


Wauwatosa
Life
Sciences
District

2018-2038
 Master Plan

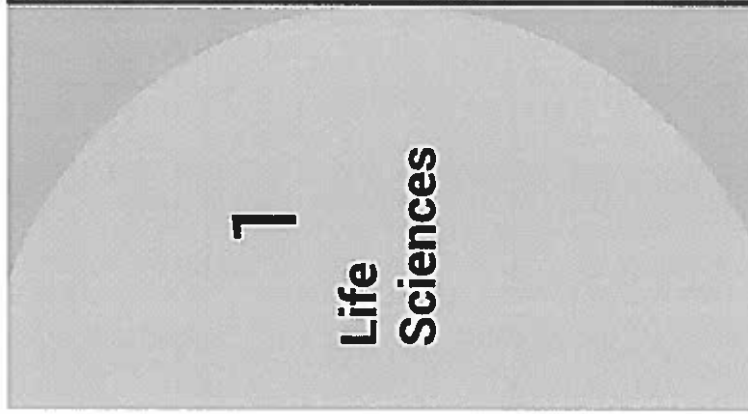
Adopted December 18, 2018




Earlier versions of the plan were prepared by the team of GRAEF, Nelson/ Nygaard, and Szoski. Subsequently, the plan was amended by City of Wauwatosa staff.

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INTRODUCTION

Exponential growth over the last 20 years in the Wauwatosa 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 the Plan recognizes economic, physical, and social 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.

The growth in the Wauwatosa Life Sciences District mirrors that of larger, national trends: a boom in academic medical centers, aggressive forces cast for emerging retail nodes, a need for housing and recreation, and a need to provide access for those living near and far.

The Wauwatosa Life Sciences District is currently the largest, most densely populated, and most metropolitan area—high-quality medical care, a substantial quantity of employment opportunities, high-end retail, an innovation campus, desirable and diverse housing, and a one-of-a-kind natural environment that attracts and serves today, as a place of respect for thousands.

In 2015, the City of Wauwatosa, in conjunction with Milwaukee County, commissioned a plan to unite multiple visions, concepts, and perspectives into a cohesive, forward-looking plan for the County Grounds. It soon became evident that coordinated planning for this area requires looking beyond the historical boundaries of the County Grounds to be this asset to other major assets in the community.

As such, this Master Plan offers ideas and guidance for the Wauwatosa Life Sciences County Grounds and Interstate 41/US 45 from North Avenue to Wisconsin Avenue, and from Mayfair Road to the Village area.

To develop a plan that recognized the unique character of the district, the following goals were established:

- Improve circulation and traffic benefits;
- Increase mutual trust and benefits;
- Protect environmental areas;
- Design integrated streets and buildings;
- Provide housing and mixed-uses; and
- Create and embrace shared public places.

This plan will explore the history of the area and the community context to set a base for a framework plan consisting of five subareas of the larger Life Sciences District, leading to suggestions for implementation. The expected time frame for realizing these plan implementation is approximately 20 years.

PLANNING AREA



Source: Gray

2 History of the Vision



THE COUNTY GROUNDS

The Milwaukee County Grounds embodies a proud history of providing high-quality health care to the nation. Inherited with a diverse and vibrant culture and identity, the County Grounds has been a place where the community has grown with the embedded spirit of those who came before, those working there now, and those to come in the next decades.

An uncommon good arising from the minds of a few, the County Grounds has long been a place of a belief in the power of a sanctuary for healing, and integrated part of their communities. Over the past 100 years, that sense of community has grown from a small town City Center, a sanctuary, and now to one of Wisconsin's emerging major metropolitan centers.

Currently, the County Grounds contains several separate sectors. The Milwaukee Regional Center is the County's primary legacy of the social functions of healthcare and community service.

The north section, between Watertown Plank Road on the south and the Underwood Creek and Wisconsin State Road 160 on the north, is an 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 resulting loss of direct access to the County Grounds. At the same time, the health sector has dramatically increased its potential social and economic value. 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.

Understanding the 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. This article looks at the County Grounds' history, development, and progress and offers ideas as to how past practice should be reflected in the future.

1937 Aerial Photo

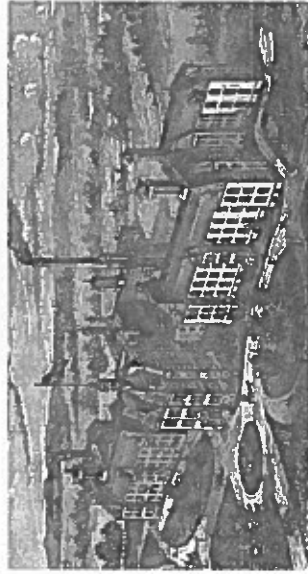
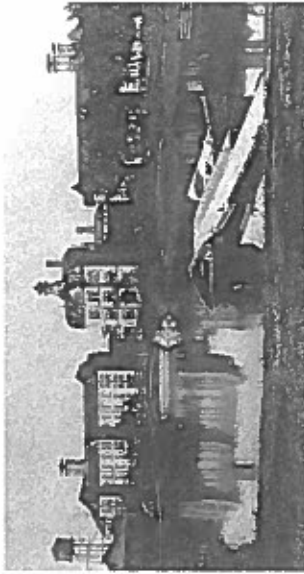


Gregg Farm Purchased

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 \$70,000 today) to establish a facility for the County's poor. The farm was split between present-day 84th and 97th Streets, just south of Watertown Plank Road.

Asylum Built

It became clear shortly after the creation of the Poor Farm that those receiving treatment for mental health problems required food and shelter separate from the other residents. In 1878, Milwaukee County purchased an adjoining 70-acre farm and allocated \$80,000 of public funds (about \$3.2 million today) to build the Milwaukee County Asylum for the Insane. The Asylum provided in 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

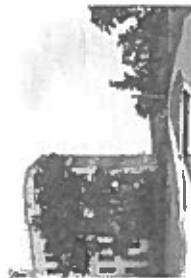
Source: Milwaukee County Historical Society

Hospital Rebuilt

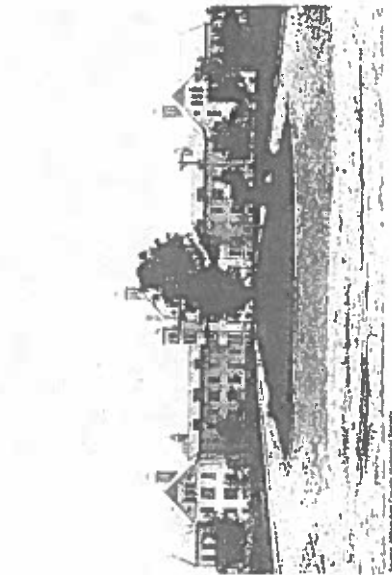
Two years after the County purchased the Gregg Farm, the County Hospital was destroyed by a fire. In 1860 and 1860, the Hospital was expanded and increased its capacity to 41 beds, but was tragically lost in a fire that destroyed the entire building and killed two patients in February 1860. The County Hospital was rebuilt on the Gregg Farm, costing the public \$80,000 (about \$19 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 Inman Asylum, County Hospital and its subsequent expansions incorporated natural features into its design:

- 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: Meigs County Historical Society



Source: Meigs County Historical Society



Source: Meigs County Historical Society



Source: Meigs County Historical Society

Nursing Instruction Starts

Meigs County Hospital Superintendent Dr. H.E. Conell and his wife, Dr. Anna Green Conell, 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.

Dependent Children Home

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 program was developed 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 1896 to provide a permanent, structured life for the children.



Nurses care for patients on a ward at County Hospital in the 1930s. The Home for Dependent Children was established in 1896 and was operated as a separate institution. The act of surgery sought treatment at the Hospital, as opposed to foregoing care because of a lack of money to pay a home doctor. Source: Meigs County Historical Society



The School of Nursing saw scattered growth and was eventually closed in the 1930s. The program was revived at the beginning of the 20th century. Under the direction of Irving Mahron, the program thrived. A matron and her class are pictured above. Source: Meigs County Historical Society



Directed by highly educated and talented staff, County Hospital was able to provide a high quality of care 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. 1900), the Hospital's matron and her class are pictured above. Source: Meigs County Historical Society



A home away from home: many of the Home's children were suddenly without a family or regularly trusted caregiver. The Home provided a safe and structured environment for these children, who were unable to care for them, the newly-arrived children were thrust into a scabrous pseudo-family with brothers, sisters, matrons, and matrons. As best they could, the matrons and matrons tried to recreate a normal life full of daily activities, crafts, athletics, parties, swimming, and holiday celebrations. Source: Meigs County Historical Society

School Created

As a social reform movement, forward change at the time was to be a public school. The movement 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 1852, the School of Agriculture and Domestic Crafts was established. The school provided training and 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. Parris. The schoolhouse and the buildings remain standing to this day; remodeled and now called Echelon.



1852 Echelon, Greatly School of Agriculture and Domestic Training, Wauwastosa, Wis.

Source: Milwaukee County Historical Society

Murdale Sanitarium

Contagious diseases in the half-century following the Civil War were a major concern for the nurses at County Hospital in the last quarter of the 19th century. What society feared, though, was far more widespread and lethal. Tuberculosis (TB) was a killer in the home environment, and, in crisis, contagious to grow and spread in the workplace. Tuberculosis spread together, the bacteria quickly spread among adults and children alike. In an effort to control the illness, the Murdale Sanitarium - a TB treatment facility - was opened in 1910 on the County Grounds. It was believed that cool, dry air would help patients recover. The facility had ready access to fresh air through open windows, sun rooms, and outdoor gardens (see images to the right). In 1921, the Blue Hound Preventorium was purchased as a children-only facility for TB treatment.



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 large hospital, the County Grounds received 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. The County Grounds also addressed the broader and far more impactful issues regarding the provision and management of infrastructure for the unique and valuable community. In these cases, public support for infrastructure (energy, emergency services, and transit) became an integral component of an effective community.

New Hospital Built

By 1930, the Milwaukee County Grounds had witnessed almost full build-out of its contemporary facilities. The original facilities were primarily situated along the eastern edge of the Grounds running along Watertown Plank Road - with the Murdale Sanitarium 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 Wauwastosa continued to remain on the eastern edge of the Grounds. As the county was in the throes of the Great Depression, the County Grounds was a major employer. After World War II, see the 1937 Aerial map on page 5 for an overall understanding of the site development at that time.



As the County Grounds grew, it became clear that a fire department was needed. Because of its sprawling nature, the County Grounds required 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 Wauwastosa, the Grounds sat along a heavily trafficked road. Watertown Plank Road with a stop at the entrance to the Inman Asylum in the photograph above. Source: Milwaukee County Historical Society



Source: Milwaukee County Historical Society

The Freeway

I-40545 first appears in Milwaukee County's small plan probably as a result of the Federal Road and 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 encroached the County Grounds. The area became an incident and curvilinear street pattern.

Regional Medical Center

Milwaukee County General Hospital continued to develop following its construction in 1930 with additions built in 1958 (pictured top right), but Froedter Memorial Lutheran Hospital took its place when it opened on September 29, 1980. The green spaces were used to create a Hospital Medical Center campus where County Hospital once stood.

By 1993, the Milwaukee County Grounds had largely assumed its present-day land use pattern. While changes occurred over the last 20 years, many of the County's historic building features remain including the Milwaukee County Children's Court Center, Behavioral Health Complex, and the first iterations of Froedter and Children's Hospital.

Six healthcare institutions are currently located at the Medical Center campus: 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.

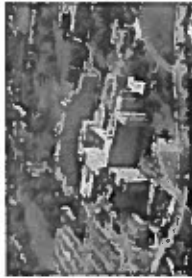
Milwaukee County Research Park

Created in 1987, the Milwaukee County Research Park provides a mix of a mix of research and commercial space for the local development of the 192-acre research and technology business park with co-located laboratory space, commercialization resources, and professional services. 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-40545 from Innovation Drive.

Mayfair Corridor

With the development of Mayfair Mall in 1959, the road name was changed from Lovers Lane to Mayfair Road. Under State of Wisconsin Highway 800, through the 1960s, the area near Mayfair Mall became a popular location for the development of small office and commercial buildings and is now one of the area's major commercial corridors, including occupancy rates in excess of 90%. This resulted in automobile-centered, suburban style developments with increased surface parking lots and the reworking of major cross-town traffic.



Source: Historical College of Architecture, University of Wisconsin-Milwaukee



Source: Milwaukee County Research Park



Source: Milwaukee County Research Park

Relation to the Plan

New, innovative ideas are derived from our experiences and knowledge. Our history and traditions - especially those directly associated with the County Grounds - provide a wealth of relevant experiences and knowledge. Many of the ideas and practices that were put in place over the 180 years of the County Grounds can and should be used as the basis for innovation.

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 mix of laboratory, academic, and medical practice spaces, with a focus on biomedical engineering, devices and advanced materials/manufacturing. UWM purchased the 88.5 acres of land in 2011 to begin development. The campus will include a mix of residential, academic, and industrial offices and laboratories. The Campus currently is home to the UW-Milwaukee Innovation Accelerator, ABB, Inc., a Mernoff Residence Inn, Echelon Apartments, and The Monarch Trail.

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 various phases described in this chapter. Building by building, the character of the place changed. The introduction of the freeway and changes came with the introduction of the freeway, as seen in the 1963 aerial to the right. Today, the freeway plays an even larger role, along with the expansion of Wattertown Plaza Road and Hayfair Road. The Hayfair business location use, located on the Mayfair Area, is a key element and ensuring a clear suburbanized model on land development.



Source: 1937



Source: Milwaukee County Land Information Office

Source: Aerial

3

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 highly organized, grid-like street neighborhoods and the suburbanized pattern engendered by the busiest freeway interchange in the state. Wauwatosa's traditional neighborhoods nestle themselves along seams between thriving economic corridors and the character of the city's historic downtown district. The character defines and centers streets, and parks and green spaces to understand how they interact and depend on one another. As Wauwatosa's suburban development pattern has matured, it has introduced a new character: a character highlights current circulation conditions, and introduces the planned integration of cycling, walking, and transit as a way to retain neighborhood character while supporting growth.

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-share auto-dominated arterials. Just as these strong neighborhoods provide community character, the character of the city's historic downtown neighborhood 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 reimagined - notably, the Village center and the socio-economic activity along North Avenue. In addition, other social activity centers have emerged, including the downtown area, the area enclosed in Mayfair Mall and The Mayfair Collection/The District on Burleigh.

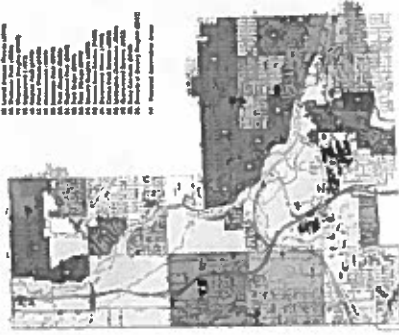
Traditional Neighborhoods

For Wauwatosa, a clear pattern emerges of residential neighborhoods built along urban corridors, with occasional parks and occasional picturesque 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 is made 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 character of Wauwatosa is unique, and it is this unique character that the City of Wauwatosa seeks to preserve and enhance. The map depicts the patterns of streets, and houses.

City of Wauwatosa Neighborhood Associations

- 1. Wauwatosa City Center
- 2. Wauwatosa Village
- 3. Wauwatosa North
- 4. Wauwatosa South
- 5. Wauwatosa East
- 6. Wauwatosa West
- 7. Wauwatosa North East
- 8. Wauwatosa North West
- 9. Wauwatosa South East
- 10. Wauwatosa South West
- 11. Wauwatosa East North
- 12. Wauwatosa East South
- 13. Wauwatosa West North
- 14. Wauwatosa West South
- 15. Wauwatosa North East West
- 16. Wauwatosa North West East
- 17. Wauwatosa South East West
- 18. Wauwatosa South West East
- 19. Wauwatosa East North West
- 20. Wauwatosa East South West
- 21. Wauwatosa West North East
- 22. Wauwatosa West South East
- 23. Wauwatosa North East West
- 24. Wauwatosa North West East
- 25. Wauwatosa South East West
- 26. Wauwatosa South West East
- 27. Wauwatosa East North West
- 28. Wauwatosa East South West
- 29. Wauwatosa West North East
- 30. Wauwatosa West South East



CIRCULATION

Creation of people makes place work, and the type of development that succeeds, 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, use, and use all of the pieces in their community.

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 roads, the more roads there are, the more specialization, communities eventually reach their carrying capacity for auto traffic. Even as many others enjoy walking, biking, and riding the bus, they can accommodate many more users if roads, sidewalks, and transit alternatives are used 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.

Suburban Model

As the districts and corridors evolved in Wauwatosa, many of them, especially in the planning areas, followed suburban models of land division. Little attention was given to the needs of pedestrians. 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, high-density development, major obstacles appear due to the way each property segregates itself from its neighbors.

This suburban pattern of land division creates an impediment for shared community features and incentives for shared community features and great property owners few choices other than further fragmentation and isolation. Parts of the planning area clearly suffer from the condition,

Districts

This study defines district as special purpose areas, such as the Milwaukee Regional Medical Center campus and the Park and Environmental Area. The Milwaukee Regional Medical Center (MRMC), as a major employment center, has a unique character. The MRMC 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 the way the MRMC is managed. The barriers to visitors to the park areas are ill-defined or unwelcoming. These barriers support suburban development patterns and a lack of interconnectivity between potentially complementary land uses.

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 from each other and from the community. 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. Corridors, corridors that act as surfaces of links, such as bridges, parks, and activated streets, provide connections to 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. These corridors have provided a positive impact due to their environmental appeal and the variety of trails, walkways, and bridges, they also have had a positive impact socially and economically.

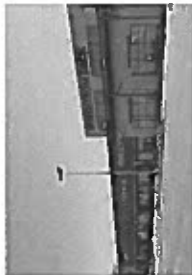
Interchanges

First and foremost, regional traffic feeds the busiest interchange in Wisconsin, the Zoo Interchange. Nationally, the amount of household vehicles miles travelled has decreased, but the total volume of automobile traffic in the planning area has increased since Smart Growth America Policy Guide (2008).

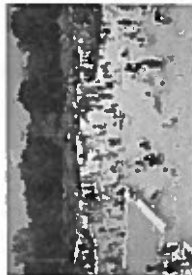
I-42545 and the major arterials will, for the foreseeable future, contain more drivers, most of whom head to destinations in and around the planning area. As the amount of traffic increases and through the area have commended during the planning process of benchmarking the traffic volumes at each interchange. Such increases reflect an overall pattern. As the flow of drivers increases at each interchange in and nearby the streets constantly change as drivers encounter new challenges.



The Wisconsin Zoo Interchange Project is a large scale project with significant impacts of alleviating traffic congestion. The 5th Street bridge is rebuilt in the photo above. Source: WisDOT



The District at Burleigh catalyzed redevelopment at the Burleigh Triangle. Source: The Mayfield Collection



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



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

Beginning in 2012, the Wisconsin Zoo Interchange Project is a large scale project with significant impacts of alleviating traffic congestion. The primary objectives were to alleviate highway congestion moving through the interchange and reduce traffic burden on local major roadways, and provide cost-efficient lane expansions in the interchange. The Wisconsin Zoo Interchange Project engineers and project stakeholders have argued that once the project is completed, it will relieve congestion on I-90, Blumhard Road, Watertown Plank Road, and Glenview Avenue. However, to the surprise of many, the project has not substantially increased through the interchange and on local major roadways.

Arterials

Residents, customers, and users of local streets have expressed concerns about arterials, including Watertown Plank Road and Mayfair Road - in the planning area from 2010 to today have anecdotally produced frustrated travelers.

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 signage, and not enough parking.

These issues occur throughout the planning area and future changes must, at the very least, lessen the negative impacts on the experience of residents, customers, business establishment, customers, visitors and all users.

Neighborhood Streets

When residual frustration spills onto local streets, it begins to impact residential neighborhoods. People who live very close to commercial and business areas experience a variety of stresses, including inconveniences, noise, air pollution, and idling traffic driving by their property, and strategies traversing their neighborhood.

Some residents see these circulation patterns as a nuisance, but the same patterns help prevent social cohesion. Community walking, where neighborhood residents create circulation against the social amenities created by circulation becomes important work.

Public Transit

The use of public transit, such as buses, provides one of the best ways to reduce the costs of automobile driving and increase resources for community investment.

Yet, effective input reportedly does not occur unless it is supported by a comprehensive understanding through a communal understanding of the multiple systems, markets, and operational patterns. While the Milwaukee County Transit System provides bus service to the entire planning area, this Plan includes concepts for how impacts imposed by additional development and take advantage of opportunities for increased social and economic value.

Complete Streets

Most urban areas, including Wauwatosa, through its "Total Streets" concept, have created complete streets and pedestrian-friendly areas. Yet, these types of environments can be meaningless if no social or economic activity exists to drive the street activation. Non-encouraged pedestrian investments, to be effective, must be accompanied by highly-activated social and economic activities that animate public places.

The Mark Aaron State Trail and Oak Leaf Trail provide access to green space in the planning area but not necessarily to transit infrastructure assets throughout the planning area is not well-distributed, nor robust.

Creating Positive Impacts

The circulation fostered by pedestrian, bicycle and active transportation is a powerful tool 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 maintenance, longer life for the car, options not to own a car).
 - Saves the community money (street widening of arterial roads per taxpayer mile that can, over time, reduce public costs).
 - Saves the destination user substantial capital (\$10,000 and one less space in a parking structure can save \$20,000 to \$50,000).
 - Reduces the number of parking spaces, and saves the space, the time, the money, 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.

PUBLIC PLACES

Parks

Wauwatosa contains beautiful parks and river parkways. Many of these places, including as part of the overall Milwaukee County Park System. The Milwaukee County Grounds Parks blends preservation of environmental amenities and opportunities for spontaneous social activity by individuals and groups at well as organized events.

Most of the County parks provide high levels of access (for pedestrians, drivers, and bicycles) as well as high visibility from local roads. This is an important part of the planning area's 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 value center and the rebirth of North Milwaukee. In Wauwatosa, many of the 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 empowered the social changes they were intended to induce.

Environmental Areas

The large environmental area with designated remnant parcels north of Watertown Plank Road comprise the most critical area in this Plan.



The Milwaukee River Parkway creates an environmental corridor across the northern portion of the planning area, with views of the city and parkways. People can interact with nature through observation, hiking, bicycling, walking, and playing sports. The contrast between the density of the Department of Natural Resources (DNR) Wisconsin State District (WISD) 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 are also visible in the background.



The UW-Milwaukee Innovation Campus provides a mix of new housing and scattered commercial structures, including the Echelon Apartments and UWM Innovation Campus.

Relation to this Plan

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

Watertown Plank Road is a major traffic arterial through the planning area for cars, buses, bicycles, and pedestrians. Photo courtesy of the Planning Commission, University of Wisconsin-Milwaukee. Source: City of Wauwatosa.

4

Continuing the Vision

THE VISION

To manage growth, enhance quality of life, and capitalize on investment opportunities, previous plans and studies were reviewed to determine what the community most 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.
- Ashin Tosa Park, Trail, Open-Space and Recreational Facilities Master Plan

The review identified potential, coordinated implementation strategies, enhancements to Wauwatosa's walkability and bikability, and the strengthening of Wauwatosa's "It's a Way of Life" character.

Development of this plan to achieve a shared vision also included community engagement and outreach, consisting of open houses, online comment forums, and stakeholder interviews. These methods reached a wide-ranging audience, providing a greater understanding of the community's needs, desires, and expectations, and the broader community stakeholders and the broader community.



2008-2030 COMPREHENSIVE PLAN

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

The key focus areas of this comprehensive plan include enhancing the quality of life for Waiakeala 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 correspond with, or modify, the Comprehensive Plan recommendations.

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 implementation recommendations 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 space.	Encourage landscapes and park features as transitions between suburbs and neighborhoods. Disallow changes to current land use 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 footprints with access to transit.
Economic Development	Explore transitions and shared uses among institutions and neighborhoods.	Encourage landscapes and park features as transitions between suburbs and neighborhoods.
	Advance redevelopment of key parcels.	Coordinate lot-by-lot redevelopment with necessary property changes to advance development.
	Provide and enhance accessibility to public park lands and gathering places.	Preserve the Parks and Environmental Areas while providing increased access to park lands to spur social activity.
	Promote redevelopment and vigor of plant to achieve desired land use pattern.	Encourage development along new and existing street edges that creates activated streets.
Land Use	Advance role as a center for research and innovation.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.
	Support improvements that foster economic activity.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.
	Support mixed-use development of non-residential and residential parcels.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.
	Incorporate architectural standards for commercial properties, industrial buildings, and site design.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.
Economic Development	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/PRBC Circulator.
	Enhance Hayler Road's position as the region's premier commercial services corridor.	Maintain and strengthen high visibility and access to Hayler Corridor through multi-modal connections.
	Support improvements that foster economic activity.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.
	Incorporate architectural standards for commercial properties, industrial buildings, and site design.	Encourage development and advances that promote economic activity and high-density development in appropriate locations.

Comprehensive Plan Recommendations		Life Sciences District Master Plan
Housing & Neighborhood Development	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 that encourages higher-density development.
Transportation	Support multi-family housing options for existing neighborhoods.	Propose multi-family housing options for both existing and new mixed-use neighborhoods in appropriate locations.
	Maintain an interconnected road, pedestrian, and bike network.	Enhance the road, pedestrian, and bike networks through the implementation of the Frank Park Plan.
	Develop design and land use patterns that complement a range of transportation options.	Combine densely packed social and economic activities, including residences, with circulation improvements.
	Recognize the Menomonee River Parkway as an important transportation corridor.	Support a number of transportation along major corridors through bike lanes, transit, and other measures for non-increasing traffic volumes.
Natural Resources	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.
	Advocate for the preservation of the Menomonee River and other natural features.	Encourage property owners to guarantee the use of natural resources through easements and/or with stakeholders to establish conservation easements and/or deed restrictions.
	Preserve natural features in environmentally-sensitive areas.	Encourage property owners to guarantee the use of natural resources through easements and/or with stakeholders to establish conservation easements and/or deed restrictions.

Comprehensive Plan Recommendations		Life Sciences District Master Plan
Housing & Neighborhood Development	Incorporate architectural design that fits the character of the surrounding neighborhood.	Incorporate basic design standards that fit the surrounding neighborhoods.
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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, problem-solving 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 correspond with the recommendations of the plan.



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

Strategic Development Plan Recommendations	Life Sciences District Master Plan
Improve traffic circulation and parking options.	Create and promote transit connections via the shared transit system, bike-sharing, bike/bus network.
Increase residential housing options.	Increase new housing and residential options at the edges of Town Village.
Improve safety for pedestrians and bicyclists.	Support all modes of transportation along major corridors (vehicular, bike, foot) and encourage transit use. Increase the off-street trail network.
Create more prominent linkages to the Village from other parts of the city for enhanced accessibility.	Create links and connections through trails throughout the city. Continue research on a Town/Village Circulator.



In 2016, Wingard Partners began construction on The Row - a 180-unit residential development - along West State Street. Source: Wingard Partners.



A 2016 rezoning project continued the historic Village's growth at a major regional observation.

BURLEIGH TRIANGLE & MAYFAIR ROAD CORRIDOR NORTH REDEVELOPMENT VISION & PLAN

The 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 supporting the area's existing business development, and increase business implementation recommendations correspond with the recommendations from the plan.



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

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 the shared transit system, bike-sharing, bike/bus network.
Increase tax base through mixed uses, improved walkability, and high value development projects.	Increase new housing and residential options at the edges of Town Village.
Develop improved traffic circulation and parking configurations.	Support all modes of transportation along major corridors (vehicular, bike, foot) and encourage transit use. Increase the off-street trail network.
Accommodate all users in public streets and enhance neighborhood accessibility and safety measures.	Create links and connections through trails throughout the city. Continue research on a Town/Village Circulator.
Retain residents and attract visitors in and around the neighborhood through diverse offerings and activities.	



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



Phase 1 of "The District" on Burleigh included the Mayfair Collection with retail, dining, and office space. Source: Milwaukee Business Journal.

WAWWATOSA BICYCLE AND PEDESTRIAN FACILITIES PLAN

This plan details strategies that will help the City of Wauwatosa become a more walkable and bikeable 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 implementation recommendations correspond with the recommendations from this plan.

Map 1: Proposed Bicycle Routes

Source: City of Wauwatosa

Bicycle and Pedestrian Facilities Plan Recommendations

Combine to expand the network of on-street bicycle facilities and pedestrian walkways.

Increase off-street bikeways and pedestrian connectivity throughout the city.

Provide infrastructure support and improve accessibility in hazardous areas. Evaluate future development and redevelopment with the inclusion of bicycle and pedestrian accommodations.



A bike bar along North Avenue improves bicycle and pedestrian connectivity throughout the city. Source: Ayrin Associates

Life Sciences District Master Plan

Enhance and expand the network of trails and to support walking and biking.

Increase the off-street trail network that connects existing trails, such as the Oak Leaf Trail and Hank Aaron State Trail.

Coordinate major roadway improvements with new bicycle and pedestrian facilities. Encourage multiple trail systems with the inclusion of walking and bicycling.



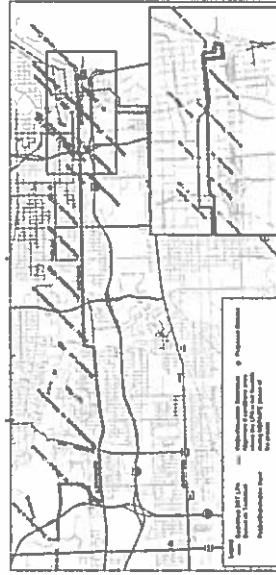
Strategic enhancements added improved biking and pedestrian protections in the Village. Source: GAI Consultants

COORDINATED PLANNING

In addition, it should be noted that several other ongoing, independent planning efforts overlap with municipal planning areas being considered here:

- The 2016 City of Wauwatosa Comprehensive Housing Study and Needs Analysis.
- The City of Wauwatosa's Active Toas Park and Recreation plan.
- Streetscaping in the Wauwatosa Village.
- Milwaukee County's plans for Bus Rapid Transit.
- Milwaukee County's plans for the Milwaukee County Parks System Master Plan.
- Plans from the DNR for facilities on their holdings in the area.

- Plans from the Wisconsin Department of Transportation (WisDOT) for future improvements.
 - Plans from each of the members of the MPRC and the MPRC master plan, and other plans underway by petitioners, property owners, and organizations that create the jobs and physical assets 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.



Milwaukee County is currently studying for bus rapid transit (BRT) along the 5-mile, east-west corridor between downtown Milwaukee and the Milwaukee Regional Medical Center. Pedestrian and bicycle route recommendations in this Plan and those in the Wauwatosa Active Toas Park and Recreation Master Plan are a priority for the County and partner, as of August 2016.

PUBLIC ENGAGEMENT

A coordinated public engagement strategy was developed in concert with the City of Waiauata and Hialeah County to ensure that residents possessed ample opportunities to learn about the Plan and provide input. As Waiauata has undertaken extensive planning efforts throughout the city in the past decade, the focus was heavily on engaging the public in order to maintain a community voice.

The strategy was developed with a series of goals guiding the discussions and events. Generally, the intent was to address the needs while recognizing the future development potential of the planning area. The goals included:

- Discuss Waiauata's history to demonstrate 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.

During plan development, numerous ways in which stakeholders could provide their feedback to inform efforts and refine ideas were offered.

In April 2016, interviews were conducted with ten stakeholders from public, private and non-profit organizations. The interviews focused on resources, education, real estate development, and healthcare. Five interview sessions were conducted with Waiauata residents to discuss governance topics related to the planning area and their constituent ideas and concerns about the planning effort.

On May 17, 2016, over 100 people gathered at Waiauata City Hall to participate in the first public open house and provide feedback and express their desires for the future of the planning area.

An online forum through Real Democracy was launched following the open house. This forum hosted a survey and discussion area that allowed the City to efficiently collect feedback from those that could not attend the open house and allow attendees to continue commenting.

In January 2017 a complete draft of the Plan was presented at a Committee of the Whole meeting. Shortly thereafter, a second public open house was held in February at City Hall. Over 100 people gathered to discuss the Plan components, review presentation display boards, and provide written feedback. Additional comments were also encouraged through the online forum.

A third public open house was held at the Mauler Building in April 2017 with approximately 250 attendees. Revised Plan concepts were presented and attendees were allowed to provide additional feedback to the second. The forum was again provided to obtain additional feedback.

Additional stakeholder interviews were also held between the second and third open houses to review plan revisions.

Additional meetings to garner Plan input and direction specifically from Common Council members consisted of a second Committee of the Whole meeting on May 9, 2017 and a June meeting on June 15, 2017. The majority of the comments from these meetings were regarding the environmental area north of Watertown Park Road.

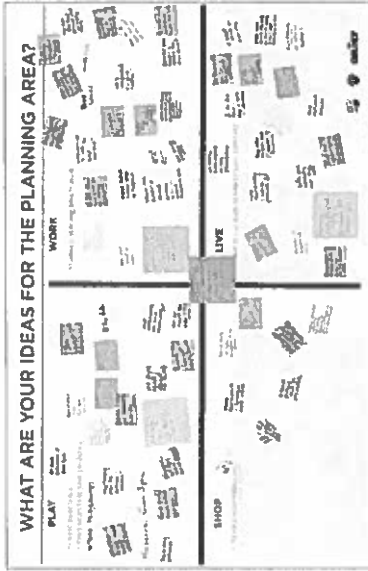
Feedback

Through the overall engagement efforts, stakeholders primarily commented on three specific topics:

- **Environmental Features & Wildlife Habitat** - The woodlands, prairie, and wildlife habitats are appreciated by employees and residents alike. Many hope to see improved facilities and programs to enjoy these environments.
- **Economic & Real Estate Development** - More diverse uses with mixed retail and residential uses are needed to provide the community with 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 core themes that emerged from the feedback include:

- Let development happen where it already is, no more development;
- Save "Sanctuary Woods," the habitat, and preserve green space;
- No County Grounds development / Save County Grounds; and
- No roads.





EXISTING PARK, RECREATION, & ENVIRONMENT



"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

5 Reframing a Life Sciences District



UNDERSTANDING THE POTENTIAL

The 21st-century evolution of Wauwatosa's downtown is a unique opportunity to place Wauwatosa's identity, authenticity, and heritage. This chapter introduces a triple bottom line approach that balances economic, social, and environmental considerations to encourage Wauwatosa to embrace its rich history and 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 Wauwatosa cherishes: good schools, beautiful parks, responsive police and fire departments, and a safe environment. To accomplish these goals, the City's tax base needs to grow. As this Plan has previously acknowledged, Wauwatosa will continue to experience growth and development in the future. At the same time, the City needs to provide that growth in a mutually beneficial manner - for the many stakeholders involved.

34,000

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

16,000

The number of people employed at the Milwaukee Regional Medical Center

4,600

The number of people employed in the Milwaukee County Research Park and UW-Milwaukee Campus

15 Million

The number of visitors every year at Mayfair Mall

1 Million

Annual outpatient visits to the MPMC member institutions

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 planning area continues to grow, the City must take a holistic approach that will balance Wauwatosa's needs with those of the employment area. Wauwatosa will be able to infuse the planning area with its rich historical character and authenticity, so as not to sacrifice its landmark characteristics that are valued in the broader regional community.

CREATING A LIFE SCIENCES DISTRICT

If asked to name the planning area, many people would identify it as just north of the Zoo. However, in the future, the name of the district may change in Wisconsin, the name does not reveal the true value and power of this place in the metropolitan area. In the long run, the name 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 Wauwatosa's social, economic, and environmental history of the County Grounds.

Third Generation

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, and the next decisions will create major changes. The relevant question, instead of "How can we initiate positive change and how can such changes endure?"

This Plan provides a roadmap for developing the Life Sciences District by maximizing development or redevelopment potential while respecting the environmental areas that are valued by the community. The plan also sets values and options balance each other for a collective, multi-grip, positive impact.

Triple Bottom Line - Sustainability

As new development occurs, it should be sustainable, enduring, and resilient. These concepts go beyond environmental issues. For example, a community's sustainability approach, a company's 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 "S'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 economic value, and the major social and political issues that need to be addressed. The Plan addresses each of these factors.

Sustainable Change

It is not enough simply for a community to be aware of concepts and models such as the triple bottom line. The concepts must be implemented. This happens, recognizes the impacts, and determines accountability. Currently, the most widely accepted model for such accountability appears to be the Triple Bottom Line Tool from the U.S. Department of Commerce and the Business Administration. The detailed, interrelated accounting system should be embedded in the Life Sciences District as TBL actions are undertaken.

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: job and property values.



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

Net increases in employment support the local economic base. In this case, the primary source of growth is the University of Wisconsin Medical Center economic engine. Additional jobs come from the Milwaukee County Research Park and the UW-Milwaukee Campus. Collectively, if we assume current 3000 gross jobs and job density is approximately 60 jobs per acre, the gross job density for the entire planning area, the gross job density approximates 25 jobs per acre (source: MCRP and MWHC). Both of these figures represent very strong economic patterns that must be sustained.

More importantly, job density only creates active employment 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 cost. The economic impact of residential density typically is measured in terms of the estimated value and property taxes per acre.

This planning area includes considerable acreage that does not provide any property tax revenues and is not subject to any property tax. The property value per acre on land subject to property taxes emerges as the most important metric.

TRIPLE BOTTOM LINE AS APPLIED TO THE LIFE SCIENCES DISTRICT



Supporting Mixed Uses

Highly-desirable neighborhoods include vibrant socio-economic diversity, energetic street scenes, and a sense of vitality, and can be achieved through a development approach that encourages mixed uses, specifically with the integration of housing, maximizing density and providing a mix of uses. A resistant activation of neighborhood space to be undesirable, daytime and nighttime activation generate increased business activity, social interaction, and a sense of safety for both workers and residents. A vibrant, active neighborhood appreciates 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 possible by providing a mix of uses, including working hours when the business day is in session, however there is little activity in the evening, except for the hospitals. Thus, residential development is a critical component to operationalize the live-work-play mentality.

Balancing Act

One way to avoid change is to do nothing. The 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. The Plan proposes the enhancement and protection of development opportunities in the planning area. Development and/or redevelopment where opportunities arise in other sectors of the Planning Area. In cases of conflict, the goal of one or the other may be curtailed in order to achieve a minimum level of satisfactory outcomes for each.

Remedial 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 green 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 divisions will be essential to the creation of the Life Sciences District. Such changes must protect the property rights of existing owners and provide a means for public interest. No owner 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.

Dilemma of Change

Wauwatosa will not be the first nor last city to experience pressures for substantial change. Growth in the Planning Area continually impacts the community in terms of employment, character, socio-economic activity, and physical infrastructure and will continue to do so. The inevitable circumstance must be used as an opportunity for improvement.

Some communities view such changes as adversarial or unwelcome, working to minimize or avoid them. Wauwatosa has had such situations and often under circumstances worse. For example, neighborhoods fend off changes that increase traffic, the unplanned redistribution of traffic exacerbates other problems. Minimizing traffic problems requires cooperation and communication with other communities. Alternatives but they must be measured in terms of overall impacts for the entire community.



Extending through parts of the Planning Area the community is working to create a more sustainable future. Source: GRAEF

FRAMEWORK PLANS

The Framework Plans, shown on the following pages, will require adjustments as part of the section. Adjustments and road alignments, for example, are conceptual in nature and will need to be adjusted as detailed plans are created.

The Framework Plans:

1. Define locations for primary and secondary public or private streets inclusive of pedestrian and bicycle facilities, non-motorized pathways or trail, and pedestrian bridges.
2. Show potential locations for permanent environmental features; and
3. Show locations for new development and redevelopment intended to increase the City's tax base.

These plans maximize the potential to generate high-quality, professional jobs and increase the tax base through mixed use, walkable, and high value development. They also look at ways to reduce traffic congestion and automobile dependence. Mixed-use development can create revenue needed to protect natural and historic community features.

The proposed Life Sciences District contains more than one type of character with an interconnected network of places that overlap, interact, and mix people, lifestyle, uses, and values.

The Plan envisions an incremental process whereby the plan connects within a defined Life Sciences District for the 21st century. This Plan creates a series of neighborhoods, a district, dispersed green space and a corridor - all based on their history, context, and current vision.

The five proposed key places in the Life Sciences District are:

- Parks and Environmental Areas;
- The Watertown Plank Neighborhood;
- The Wetlands Neighborhood;
- The HPHC Campus District; and
- The Hayfair Corridor.



Source: City of Milwaukee

Trails and Connections

As shown on the Framework Plan - Trails and Connections, Milwaukee's existing trails and connections, including the extension of street trails through the enhancement/extension of existing routes and the creation of new ones is proposed. Ultimately, all of the trail can encourage the use of bicycles and walking as a mode of transportation. The Plan 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.

Connections are conceptual and will ultimately be determined by the property owners. Coordination between property owners, including, but not limited to, Milwaukee County (MMSD), DNR and WISDOT will be important depending on the final location of trails and connections.

Street & Block Pattern

Streets frame and shape our built environment by creating blocks of land for development and by providing a network of routes for travel. 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.

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, multimodal, transit street use and reduces automobile dependence. Two main streets leads to reduced congestion, greater vehicular dependences, and reduced pedestrian and bicycle activity.

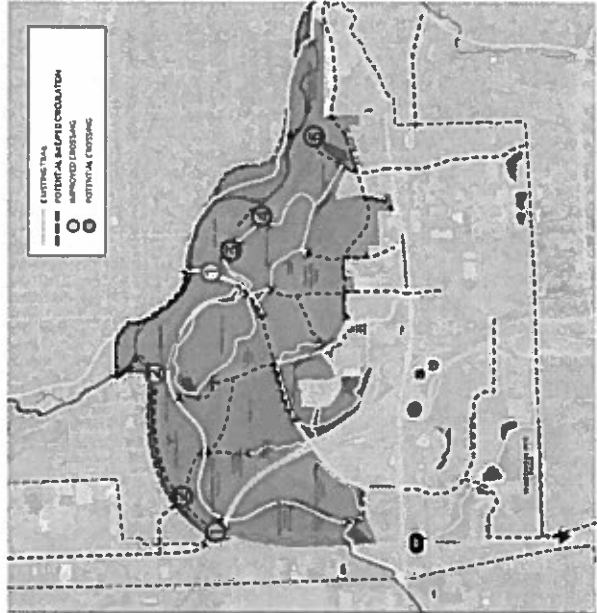
Most of Milwaukee's built environment reflects a high-density, high-quality, professional jobs and value development. This Plan reflects the addition of new streets and, therefore, new smaller blocks. An increase in streets and blocks will promote greater circulation that will reduce traffic congestion and increase connectivity and transit use. The Plan envisions a future where promoting effective land use for future re-development.

LIFE SCIENCES DISTRICT FRAMEWORK PLAN - Land Use and Road Network



Source: City of Walnutdale

LIFE SCIENCES DISTRICT FRAMEWORK PLAN - Trails and Connections



Source: City of Walnutdale

Improved Connections (Grey circle):

1. **Sven 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 both golfers and non-golfers to utilize the tunnel.

Potential Connections (Blue circle):

3. **Hoyt Parking Lot** - An at-grade, informal crossing already occurs at this location. Tunnel or bridge should be pursued to create a safe, legal crossing point that serves the area between Janger Park and Environmental Areas.
4. **Hoyt Park** - An alternative to the crossing at Hoyt Parking Lot, this potential crossing could be a tunnel running between the HPCSD Detention Basins and the Memmonese River.
5. **HPCSD Basin** - Similar to the crossing at Hoyt Park, this potential tunnel crossing could run between the stormwater pond and the Memmonese River.

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 are used in a variety of ways, including 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. 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, and business districts. They are used in a variety of ways, including as a complimentary 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.

Benefits

- 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 by 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 traditional taxis and minibuses, these vehicles can be used in a variety of ways. Many cities use engaging branding or a graphic design of the area being served - to attract riders.

Smaller buses allow for easier maneuverability and efficiency in crowded urban environments. They are often used in areas with high activity and are often considered the industry standard of bus options and efficiency for local circulation.

In most cases, the vehicles used as circulators are smaller than those used 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 exiting easier, safe, and accessible to ADA passengers.



The University of Wisconsin-Madison provides a shuttle service. The buses pictured are Clewley Street. Source: City of Madison



The DC Circulator services its riders throughout the United States. Credit with the rubber-tire mode per year. Source: DC Circulator



A variety of rubber-tire circulators are available. Source: Mercedes-Benz

Objectives

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

Watertown Plank Road, Hayfair Road, the UW-Madison Innovation Campus, the parks, and the MRHC are some of the many social and economic hubs in Watertown. The MRHC's efforts to reduce the 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 Watertown's districts, the need for another transportation mode during peak hours is evident.

Improved signalization and traffic management for the proposed route will be implemented to encourage pedestrian activity, bicycle use, and create healthier, compact, sustainable environments. Potential mixed-use or residential development north of Watertown Plank creates walk-to-work options for employees, thereby reducing traffic demands and water-related parking.

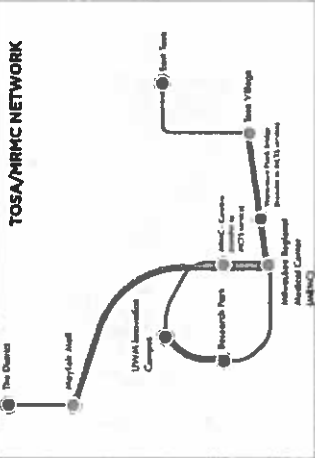
The proposed bridge over I-470/245 alleviates traffic congestion on Wisconsin Avenue and offers a new circulation pattern that benefits the campus, Research Park, and surrounding areas. It also allows future organizational connectivity.

The plan allows parking facilities to be shared more effectively between different uses and to better support the needs of different users. This includes the potential for traffic, including Circulator, MCTS, and BRT.

Suggested Phasing

- Phase 1 - Street System (3 routes)
 - Waunakee Village
 - Hayfair Hill
 - Research Park
- Phase 2 - Future System (3 reversed routes)
 - East Town
 - The District on Burleigh Bridge
 - 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.



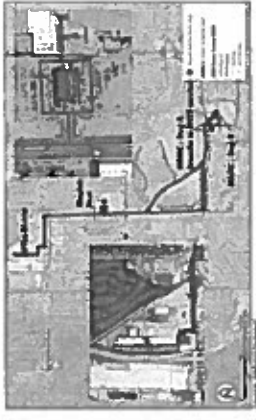
ROUTE 2A & 2B: MAYFAIR MALL & THE DISTRICT

ROUTE 2A



- Lunch and shopping route to Mayfair Mall
 - Need H&E'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 Boulevard/Mayfair Collection
 - Need H&E's support to use prime location for shuttle stop
- Running Time
 - One-way: 18 minutes
 - Round-trip: 38 minutes
- Vehicles: 3
- Hours: 11am - 2pm
- Headway: 15 mins

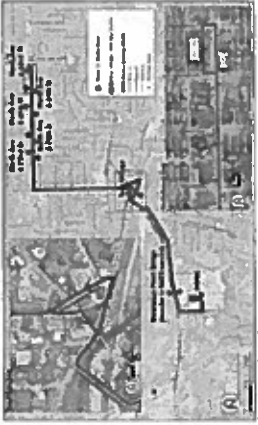
ROUTE 1A & 1B: TOSA VILLAGE & EAST TOSA

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



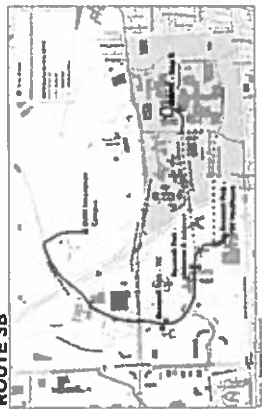
- Expansion of Route 1
 - Lunch and shopping, plus limited commuting
 - Serves State Street near Menomonee River footbridge
 - Serves North Avenue between Walnutwood Avenue and 60th Street
- Running Time
 - One-way: 19 minutes
 - Round-trip: 38 minutes
- Vehicles: 3
- Hours: 7am - 7pm
- Headway
 - 15 mins: 11am - 2pm
 - 20 mins: 7am - 11am, 2pm - 7pm

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

ROUTE 3A



ROUTE 3B



- Connect related businesses and other transit routes
 - Running Time
 - One-way: 13 minutes
 - MRHC - UWM Innovation Campus: 6 minutes
 - UWM Innovation Campus - Research Park: 7 minutes
 - Round-trip: 26 minutes
 - Vehicles: 2
 - Hours: 8am - 6pm
 - Headway: 15 mins
-
- Future, faster service via future Connell Avenue bridge or Doyle Avenue bridge
 - Running Time
 - One-way: 11 minutes
 - MRHC - 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

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 scenario and are intended to provide a general description to illustrate the potential for expansion.

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

Route Number	Route	Vehicles	Daily Vehicle Hours	Daily Operating Cost Estimate*	Annual Operating Cost Estimate*
1A	MRHC - Tosa	2	16	\$750	\$187,500
1B	MRHC - Tosa - East Tosa	3	27	\$1,350	\$337,500
2A	MRHC - Mayfair	2	6	\$300	\$75,000
2B	MRHC - Mayfair - Mayfair Collection	3	9	\$450	\$112,500
3A	MRHC - Innovation Campus - County Research Park	2	20	\$1,000	\$250,000
3B	MRHC - Innovation Campus - County Research Park	2	20	\$1,000	\$250,000

*Assuming \$50 per vehicle hour
Source: Nippon/Myriad

Operating Scenario	Scenario Name	Vehicles	Daily Vehicle Hours	Daily Operating Cost Estimate*	Annual Operating Cost Estimate*
1A only	Minimum Operable Segment	2	16	\$750	\$187,500
1B	East Tosa Extension	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, Mayfair Collection/ The District, & Research Park	8	56	\$2,800	\$700,000
1B, 2B, 3B	East Tosa, Mayfair Collection/The District, & Connell Avenue Bridge	8	56	\$2,800	\$700,000

*Assuming \$50 per vehicle hour
Source: Nippon/Myriad

PARKS AND ENVIRONMENTAL AREAS

Historically, the greatest value of the Parks and Environmental Areas has been its rich physical features. The park areas within the overall proposed district include a broad range of owners, natural and artificial features, habitats, and built features. Each of these elements contribute to the overall character of the district. All features relate to environmental factors, but no overarching theme or identity emerges. A larger identity can help these disparate pieces merge physically and esentially into a much larger, culturally significant place.

Environmentally significant lands in the Parks and Environmental Areas were identified by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in Spring and Summer of 2017 and summarized in an October 26, 2017 SEWRPC staff memorandum. The natural resource features evaluated and inventoried include wetlands, riparian habitat, mature forest, natural ponds, and primary environmental corridors. The map on the next page identifies the location of these features.

The SEWRPC memo concluded that no development or buildings should be constructed within the primary environmental corridors. Any necessary access roads, utilities, and compatible recreation facilities can be built if the impact to the primary environmental corridor is minimized. Development in critical species habitat and mature forest areas could be subject to State and Federal restrictions.



Source: City of Milwaukee

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

*Minimum, medium, and maximum estimates based on 100% build-out.

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

Source: Nelson Acre

Based on U.S. Census data (Employment, LEHD data, Population, Census 2000 block-level data).
 Caution: Employer-based calculations have struggled to attract ridership; sparse data available on their performance.
 Average distances within 1/2-mile of shuttle route: 30 feet per acre, 9 residents per acre.
 Based on TCRP-65 forecasts, see aspect 12: 20 passenger per vehicle hour.

NATURAL RESOURCE FEATURES



Project Area is Not to the SE/WPC surveyed area and is not the same as Playway Area

Maintain Existing Parks

Different organizations own, manage, and protect different portions of the combined area. The plan assumes that all of these places will be maintained. Most of these patterns of ownership, regulation, and management are expected to continue. Each environmental area serves different user groups who have a stake in the long-term continuation of their interests. As of 2018, these owners included:

- 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 (DNRP);
- Ronald McDonald House;
- Department of Natural Resources;
- Private landscapers; and
- MMSD Flood Management Basins.

The Plan does not imply changes to such practices and conditions, but it does suggest that information, coordination, and dialogue be more integrated and coordinated environmental features and experiences.

Social Value

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

The Plan assumes that all of these places will be maintained. Most of these patterns of ownership, regulation, and management are expected to continue. Each environmental area serves different user groups who have a stake in the long-term continuation of their interests. As of 2018, these owners included:

EXISTING PARKS AND PUBLIC PLACES



Source: City of Wisconsin

Maximizing views into the park can be done with an activated perimeter trail system that promotes walking, jogging, relaxing, or just looking. Parks, however, must also be designed in order to facilitate a broad number of users, including individuals and groups and persons with disabilities.

Parks preserve our natural environment, though many of our most famous and well-used parks were not preserved but completely replaced in the surrounding community by people with diverse interests and offering an escape and a place of relaxation.

The Need for Permanence

Generally speaking, the social and economic value of parks requires high visibility, high access, and long-term permanence. In the case of the parks, the surrounding community by 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 create a diversity of this area will remain, but at the same time, began to create a cohesive area with a more integrated permanent boundary.

Measures can be taken to increase the likelihood of achieving permanent protective mechanisms, easements, and other regulatory mechanisms, which are outlined in Implementation. The plan provides enhanced protections for the parks and environmental areas, including additional land ownership, easements, and, finally, currently zoned for medical related development.

High value neighborhoods require a major amenity - in this case the large Parks and Environmental Areas - that include multiple use amenities and branding for the Life Sciences District. Environmental features become major amenities to be enjoyed by new and existing residents, patients, employees, visitors, and other groups.

The Common Good

All stakeholders share the benefits of a life sciences district. The Parks and Environmental Areas should serve different population groups, including those who use the parks now, as well as others who will see the benefits in the future. The plan should include:

- Patients, staff, and visitors at the Milwaukee Memorial Hospital seeking 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, games, organized sports, walking the dog, or other activities that creates looking at other people and the scenery.

Front Yard & Entrance

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 the 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" - a destination amenity. By creating a unified identity for the entire range of experiences, the Life Sciences District can claim pride as one of the strongest environmental amenities in the region.

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 parks and environmental area edges remain either hard to penetrate (the river and railroad) or offer less visibility to outside population groups (Discovery Parkway and Stein 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. The plan seeks to reorient the buildings, not in front. The Plan seeks to preserve and create a more prominent entry visible from Watertown Plank Road, such as the Ronald McDonald House. The existing building, which is a former parking garage, Plank Road also provides a perfect pedestrian connection to the park's front door.

Habitat

Protecting an existing migratory roost site for Monarch butterflies was a major opportunity in the plan. The plan seeks to protect the Monarch's annual migratory flight and stopover are being restored and enhanced at the Monarch populations recover. Because these areas are interconnected both locally and internationally, future developments need to consider the critical support factors within the area.

In addition to the monarch butterflies, the Parks and Environmental Areas includes habitat areas for other species that need to be protected and enhanced. The environmental assets in the park area represent a unique resource to simultaneously increase preservation, social activity, and higher levels of daily use.

Historic Ruins

Park users comment about the ruins of buildings and structures that have been left in the park area. Remnants of the past can become important and appealing features of the park. The plan seeks to enhance the ruins, the physical ruins of old structures give the site unique, irreplaceable characteristics. These ruins can help the community understand the importance of the County Ground, and the entire system of social and welfare issues that underpins the community.

The Woods

Parts of the environmental area still contain older growth trees. The magic of walking through the growth and forests is 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 rare experience - a chance to connect with nature in a way that building vehicles and front yards.

The Parkway System

Milwaukee County's park system includes a structured set of new parkways intended to connect the County's overall park system. The Parks and Environmental Areas can and should emphasize these connectors and experiences. The plan seeks to enhance the parkways along the Parkway system and help to naturalize the water courses providing for healthier natural features.

Cemeteries

The pauper's graves, and the stones behind them, provide a window into the past of our community. The part of our past that is commemorated. 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 Parks and Environmental Areas a place where we've avoided desecration places for the region.



Remnants of the Milwaukee County Insane Asylum
Source: Eddie Dandee via iStock

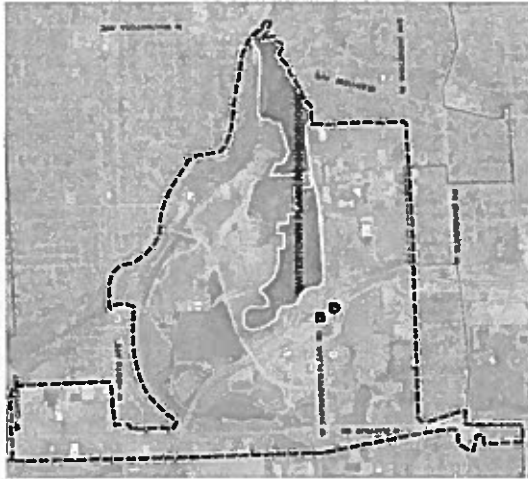


Restoration along the Menomonee River at Hart Park
Source: Milwaukee County Parks and Recreation
JSD/Steve Com

WATERTOWN PLANK NEIGHBORHOOD

The Watertown Plank Neighborhood acts as the planning area's social street. 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 planning area from the Westside to the Eastside, providing a direct, high-quality walking access to the scenic environmental area to the north.

Development adjacent to the Parks and Environmental Area to the north must be done in a sensitive and responsible manner and in a way that does not negatively impact the natural resources that will generate irreplaceable value to the Life Sciences District and community.



Source: City of Milwaukee

Watertown Plank Road

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 the new image, the Plan proposes to bring the street 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, is created. The Plan also proposes to create more development opportunities in this area that includes street level use for pedestrians, such as additional food and beverage establishments and small retail activities.

The proposed use is intensive Watertown Plank as a multi-use street that provides a wide range of 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 suburban strip malls, rather than an appealing urban boulevard.

Single-use districts rarely thrive in the multi-epoch 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 that leads to creative 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, with higher density, mixed-use development, people are encouraged to adopt the "park once" approach or even prefer to walk, bike, or ride the bus, ultimately reducing auto dependency. These places can provide the ideal environment for people to grow and prosper.

County Land

Milwaukee County owns a large parcel that has become an official County Park. The County also owns other parcels not designated as a park, which include the former County Jail and other parcels. Some of the area is referred to as "Sanctuary Woods". Any future improvements to the non-park County land should be designed for more effective environmental habitats and active uses.

There is a key location along Watertown Plank that allows for the design of an effective, high-quality entrance to the park. The Plan proposes to create a park area that includes 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. As a result, the Plan proposes to create a park area that includes numerous secondary entries, or park entrances, with strong borders and signage could be located between the water tower and the Ronald McDonald house.



Watertown Plank Road building west of 23rd Street. Source: GSAEF

Harwood Avenue

Over time, several residential, multi-story buildings located along the tracks. This location is the tranquility of the Monominee River, the vibrancy of the Village area, and the opportunity to explore the Parks and Environmental Areas, walk their dog, or ride their bicycle. Although the frequent use of the adjacent railroad may be a concern, the potential for development can be lessened significantly with contemporary construction technologies.

The Harwood Place campus also offers opportunity for commercial or residential buildings redevelopment. This Plan proposes leveraging the existing commercial activity on the site to create a vibrant, walkable neighborhood in an immediate vicinity. This location suits both neighborhood retail as well as professional uses, and when such changes occur, circulation improvements will be needed to maintain slow traffic and still provide reasonable access to businesses and homes.



The Toza Farmers Market activates a parking lot in the Village. Source: Toza Farmers Market

UWM Innovation Campus

Earlier plans for the UWM Innovation Campus have been completed and approved by multiple agencies. However, the plan proposes a density development based entirely on auto-dependent uses. Both the west and east sides of Discovery Parkway contain large surface lots. This Plan envisions a much denser alternative to the existing parking lots and the allowance of land preservation alternatives. To achieve this vision, covenants and development agreements will require revisions and further parcel subdivisions will be necessary. It is assumed that such changes will be made in conjunction with the plan, and largely on the decisions of existing land owners and redevelopment approaches.

This Plan proposes options for mixed-use development with residential, office buildings, and modest retail and retaining the same amount of existing office space. The buildings can be located in the Discovery Parkway Plank Neighborhood and more desirable locations along Discovery Parkway with views of the Parks and Environmental Areas can contain residences. Parking structures (some below grade) should replace large surface parking lots.



The pathway to the UWM Innovation Campus is currently marked by a reserved retaining wall. Source: AECOM Wisconsin

MRMC Thermal Plant

The existing Thermal Power Plant occupies a smaller amount of land, but the height and density of the plant are significant. The 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.

County Food Services

The food services building is currently located on a large parcel that is currently vacant and does not include a public open-space. The Plan envisions creation of a redevelopment parcel that follows the boundaries of the existing parking lot/paved areas north and east of the existing building. Trails and other amenities should be incorporated into redevelopment of this site.

WESTSIDE NEIGHBORHOOD

By capitalizing on the successes and efforts of the Westside Neighborhood, the Westside Neighborhood potential to attract activity from Writertown Plank Road, Mayfair, and I-4/I-545. As demand increases, strategic and development could increase density, creating dense and mid-rise places to abate the density of the neighborhood. The neighborhood acts as an anchor at a strategic juncture in a high traffic area, it could develop a skyline along I-4/I-545, a retail center to serve potential residential development, and connections to the surrounding neighborhood. A residential collector street to preserve the existing neighborhood to the south.

The Milwaukee County Research Park (MCRP), and the land just to the north, can form the hub of strong mixed-use neighborhoods, if the density of the surrounding area can be combined with offices and public spaces. Collaborative efforts can become a contemporary version of a central business district (CBD).



Source: City of Writertown

Much of the Westside Neighborhood includes patterns with large lots, low density, high ratios of surface parking and lot lines that preclude urban reconfiguration. Despite the extensive streetscaping efforts, the area creates a large dead zone with no effective street activation.

These uses and patterns will remain as long as present property owners and occupants wish to continue their current pattern of activity. When owners and users wish to redevelop, such changes should conform to the Plan.

Land Divisions

As noted previously, existing patterns of lot lines preclude almost any type of non-suburbanized configuration. If this Plan hopes to achieve high-density, higher property values, and a more vibrant neighborhood, some of the existing lot divisions seem inevitable. The property line changes suggested in this Plan cannot be implemented without the full coordination with individual owners and businesses.



GE Healthcare is a major employer of the Menasha County Research Park. Source: Ingot

Like other changes over time, transformation to a new pattern of uses will not happen all at once. Incremental change, however, still results in a profound shift in character. The transformation impacts social and economic activities, the environment, circulation, and the overall look and feel of a community.

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 recreation, development cars, and should, for increasing density, and for increasing the quality of life. Public uses that will become desirable given the high level of nearby amenities, access, and viability. Public uses may relocate in the long run. Ideas for redevelopment should be promoted as opportunities unfold.



The Menasha County Research Park Master Plan envisioned a town center. Source: MCRP

Retail Areas

The long-term success of the Plan will require establishing a neighborhood retail center in the Westside Neighborhood—a place with convenient shopping for residents, employees, and visitors. Typical neighborhood retail zones succeed only when located along easily accessed traffic routes that are not dominated by through traffic. Encouraging Watertown Park can be configured to allow for vehicular access, parking, and combinations with other uses, such that Watertown Park has the look and feel of an active successful business street.

Children's Court

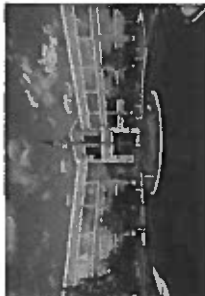
The northeast sector with the Children's Courthouse facilities is relatively underutilized and has a high potential for redevelopment. Although the Courthouse will likely remain, portions of the existing Court property could be repurposed in a compatible manner with the development under construction at the intersection of Transportation Drive and Watertown Park. This property could be used for 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.

Wisconsin Avenue

The south edge of the area from Mayfair to I-4/I-94 along Wisconsin Avenue offers opportunities for park expansion and limited high quality multi-family residential development. The residential neighborhood on the south side of Wisconsin Avenue should be developed in a way that is compatible with development on the north side of the street, with only park facilities being accessed from Wisconsin Avenue.

New Bridge

Numerous studies note the potential for linking the relationship with the Menasha County Park and the surrounding area. The area was included in the 1987 master plan for the County Grounds that focused on the MCRP. Presumably it was not implemented due to costs and related questions of viability. Today, however, the area is a highly strategic asset to be redeveloped. 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 open space productivity, and the impact on the surrounding community. The impact on a strategic perspective map for the entire Life Sciences District.



Source: Ingot

Several reasons suggest that a new bridge should at least be studied as part of the implementation process for this plan. Studies for such a bridge must also include conversations with WISDOT, Menasha 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 access to the area from the MCRP, the MCRP, I-4/I-94, and Mayfair Road.
- Increasing ridership for the planned Bus Rapid Transit (BRT) system by accessing the area from the north side of Wisconsin Avenue. Specifically, a 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 Menasha County Transit service.
- Decreasing demand for non-motorized traffic on Wisconsin Avenue. Wisconsin Avenue borders a well-established and successful residential neighborhood. Increasing traffic may make Wisconsin Avenue more like Watertown Park where a new east-west connection on 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.

MRCM CAMPUS

The MRCM represents a confluence of six health care institutions whose faculty, staff, and patient caregivers provide a full range of health care, including adult and pediatric Level I trauma centers, and educational services to over 1200 students. The campus generates \$1.2 billion in total annual revenue, with MRCM having a combined annual community benefit of \$40 million, making it a major economic driver for the city, region and state.

Since the beginning of the MRCM, there have been master plans for future development. The campus is currently being redeveloped 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 neighborhood.

This plan recognizes that the MRCM campus, as the generator of jobs and activity, must be integrated into the surrounding neighborhood. The plan includes a series of recommendations for the campus perimeter that provide access, the campus perimeter must support and expand its positive social and economic benefits into the adjoining neighborhoods and districts.

Expanded transit options are also worth exploring. Increasing shuttle service or the MRCM and the MCRP area may have some beneficial impacts.

Combinations of ideas and options also need to be considered. Inevitably as studies evaluate new options, more ideas, including combinations of alternatives begin to arise and deserve additional study.

A new bridge might be considered an excessive expense and potentially redundant given the use of the existing Wisconsin Avenue. The bridge would be a significant 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 to a bridge should be studied. Options need to be studied simultaneously including:

- Doing nothing and letting existing conditions continue. While this may not be the most advantageous option, the social and economic benefits of the existing conditions 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. Presently, changing the design of Wisconsin Avenue today would be infeasible. However, there may be ways to improve the management of traffic on Wisconsin Avenue. The access point to Wisconsin Avenue from the MCRP similar to the conceptual diagram to the right.

- Alternatives to a multi-modal bridge might be explored. A multi-modal bridge which provides easy bicycle and pedestrian connections may be appropriate.

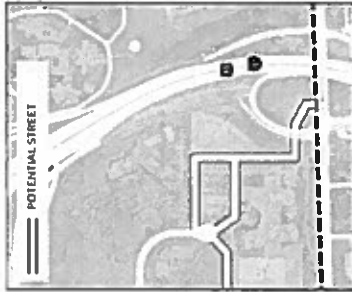
- Increasing potential for bicycle commuting and other bicycle activity. While there are east-west bike lanes along Wisconsin Avenue, the current report indicates that these lanes are not bike friendly and are not utilized. A new bridge would help resolve this dilemma.

- Increasing opportunities for shared parking and increasing the utilization of existing parking. 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.

- Increasing productive shared/collaborative activity between the MRCM and the MCRP would also occur. Many of the employees and organizations on both sides of I-75/US-51 would benefit from increased collaboration, but interactions 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 Prodentri 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 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.

ALTERNATE ACCESS



Source: City of Milwaukee

HRHC's growth creates jobs and economic vitality but also brings parking and traffic challenges. The plan provides recommendations to 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.

As illustrated on the Framework Plan on page 27, a simple street system is proposed that 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 be designed to be one-way streets as they meet the demands of the plan. Over time, the campus will become more pedestrian and bicycle friendly, thereby reducing the potential increases in traffic.

In addition, the plan provides for the possibility that there will be major gathering places such as an expanded quadrangle, a central plaza and new "green" spaces located on the campus. The plan also provides for a central plaza and hotel/conference center retail, residential and general office space development in locations as complementary to other uses.

In addition to the framework for the possible streets and gathering places, HRHC intends to reduce the number of single-carmer vehicles on campus by providing alternative transportation options, incentives for employees who do not drive, special spaces for ridesharing, campus-wide solutions for parking, and growing off-campus health services.

The area labeled east campus on the Framework Plan is an area that has been identified for construction to improve traffic flow and pedestrian safety. The new road includes substantial streetscape, bicycle lanes, and improved pedestrian circulation components.

The area labeled central campus on the Framework Plan is the east end of all of the existing buildings for the HRHC member institutions. This is the functional heart of the campus and continues to serve as the focus for new growth. The central campus also contains beautiful landscaped areas and ponds which are expected to remain.

The west campus currently contains buildings associated with the County's Behavioral Health Division, parking facilities and undeveloped areas. It is anticipated that a system of landscaping may be added in the area and along the south edge of the building. A green canopy structure may be located in the area and the large undeveloped parcels in this area represent future growth opportunities.



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



Source: www.evergreenenergy.com

Integration

The borders separating the city and campus require mutually supportive strategies to manage 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-475/US-51 dividing the campus from a complementary business park.
3. South: Wisconsin Avenue bordering another successful residential neighborhood and Wisconsin Lutheran College, and
4. North: Watertown Plank Road with major traffic and circulation problems.

Each edge should be improved to help the occupants and users on both sides of the border. None of these edges can be improved unilaterally by HRHC or the City. All require collaboration to achieve effective solutions.

East Edge

The east edge of the campus is adjacent to a residential neighborhood comprised of mostly single-family homes. Green 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 a new streetscape design to improve circulation of the sidewalk to create traffic, circulation, bicycle and pedestrian safety on the east side of campus.



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



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

West Edge

The western edge along I-475/US45 provides a unique opportunity for bold, dramatic, iconic architecture that will distinguish the area from 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 can serve as a catalyst for economic and social prominence of the district.



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



Highly designed green spaces can serve both as pieces of leisure and recreation and areas in which patients and visitors can breathe and engage.

South Edge

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 is currently undeveloped, the area's natural landscape appears friendly and welcoming to visitors and campus users. Currently, the plan indicates the desire to extend a green border along the south edge of the campus.

As Wisconsin Avenue reaches the present green features could be expanded in the form of lawns and gardens. Such concepts 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 plan west of the freeway.



The linear path of Alliance Station (Alliance, CA) activates a safe space for pedestrians to easily travel throughout the neighborhood. Source: Bacon & Associates

North Edge

Waterfront Plaza Road can become a safer, socially and economically active, and visually appealing to both drivers and pedestrians. This could be achieved by providing a mix of small entry plaza for HCV at 87th Street or perhaps at the southward extension of Discovery Drive as it enters the campus.



Street environments that are activated during the day and at night will add value for (left) walking and (right) driving. The mix of uses and visitors looking for something to do (above & below).



Transforming Waterfront Plaza 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, 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 that these provide a stronger connection between drivers and pedestrians and discourage faster driving.
- Including uses which support both the campus activities to the south and residential activities to the north, and
- Small-scale uses in existing 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 the intersection of Discovery Drive and Wisconsin Avenue. These centers could include a variety of uses for students, staff, families, patients, neighborhood residents, employees from the whole district, and others using the street.



The Broadway Plaza in Times Square, specifically the pedestrian boulevard, allows traffic to move freely through the area during peak hours and beyond. Source: Montgomery Planning

MAYFAIR CORRIDOR

Mayfair Road, combined with Hayfler Mall and The Hayfler Collection/The District on Burleigh, represents one of the most valuable business arterials in Milwaukee County. Such value cannot be realized if the Mayfair Corridor is not a vibrant, pedestrian-oriented corridor. Over time, suburbanized business arterials age and succumb to the impacts of changing social and economic trends. If left unattended, the economic vitality of the Mayfair Corridor in Milwaukee 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 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 be divided into two or three distinct neighborhoods or districts?

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



Source: City of Milwaukee

Complete Streets & Edges

The City is enforcing the concepts of Tona Complete Streets in the Hayfler Corridor. Efforts must now shift from making improvements solely for pedestrians, cyclists, and transit riders. Concurrently, the City should encourage physical changes on private property to create a locked edge of buildings along Hayfler Road. The Wisconsin Department of Transportation (WisDOT) recently completed the reconstruction of the Hayfler Corridor, which includes a further widening in future years. New or modified development in the Hayfler Corridor must apply the City's two-story building height minimum listed in the Hayfler Corridor Overlay District Ordinance. The City's next page shows how the City can also enforce a building setback promoting an active, human-scale environment.

Pedestrian Activity

Spaces for pedestrian activity can and should be created along the edges of the Hayfler Corridor. Currently, limited pedestrian activity takes place far from the street edge, often behind surface parking lots. In addition, pedestrian movement occurs primarily on streets that are not connected to the Hayfler Corridor. The City has observed that high cross streets and other forms of linkages. The City can facilitate the creation of meaningful pedestrian spaces that generate value and visitor traffic by requiring improvements to pedestrian and bicycle facilities as a condition of development or redevelopment along Hayfler Road.

Active Streets

The City should help owners focus active places along the front (street) edge of developments. Heavy buildings, as they get replaced or renovated, should be encouraged to remain to locate buildings with pedestrian-scaled facades at the front of the parcel with minimal street setbacks and the parking in the rear. Such changes in configuration could be incentivized with additional funds for streetscape improvements. Buildings along the front edge should include restaurants, cafes and/or small plaza spaces. Entrances for such retail stores can be placed at the corners to maintain visibility from both the front and side. Ideally, such changes may seem isolated, after a few early examples, the approach will become more commonplace.

Places to Cross

As the edges of Hayfler 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 pedestrian activity is high and pedestrian-level pedestrian activity is developed 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 along Hayfler Road. The City can focus first on the Currier Street crossing and subsequently plan for other grade-separated crossings based on where key intersections, public plaza, and major developments are located.

Linkages

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

This Plan suggests beginning with incremental transportation linkages that connect locations on Hayfler Corridor to the environmental areas within the proposed Hayfler Corridor Overlay District. The City should encourage linkages that connect areas along Hayfler Road to residential neighborhoods and business districts. Once ridership increases, so too will the demand for improved bicycle and pedestrian features that also prepare for walking along appealing sidewalks to and from transit stops.

Life Sciences District Interdependence

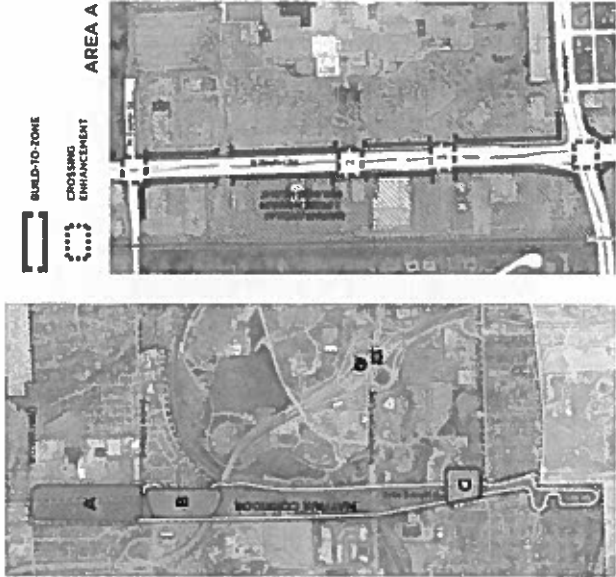
As the major employment hub, the HPHC campus, the UW-M Innovation Campus, and the Milwaukee County Research Park will likely have a strong long-term and functional linkage to Hayfler Road. The City should encourage linkages that connect areas with naturally soar corresponding activity in the other area. This pattern already seems evident given the quantity of health-related institutions located on Hayfler Road.

As aspects of the health care and medical industries embrace decentralization, these health-related institutions along Hayfler Road may expand due to ease of access and high visibility. As such, three types of stronger physical linkages between the Hayfler Corridor and the rest of the planning area should be considered:

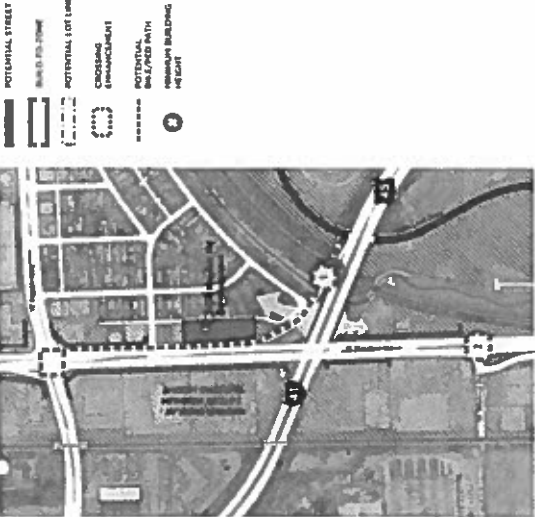
- Improve pedestrian and bicycle connections from Hayfar Road (and possibly Hayfar Hill) to the proposed Parks and Environmental Arts and Life Sciences District (Areas A and B).
- Create and promote transit connections via BRT, a local circulator, and regular County Transit systems between the Hayfar Corridor and the Life Sciences District Hub, and
- Establish high-density requirements and create bro-ided development along Hayfar Road south of Watertown Plank Road (Area C).



Watertown Plank Road pedestrian bridge



AREA A



AREA B



AREA C

The City should facilitate new connections that could be developed primarily through the creation of above-grade crossings. Additionally, the City should work with WisDOT to provide improved access for pedestrians and cyclists along Hayfar Road, including beneath the freeway.

Existing conditions on both sides of Hayfar Road contain large areas of undeveloped land. Future development should encourage mixed-use development along Hayfar Road. Additionally, the north edge of Wisconsin Avenue should provide a linear, tree-lined path connecting to existing parks and green space. The northeast corner of the intersection of Hayfar Road and Wisconsin Avenue could also include wayfinding signage that identifies the trail network within the planning area.



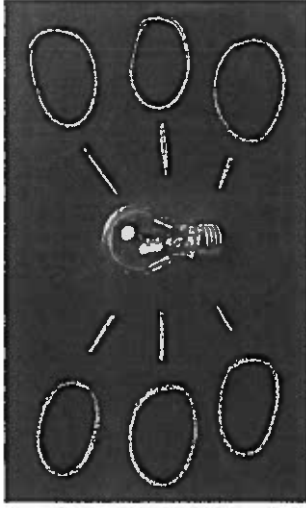
A tree-lined sidewalk along Wisconsin Avenue, like that shown in the image, would allow residents to walk safely while also providing a calm buffer between the people and the neighborhood to the east.



As part of the ongoing WOOD project, a trail extension was recently completed that provides a new paved path that runs along the east edge of Haylar Road. Efforts should be made to extend that path to Wisconsin Avenue. Source: GDF

7

Implementation



ACTIONS FOR IMPLEMENTATION

To grow a sustainable and resilient ecosystem for technological innovation, cutting-edge medicine, healthy living, and abundant access to green space, the Waurelata 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. Implementation requires ongoing work by City staff, elected and appointed officials, various property owners, and other organizations 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 actions to realize concepts recommended in this Plan.

The City of Waurelata will adopt this Plan as part of the City of Waurelata Comprehensive Plan 2008-2030. 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 promote and initiate a long-term process to maintain effective communications with surrounding neighbors, landowners, and other key stakeholders. The first priority should be achieving the preservation in perpetuity of the parkland and natural areas to ensure those open spaces will be the foundation of the branding and unique amenity of the Waurelata Life Sciences District.

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, the City should ensure that all of these places continue their present ownership, associated operational policies and procedures, and routine operations.



ENVIRONMENT

This Plan intends to preserve and conserve the natural environment as identified in the Parks and Environmental Areas in the Framework Plan. This can be accomplished through the following actions that may be undertaken by the City, respective property owners, and/or Planning Area stakeholders:

1. Working to ensure that the natural features and environmental areas are preserved and protected in perpetuity through the use of land use regulations, conservation easements, deed restrictions, protective covenants, and/or development agreements.
2. Promoting the prominence and cultural/historical significance of the Parks and Environmental Areas and balancing environmental sustainability with economic and social sustainability for both present and future users.
3. Supporting and/or promoting 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 of the environmental areas.
4. Estimating the costs and benefits of an historic preservation plan that would include preservation of the cultural aspects of the Parks and Environmental Areas, and pursue funding opportunities.
5. Estimating the costs and benefits of a habitat restoration and reforestation plan that will address the loss of riparian and wetland habitat and the related environmental uses. This analysis should include the potential for shared land management operations with other organizations that could reduce annual costs and increase efficiencies.
6. Identifying funding opportunities to preserve, conserve and enhance the Parks and Environmental Areas, including creation of a more prominent and visible park entry from Waterfront Park Road.
7. As identified by the SEVBPDC memorandum dated October 26, 2017, ensuring that no building or development sites are located within the primary environmental corridor and that development in critical species habitat and mature forest areas could be subject to State and Federal restrictions.



TRANSPORTATION

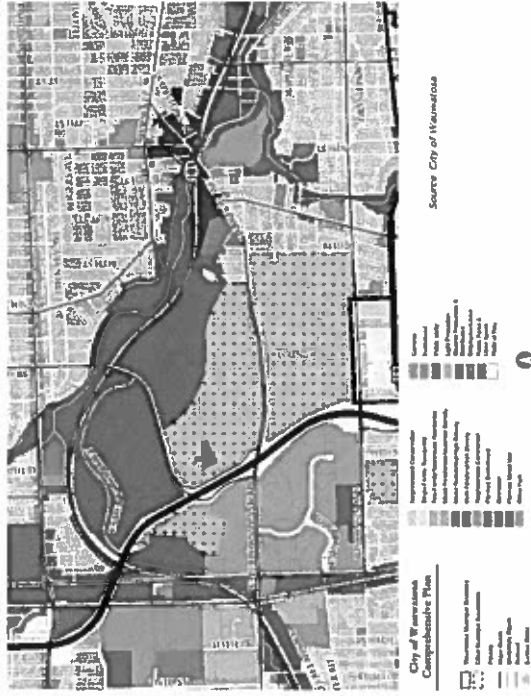
This Plan intends to foster multi-modal transportation options and improve circulation to lessen congestion and increase connectivity throughout the planning area as described in the Plan and/or illustrated on the Framework Plan. This can be accomplished through the following actions that may be undertaken by the City, respective property owners, and/or Planning Area stakeholders.

1. Continuing to work with property owners and stakeholders along with continued participation in the Regional Transportation Leadership Council (RTLCL) to coordinate the intended outcomes and impacts of new transit initiatives. Possible activities for the 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 100+ MBHC Circulator System to enhance connectivity of nearby residential areas to the MBHC campus and the University of Wisconsin-Milwaukee.
 - c. Identifying locations for transfers between systems and upgrades to existing transit stops that offer end-of-trip facilities.
2. Coordinating phasing and linkages between large capital investments and mutually supporting investments and projects in the planning area, that may include
 - a. In conjunction with WisDOT, Milwaukee County, MBHC and MCRP, studying the potential construction of an east-west bridge over I-41/US-10 and from the MBHC campus and the MCRP.
 - b. In conjunction with property owners and other private entities, planning new and improved non-motorized bicycle/pedestrian facilities, including connections and crossings.
 - c. Constructing traffic calming improvements along major corridors and enhancing the road, pedestrian, and bike networks through the implementation of the Framework Plan.
 - d. Planning for the construction of new City streets per the Framework Plan as development opportunities arise.
3. As part of the ongoing coordination and planning with local employers, the City should study concepts for a Joint Intelligent Transportation Systems (ITS) plan including
 - a. Installing signalization systems that support ITS.
 - b. Developing a shared commuting intranet site for employees at the MBHC campus, the MCRP, and the UW-M Innovation Campus to provide real-time, performance tracking (transit ridership, parking utilization, bicycle use, etc.), trip planning, parking management, and revenue collection.
 - 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.
4. Considering the development of an area-wide parking district, in conjunction with other major users and parallel efforts—including major employers and residential areas—may include
 - a. Evaluating multiple parking scenarios for mixed use, 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 and deriving revenue from parking fees in locations that support private sector development.
 - c. Coordinating with parallel and overlapping projects, such as the Transportation Demand Management Plan at the MBHC.
 - d. Estimating parking expansion costs and revenues, and ways in which parking programs and regulations can support the system routes.
 - e. Supporting combined transportation demand management for the entire district that will optimize parking occupancy, increase nonmotorized circulation, and act as an incentive for new property development.

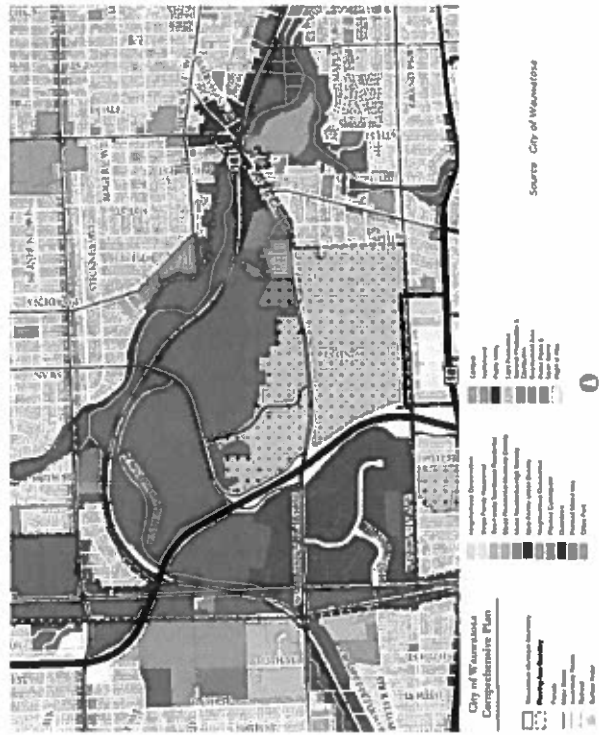
LAND USE & DEVELOPMENT

Adoption of the Waunakee Life Sciences District 2018-2038 Master Plan modifies the City of Waunakee Comprehensive Plan 2008-2030 Future Land Use map according to the following maps:

EXISTING FUTURE LAND USE MAP, 2008-2030 Comprehensive Plan



PROPOSED FUTURE LAND USE MAP, 2018-2038 Wauwatosa Life Sciences District Master Plan



In addition, to realize the vision illustrated in the Framework Plan and reflect plan recommendations, the following land use related actions, to be primarily undertaken by the City, should occur:

1. Requesting and considering a land division and a zoning map amendment from Special Purpose District - Medical Center to Special Purpose District - Conservancy for the non-park land owned by Milwaukee County to preserve and protect in perpetuity the Parks and Environmental Areas as illustrated on the Framework Plan and Proposed Future Land Use Map.
2. Encouraging respective property owners within the Parks and Environmental areas to further protect and preserve the area through deed restrictions, easements, and other more permanent actions.
3. Initiating zoning map and text amendments to establish the Haylar Road Overlay District and applicable regulations for properties along Haylar Road.
4. Modifying zoning regulations, zoning districts, and other applicable regulations to encourage development that promotes economic activity and high-density development in appropriate locations and along new and existing street edges that may include:
 - a. Density and development minimums.
 - b. Parking maximums and accommodations for shared parking and multi-modal options.
 - c. Sustainability guidelines to promote best management practices for environmental, social, and economic sustainability.
 - d. Infrastructure for circulation and utilities such as a complete street design approach for streets.
 - e. Pedestrian and bicycle facilities.
 - f. Densifying and/or prohibiting changes to current development that do not conform to the Framework Plan but that also respect the existing property boundaries and ensure that plans do not require cooperation from owners who prefer not to be part of this Plan.
 - g. Providing economic incentives to participate in and support changes that fit the Framework Plan.
5. Continuing to assess the impacts of changes and integration of uses along the I-94/EC Corridor including:
 - a. Options for landscape and connectable 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.
 - d. Taller and more visible buildings along the freeway that create a strong contemporary skyline promoting the prominence of the Life Sciences District.
6. Working jointly with property owners and lawmakers to find creative funding sources as a method for making physical change in the planning area, as needed.
7. Encouraging and working with property owners in the planning area to create daytime and nighttime activation and coordinate skywalk development, specifically along Watertown Plank Road, to connect social places (i.e., housing, employment centers, parks, plazas, and transit).
8. Working with property owners to modify applicable development restrictions to maximize development and redevelopment opportunities when and where appropriate.
9. Working with prospective developers to design new buildings with environmental sensitivity (including Dark Sky protocol, building materials, native landscaping, and stormwater management).



10. Using the principles outlined in the 2004 Plan for the Milwaukee County Grounds, Northeast Quadrant as a guide, ensure that future development in the Northeast Quadrant is designed so as to preserve green spaces and protect natural areas, promote human-scaled, walk-able environment, and provide connections to the surrounding neighborhoods.

FRAMEWORK PLAN - Land Use and Road Network



