneously including:

- *Doing nothing and letting existing conditions continue.* While this may not be most advantageous option, the so-called "do-nothing" alternative is always relevant as a benchmark. Will traffic really be much worse? Will productivity be truly hampered? Perhaps not. The evaluation of the "do-nothing" option will provide a critical baseline.
- *Changing the use and management of traffic on Wisconsin Avenue.* Presumably, changing the design of Wisconsin Avenue today (as a new design is currently being completed for Wisconsin Avenue as part of the bridge design) would be infeasible. However, there may be ways to improve the management of traffic on Wisconsin Avenue as well as an access point to Wisconsin Avenue from the MCRP within the constraints of the soon-to-be-realized changes to the design of the street (see diagram to the right).
- *Alternatives to a multi-modal bridge might also be useful options.* For example a bridge which provides only bicycle and pedestrian connections may be appropriate.
- *Expanded transit options are also worth exploring.* Increasing shuttle service or expanded circulator service between the MRMC and the MCRP area may have some beneficial impacts.
- *Combinations of ideas and options also need to be considered.* Invariably as studies evaluate new options, more ideas (especially combinations of alternatives) begin to arise and deserve additional study.

ALTERNATIVE MCRP ACCESS

Source: GRAEF

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6.4 MRMC CAMPUS & INTERFACE

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REUNIFYING THE COUNTY GROUNDS

This section of Chapter 6 elaborates how the City's plan and the Milwaukee Regional Medical Center (MRMC) plan fit together. There are four key subsections:

1. An overview of the collaborative planning process.
2. Details of the MRMC planning framework that are subject to public review as part of the City's plan.
3. A discussion of key issues along the four edges of the campus which interface surrounding areas.
4. A statement of how the two planning frameworks "dovetail" and why this is critical for future planning.

Source: GRAEF

Proposed central plaza
Source: Sasaki

CAMPUS EDGES

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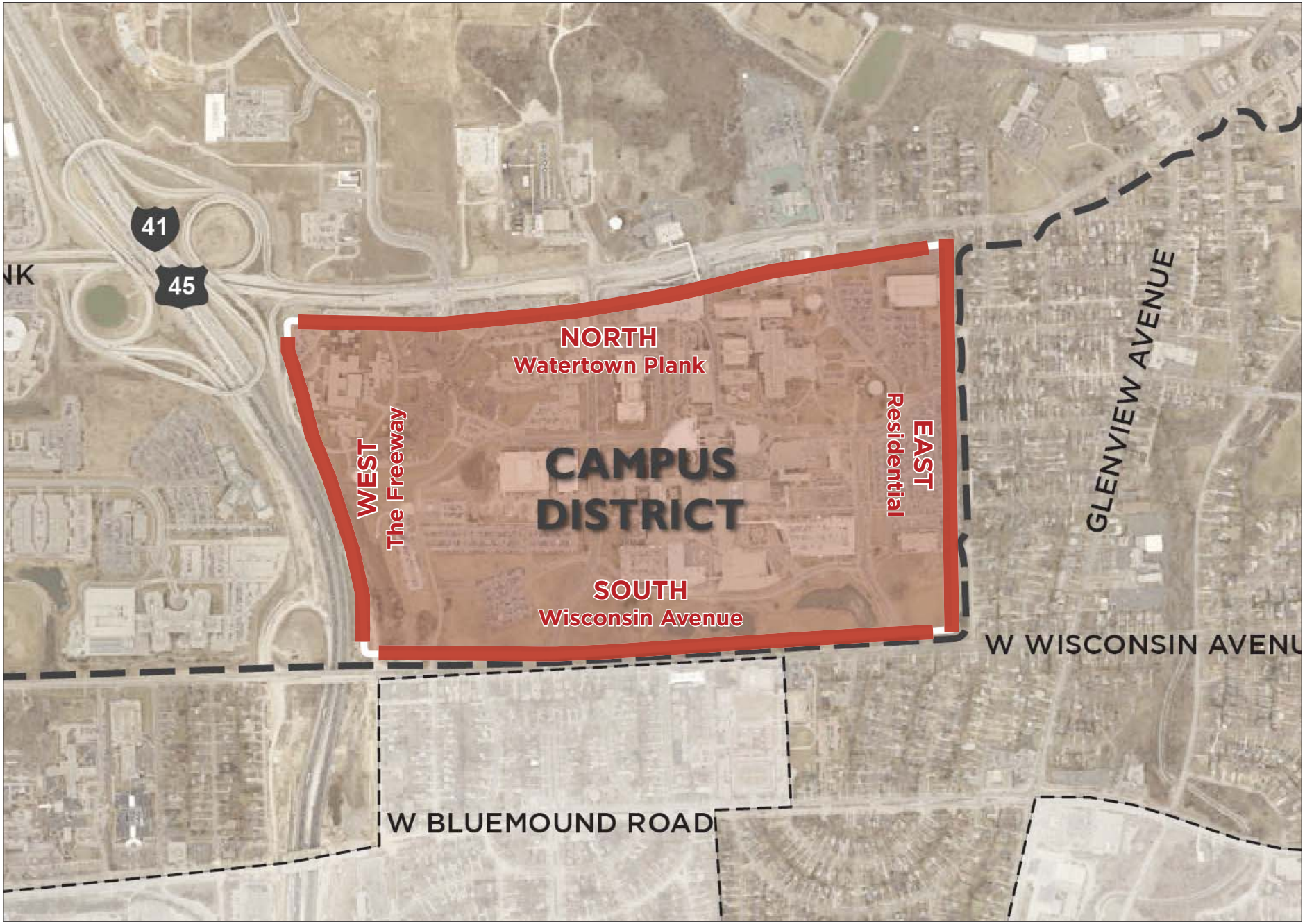

Source: GRAEF

THE COLLABORATIVE PLANNING PROCESS

A Multi-Planning Process

Numerous plans have focused on the MRMC campus and surrounding areas (Chapter 4 contains summaries of some of these plans). In addition, in this case, a unique planning partnership took place between MRMC and the City of Wauwatosa. This collaborative planning process established a foundation for mutually supportive concepts that benefit both MRMC member institutions as well as the City and its constituents. This section summarizes the way in which both planning processes fit together.

Private & Public Planning

The City's Plan is a public document, subject to review and approval according to official procedures. Studies conducted for private organizations, like MRMC members, are usually confidential. In this case, however, MRMC, in conjunction with the City, has shared critical plan information while still respecting the privacy of MRMC member institutions. This has been accomplished in two ways:

- Both the City and MRMC hired the same consulting team members to work independently on both plans. Both clients were aware of, and supportive of, this process and did not view it as a conflict of interest.
- MRMC prepared documentation of their plan for inclusion in this document for public review. This documentation appears in the section entitled, "MRMC's Approach."

Aligning Missions

Both the City and MRMC have carefully reviewed their individual missions and goals to ensure that the plans support each other and dovetail in an effective and complementary manner. In general, this approach:

- Recognizes the MRMC campus as a regional medical center district, with supportive services and uses;
- Recognizes the city's need for a high-value, mixed-use neighborhood tax base;
- Balances environmental conditions with the need for effective urban development; and,
- Defines ways to reduce impacts of increased traffic resulting from new growth.

These concepts embody the commonly heard theme of "live, work, play." Additional details, at the end of this section, show how the two planning frameworks fit together.

The creation of memorable places on different parts of the MRMC campus will be key to developing a thriving healthcare district. Movable furniture at Harvard Yard in Boston encourages social interaction (above).

MRMC'S APPROACH

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While private sector plans usually require proprietary treatment, in this case, MRMC has prepared the following material for public review. Additional information about MRMC and its member institutions can be found online at mrmccampus.org.

Description of MRMC

MRMC represents a consortium of six health care institutions whose faculty, staff, and patient caregivers provide a full range of health care and educational services. Collectively, MRMC is a major economic driver for the city, as well as the region and state.

MRMC includes nationally recognized healthcare institutions and serves as the region's only academic medical center. It provides adult and pediatric Level 1 trauma centers as well as 1 million patient visits annually.

The campus generates $158 million in medical research. The consortium of member institutions generates more than $3.2 billion in total revenue per year and is the largest employer in Wauwatosa with 16,000 employees. There are 1,245 students on campus. MRMC has a combined annual community benefit of $410 million.

Opportunities & Challenges

MRMC's growth creates jobs and economic vitality. The quality of medical care serves as an economic driver for the entire region by attracting new generations of students and families.

Growth also brings parking and traffic challenges that affect internal and external stakeholders and the surrounding community. Campus roads are at, or near capacity, during peak travel times. Infrastructure for parking, roads, and alternative transportation has not kept up with growth.

To study these circumstances, MRMC has coordinated its plans though dialogue with:

- City of Wauwatosa,
- Milwaukee County,
- Wisconsin Department of Transportation, and,
- Southeastern Wisconsin Regional Planning Commission.

Support for this planning effort has been provided by Sasaki Associates, GRAEF, and Nelson/Nygaard, as well as the staff of MRMC and its members.

the MRMC Framework Plan

To address the opportunities and challenges, MRMC created a framework plan as the basis for potential action. This plan rests upon several principles shared by both MRMC and the City. These include:

- Respecting the community context;
- Improving circulation, traffic and pedestrian safety;
- Increasing mutual trust and benefits;
- Designing integrated streets/buildings; and,
- Providing shared green and gathering places.

The MRMC framework plan also rests on principles unique to the campus and member institutions, including:

- Adopting a long-term view (25+ years);
- Coordinating planning to optimize patient, staff, student, and community experience; and,
- Providing for growth that will be incremental, coordinated, and planful.

Based on these principles and existing conditions, the MRMC framework plan strives to:

- Create a cohesive pattern of streets and circulation elements;
- Mitigate the impacts of increases in traffic;
- Create gathering places that make the campus more attractive, appealing, and vibrant; and,
- Respect the "look and feel" of surrounding areas.

Parking & Transportation

In addition to the framework for the possible streets and gathering places, MRMC intends to reduce the number of single-driver vehicles on campus and increase the use of alternative transportation. In this regard, the following concepts are being considered:

- Multimodal transportation,
- Incentives for employees who do not drive to campus,
- Special spaces for rideshare vehicles,
- Campus-wide solutions for parking, and
- Health services that grow off-campus and in local communities including care closer to home and virtual/digital care.

Milwaukee County Transit System continues to serve as an alternative transportation option for employees, patients and visitors.

Concurrent Work

As this plan is being completed, various studies, discussions, and projects will continue. In this regard, the following items are noteworthy:

- New campus projects that emerge will be coordinated with the City of Wauwatosa;
- Improvements to the Thermal Plant and distribution system are underway;
- The Medical College of Wisconsin's (MCW) new Professional Office Building is under construction with completion intended for 2018;
- Reconfiguration of 87th Street to improve safety and circulation is being planned;
- An additional parking structure adjacent to Froedtert and MCW is being studied; and,
- Other potential improvements related to land management, infrastructure, and operations are also under discussion.

Change and growth will continue into the foreseeable future. Wauwatosa and MRMC exist within a dynamic context of health care industry changes and continuing metropolitan growth. Within these circumstances, MRMC will strive to coordinate with stakeholders and integrate planning efforts within the Wauwatosa Life Sciences District.

// Make the experience of arriving at, being at, and leaving the MRMC campus as great as the quality of medical and healthcare services provided there.

– MRMC

Source: MRMC

Framework Diagram

The diagrams on this page and the following page depict the campus area with potential new and proposed streets as well as the surrounding non-campus area. The diagram labels depict three subareas (west campus, central campus, east campus) which represent a simple way to describe the campus and do not represent any differences in land use or regulations.

The framework plan for the campus proposes a simple street system which retains the existing pattern of development and allows for future growth as needed. New internal streets will likely develop in a general grid pattern to allow for a more robust, distributive circulation system. The streets may not be located in the specific locations as reflected in diagrams in the plan. Over time, the campus will become more pedestrian and bicycle friendly, thereby reducing the potential increases in traffic.

In addition, the conceptual campus framework provides for the possibility that there will be major gathering places such as an expanded quadrangle, a central plaza and new "green" areas located on the campus. The location of potential gathering places and green areas are approximate and pending final plan development. The campus plan includes the possibility for a plaza and hotel/conference center, retail, residential and general office space development in locations as complementary to other uses.

East Campus

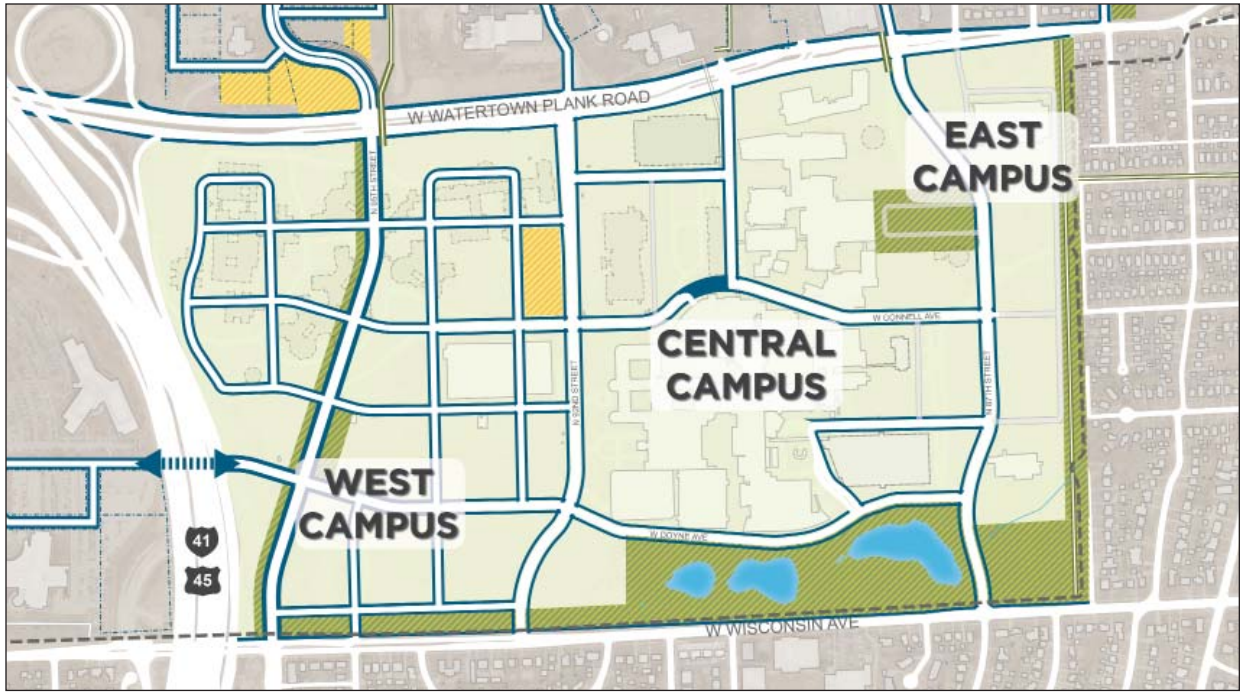
The area labeled "east campus" is largely undeveloped at this time and contains large surface parking lots. A redesign and reconstruction of 87th Street is planned in the interest of improving traffic flow and pedestrian safety. The new road may include substantial streetscape, bicycle lanes, and improved pedestrian circulation components. The area may also include a new parking structure adjacent to Froedtert and MCW.

Central Campus

The area labeled "central campus" includes almost all of the existing buildings associated with the MRMC member institutions (existing buildings are shown in a light outline on the diagram). These uses will evolve and grow as needed. This is the functional heart of the campus and continues to serve as the focus for new growth (including, for example, the new professional office building currently under construction). The central campus also contains beautiful landscaped areas and ponds which are expected to remain as shown in the plan.

West Campus

The west campus currently contains the buildings associated with the County's Behavioral Health Division, as well as parking facilities and larger amounts of open space. It is anticipated that a system of "green" landscape may be added in this area and along the south edge of the campus. A larger community "green" is also envisioned on the campus, possibly on the west side. The large undeveloped parcels in this area represent future growth opportunities.



Streets may vary from the specific locations as reflected in the diagram.

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Streets may vary from the specific locations as reflected in the diagram.

UNIFY BORDERS BETWEEN CAMPUS & CITY

The borders separating (or unifying) the campus and the city require mutually supportive strategies to minimize negative impacts and improve beneficial outcomes. The four edges are:

1. East: property lines, streets and alleys in a quiet, valuable residential neighborhood.
2. West: I-41/US45 dividing the campus from a complementary business park.
3. South: Wisconsin Avenue bordering another strong residential neighborhood and Wisconsin Lutheran College.
4. North: Watertown Plank Road with major traffic and circulation problems.

Each edge can be improved to help the occupants and users on both sides of the border. None of these edges can be improved unilaterally by MRMC or the City. They all require collaboration to achieve effective solutions. This section discusses each of the "edge" conditions and suggests how they might be improved in mutually beneficial ways.

A tree-lined sidewalk along Wisconsin Avenue would allow residents to walk while also providing a calm buffer between the MRMC and the neighborhood. A more active street edge might work along Watertown Plank Road.

East Edge

The east edge of the campus is adjacent to a residential neighborhood comprised mainly of single family homes. Green areas and gathering spaces proposed throughout the campus will invite neighbors, patients, and families to spend time and enjoy the beauty of natural features. Plans include a reconstructed 87th Street with substantial streetscape and bike lanes. The goal of the redesign is to improve traffic circulation, bicycle and pedestrian safety on the east side of campus.

A reconstructed 87th Street will look to include substantial streetscape elements along with accommodations for multiple modes of circulation.

West Edge: I-41/US45 and a Future Skyline

The western edge along I-41/US45 provides a unique opportunity for bold, dramatic, iconic buildings visible from the freeway (comparable to other nationally prominent academic medical centers). A new image for the campus, and the surrounding community, can impress others in the region and help maintain the economic stability and value of the area. Iconic buildings (regardless of height) support the economic and social prominence of the district.

South Edge: Wisconsin Avenue Neighborhood

Development along Wisconsin Avenue should be especially sensitive to both the residential area to the south and the needs of Wisconsin Lutheran College.

Traffic management issues currently exist, especially at peak times. Alternative transportation and traffic interventions outlined elsewhere in the City's plan can help to improve circulation.

The current natural area along Wisconsin Avenue provides an appealing green space. Although it receives little social use, the picturesque landscape appears friendly and welcoming to visitors and campus users. Currently, the MRMC framework plan indicates the desire to extend a "green" border along the south edge of the campus. The specific size and character of this concept has yet to be discussed.

As Wisconsin Avenue reaches the freeway, green features could be extended in the form of linear gardens. Such concepts could maintain the scale and character of Wisconsin Avenue as a collector street providing a valuable shared community place. Continuation of green features is also contemplated in the City's framework plan west of the freeway.

Texas Medical Center's skyline is captivating at night. Its iconic forms and features promote the Medical Center.

Highly designed green spaces can serve both as places of respite and relaxation and areas in which patients and visitors can socialize and engage.

The Lawn on D in Boston features LED-illuminated swings. Since their installation, the park has become a magnet for people of all ages to gather and swing together.

The linear park at Atlantic Station (Atlanta, GA) activates a safe space for pedestrians to easily travel throughout the neighborhood to access their homes, shopping destinations, their jobs, and recreational activities. Source: Bilson & Associates

North Edge: Watertown Plank Road as an Urban Arterial

Watertown Plank Road can become safer, socially and economically active, and visually appealing to both drivers and pedestrians. This "divider" street should be transformed into a "unifier" street. Today, the street is a high-traffic thoroughfare fragmenting the overall Life Sciences District.

Transforming Watertown Plank Road requires multiple detailed changes over time, including:

- Locating new buildings much closer to the edge of the right-of-way to slow drivers;
- Traffic signalization systems that slow traffic (without causing major frustrations to drivers), improve campus traffic management, and add more pedestrian and bicycle crossing time;
- Creating wider, safer sidewalks with terraces that accommodate trees, safety fencing, and garden planters (these provide a stronger feeling of safety for pedestrians and discourage faster driving);
- Including uses which support both the campus activities to the south and residential and mixed-use neighborhood activities to the north; and,
- Small-scale uses in abutting buildings mirrored on both sides of the street and activities that emphasize the connection between the campus and uses to the north.

In addition, activity centers can be developed at major intersections that provide diverse, high visibility amenities for students, staff, families, patients, neighborhood residents, employees from the whole district, and others using the street.

Section 6.2 describes a major gathering place on Watertown Plank Road near Discovery Parkway. This place might include both public and private components that make a "family terrace" or equivalent experience shared by community residents, as well as patients and visitors to the campus.

Other small street edge places on the north side of Watertown Plank Road could offer unique social experiences for children and families, such as:

- Retail shops that include items for children,
- A casual family-oriented restaurant,
- Playground with equipment for universal access for multiple age groups,
- Performances for small groups, and
- A splash pad or water feature that can be enjoyed universally by children and adults.

The south side might include very small urban social places at street level abutting new institutional buildings. Examples might include a small entry plaza for MCW at 87th Street or perhaps at the southward extension of Discovery Drive as it enters the campus.

These types of places do not compete with the larger community places envisioned in both the City and MRMC framework plans. Rather, they are small, intense places that add a sense of vitality and visual interest along Watertown Plank Road.

Street environments that are activated during the day and at night will add value for staff working during shifts, patients eager to explore, and visitors looking for something to do (above and middle).

The Broadway Plaza in Times Square, specifically the pedestrian boulevard, allows traffic to move freely while protecting pedestrians and bicyclists. Source: Montgomery Planning

View of the MRMC campus looking northwest.
Source: MRMC

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DOVETAILING THE CITY & MRMC FRAMEWORKS

Two Frameworks Make One Plan

While both the City and MRMC developed their plans independently, the two plans must fit together and provide mutual support. This section explains how the two framework plans "dovetail" and still remain independent efforts.

In most communities, two procedures govern how land is managed and used: (1) the jurisdiction regulations established by the municipality and other government agencies; and (2) the actions and activities undertaken by the private organizations that occupy the land for their purposes. In this case, dovetailing both of these approaches and their proposed planning frameworks leads to the most effective overall outcome.

Overlapping Goals

The City and MRMC plans offer overlapping goals many of which can be integrated in terms of uses, activities, values, infrastructure, land uses, and related features. Such integration requires detailed urban design configurations (not just "bubbles") to integrate the:

- Creation of new jobs in a dynamic health care industry;
- Development of high-value, mixed-use neighborhoods;
- Protection and sharing of natural amenities for multiple user groups; and,
- Operation of circulation systems in which activities flow together effectively.

Multiple "Dovetails"

The following page shows how the two framework plans are dovetailed. Without this "dovetailing," both plans may prove less successful.

A residential neighborhood north of Watertown Plank Road would provide residents with an engaging and beautiful place to live adjacent to the Environmental District. Source: Sasaki

ECONOMIC AND SOCIAL USES

1. The MRMC and City frameworks create potentially matching street networks that allow for growth, gathering places, distributive traffic, and multiple linkages throughout the district.
2. MRMC, as an intact medical center district, creates a substantial demand for a mixed-use residential neighborhood north of Watertown Plank Road. This creates high-value taxable property that is not feasible in other locations.
3. The new neighborhood north of Watertown Plank Road creates a "live, work, play" community, appealing to new employees.
4. The plan provides better linkages between the surrounding residential neighborhoods and the new activities and environmental features in the planning area.

ENVIRONMENTAL AMENITIES

5. High value neighborhoods require a major amenity – in this case the large environmental district – that includes multiple use activities and many high quality views.
6. Environmental features become major amenities to be enjoyed by new and existing residents, patients, employees, visitors, and other groups.

CIRCULATION LINKAGES

7. Improved signalization and traffic management between the campus and neighborhood will encourage pedestrian activity, bicycle use, and create healthier, compact, sustainable environments. The new neighborhood north of Watertown Plank creates "walk-to-work" options for employees, thereby reducing traffic demands and work-related parking.
8. The proposed bridge over I-41/US45 alleviates traffic congestion on Wisconsin Avenue and offers a new circulation pattern that benefits the campus, Research Park, and surrounding areas. It also allows future organizational connectivity.
9. The plan allows parking facilities to be shared more effectively between different uses and to increase the levels of occupancy.
10. The plans allow for better integration of transit to serve high-density areas and reduce the potential for traffic increases. Transit options would include shuttles, the Circulator, MCTS, and BRT.

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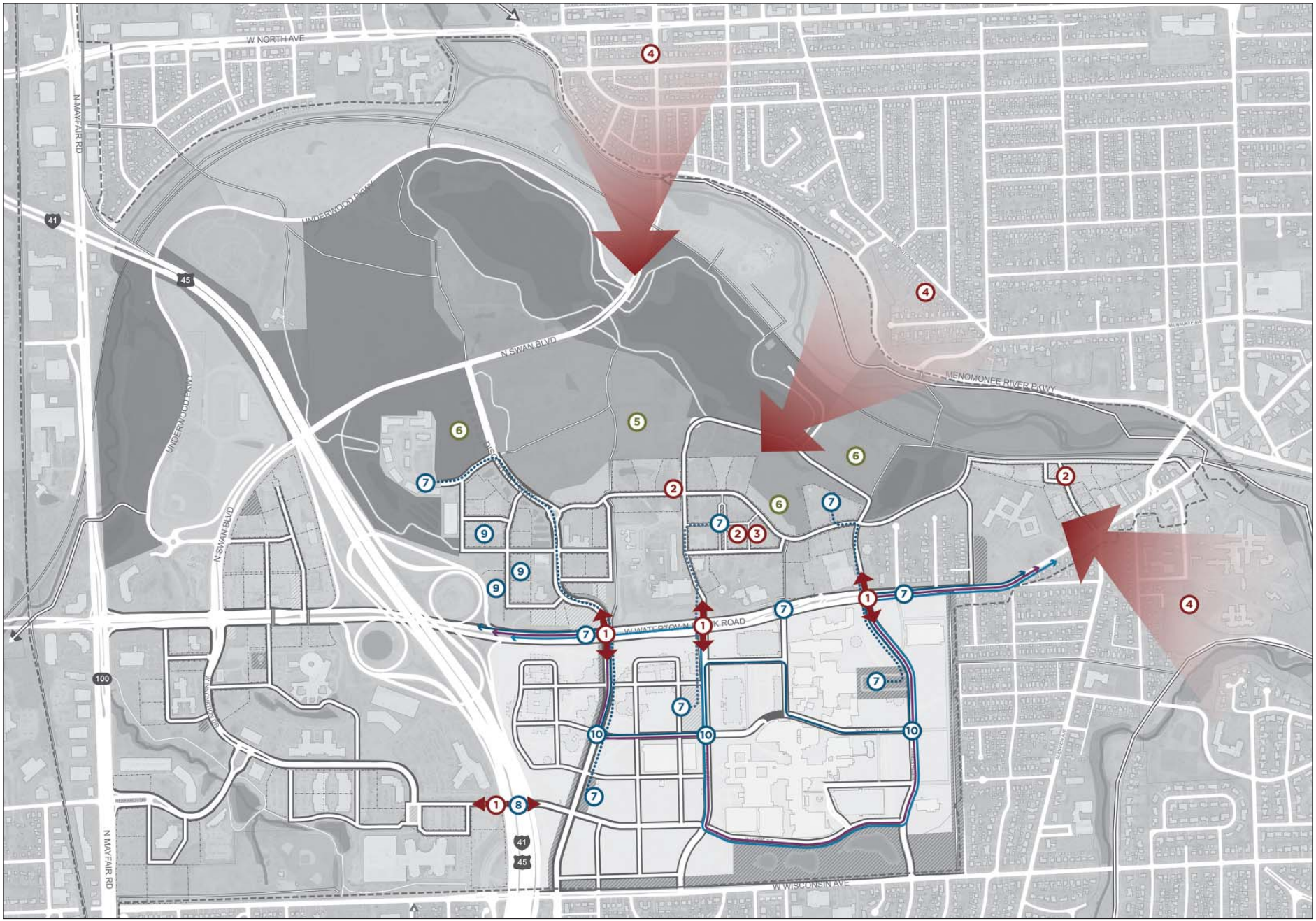

Streets may vary from the specific locations as reflected in the diagram.

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6.5 MAYFAIR CORRIDOR

INTRODUCTION

Mayfair Road, combined with Mayfair Mall and "The District" on Burleigh, represents one of the most valuable business arterials in Milwaukee County. Such value cannot be jeopardized. On the other hand, leaving the corridor unchanged cannot guarantee the future preservation of that value. Over time, suburbanized business arterials age and succumb to the impacts of changing social and economic trends. If left untended, the economic contribution of the Mayfair Corridor to Wauwatosa and Milwaukee County could decrease over the next decade. This Plan, therefore, needs to address possible options to maintain and improve the social and economic value of the corridor.

The following pages outline these actions as priorities in the Mayfair Corridor:

- Including elements of Complete Streets along and within the Mayfair Corridor;
- Preventing further expansion of the roadway by locking the edges of Mayfair Road with buildings as physical changes occur;
- Requiring improvements to pedestrian and bicycle facilities as part of any new development along Mayfair Road;
- Developing above-grade crossings, with the first to be at Center Street; and,
- Encouraging (within future developments) minimal street setbacks, pedestrian-scale building façades, and small public places.

Source: GRAEF

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Source: Shicoe30 via Flickr

An Irreparable Divide?

The first, and perhaps obvious, question about Mayfair Road concerns whether the value of the corridor will always be based on high-volume vehicular traffic. Secondly, will this arterial always divide the surrounding area into two distinct neighborhoods or districts?

This Plan presumes that: yes, automobile traffic may dominate the corridor for decades and divide the surrounding area, that the division results in more community costs than benefits, and that this condition can, in part, be rectified. The interventions outlined on this page are intended to serve as contributors to rectifying the corridor's current condition.

Complete Streets and Locked Edges

The City should enforce the concepts of Complete Streets in the Mayfair Corridor. Efforts must now shift from making improvements solely for the private automobile to improvements for pedestrians, cyclists, and transit riders. Concurrently, the City should encourage physical change on private property to create a "locked edge" of buildings along Mayfair Road. The City, along with WisDOT, recently completed the reconstruction of Hwy 100 to result in 6 lanes of vehicular traffic. A locked edge of buildings would deter further widening in future years. New or modified development in the Mayfair Corridor must reinforce the City's two-story building height minimum listed in the Mayfair Corridor Overlay Zone of the City's code. The diagram on the next page shows how the City can enforce a Build-to-Zone (BTZ) that includes minimal building setbacks for new construction and thus promotes an active, human-scale environment.

Incremental Pedestrian Activity

Space for pedestrian activity can and should be created incrementally along the edges of the corridor. Currently, limited pedestrian activity takes place far from the street edge, often behind surface parking lots. In addition, pedestrian movement occurs primarily on separate, disconnected lots. Occasionally, surface lots share parking through cross easements and other forms of linkages. The City can facilitate the creation of meaningful pedestrian spaces that generate value and visitor traffic.

Street Activation In Front

The City should help owners focus active places along the front (street) edge of developments. Many buildings, as they get replaced or redeveloped, can change their configuration to locate buildings in front and the parking in the rear. Such changes in configuration should be incentivized with additional funds for streetscape enhancements. Street level uses in the front should include restaurants, cafés and small plaza spaces. Entrances for such retail stores can be placed at the corners to maintain visibility from both the front and side. Initially, such changes may seem isolated; after a few early adopters, however, this approach will become more commonplace.

Places To Cross

As the edges of Mayfair Road begin to host places for pedestrian activity, the need and value for pedestrian crossings will become more obvious and desirable. Skywalks and bridges should be the primary focus for creating places to cross, particularly if included as part of a continuous upper-level pedestrian system designed for further connecting the corridor.

To locate places to cross, prior plans offer a guide. The City's 2014 Bike/Ped Plan recommended a grade-separated crossing across Mayfair Road at Center Street. The City can focus first on the Center Street crossing, and subsequently plan for other grade-separated crossings based on where (current and future) key intersections, public plazas, and major developments are located.

Links to the Parks and Neighborhoods

Currently, a perceivably small percentage of people walk to stores and businesses on Mayfair Road. Some might bicycle, but safe and attractive bicycle and pedestrian facilities are primitive.

This Plan suggests beginning with incremental transportation linkages that connect locations on Mayfair Corridor to the Environmental District and the proposed Life Sciences District. In addition, the proposed transit circulator might connect areas along Mayfair Road to residential neighborhoods and business districts. Once ridership increases, so too will the demand for improved bicycle and pedestrian features that allow people to walk along appealing sidewalks to and from transit stops.

Interdependence with the Life Sciences District

As the major employment hub, the MRMC campus, the UWM Innovation Campus, and the Milwaukee County Research Park will likely have a long-term, strong, and functional linkage to Mayfair Road. Businesses and institutions in one area will naturally spur corresponding activity in the other area. This pattern already seems evident given the quantity of health-related institutions located on Mayfair Road.

As aspects of the health care and medical industries embrace decentralization, these health-related institutions along Mayfair Road may expand due to ease of access and high visibility. As such, three types of stronger physical linkages

CONCEPTS FOR FUTURE CHANGE AND PLANNING - AREA A

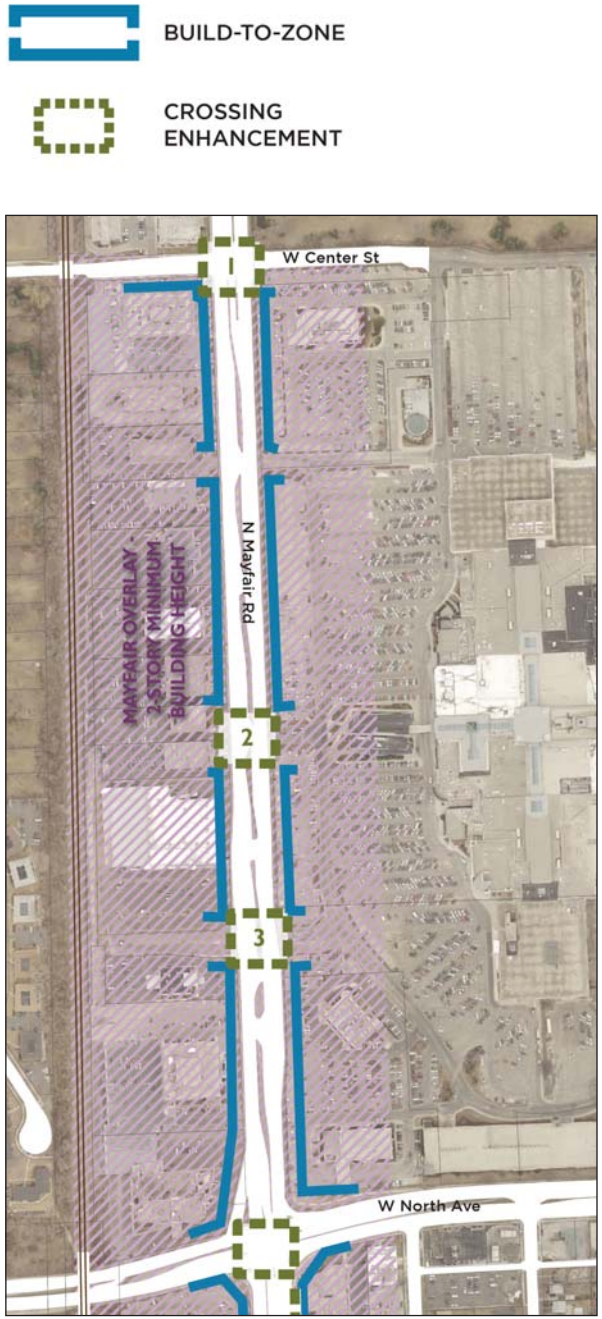
between the Mayfair Corridor and the rest of the planning area should be considered:

- Improve pedestrian and bicycle connections from Mayfair Road (and possibly Mayfair Mall) to the proposed Environmental District and Life Sciences District hub (Areas A and B) (see chapter 6.1 for possible crossings between the Environmental District and Mayfair Corridor);
- Create and promote transit connections via BRT, a local circulator, and regular County Transit systems between the Mayfair Corridor and the Life Sciences District hub; and,
- Establish high-density requirements and create two-sided development along Mayfair Road south of Watertown Plank Road (Area C).

Pedestrian bridge at the North Colorado Medical Center. Source: BigR Bridge

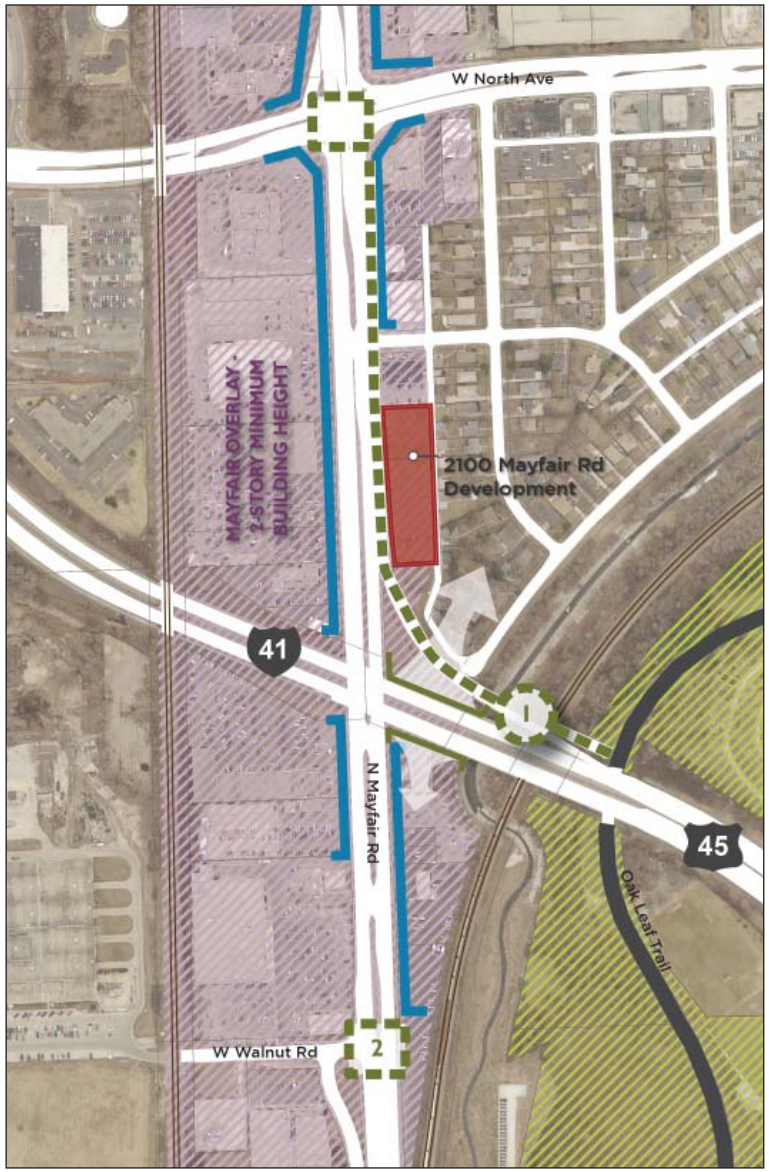
Creation of or improvements to pedestrian and bicycle facilities should be required as part of any new development along Mayfair Road. Above-grade crossings are ideal due to the existing high volume of vehicular traffic along the roadway. While all intersections would benefit from these types of crossings, the above-grade crossing at Center Street should be a priority for its potential to serve as a larger east-west connector between neighborhoods. Future development along Mayfair Road should encourage minimal street setbacks, pedestrian-scale building façades, and small public places in an effort to make this corridor more pedestrian friendly.

Source: GRAEF



Source: GRAEF

CONCEPTS FOR FUTURE CHANGE AND PLANNING AREA B



The City should facilitate new connections between the Mayfair Corridor and the adjacent Environmental District and neighborhoods. These new connections should be developed primarily through the creation of above-grade crossings. Additionally, the City should collaboratively provide improved access for pedestrians and cyclists along Mayfair Road (including beneath the freeway). Source: GRAEF (above diagram)

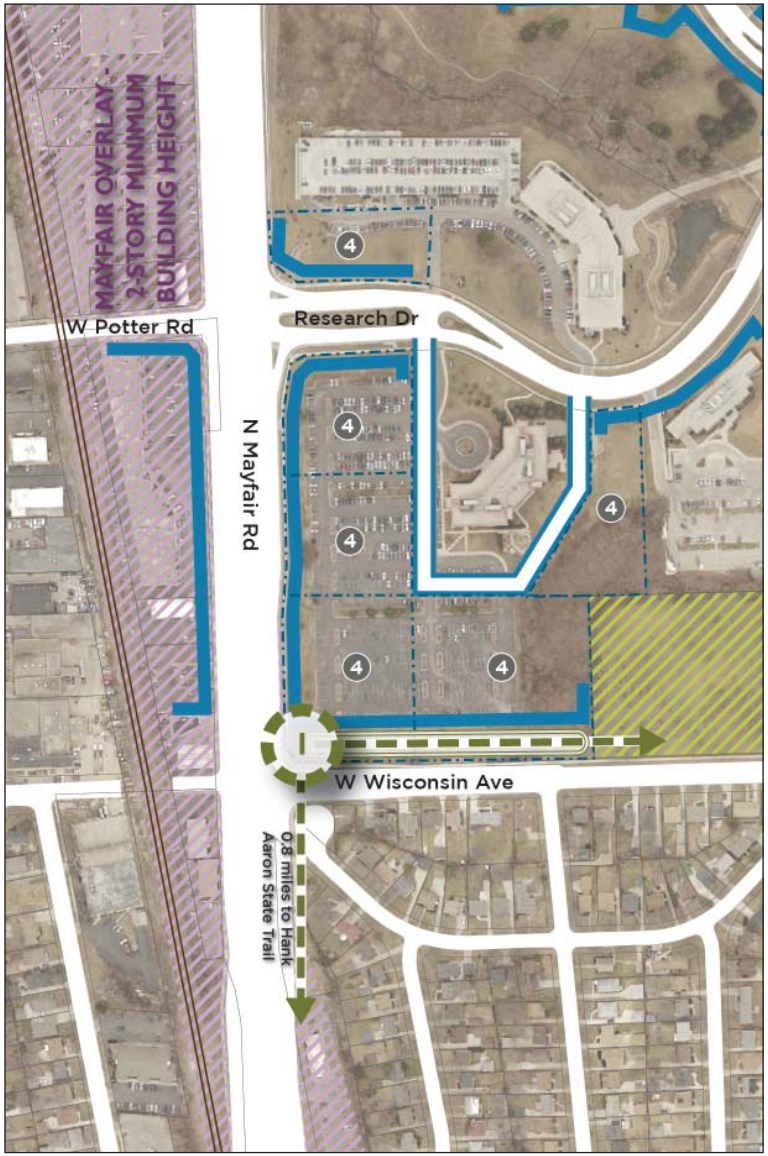
BUILD-TO-ZONE

CROSSING ENHANCEMENT

POTENTIAL BIKE/PED PATH

2100 Mayfair Road Development along Mayfair Road. Source: AG Architecture (above renderings)

CONCEPTS FOR FUTURE CHANGE AND PLANNING AREA C



Existing conditions on both sides of Mayfair Road contain large parking fields and a lack of pedestrian-friendly design elements. Future development should encourage minimal street setbacks along Mayfair Road. Additionally, the north edge of Wisconsin Avenue should provide a linear, tree-lined path that connects to existing parks and green space. The northeast corner of the intersection of Mayfair Road and Wisconsin Avenue could also include wayfinding signage that identifies the trail network within the planning area. Source: GRAEF

POTENTIAL STREET

BUILD-TO-ZONE

POTENTIAL LOT LINE

CROSSING ENHANCEMENT

POTENTIAL BIKE/PED PATH

MINIMUM BUILDING HEIGHT

A tree-lined sidewalk along Wisconsin Avenue, like that shown in the above image, would allow residents to walk safely while also providing a calm buffer between the MRMC and the neighborhood to the south.

As part of the ongoing WisDOT project, a trail extension was recently completed that provides a separated bike/ped path that runs along the east edge of Mayfair Road. Efforts should be made to extend this path to Wisconsin Avenue. Source: GRAEF

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7 IMPLEMENTATION

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ACTIONS FOR IMPLEMENTATION

Make It Happen

Implementation requires complex, ongoing work by City staff, elected and appointed officials, and other organizations and entities in the community. Cooperation and collaboration between stakeholders will greatly increase the likelihood that tasks will be accomplished. While the City may initiate these tasks, substantive work may be conducted by other organizations. This chapter provides a stepping stone between concepts recommended in this Plan and specific actions that can make it happen.

Each of the actions noted in this chapter involves one or more of the following primary tasks:

1. Reviewing and approving new regulations and programs (including proposals from developers and other organizations);
2. Establishing organizational partnerships (both public and private) to enhance staff collaboration, develop regulations and programs, consider jurisdictional changes, and commit to financial actions (for shared costs and revenues);
3. Providing ongoing support from municipal staff and public officials; and/or,
4. Allocating funds ranging from modest expenses to professional services costs, and from major capital improvements to operations and maintenance expenditures.

The primary tasks are noted below the title for each of the subtitled actions.

Five Categories, Nineteen Actions

The 19 actions contained within this chapter are organized under five broader categories that frame the implementation of the concepts presented in this Plan. The actions are interrelated and mutually reinforcing, thus encouraging a more sustainable and resilient community development framework. The five broader categories are:

1. Start Collaborative Implementation & Communication
2. Integrate Circulation
3. Create Public Places
4. Design Cohesive Urban Development
5. Develop Funding & Resources

SOLVING the PUZZLE

Dollars and Sense

Public-private partnerships (PPPs) have quickly become one of the most successful ways in which innovative and unconventional projects can be realized. By capitalizing on the stability and reduced risk of government participation, and by leveraging the private sector's creativity and capital, unique initiatives and programs that previously would have had little likelihood of occurring are now possible. PPPs are almost exclusively used in catalytic economic development projects that either a) jump start a new effort or cluster, or b) revive a dormant segment of the marketplace. With respect to the planning area, PPPs could be strategically utilized to align efforts and capitalize on synergies between government interests and private sector investments in order to create public places, fund business incubators, conserve and socialize natural resources, or finance infrastructure improvements. PPPs will likely be a principal mechanism by which relationships will be developed to operationalize the implementation strategies in this Plan.

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Source: Sasaki

1. START COLLABORATIVE IMPLEMENTATION & COMMUNICATION

1.1 CODIFY THE PLAN AND COORDINATE IMPLEMENTATION OF A LIFE SCIENCES DISTRICT

PRIMARY TASKS: Council approval of regulations, ongoing work for City staff and public officials, organizational partnerships

The City of Wauwatosa should adopt this Plan as part of the Comprehensive Plan. The overarching goal is the creation of the Life Sciences District, which includes a mixture of institutional, residential, commercial, and environmental uses. The City should lead a collaborative implementation process in partnership with other entities within the planning area, including the Milwaukee Regional Medical Center, Milwaukee County, the Milwaukee County Research Park, and the UWM Innovation Campus.

The collaborative process should emphasize the "big picture" issues, especially the need for substantially-improved property tax base given the City's high percentage (38%) of non-taxable property, lack of additional buildable land, and related dilemmas with tax levy limits and ongoing municipal costs.

The collaborative process should balance increases in the socioeconomic value of re/development and physical change for key stakeholders, including property owners, neighbors, businesses, institutions, organizations, and visitors, with the growth and health of the city as a whole. This balanced approach should create a) seamless, safe connections and linkages for roads, pedestrian paths, and bicycle circulation, as well as b) new landscape, environmental, and park features that facilitate movement between the different subareas and surrounding neighborhoods.

1.2 ESTABLISH AND SUSTAIN A COLLABORATIVE COMMUNICATION PROCESS

PRIMARY TASKS: Ongoing work for City staff and public officials, annual activity expenses, organizational partnerships

The City should actively participate in a collaborative communication process with organizations in the planning area to maintain effective communications with surrounding neighbors, landowners, and key community leaders. This effort should include:

a. Holding joint quarterly meetings in different locations to build mutual understanding;
b. Establishing a joint website to share information and opinions;
c. Emphasizing, in all communications, the advantages of balancing needs and aspirations among the many individuals and groups involved in the process to mutually benefit from shared implementation;
d. Hosting joint social, community-wide events that become recognized, annual components of the Life Sciences District and the surrounding community; and,
e. Facilitating joint special meetings to discuss this Plan and proactively propose changes with the community.

1.3 IMPLEMENT RECOMMENDATIONS TO COORDINATE WITH THE MRMC

PRIMARY TASKS: Ongoing work for City staff and public officials, organizational partnerships

The City should review and consider conditional adoption of the MRMC master plan as part of the City's Comprehensive Plan. The City should work with the MRMC and its member institutions to advance mutually supportive actions and outcomes, resolve new challenges, and benefit from new opportunities.

The City should continue to stress the importance of linkages and integration of uses along the campus perimeter as identified in Chapter 6.4, including:

a. Options for landscape and compatible neighborhood uses along the East Edge;
b. Traffic calming devices, improved crossings for pedestrians and cyclists, and streetscape along both sides of Watertown Plank Road;
c. Landscape and park-like features along Wisconsin Avenue that maintain the residential character of the neighborhood; and,
d. Taller and more visible buildings along the freeway that create a strong contemporary skyline promoting the prominence of the Life Sciences District.

2. INTEGRATE CIRCULATION

2.1 CHAMPION TRANSIT PROJECTS (CITY, COUNTY, STATE, THE MRMC)

PRIMARY TASKS: Ongoing work for City staff and public officials, organizational partnerships

The City should support the establishment of a joint task force, or similar initiative, with other organizations (such as Milwaukee County, the MRMC, the MCRP, and the UWM Innovation Campus) to coordinate the intended outcomes and impacts of new transit initiatives. Possible activities for this work include:

a. Planning for Phase 1 of Milwaukee County's Bus Rapid Transit (BRT) initiative;

b. Continuing planning for routing, management, and funding of a Tosa/MRMC Circulator System to enhance connectivity of nearby residential areas, the UWM Innovation Campus, the MRMC campus, Mayfair Mall, and other commercial centers; and,

c. Identifying locations for transfers between systems and upgrades to existing transit stops that offer end-of-trip facilities.

2.2 PHASE AND COMBINE CAPITAL INVESTMENTS

PRIMARY TASKS: Ongoing work for City staff and public officials, professional services, capital expenditures, organizational partnerships

The City should coordinate the phasing and linkages between their large capital investments and mutually supporting investments and projects in the planning area. Possible projects to explore should include:

a. Studying the potential construction (in conjunction with WisDOT, Milwaukee County, and the MRMC) of an east-west bridge over I-41/US45 to and from the MRMC campus and the MCRP that will (see Chapter 6.3 for additional details and alternatives):

   i. Accommodate all modes of transportation with an emphasis on transit and non-motorized traffic;

   ii. Improve peak arrival and departure traffic for the area;

   iii. Predict and manage the impacts on local neighborhood residential streets; and,

   iv. Estimate the costs and benefits of such actions along with alternatives to bridge construction that would address the same challenges and opportunities;

b. Constructing (in conjunction with Milwaukee County and other land owners) a Scenic Parkway to increase a) the visibility and accessibility of environmental features and trails, and b) the tax base value of new real estate investments north of Watertown Plank Road (see Chapter 6.2 for additional details);

c. Planning (in conjunction with Milwaukee County, MMSD, WisDOT, and other private entities) new and improved non-motorized railroad crossings that will allow highly-desirable environmental areas to connect to residential neighborhoods to the north and the larger, regional trail network (see Chapter 6.1 for trail crossing details);

d. Constructing traffic calming improvements along major corridors as part of the City's capital improvements; and,

e. Constructing (in conjunction with Milwaukee County, MMSD, WisDOT, and other stakeholders) bicycle and pedestrian pathways that connect landmarks and destinations both within and outside the planning area to encourage employees to avoid driving to/from work during peak hours (see Chapter 6.1 for recommended pedestrian pathways and branding opportunities).

2.3 CREATE AN AREA-WIDE PARKING DISTRICT

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

The City should consider the development of an area-wide parking district, in conjunction with other major users and parallel efforts — including major employers and residential developments, that should include:

a. Evaluating multiple parking scenarios for mixed uses, including peak time usage, traffic generation, and the associated costs and benefits;

b. Defining options for payment, cost sharing, and maximizing occupancy of parking facilities;

c. Coordinating with parallel and overlapping projects, such as the Transportation Demand Management Plan at the MRMC;

d. Managing the economics of long-term investments in parking options, including costs and benefits based on overall economic goals for jobs and the tax base;

e. Estimating parking expansion costs and revenues, and ways in which parking programs and regulations can support the implementation of Milwaukee County's BRT initiative and connections to proposed Tosa/MRMC Circulator System routes; and,

f. Supporting combined transportation demand management for the entire district, including the MRMC campus, the MCRP, and the UWM Innovation Campus, that will optimize parking occupancy, increase non-motorized circulation, and act as an incentive for new property development.

2.4 SUPPORT THE CREATION OF AN INTELLIGENT TRANSPORTATION SYSTEMS (ITS) PLAN

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

As part of the ongoing coordination and planning with local employers, the City should study concepts for a joint Intelligent Transportation Systems (ITS) plan that will propose immediate short-term interventions and long-term options for:

a. Installing signalization systems that support ITS;

b. Developing a shared commuting intranet site for employees at the MRMC campus, the MCRP, and the UWM Innovation Campus to provide commuter information, ride matching, performance tracking (transit ridership, parking utilization, bicycle use, etc.), trip planning, parking management, and revenue collection; and,

c. Monitoring changes and impacts to inform future actions, including the expansion of the commuting intranet site to include employees of surrounding commercial and retail outlets.

3. CREATE PUBLIC PLACES

3.1 ESTABLISH AN ENVIRONMENTAL DISTRICT OVERLAY PLAN (IN CONJUNCTION WITH ACTION 4.1) AND ADOPT THE OVERLAY AS PART OF THE CITY'S COMPREHENSIVE PLAN

PRIMARY TASKS: Council approval of regulations and a new program initiative, ongoing work for City staff and public officials, professional services

Based on the Framework Plan contained in this document:

a. Create an overlay zone, or regulating plan, for the inclusion of sustainable components for a triple bottom line community and consider the development of a monitoring and accounting system to evaluate and improve sustainability;

b. Estimate the costs and benefits (both social and economic) for effective routes for paths, trails, loops, tunnels, and railroad/river crossings (see Chapter 6.1 for recommended routes and crossings); and,

c. Preserve, conserve, and socialize targeted public places in the natural environment through the use of land use regulations, deed restrictions, protective covenants, and development agreements to guarantee the use of natural features for spontaneous and programmed activities (see Chapter 5 for details on types of places within the Environmental District).

3.2 STUDY THE CREATION OF A NOT-FOR-PROFIT ORGANIZATION TO OVERSEE THE ENVIRONMENTAL DISTRICT

PRIMARY TASKS: Ongoing work for City staff and public officials, organizational partnerships

a. Assemble and support an Ad Hoc Committee with representatives from key organizations who can help promote the creation of a multi-purpose regional Environmental District. Charge the Ad Hoc Committee with preparing an operational management plan and accompanying mission statement that include:

   i. Integrating three types of environmental uses with roughly equal areas (environmental preservation, conservation, and socialization);

   ii. Assisting all Environmental District members with increasing resources while reducing expenses;

   iii. Promoting the area as a regional environmental destination in a new urban neighborhood and a key feature of the entire Life Sciences District;

   iv. Identifying facilities that should be built over time, including pavilions for social gatherings and events and visitor access points/gateways, amenities, and facilities;

   v. Ensuring and protecting the City's costs and revenues and achieving the higher combined value earned through shared implementation;

vi. Promoting the prominence and cultural/historical significance of the regional Environmental District in relation to comparable areas (the proposed Environmental District is approximately 8% of the City's total land area);

vii. Achieving the three primary goals of environmental preservation, conservation, and socialization; and,

viii. Balancing environmental sustainability with economic and social sustainability for both present and future users.

b. Depending upon the recommendations of the Ad Hoc Committee, the City may wish to support and/or promote the creation of an overall management district or trust that includes existing owners and agencies to oversee opportunities for more efficient management and more effective utilization. Specifically, this formal organization might be charged with:

i. Coordinating details with key owners, including the Monarch Trail, the WDNR, Ronald McDonald House, the MRMC, MMSD, Mandel Group, the UWM Innovation Campus, Wisconsin Lutheran College, private homeowners, and others. If appropriate, encourage remedial land divisions among cooperating owners to make social, economic, environmental, and cultural activities more effective; and,

ii. Identifying and developing long-term, sustainable sources of funding for operations and maintenance, which may include the initial formation of a Neighborhood Improvement District (NID), a property owners association (POA), and/or an annual impact fee assessment for the creation and ongoing operation of a regional Environmental District. Other options for resources are discussed in Actions 5.1, 5.2, and 5.4.

3.3 INCLUDE PUBLIC PLACE CONSIDERATIONS AS PART OF THE REVIEW PROCESS FOR ALL DEVELOPMENT IN THE PLANNING AREA (IN CONJUNCTION WITH ACTION 4.1)

PRIMARY TASKS: Council approval of regulations, ongoing work for City staff and public officials

Update the City's approval process to consider the impact of proposals on public and semi-public places for all new projects, as based on the Framework Plan contained in this document. Possible elements and considerations of an updated approval process include:

a. Establish maximum setbacks along street edges for any new buildings, which will help create activated, complete streets;

b. Encourage and incentivize plazas only at locations that enjoy an existing or expected high volume of pedestrian traffic based on the functions and activities located in the adjacent indoor areas;

c. Utilize public places as seams or spines that stitch together various elements of the built environment;

d. Encourage private property owners to coordinate skywalk development in the planning area, specifically along Watertown Plank Road, to connect social places (i.e., housing, employment centers, parks, plazas, and trails);

e. Create daytime and nighttime activation through diverse private, semi-public, and public places, including cafés, restaurants, pavilions, small amphitheaters, greens, and terraces; and,

f. Incentivize public places at major public transit exchange points to leverage the existing activity and increase development in the immediate vicinity.

3.4 UNDERTAKE PRELIMINARY PLANNING FOR CRITICAL PUBLIC PLACES

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services

The creation and enhancement of public places should focus on key locations identified in the Framework Plan contained within this document. Preliminary planning might include: design concepts, analysis of funding opportunities and revenue generation, and programming and related items for both "partnered" public places with new development and catalytic public places intended to brand and promote the Life Sciences District. These are elaborated as follows:

a. Small, high-intensity, public places should be developed in conjunction with new development or redevelopment. Some options for such public places (including small plazas and streets) are shown in the Framework Plan. For example, a small public square could be developed and associated with new mixed-use residential development either north of Watertown Plank Road or in the MCRP. These places should be highly visible and become a spontaneous destination for new residents and employees of the area.

b. Catalytic public places (in addition to the overall regional Environmental District) should be planned by the City such that they be used to promote high-quality, mixed-use development. Planning should include rough estimates of costs and benefits. Two important catalytic public places include:

    i. A shared hardscape plaza located at the northwest corner of Watertown Plank Road and Discovery Parkway (Discovery Terrace - See Chapter 6.2). This plaza can provide safe, highly visible, and prominent connections for pedestrians and cyclists to/from the south side of Watertown Plank Road, summer and winter play facilities (playground, splash pad, and/or ice rink), and lunchtime and dinner food services (café and restaurant); and,

    ii. The new Scenic Parkway (See Chapter 6.2) would become the seam that stitches together expanded environmental features (on the north side of the Parkway) and a new mixed-use neighborhood (on the south side of the Parkway). The Parkway should interconnect walking and biking trails, terraces in new development, lookout points, historic markers, and pavilions for small, shared spontaneous events.

4. DESIGN COHESIVE URBAN DEVELOPMENT

4.1 ADOPT AN OVERLAY ZONE[1] FOR THE PLANNING AREA BASED ON THE FRAMEWORK PLAN IN THIS DOCUMENT

PRIMARY TASKS: Council approval of new regulations, ongoing work for City staff and public officials, professional services

Based upon the Framework Plan included in Chapter 5, the City should finalize and adopt an overlay zone, or regulating plan, that specifies streets, rights-of-way, infrastructure investments, patterns of lots and parcels, and regulatory changes that create effective incentives and disincentives. As part of this process, the following subtasks should be considered:

a. Working with Milwaukee County and the MCRP to review and revise the existing standards, restrictions, and covenants for the Milwaukee County Research Park in a way that matches and supports the new overlay zone;

b. Working with Milwaukee County and UW-Milwaukee to review and revise the existing standards, restrictions, and covenants for the UWM Innovation Campus in a way that matches and supports the new overlay zone;

c. Establishing basic standards for design, value, taxability, and social density that may consider:

   i. Density and development minimums;

   ii. Parking maximums and site locations;

   iii. Tax exempt development limited to Parks and portions of the MRMC campus;

   iv. Sustainability guidelines to promote best management practices for environmental, social, and economic sustainability; and,

   v. Infrastructure for circulation and utilities (such as a complete street design approach for streets within the overlay zone area);

d. Estimating costs and benefits for the most effective infrastructure alignments;

e. Respecting the existing property boundaries and ensuring that plans do not require cooperation from owners that prefer not to be part of this Plan, but, at the same time, disincentivizing and/or prohibiting changes to current development (including land uses and land divisions) that do not conform to the regulating plan; and,

f. Providing incentives to participate in and support changes that fit the Framework Plan in the form of economic subsidies based on TIF resources or similar resources (as noted in Actions 5.1 through 5.4).

[1]The Overlay Zone is synonymous with the term regulating plan and would incorporate a form-based code as a regulating plan in the Wauwatosa Zoning Code.

4.2 CREATE A QUASI-INDEPENDENT, NOT-FOR-PROFIT DEVELOPMENT ORGANIZATION TO EXPEDITE THE INITIATION OF HIGH-VALUE URBAN DEVELOPMENT

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, organizational partnerships

The City should appoint, in cooperation with other landowners, major institutions, and local agencies, a quasi-independent development organization with substantial project authority analogous to, or parallel to, the City's Community Development Authority. This organization's role should be developed in the following way:

a. The organizational and governance structure of this group should be designed to foster expedited action for the implementation of development and redevelopment in accordance with the Framework Plan in this document;

b. The development entity should oversee specific projects and have the authority to implement projects without additional approvals, provided that projects match the social, economic, and physical plans (including the Framework Plan) adopted as part of the Comprehensive Plan; and,

c. Prior to the establishment of such an organization, the City should review case studies of similar organizations and best management practices for such groups. (Comparable not-for-profit organizations have been used in Wisconsin, such as the Milwaukee Development Corporation, the Milwaukee Economic Development Corporation, or Impact Seven.)

4.3 PREPARE OPINIONS OF PROBABLE COSTS OF SERVICES AND REVENUES FOR KEY PROJECTS IN THE PLANNING AREA

PRIMARY TASKS: Ongoing work for City staff and public officials, professional services

Many of the key components of this plan require detailed analysis of costs of services and revenues – both public and private. New streets and parking structures, for example, could be financed through TIF revenues, impact fees, BID/NID assessments, property owners associations, PILOTs, and other sources. New public places, parks, and environmental features also require funding. If general public revenues are insufficient, alternatives for additional resources should be evaluated. Moreover, ongoing costs and revenues for operations and maintenance should also be considered. This Plan envisions the evaluation of investments and an analysis of costs and revenues as follows:

a. Prepare detailed cost-revenue analyses for catalytic projects based on the proposed plan concepts shown in Chapter 6 or future development concepts that are created. This would include economic revenues and costs, as well as social benefits and costs;

b. Compare estimates of costs and benefits to the speculative examples evaluated during the creation of the Framework Plan and shown conceptually in Chapter 6.2. These estimates speculated that total development costs for private sector construction (office, retail, residential, and parking) would range from 2 to 2.5 billion dollars over 20-30 years. When complete, such development would yield 40 to 50 million dollars per year of added tax revenue. If tax value is loosely comparable to TIF revenues, this indicates substantial opportunities for City investment in infrastructure, environmental features, and other publicly valuable components of the project. Further analysis could yield a useful starting point for evaluating opportunity costs and losses. Put another way, such tax benefits, as well as the potential economic multipliers for other benefits, would be lost if development is curtailed; and,

c. Prepare short-term, mid-term, and long-term scenarios depicting the ongoing pattern of costs, benefits, and revenues.

4.4 INITIATE A PLANNING AND DESIGN PROCESS FOR FIRST-PHASE DEVELOPMENTS THAT FOLLOW THE FRAMEWORK PLAN

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

Initiation of a development process should begin with City agencies and/or a quasi-independent development organization as described previously. The tasks to begin this process might include:

a. Selecting an area within the Watertown Plank Neighborhood where first phase residential development can begin within an expedited time frame and an estimation of the costs and revenues for first phase implementation can be completed. Other high value sites, as shown on the Framework Plan, might also be considered in the MCRP or in the UWM Innovation Campus (See Chapter 5);

b. Creating detailed plans for the “first project” streets, lots, and rights-of-way within the Watertown Plank Neighborhood. This study should identify specific lots and locations where increased pedestrian activation will be more easily achieved;

c. Sharing this Plan with residential developers to promote interest in catalytic development sites and encourage public-private development partnerships among developers, Milwaukee County, the City, and not-for-profits; and,

d. Working with major landowners, such as UWM and the MCRP, to revise and update development restrictions to align with current recommendations outlined in this Plan (see Action 4.1).

5. DEVELOP FUNDING & RESOURCES

5.1 PROMOTE IMPLEMENTATION AT A STATEWIDE AND NATIONAL LEVEL

PRIMARY TASKS: Ongoing work for City staff and public officials, professional services, organizational partnerships

The City must pursue numerous opportunities for support and resources from state and national entities. Such pursuits will include government agencies, foundations, and other corporate entities as partners. While each institution and agency will have different goals, the ability to represent combined interests and aligned missions can dramatically increase the probability of successfully garnering resources. This effort might take the form of:

a. Designating key staff members to serve as liaisons with other organizations for such pursuits;

b. Identifying the local organizations, in addition to the City, Milwaukee County, and the MRMC, that might receive joint funding and developing initial proposals with those local organizations as to how such funding can be shared for both capital and operating costs. Examples of physical changes requiring broad collaboration from local organizations include:

   i. the Tosa/MRMC Circulator System;

   ii. new or refurbished parking facilities; and,

   iii. the regional Environmental District and public place amenities;

c. Drafting, submitting, and presenting combined proposals, letters of interest, and applications; and,

d. Marketing and branding of the Life Sciences District by developing media campaigns that emphasize a unique community and the area's position as the future metropolitan center.

5.2 CREATE A NEW FORM OF PUBLIC FINANCE BASED ON NOT-FOR-PROFIT EMPLOYMENT ("JOB INCREMENT FINANCING")

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

a. Use tax increment law in Wisconsin State Statutes as a model, and propose a new system for not-for-profits to help fund public improvements needed for the creation of new jobs based on the allocation of "salary increments" that would not have occurred but for the public improvements.

b. Draft a white paper that describes the value of such financing and its limited, but high-impact, economic value for this district. Show explicitly the major public benefits that will accrue to the city, region, and state.

c. Work jointly with Milwaukee County, the MRMC, the UWM Real Estate Foundation/Innovation Campus, State Legislative leadership, and State Representatives to propose a bill establishing Job Increment Financing as a method for making physical change in the planning area.

5.3 USE TAX INCREMENTAL FINANCING (TIF) FOR CRITICAL PUBLIC INFRASTRUCTURE

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

a. Identify specific infrastructure projects, including, but not limited to, the Scenic Parkway, the 92nd Street extension north of Watertown Plank Road, and other proposed roadways identified in the Framework Plan, and prioritize those as early investments in the planning area.

b. Create an incentive program that encourages initial development that would otherwise be viewed as a high risk to developers. Consider offering major subsidies to first projects (as noted in Action 4.4) that catalyze other developments. This might include, for example, a landmark project along the Scenic Parkway in the Watertown Plank Neighborhood (Chapter 6.2). The subsidy for first projects might include higher percentages of TIF funding for indoor parking (or below-grade parking). After so-called first projects are completed, the market conditions will become more apparent, risks will decrease, and similar subsidies should be reduced.

5.4 SEEK GRANTS AND FUNDING FROM FOUNDATIONS, PUBLIC AGENCIES, AND NOT-FOR-PROFITS

PRIMARY TASKS: Council approval of a new program initiative, ongoing work for City staff and public officials, professional services, organizational partnerships

a. Identify projects and physical changes in the planning area that will be of interest to major donors, foundations, and national agencies, such as: Rockefeller Foundation, Morgridge Foundation, Robert Wood Johnson Foundation, Skoll Global Threats Fund, Ford Foundation, and The Trust for Public Land. Where appropriate, seek such funding jointly with other organizations, such as Milwaukee County and the MRMC.

b. Prioritize the funding opportunities by eligibility, relationships, and the highest priority in the planning area to then begin building relationships with grantmaking staff.

c. Apply to one of the aforementioned funders and, if awarded, jointly carry out the activity proposed in the grant application (see Action 3.4).

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