

Earth Tech, Inc.

Kenosha-Racine-Milwaukee Alternatives Analysis

Environmental Impact Statement &
Project Development Phase

Transit-Oriented Development Portfolio Oak Creek, Wisconsin

in association with:

HNTB

CAMBRIDGE
SYSTEMATICS

and

American Design

Bay Ridge Consulting

Connectics Transportation Group

Great Lakes Archeological Research Center

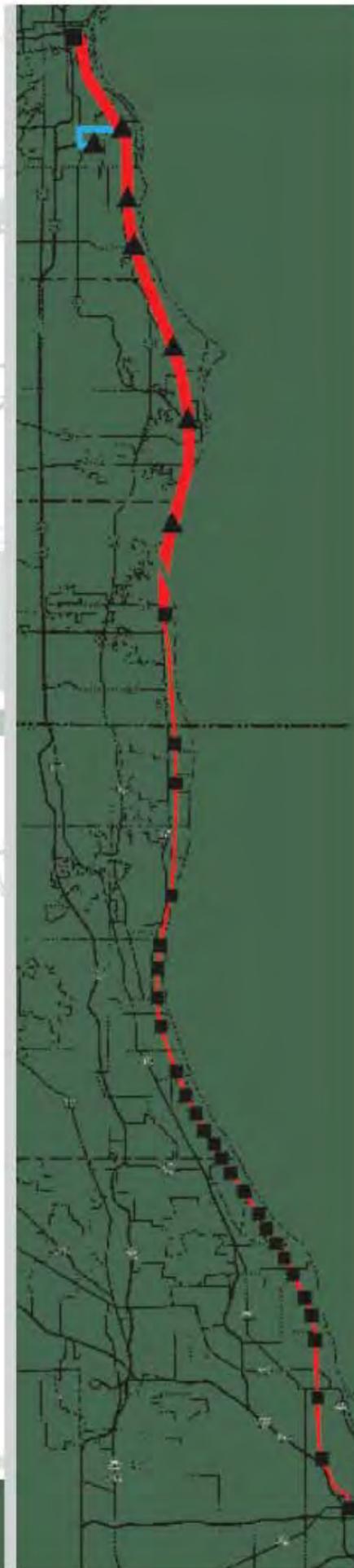
Heritage Research

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Prepared for:

**Southeastern Wisconsin
Regional Planning Commission**



Introduction

The City of Oak Creek’s proposed KRM commuter rail station will be located in the vicinity of East Ryan Road and 5th Avenue on the eastern side of the City. The City of Oak Creek’s Vision 2020 Comprehensive Plan (April 2002) refers to this area as the Lakeview Village District. Two sites have been suggested for a preferred station location. Although the location could change based on recent developer interest, the first site is north of East Ryan Road, on the east side of the railroad. The second site is south of East Ryan Road on the west side of the railroad. Refer to the *Appendix* for an illustration of station facilities, including, the location of the station house, platforms, and commuter parking lot.

The station study area is considered to be a ½ mile radius around the proposed station, extending from approximately Garden Place on the south, Dexter Av-

Oak Creek’s ½ Mile Station Area



enue on the north, a quarter mile west of State Highway 32 on the west and Bender Park on the east. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the Oak Creek Station area sustains an estimated 2005 population of 286 and contains 104 households. Employment (number of jobs) within ½ mile of the station is 66, and according to the report, expands to 5,737 within three miles of the station.

Community Issues and Opportunities

Key stakeholders within the community were interviewed to obtain opinions on “issues” and “opportunities” within the station area. In addition, a community workshop was held on Wednesday, May 10, 2006 to at the Oak Creek City Hall to solicit community input. The primary issues and opportunities mentioned in both the workshops and interviews are summarized below. A complete summary of the interviews is included in the *Appendix*.

Key Issues

- Vehicular traffic congestion on Highway 32/local roads
- Expansion of Highway 100 and connection to Ryan Road
- Railroad and roadway crossing safety issues
- Brownfield sites/vacant industrial properties
- Potential impacts to Bender Park
- Country like atmosphere/not necessarily appropriate for new businesses and development
- Funding for station and railroad service
- Station area development
- Adequate parking at the station area
- Concern over loss of homes/relocation issues

Key Opportunities

- Excellent potential for development
- Proximity to improved State Highway 100
- Proximity to the Lake Michigan waterfront
- Proximity to Bender Park
- Catalyst for clean up of vacant industrial sites
- Mainly vacant area/minimal relocation issues
- Ability to travel without using personal vehicle
- Opportunity to induce development

Existing Land Use

Existing Land Use is illustrated in *Figure E.1* on page E3.

The station study area is primarily undeveloped and includes Bender Park and primarily vacant land. Single family residential properties within the study area are primarily located to the west of State Highway 32 and to the north in the Carrollville neighborhood. Bender Park, owned and operated by Milwaukee County, is a locally important land use within the station area. The 299 acre park, located to the south of East Ryan Road, east of the railroad tracks, offers hiking trails, a boat launch and a beach. The area between East Fitzsimmons Road and East Ryan Road, between State Highway 32 and the railroad tracks is currently agricultural and woodlands. The area to the north of East Ryan Road is primarily vacant except for the City of Oak Creek water utility plant. Outside the study area, the South Shore Wastewater Treatment Plant occupies a portion of lakefront to the north. The Carrollville neighborhood, a single family residential area developed as a “company town” for the former Peter Cooper Glue Manufacturing plant, lies just outside of the study area to the north. A new single family housing development consisting of fifty-two homes is under construction in this area. Along the lakefront to the north of Bender Park are vacant industrial sites.

Existing Access and Circulation

Existing Access and Circulation Patterns are illustrated in *Figure E.11* on page E4.

Two arterials serve the study area, State Highway 32 and State Highway 100. State Highway 32/Chicago Road provides north-south access through the City of Oak Creek. There are plans to widen State Highway 32/Chicago Road to four lanes south of where it connects with State Highway 100. State Highway 100 provides access from west of Oak Creek, and currently terminates into Highway 32. State Highway 100 has recently been improved to four lanes west of State Highway 32, with the intention of maintaining the road as a high speed limited access arterial between Interstate 94 and the study area. The City has plans to extend State Highway 100 to East Ryan Road east of the UP Railroad.

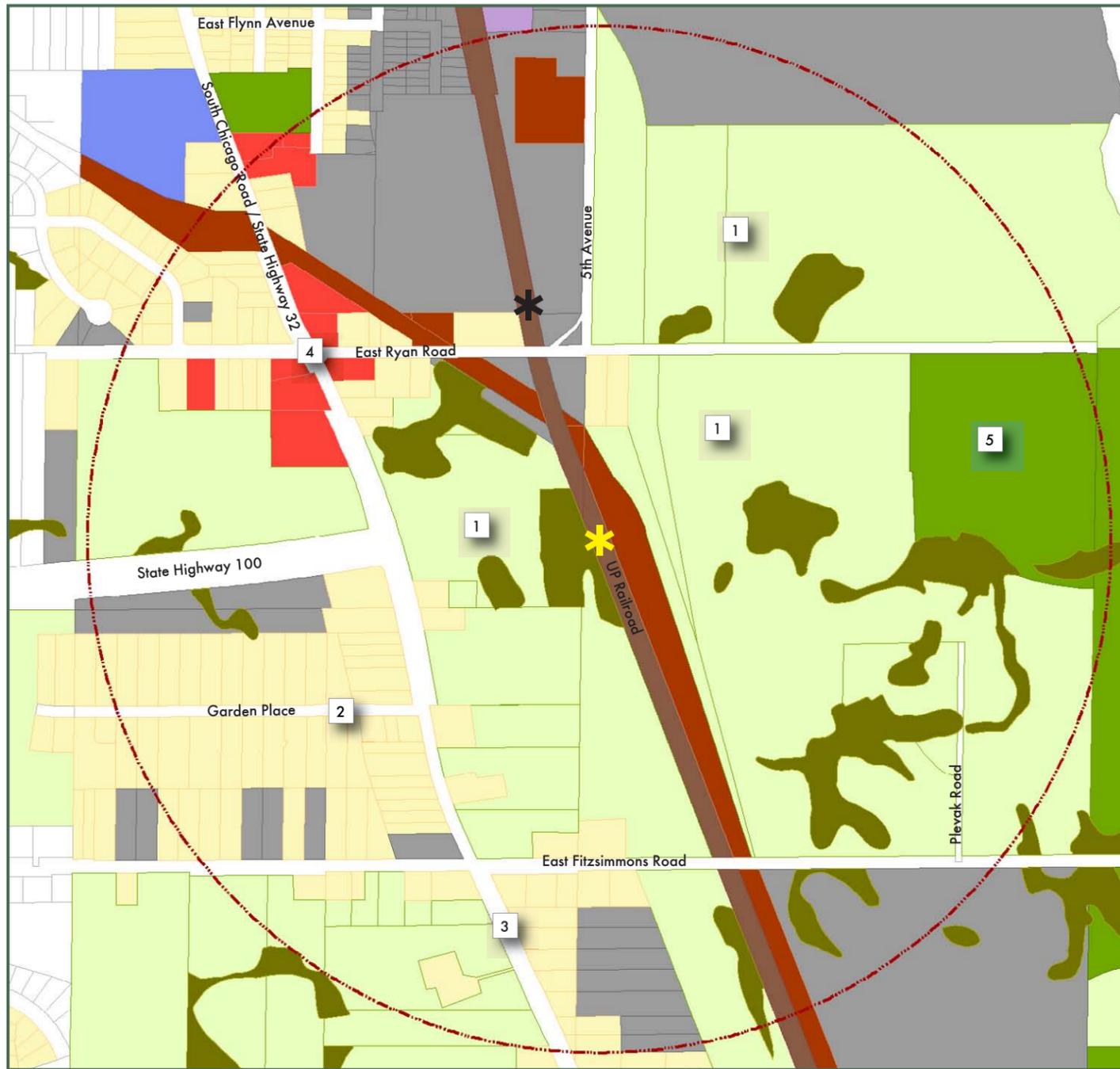
Given the rural character of the study area, and lack of sidewalks, pedestrian, and bicycle access into the station area is limited at this time.

Milwaukee County Transit bus service is available in the area. Route 48, the South Shore Flyer, provides service along State Highway 100 between a park n' ride facility at Interstate 94, to State Highway 32/Chicago Road, north to downtown Milwaukee.

Existing Urban Design

Existing Urban Design Conditions are illustrated in *Figure E.III* on page E5.

As noted earlier, the station is largely undeveloped and natural in character. Local roadways lack curb and gutter, sidewalks, or parkways. The two arterials, State Highway 32/Chicago Road and State Highway 100 are regional arterials and have not been designed with pedestrian or bicycle amenities. Single family homes in the area have limited pedestrian connections and are surrounded by agriculture and open spaces. The entryway into Bender Park, a key feature in the study area, is also natural and open in character. Areas immediately outlying the study area are represented by similar urban design characteristics.



1. Agriculture and vacant land provides potential for new residential development near the proposed station.
2. The large lot neighborhood on Garden Place Road is the closest residential concentration near the proposed station.
3. Homes and farmsteads are the dominant land uses along State Highway 32.
4. Neighborhood retail uses are prevalent at this intersection.
5. Bender Park is a major regional park along the Lake Michigan shoreline.

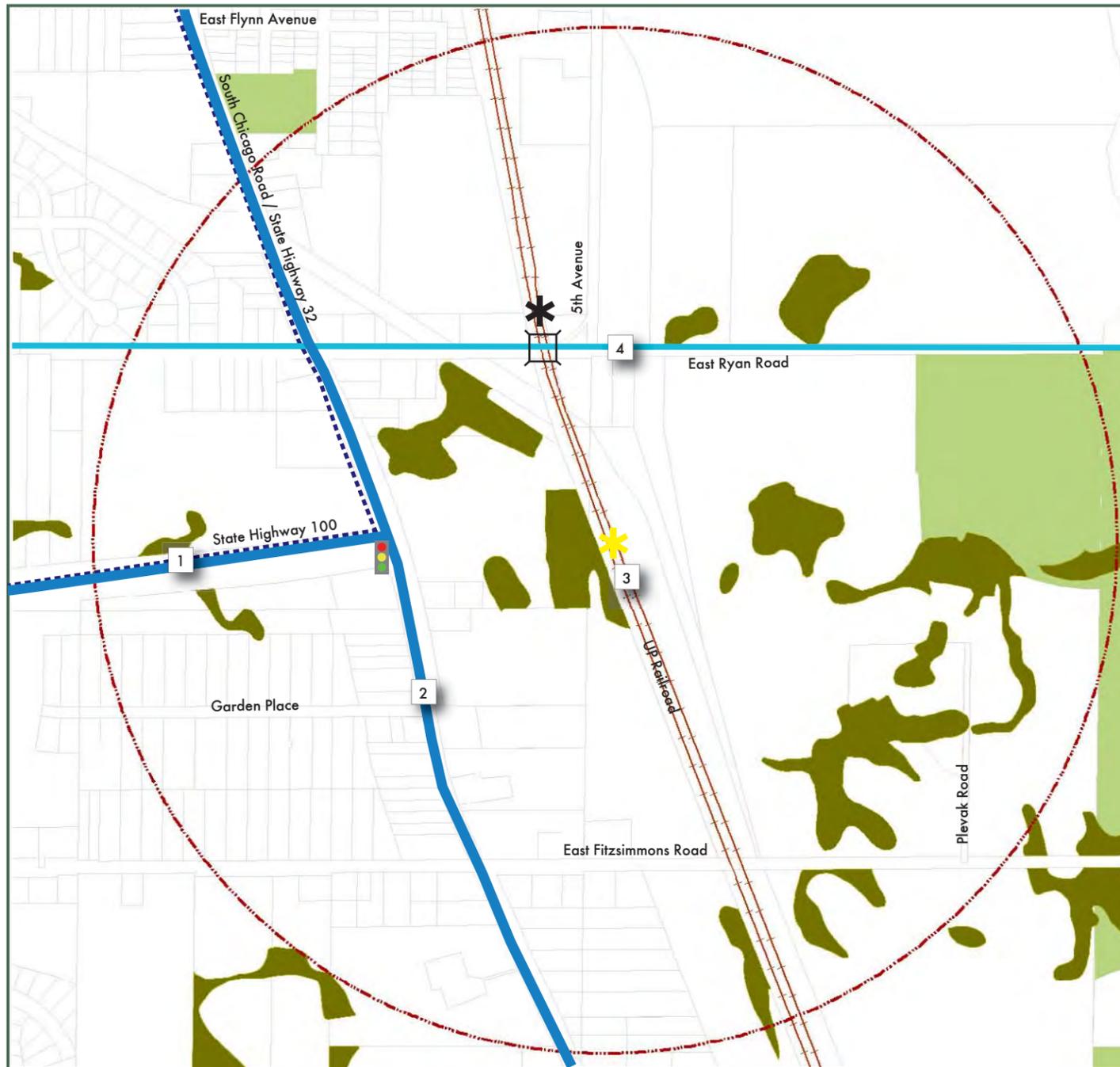


Figure E.1
Existing Land Use
Oak Creek Station Area

Clockwise from right:
Farmhouse on State Highway 32
Bender Park
Horsefarm on State Highway 32



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- General Station Location
- Alternate Station Location
- Study Area Boundary (1/2 mile radius)
- Comments
- Open Space
- Wetlands
- Street, Collector
- Street, Arterial
- Bus Route - Park n' Ride
- Railroad
- Existing Stop Lights
- Existing Grade-Separated Crossing

1. State Highway 100 has been widened from I-94 to State Highway 32.
2. State Highway 32 is being partially widened to facilitate access to State Highway 100.
3. The proposed station location south of Ryan Road is surrounded by farmland.
4. Ryan Road is a local collector providing access from state highways to Bender Park.

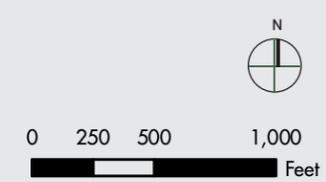


Figure No. E.II
Existing Access & Circulation Patterns
Oak Creek Station Area

Clockwise from right:

Northbound Union Pacific R.R.
Highway 32 Widening
State Highway 100 Widening



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- General Station Location
- Alternate Station Location
- Study Area Boundary (1/2 mile radius)
- Comments
- Open Space
- Wetland
- No Sidewalks
- Railroad

1. State Highway 32 and 100 are being widened, which creates a highway environment in a rural setting.
2. Garden Place Road is a rural street with no shoulders or sidewalks.
3. Auto-dominated commercial uses and streetscape are the dominant features at State Highway 32 and Ryan Road.
4. State Highway 32 is mainly characterized by a rural streetscape with no shoulders or sidewalks.

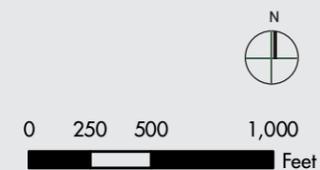
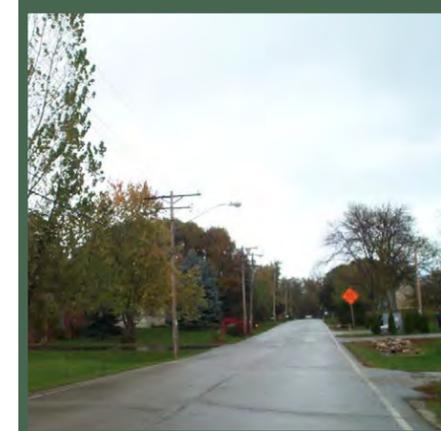


Figure No. E.III
Existing Urban Design
Conditions
Oak Creek Station Area

Clockwise from right:

Northbound State Highway 32
Highway 32 Widening
Rural Streetscape on Garden Place



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Introduction

The City of Oak Creek has made it a goal in their 2020 Vision-A Comprehensive Plan for the City of Oak Creek (April 2002) to plan for the development and improvement of the City's east side, an area known as Lakeview Village. The proposed commuter station would be located within this neighborhood. The neighborhood's proximity to Lake Michigan frontage, Bender Park, and planned and existing roadway improvements, and land availability make it a strong candidate for the introduction of transit oriented development (TOD).

Market Potential

As part of the station area planning process, a real estate market assessment was conducted to estimate the City of Oak Creek's future market demand for residential, commercial, and office uses. Exploring private sector interest in investment in the study area lends an understanding of the level of near term transit oriented development potential to be expected in the station area as well as a possible mix of future land uses. Development potentials have been examined over a 15-year period between 2005 and 2020 for the ½ mile station area. Based on current development trends, and available population and employment projections Oak Creeks' station area market demand has been determined for residential, retail, and office uses (see Table 1).

Table 1: Oak Creek Station Area Market Demand, 2005-2020

	2005-2010	2010-2015	2015-2020	Total
Residential	0	158	263	421
Retail (square feet)	0	65,000-75,000	40,000-50,000	105,000-125,000
Office (square feet)	0	10,000-15,000	50,000-65,000	60,000-80,000

Source: Oak Creek Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

It is important to point out that the market assessment is but one element to be considered in developing preliminary land use concepts for the station area. Community policies and preferences for future development, and the long term nature of the transit supportive land use programs are among other factors to be considered. While the market assessment looked 15 years into the future, regional planning projections for the station area consider a 30 year planning horizon. Therefore, these market demand numbers are used as a basis for the full

build out 2035 scenario presented in Table 3 in "Economic Effects." A complete report on the methodology and assumptions used in arriving at market potentials for the Oak Creek station area is available in the Appendix.

Future Land Use

Preliminary Future Land Use is illustrated in Figure E.IV on page E8.

Proposed land uses within the station area largely reflect and support the City of Oak Creek's Comprehensive Plan. The revitalization program recommended for the Lakeview Village area is consistent with transit supportive land use principles sought for the KRM corridor.

The Lakeview Village Concept Plan envisions a range of commercial, residential, transportation and open space land uses. The range of uses are intended to complement the public investment being made and anticipated in Bender Park and to reflect the historic character and functions of the Carrollville neighborhood. Plan recommendations include enhancements to Bender Park; a transit oriented center to accommodate mixed uses and the proposed commuter rail station and a park and ride lot; higher density development along the lakefront potentially including a hotel/conference center, restaurants, high rise condominiums and an office complex; larger scale commercial developments at State Highways 100 and 32; and new residential opportunities in the Carrollville neighborhood. In order to successfully implement this vision, among the action steps that need to take place include the clean-up of brownfield sites north of Bender Park.

The preliminary station area plan illustrates a mixed use center at the intersection of East Ryan Road and the extension of State Highway 100. This is also the area of the proposed commuter railroad station. A mixed-use center would offer increased population and land use diversity, and would consist of ground-floor retail, commercial, or office uses with residential uses above the first floor. In order to allow for a wider variety of housing opportunities within the station area, medium and high density multifamily residential uses are suggested surrounding the mixed use center to the northeast and northwest. Further, expanded medium density multifamily residential uses are proposed in the southern portion of the study area. Commercial uses are planned where State Highway 100 and State Highway 32 intersect. Bender Park is proposed as an expanded recreational area.

A comparison of existing and future land uses within the ½ mile station area is presented in Table 2.

**Table 2
Comparison of Existing and Future Land Uses, 2005-2035**

	Existing Land Use (Acres)	Future Land Use (Acres)	Net Change
Single Family/ Low Density Residential	71	64	(10%)
Multi-Family Residential	0	159	N/A
Commercial	10	30	205%
Mixed Use	0	17	N/A
Entertainment	0	7	N/A
Institutional	8	19	150%
Industrial/ Warehousing and Storage	15	3	(80%)
Agriculture	204	0	(100%)
Open Space	20	114	482%
Vacant	104	0	(100%)

Note: Acreage calculations are based on the "General Station Location" shown in the Preliminary Future Land Use Plan

Source: HNTB Corporation (June 2006)

Future Access and Circulation Patterns

Preliminary Future Access and Circulation Patterns are illustrated in Figure E.V on page E9.

Proposed access and circulation improvements focus on enhancements to the existing system, with an emphasis of improving access to the lakefront. Recommended access and circulation improvements include the extension of State Highway 100 to connect with East Ryan Road, east of the railroad. This new "loop street" located along the lakeshore between Bender Park and the MMSD South Shore Treatment Plant, would connect the current eastern ends of Highway 100 and Puetz Road (north of the study area), as well as providing direct access to the station area. In addition, improvement to State Highway 32 within the study area to widen the roadway from two to four lanes in the future should be considered as new development in the study area occurs.

An expanded local street system would be required to serve new development. The street system should be pedestrian friendly, encourage walking, and provide strong connections to the commuter station. Improved access into Bender

Park from East Ryan Road as well as future improvements to Fitzsimmons Road into the park are recommended. As improvements are planned, bike and pedestrian improvements, including safe crossings, sidewalks, and bikeways or bike lanes, should be considered.

In order to encourage bicycle access into the station area, the plan also suggests a new bicycle path into Bender Park, along 5th Avenue to connect with new neighborhoods to the north, and along East Ryan Road leading to the lakefront.

Future Urban Design Framework

The *Preliminary Future Urban Design Framework* is illustrated in *Figure E.VI* on page E10.

The urban design framework plan is sensitive to and incorporates study area natural features, as well as reflecting the goals of Oak Creek’s Comprehensive Plan. Plan recommendations include enhanced open spaces along lowland areas and around existing wetlands, pedestrian streetscape along new and existing access roads, and gateway features along key entryway points. Gateway features could include architectural treatments, landscaping, and public art. New residential areas would be developed according to the principles of “traditional neighborhood design”. These principles include smaller lots, reduced setbacks, recessed garages, front porches, narrower streets, sidewalks, street trees, orientation towards a neighborhood focal point and small scale retail and office uses. A common theme for landscaping, signs, lighting, buildings and other amenities could allow for a unique identity for the station area. *Figure E.VII*, Illustrative Perspectives, depicts potential urban design improvements in the station area.

Economic Effects

The future economic effects are based on the key areas “subject to change”. A map inset in *Figure E.IV* identifies key areas “subject to change” with the station area. Areas subject to change include key vacant sites and underutilized properties, and buildings which are becoming obsolete, and thus have a high potential for reuse and redevelopment in the future. When preliminary land use recommendations for the station area are applied to these locations, a general “order of magnitude” of station area development potential can be identified.

Using this methodology, the Oak Creek station area could accommodate an additional 2,600 residential units, and 645,00 square feet of commercial space (see Table 3). This results in a total projected 2035 projected population in the half mile area of 5, 251, a substantial increase from the 2005 population of 286 people. Employment (number of jobs) is expected to increase from 66 jobs in 2005 to 1,456 jobs in 2035. This future development would reflect an increase in assessed value (in 2006 dollars) amounting to \$812.4 million.

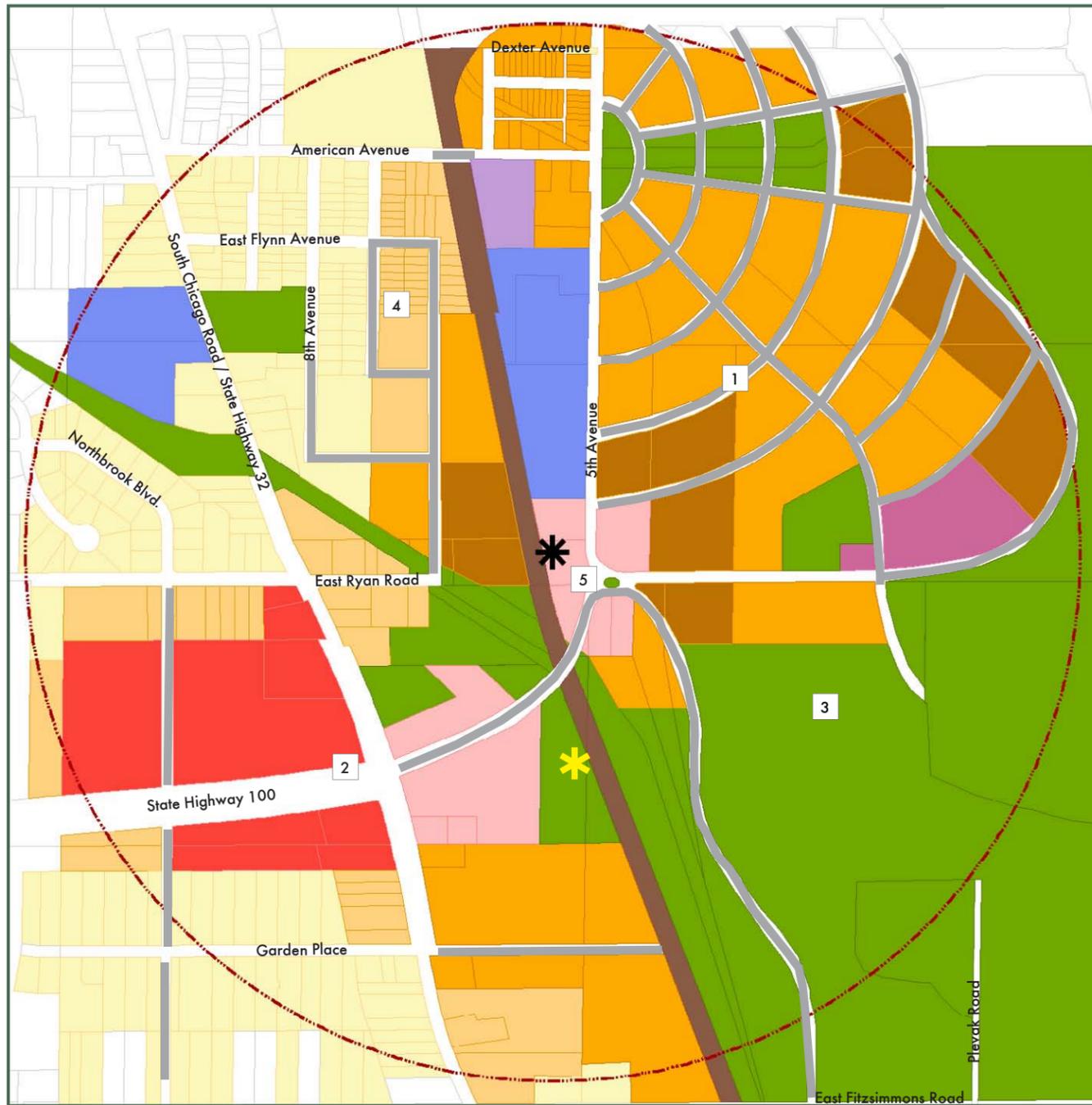
Table 3: Year 2035 Development Potential

	2020*	2035
Total Residential (units)	421	2,600
Total Retail (square feet)	105,000-125,000	645,000
Total Office (square feet)	60,000-80,000	-
Total Industrial (square feet)	-	-

*Source: Oak Creek Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

Further based on planned retail development, retail sales in the study area could increase \$71.8 million per year. Retail sales tax revenues could reach \$4.0 million based on current retail sales tax rates; state rate is 5%, county rates is .5%, and .1% stadium rate. The sales tax revenues could be higher because of the additional taxes applicable on certain goods and services for communities within the Wisconsin Center District, contiguous with Milwaukee County.





Key Areas Subject to Change

- General Station Location
- Alternate Station Location
- Study Area Boundary (1/2 mile radius)
- Wetlands
- Proposed Roadway
- # Comments

Future Land Use	Proposed Densities
Park/Open Space	
Residential	
Single Family	6 dus/acre*
Multi-Family (Low Density)	7 - 10 dus/acre*
Multi-Family (Medium Density)	11 - 15 dus/acre*
Multi-Family (High Density)	> 15 dus/acre*
Commercial	FAR: 0.3 - 0.7**
Mixed Use	FAR: 1.0 min**
Entertainment	FAR: 0.3 or more**
Wholesaling & Storage	
Institutional	
Railroad Right of Way	

* dus/acre = dwelling units per acre
 ** FAR = Floor Area Ratio

1. The Lakeview Village development, including a mix of residential, commercial and entertainment uses, will allow for the rebirth of Oak Creek's east side.
2. Big box development will provide new retail opportunities for area residents.
3. Key greenways and open space, such as Bender Park, provide open space opportunities as well as access to the lakefront.
4. New residential developments of varying densities allow for a variety of housing options.
5. A mixed-use transit center will allow for a community gathering place for area residents.



Figure No. E.IV

Future Land Use Oak Creek Station Area

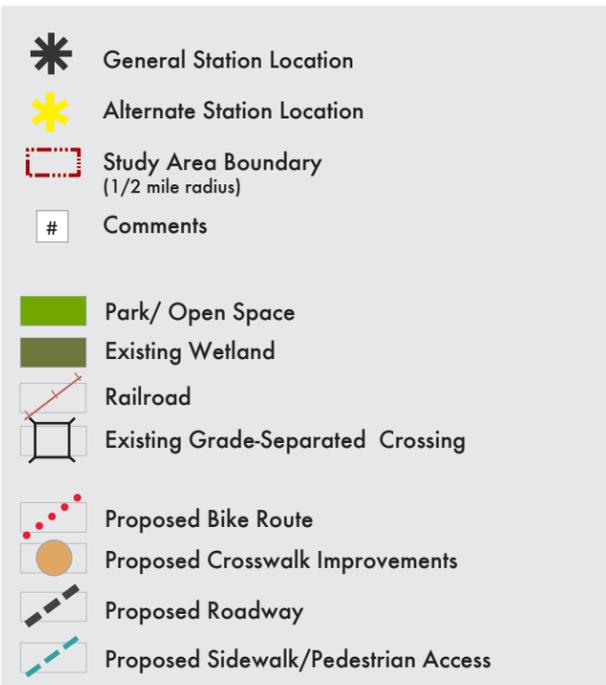
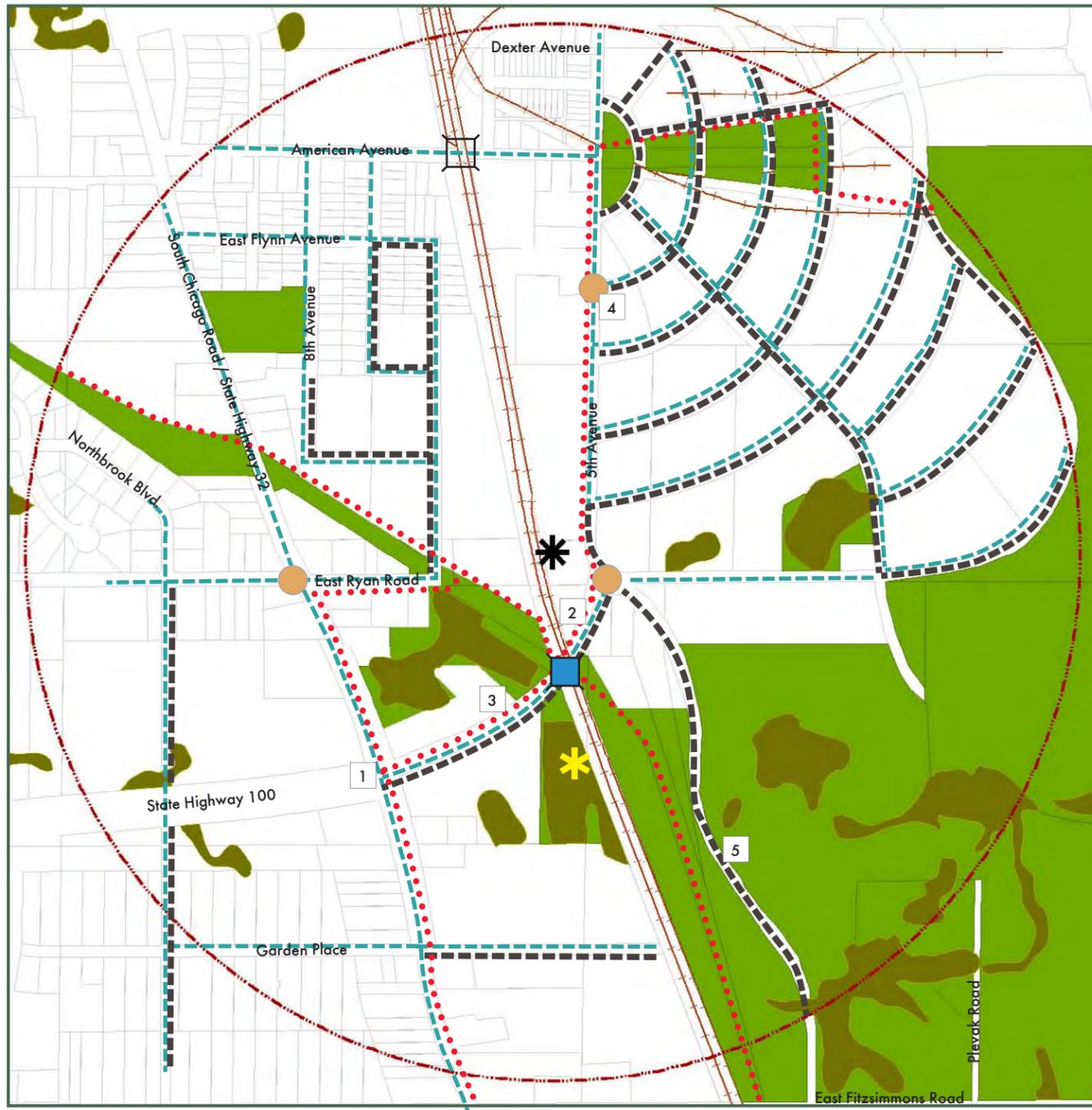
Clockwise from right:

Medium Density Residential
Pedestrian Oriented Commercial
Mixed Use Development



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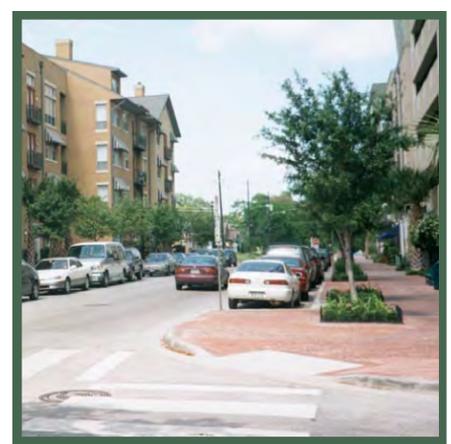
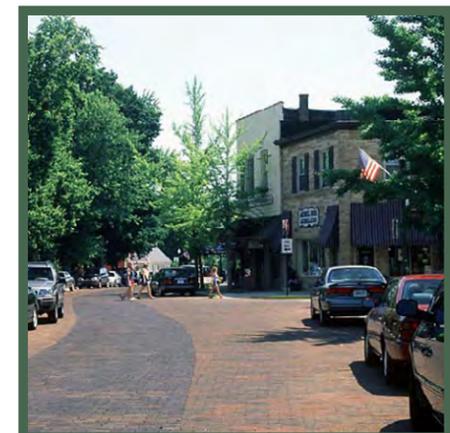


1. The extension of State Highway 100 to East Ryan Road will provide an important connection to future lake front development.
2. A traffic circle provides best and safest solution based upon proposed roadways.
3. Bicycle paths would provide connections between the transit center, the lake front, Bender Park and the surrounding neighborhoods.
4. Crosswalk improvements, such as bump-outs and decorative paving, could be used to clearly define pedestrian access and calm traffic.
5. A new scenic roadway would provide views of natural areas of Bender Park.



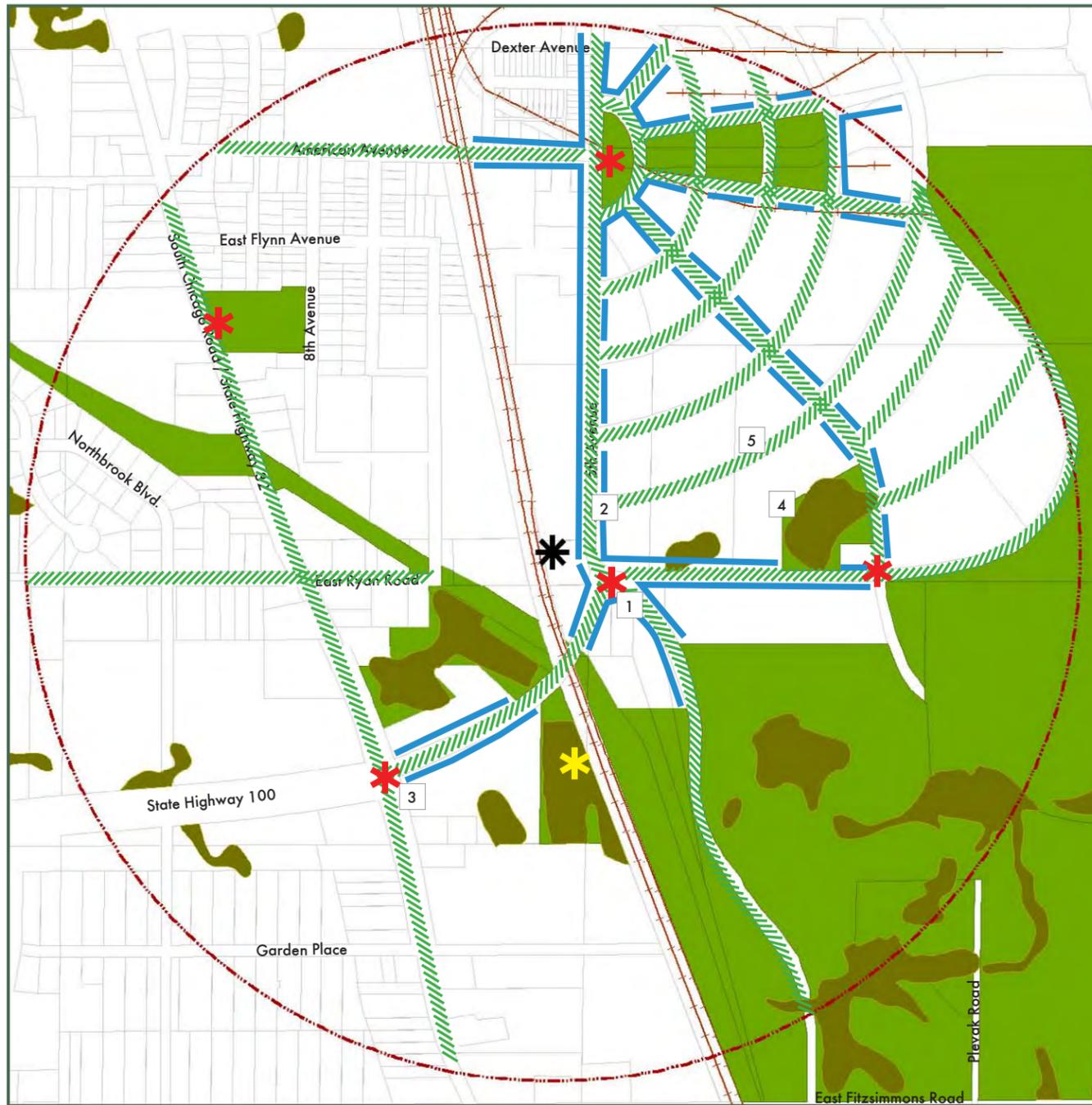
Figure No. E.V
 Future Access and Circulation Patterns
 Oak Creek Station Area

Clockwise from right:
 Pedestrian Friendly Roadway
 Routes Through Natural Areas
 Enhanced Crosswalks for Safety



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1. Traffic circle provides an excellent location for gateway feature and entrance to the station.
2. Streetscape amenities, including lighting, street trees, banners, public art, and special paving, would enhance the station area and all entry corridors.
3. Gateway feature along State Highway 32 defines entrance into the station area.
4. Proposed open spaces respect and enhance existing natural features.
5. New roadways redefine and enhance the character of the community.

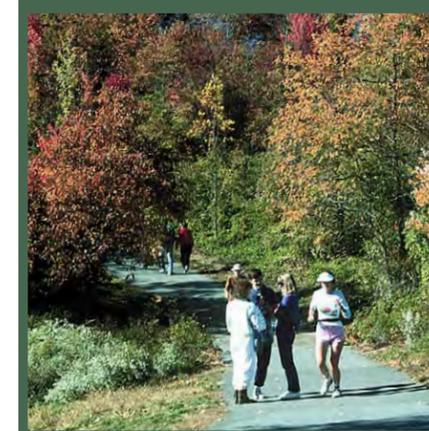


Figure No. E.VI

Future Urban Design Framework Oak Creek Station Area

Clockwise from right:

Gateway Features Define Community
Streetwall Promotes Pedestrian Activity
Enhance Natural Area



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Southern entry road to the Station Area toward traffic circle

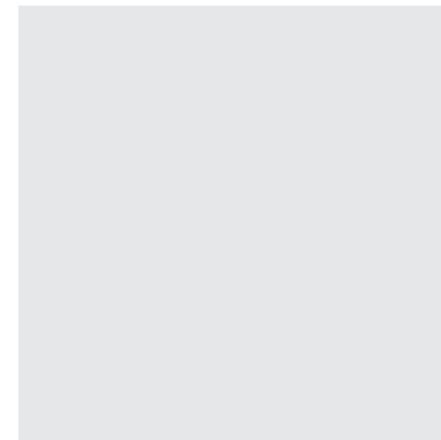


Figure No. E.VII
 Illustrative Perspectives
 Oak Creek Station Area



Existing conditions for southern entry (viewpoint not the same as perspective)



Multi-family along East Ryan Road



Existing conditions East Ryan Road (viewpoint not the same as perspective)

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City of Oak Creek: Transit Supportive Policies

Introduction

The City of Oak Creek is working to create a transit-supportive environment at the city’s lakefront area. The city’s 2020 Vision, A Comprehensive Plan for the City of Oak Creek, has recommendations for “Lakeview Village”, a mixed-use district for the City’s east side. This concept would create innovative development patterns to create a high-quality living, shopping, and recreational environment. Plans for Lakeview Village incorporate a transit oriented center to accommodate new commuter transit services.

Current Transit Supportive Policies

Transportation Infrastructure

- The Lakeview Village area has identified a new station in a transit oriented center near the proposed intersection of Highway 100 extended and Ryan Road.

Planning Initiatives

- The City has approved the 2020 Vision-A Comprehensive Plan for the City of Oak Creek (September 11, 2000) which recommends the creation of the “Lakeview Village” Mixed Use District. Lakeview Village is the name given to the area on the east side of Oak Creek near Lake Michigan. It is the proposed location for a new commuter rail train station. The plan calls for high-value mixed use development along the Lake Michigan frontage, proximate to Bender Park. A “transit-oriented center” is reflected in the plan; the transit oriented center would contain mixed-use buildings, a “main street” design theme, and a variety of housing types.
- In order to support redevelopment in the Lakeview Village area, the City of Oak Creek has retained International Risk Group (IRG) as a “master developer”. IRG will be responsible for site remediation, master planning, development, and oversight of the Lakeview Village area.
- Bender Park, a Milwaukee County park, is a key asset in the station area. In 1995, Milwaukee County started a park development process that has resulted in bank stabilization, an access road, and the park with lake access.

Future development in the park could serve as a catalyst for other station area developments. To date, the County has invested \$26 million in Bender Park.

Zoning

- Parking requirements can be reduced by the Plan Commission under certain circumstances, including mixed modes of transportation.

Development Review Process

- Development plan review is required for multiple family residential and all non-residential development in the City. This will help ensure compliance with the Lakeview Village master plan.

Transit Supportive Policy Recommendations

The City of Oak Creek has long envisioned redevelopment of the city’s lakefront area. Transit supportive policies have been included in the conceptual planning for the area. These policies which would support the land use program for the Lakeview Village area are stipulated below for the City’s consideration. Securing basic acceptance and support of land use and development policies for the station area is important as the KRM program moves forward.

Transportation Infrastructure

- The Lakeview Village area has limited roadway infrastructure in place. The City should continue to use the Capital Improvement Program to set priorities related to construction of new streets, including the extension of Highway 100 to connect with Ryan Road. The extension of Highway 100 to Ryan Road, with potential extensions to the north along the lakefront, will improve city access to the lakefront, Bender Park and the station area.
- As planning efforts for Lakeview Village continue, the City should reserve and protect areas for future pedestrian and bicycle paths in accord with the Bikeway Plan to ensure appropriate connections between the station area and other areas of the City.
- The station area should consist of an interconnected street pattern, with more than one vehicular access point.
- The City should work with the Milwaukee County Transit System to facilitate additional bus service into the Lakeview Village area as development occurs.

- Shared parking arrangements and parking structures should be encouraged to minimize the amount of surface parking lots and to create more intensity of land uses. Shared parking arrangement provisions recognize that various land uses have different peak hours of operation. Shared parking can be permitted through review on a case-by-case basis whereas the property owners would need to demonstrate the uses proposed to share parking facilities have different hours of operation, are adjacent to one another and will provide vehicular and pedestrian connections, Provided these conditions are met, the parking reduction could be, for example, 10%.

Planning Initiatives

- The City should encourage a land use pattern in Lakeview Village, including neighborhood retail and service centers, mixed-use activity centers, and preservation of open space, that minimizes reliance on the automobile.
- Land uses closest to the proposed train station should be intensified, in order to encourage greater ridership and support transit oriented development (TOD) principles. Recommended densities are 10-14 dwelling units (du) for medium density multi-family residential to greater than 15 dwelling units (du) for high density multi-family residential.
- Cluster subdivision and traditional neighborhood design are planning techniques that are appropriate for the Lakeview Village area. Cluster subdivisions are appropriate for single-family neighborhoods that are located near sensitive environmental features, such as Bender Park. Traditional neighborhoods employ a range of residential densities, neighborhood offices and businesses, office uses, and focal points such as parks and plaza

Design Guidelines

- Design Guidelines should be implemented for the Lakeview Village area. The Design Guidelines should encourage traditional neighborhood development standards by providing guidance on maintaining a streetwall, appropriate building orientation, architectural design standards for residential and commercial buildings, quality streetscape treatments, access and parking, and pedestrian and bicycle amenities.

Zoning

- Zoning in the Lakeview Village area should be changed to reflect the recommendations of the station area plan. The City should align the development control ordinances accordingly. Zoning flexibility to encourage mixed commercial, office, and residential uses in carefully planned projects is critical. A PUD, or planned use development, may be appropriate in this area.

Financial Incentives

- An update to the Comprehensive Plan, “Redevelopment District No. 1” (August 6, 2001) included additional preliminary land use and redevelopment recommendations for the Lakeview Village area and established the “redevelopment area” boundaries. The purpose of the redevelopment plan is to identify blighted properties in the Lakeview Village District and recommend potential public/private sector projects that could be undertaken to eliminate the blighted conditions and redevelop a majority of this area. A Tax Increment Finance (TIF) District is recommended for the redevelopment area in order to complete proposed public projects consistent with the goals of the redevelopment plan.

