

Earth Tech, Inc.

# Kenosha-Racine-Milwaukee Alternatives Analysis

Environmental Impact Statement & Project Development Phase

## Transit-Oriented Development Portfolio South Milwaukee, Wisconsin

in association with:



- and
- American Design
- Bay Ridge Consulting
- Connectics Transportation Group
- Great Lakes Archeological Research Center
- Heritage Research
- Martinsek & Associates
- Valerie Kretchmer Associates

Prepared for:

**Southeastern Wisconsin  
Regional Planning Commission**

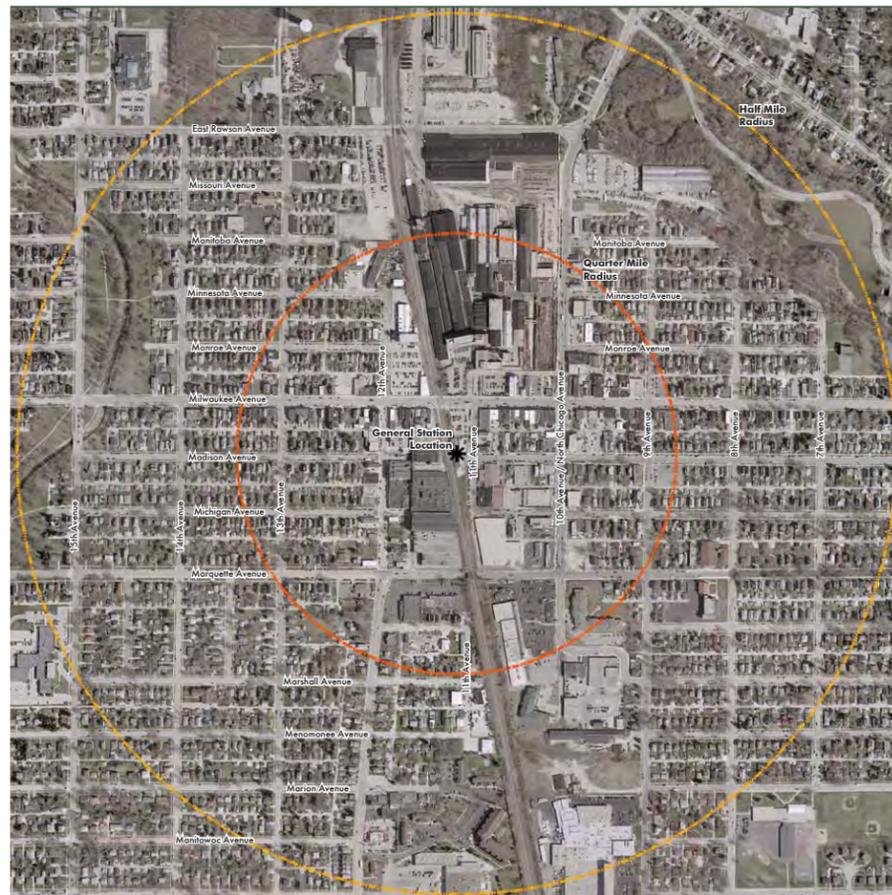


**Introduction**

The City of South Milwaukee has an existing station previously utilized for passenger rail service on the Chicago and Northwestern Railroad, (now the Union Pacific Railroad) in the downtown. The station building is located just south of Milwaukee Avenue, east of the Union Pacific Railroad. It is listed on the National Register of Historic Places and is now privately owned and occupied by a commercial use. The City of South Milwaukee Comprehensive Plan 2020 (adopted in June 2003) recommends a new station location on the west side of the railroad tracks, across from the historic station building. This location is currently the site of a partially vacant warehouse called the Line Building.

Transit-oriented development (TOD) is typically focused within a ten minute walk or ½ mile distance of a transit facility, with higher density uses concentrated with-

**South Milwaukee's ½ Mile Station Area**



in a five minute walk or ¼ mile area. Within South Milwaukee's ½ mile station area is a mix of commercial, industrial, residential, and park/open space uses. According to data collected for the market assessment prepared by Valerie S. Kretchmer Associates, Inc., the ½ mile area surrounding the proposed station has an estimated 2005 population of 4,578. Based on the 2005 estimates, the station area contains 1,892 households and 2,897 jobs. The number of jobs is attributed in large part to Bucyrus International, Inc, a manufacturer of surface mining equipment which is located north of the proposed station and Milwaukee Avenue and the Cooper Power Systems plant located at the south end of the station area at 9th Avenue. Bucyrus International Inc. currently employs 950 people. The full market assessment report is located in the *Appendix*.

**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 March 20, 2006 at the South Milwaukee City Administration Building to solicit community input. The primary issues and opportunities mentioned in both the workshop and interviews are summarized as follows. The complete summaries of the interviews and workshops are located in the *Appendix*.

**Key Issues**

- Building obsolescence in the downtown
- Too many parking lots in the downtown
- Lack of economic development and redevelopment
- Lower household incomes and aging residents
- Older housing stock
- Vacant storefronts in the downtown
- No real destinations within the City
- Zoning issues make redevelopment difficult

**Key Opportunities**

- Commuter rail service could regenerate the community
- Grant Park and Lake Michigan are key assets in town
- The City has a traditional central business district which offers a pedestrian-friendly environment
- Property taxes are lower as compared to surrounding communities
- Housing prices are lower as compared to surrounding communities

- Excellent new high school which offers cultural and recreational opportunities for the City
- Income levels are rising
- The community is self-contained with City-owned sewer and water utilities
- Stable area

**Existing Land Use**

*Existing Land Use* is illustrated in *Figure F.I* on page F3.

The study area contains a mix of residential, commercial, industrial and park and open space uses. Bucyrus International, Inc. located north of the proposed station is currently expanding their facility north of East Rawson Avenue. In addition, smaller wholesaling and storage uses, as well as the partially vacant Line Building (which is no longer occupied by a manufacturing use) are located near the station. The downtown retail core is aligned along Milwaukee Avenue, between 9th and 12th Avenues and along 10th Avenue/State Highway 32, between Marquette and Milwaukee Avenues. The blocks surrounding the downtown contain a mixture of single-family and two-family dwellings. The station area is framed on the northwest and northeast by Grant Park along the Lake Michigan lakefront and Oak Creek Parkway. In addition, the South Milwaukee Yacht Club is a recreational amenity for boaters, located east of the station area.

A portion of the station area, east of the railroad, between Milwaukee and Marion Avenues is within the City's Tax Increment Finance (TIF) District No.1. Several redevelopment projects have been completed within the district, including Sunrise Village, a 32-unit senior apartment complex, Marquette Manor, a 48-unit senior apartment building, a Tri-City banking facility, an expansion of Metalcut Products, and improvements to Sunrise Plaza Shopping Center.

**Existing Access and Circulation**

*Existing Access and Circulation Patterns* are illustrated in *Figure F.II* on page F4.

The major streets serving the downtown are Milwaukee Avenue, 10th Avenue/State Highway 32, and Marquette Avenue. Milwaukee Avenue connects neighborhoods to the east and west of the downtown, but does not run all the way east to Grant Park and the lakefront. Access to Grant Park and the lakefront is provided by 10th and Hawthorne Avenues. The proposed station can be ac-

cessed either by foot or vehicle off of Milwaukee Avenue from the north, Marquette Avenue from the south and local roads from the west. With a traditional street grid and relatively complete sidewalk system, the proposed station will be accessible by foot for surrounding neighborhoods. However, currently, there is only one improved pedestrian crossing over the railroad tracks at Milwaukee Avenue. As such, providing additional pedestrian crossings over the railroad will be important in the future to improve pedestrian accessibility to the station. The Oak Leaf Trail bikeway runs through Oak Creek Parkway on the west side of the station area, but it currently does not have designated connections to the station.

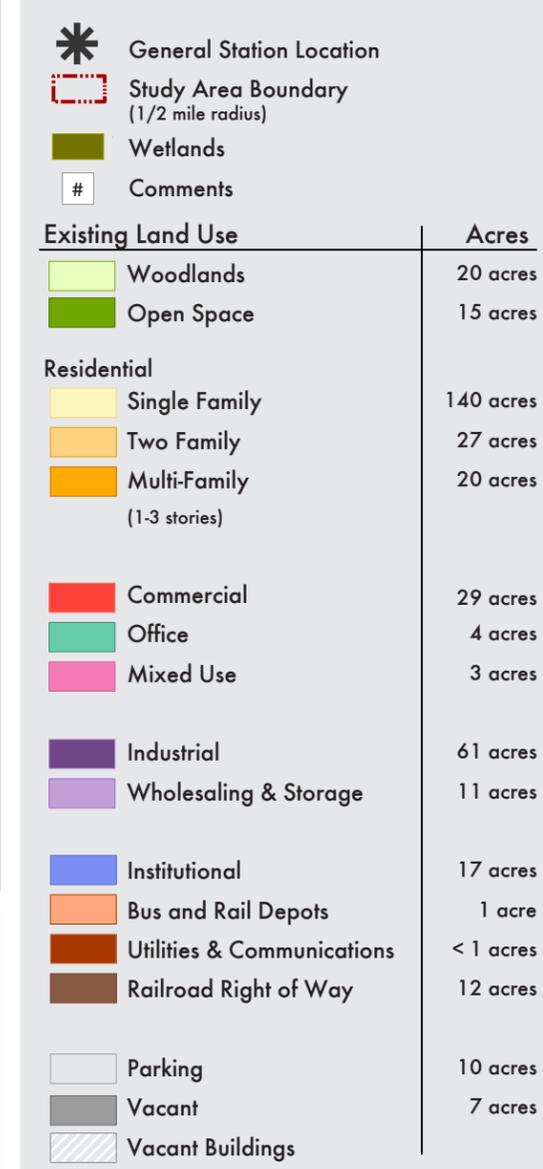
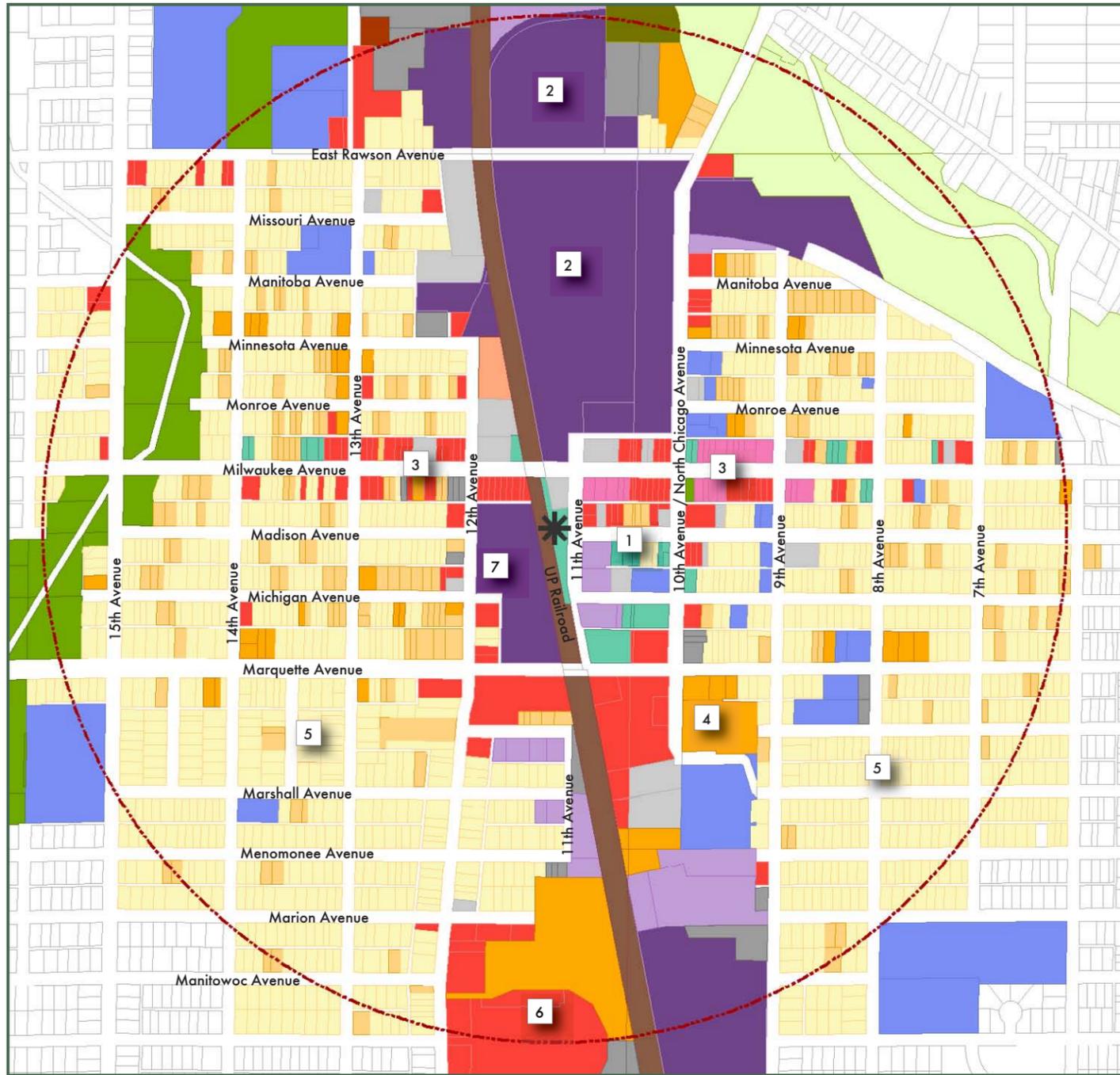
The Milwaukee County Transit Agency operates bus service within South Milwaukee. Route 48, the South Shore Flyer, provides connections between South Milwaukee and downtown Milwaukee via 10th Avenue, Marquette Avenue and 12th Avenue. However, the route currently does not have stops near the proposed train station.

### Existing Urban Design

*Existing Urban Design Conditions* are illustrated in *Figure F.III* on page F5.

The station area is served by a traditional grid street pattern and the environment within the study area is pedestrian-friendly. Contributing to the physical character of the station area are historic buildings, including three National Register of Historic Places properties and other sites registered with the State Historical Society of Wisconsin. Residential neighborhoods within the station area have a pedestrian character, most with detached garages accessed off of alleys.

Most of the existing retail uses within the station area are located along Milwaukee Avenue. The building pattern along this street frontage creates a “street wall” with storefronts oriented to public sidewalks. This physical pattern supports a pedestrian environment within the downtown.



1. More intense development near vacant and under-utilized properties provide potential for more intense uses near the station.
2. Bucyrus International is an established industrial use providing jobs and supporting local businesses
3. Milwaukee Avenue sustains in-line retail, service, office and restaurant uses within the city's mixed-use downtown.
4. Sunrise Village, a senior apartment complex, provides a precedent for future redevelopment projects near downtown and the station.
5. Stable residential neighborhoods offer a diversity of housing options within the station area.
6. This auto-oriented shopping center offers large-format commercial options within the city.
7. Older, obsolete industrial uses may provide redevelopment opportunities in the near and long term future.

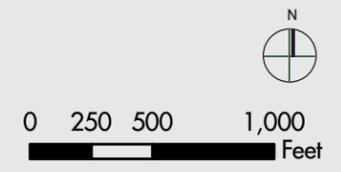
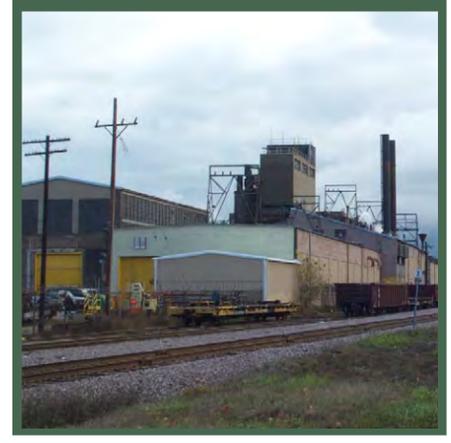


Figure F.1  
Existing Land Use  
South Milwaukee  
Station Area

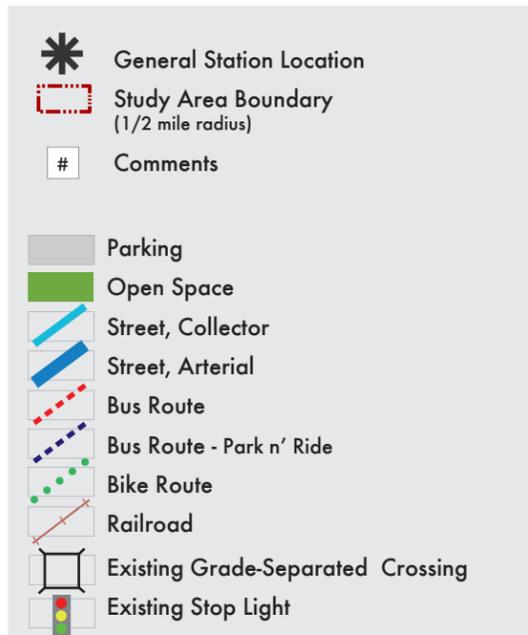
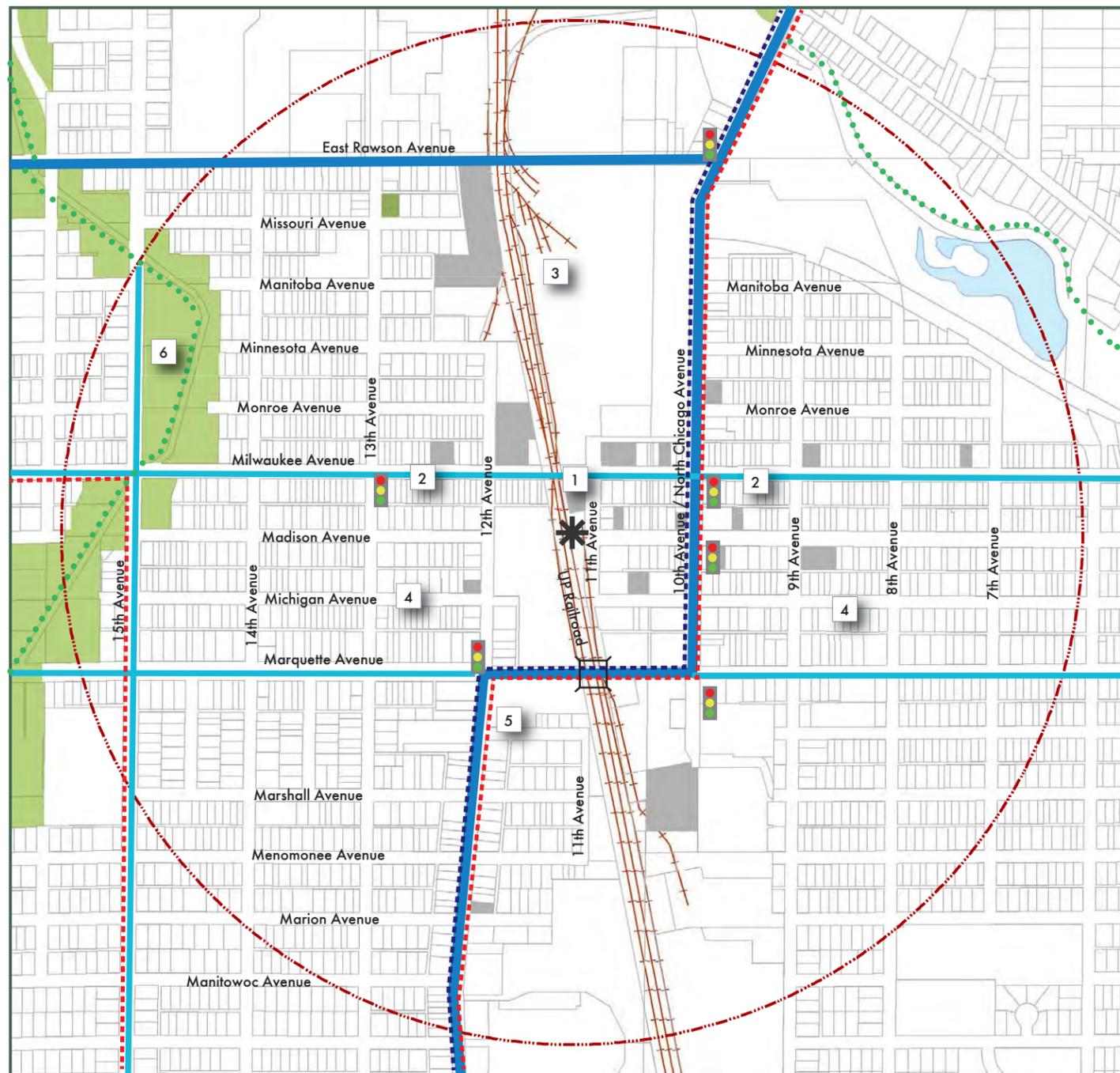
Clockwise from right:  
Commercial along Milwaukee Avenue  
Senior housing on Marquette Avenue  
Bucyrus International



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SEWASH: KENOSHA, MILWAUKEE, OZAUKEE, RACINE  
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION  
EarthTech A Tyco International Ltd. Company  
HNTB  
CAMBRIDGE SYSTEMATICS

Figure No. F.11  
Existing Access & Circulation Patterns  
South Milwaukee Station Area



1. The historic train station provides a multi-modal framework with pedestrian access and adjacent parking lots and bus routes.
2. Milwaukee Avenue serves as a local collector to downtown and the station.
3. The Union Pacific Railroad provides service to active industrial uses, including Bucyrus International.
4. Local residential streets offer a pedestrian-friendly environment for walking to the proposed station.
5. North Chicago Avenue is the primary north-south arterial through the city.
6. Local bike trails provide access to neighborhoods, county parks' and the downtown area.



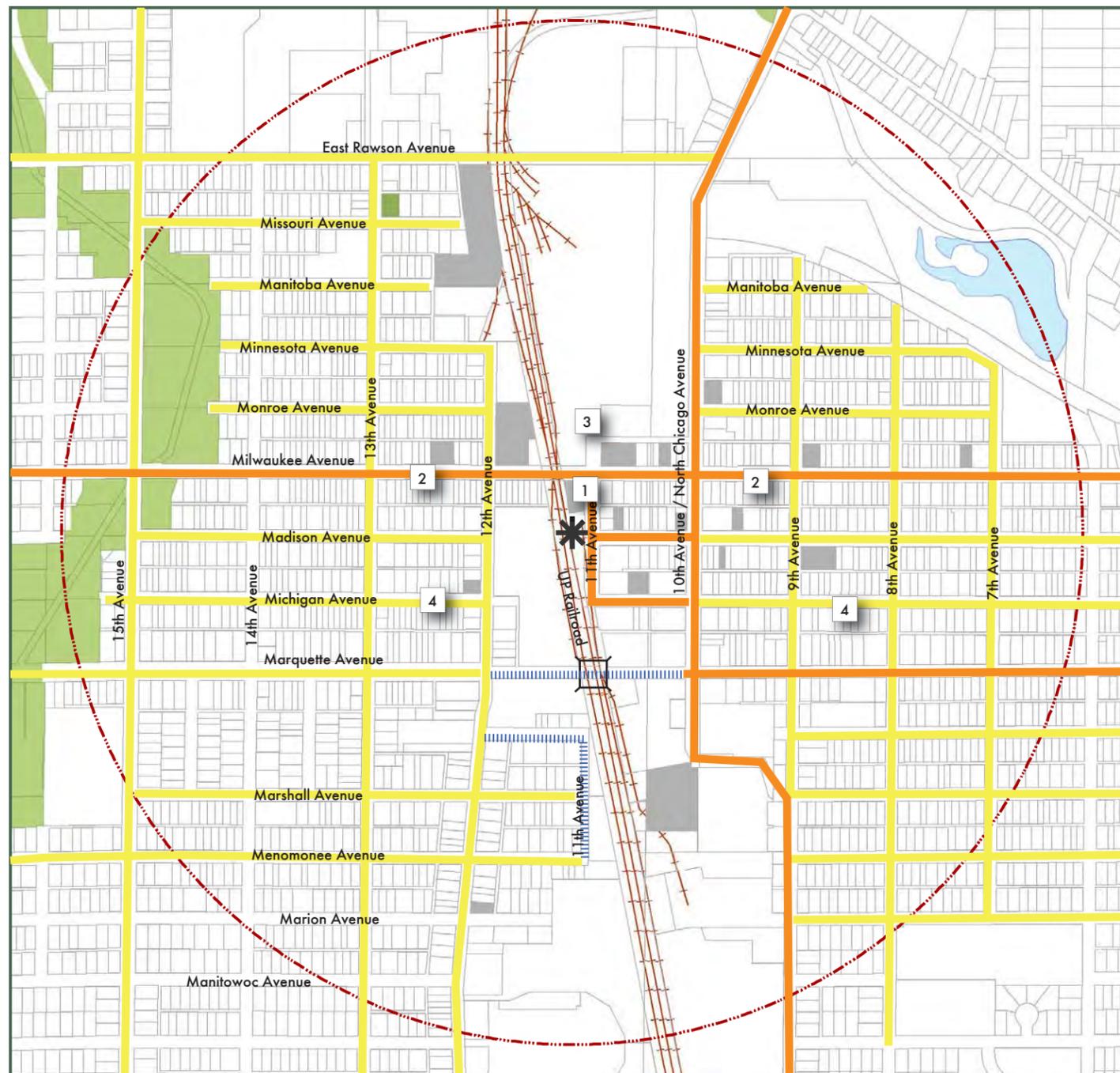
Clockwise from right:  
South Milwaukee Station  
North Chicago Avenue  
Milwaukee Avenue



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Figure No. F.III  
Existing Urban  
Design Conditions  
South Milwaukee  
Station Area



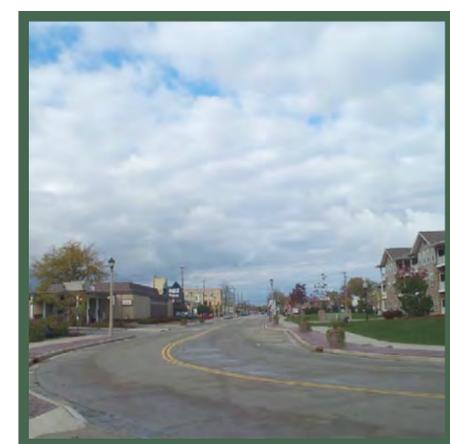
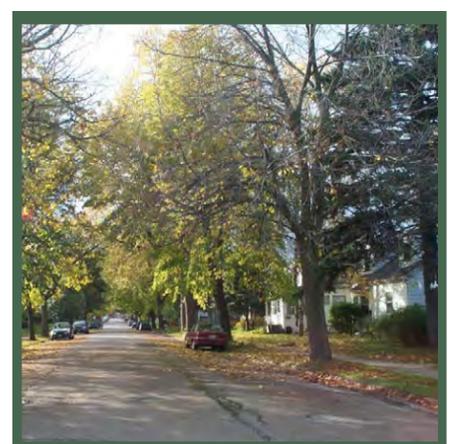
- General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Parking
- Open Space
- Streetscape\*
- Sidewalks and Curb Ramps
- No Sidewalks
- Railroad
- Existing Grade-Separated Crossing

\*In addition to sidewalks and curb ramps, streetscape areas have created special pedestrian oriented environments including such amenities as lighting, landscaping, street furniture, signage and public art.

1. The historic train station is centrally located within downtown and near established neighborhoods.
2. Milwaukee Avenue contains the city's mixed-use downtown within pedestrian-oriented framework and in-line storefronts.
3. Bucyrus International is an established industrial use and local employer.
4. Traditional residential neighborhoods are well-connected to downtown and the station with pedestrian-oriented street grid.



Clockwise from right:  
Downtown Streetscape  
10th Avenue Mixed Uses  
Tree-lined Residential Streetscape



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**Introduction**

The City of South Milwaukee is experiencing redevelopment within its downtown located in the station area. This is due to its convenient access to commercial and employment uses. In addition, the close proximity to Lake Michigan, the South Milwaukee Yacht Club, Grant Park, and Oak Creek Parkway are likely to draw new residents and visitors to the station area.

A number of redevelopment projects have been completed within the downtown tax increment finance (TIF) district, including new senior housing and commercial development. Other projects are planned or anticipated within the TIF area, including a mixed-use development and a townhouse development. Given the presence of a number of functionally obsolete buildings and surface parking lots within the downtown, it is expected that there will be on-going redevelopment activity in the station area.

**Market Potential**

As part of the station area planning process, a detailed market assessment was conducted to determine the City of South Milwaukee’s future demand and development potential between 2005 and 2020 for the ½ mile station area. Based on current development trends and long-term population and employment projections, South Milwaukee’s station area market demand has been determined for residential, retail and office uses (see *Table 1*). The complete market assessment report is located in the *Appendix*.

**Table 1  
South Milwaukee Station Area Market Demand, 2005-2020**

	2005-2010	2010-2015	2015-2020	Total
<b>Residential</b>	97	127	142	367
<b>Retail (square feet)</b>	10,000-15,000	15,000-20,000	15,000-20,000	40,000-55,000
<b>Office (square feet)</b>	5,000-10,000	10,000-15,000	10,000-15,000	25,000-40,000

Source: South Milwaukee Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

*Table 1* indicates that there is potential for additional residential development in the station study area. From 2005-2020, the market assessment indicates a demand for 367 new residential units (24 per year on average) within the ½ mile station area.

The market assessment also indicates that 40,000-55,000 square feet of additional retail is projected over the next 15 years. This is largely due to the fact that South Milwaukee is currently underserved with retail space. Small-scale retail development opportunities exist along Milwaukee Avenue. It is expected that the proposed rail station in combination with the addition of new residents moving into the downtown area will increase demand for additional retail and service uses to be located within underutilized and vacant retail spaces in the downtown. An additional 25,000-40,000 square feet of office space could also be absorbed in small freestanding single or multi-tenant office buildings, or within mixed-use buildings.

It is important to note 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 program are among these factors. 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 buildout 2035 scenario presented in *Table 3*, in “Economic Effects.”

**Future Land Use**

*Preliminary Future Land Use* is illustrated in *Figure F.IV* on page F8.

The land use planning recommendations are largely consistent with the South Milwaukee Comprehensive Plan 2020. The City has designated the site directly west of the existing station building, (this is currently the site of the Line Building), as a transit-oriented development that would most likely include a significant residential component. This would also be the site of the future KRM commuter rail station. The Plan also recommends high-density mixed-use development in the immediate station area along Milwaukee Avenue, and along 10th Avenue/ State Highway 32. Mixed-use would accommodate retail and service uses on the ground floor and residential uses above the ground floor. The Plan reflects that existing industrial uses in the station area would remain and transit would broaden access to employment markets. Also, as infill development and redevelopment occurs, a mix of housing types is recommended to allow for a wider range of housing choices. Low- and medium-density multi-family developments are shown.

A comparison of existing and future land use 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
<b>Single Family/ Low Density Residential</b>	167	105	(37%)
<b>Multi-Family Residential</b>	20	92	360%
<b>Commercial</b>	29	21	(28%)
<b>Mixed Use</b>	3	35	1,066%
<b>Office</b>	4	12	200%
<b>Institutional</b>	17	12	(29%)
<b>Industrial/ Warehousing and Storage</b>	72	53	(26%)
<b>Open Space</b>	35	37	6%
<b>Vacant</b>	7	0	N/A

Source: HNTB Corporation (June 2006)

**Future Access and Circulation Patterns**

The *Preliminary Future Access and Circulation Patterns* are illustrated in *Figure F.V* on page F9.

Pedestrian access improvements are recommended for nearby crosswalk areas along Milwaukee Avenue and Marquette Avenue. Wayfinding signage, clearly-marked crosswalks, and pedestrian lighting would improve the current pedestrian environment closer to the station. Also recommended are improvements to existing railroad crossings at East Rawson and Milwaukee Avenues and improvement of the underpass at Marquette Avenue to improve accessibility and safety for pedestrians traveling to the station.

Bicycle access to the station could be improved through designated on-street routes that are identified with wayfinding signage. The extended bike route system could be used to connect the station with the downtown, nearby neighborhoods, the lakefront, and the Oak Creek Trail. Bicycle facilities should also be constructed at the station. Access between the station and other areas of South Milwaukee can be improved with additional bus service to the station and along Milwaukee Avenue.

The preliminary station layout is located in the *Appendix*.



**Future Urban Design Framework**

The *Preliminary Future Urban Design Framework* is illustrated in *Figure F.VI* on page F10.

It recommends a strong streetscape and pedestrian access framework in the downtown bounded by Milwaukee Avenue, 10th Avenue, 12th Avenue and Marquette Avenue to maximize pedestrian and bicycle access in the station area. In addition, the redevelopment site immediately west of the Union Pacific Railroad and south of Milwaukee Avenue should be designed to ensure that new development does not “turn its back to the railroad” and that it enhances the pedestrian environment around the station. Extension of the City’s streetscape improvements along Milwaukee Avenue on either side of the future commuter station is recommended to create an east-west “portal” into the downtown area. The existing streetscape improvements are recommended to be supplemented with additional decorative lighting, gateway features, wayfinding signage, street trees, pedestrian amenities, and public art or a fountain feature to unify and enhance the downtown area. *Figure F.VII Illustrative Perspectives* depict some of the potential urban design improvements that could be constructed in the station area.

**Economic Effects**

The future economic effects are based on the key areas “subject to change”. A map inset in *Figure F.IV* identifies key areas “subject to change” within the station study area. Areas subject to change include key vacant sites, underutilized properties, and buildings and uses which are becoming obsolete, and thus have high potential for reuse and redevelopment in the future. When 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 South Milwaukee station area could accommodate an additional 2,085 residential units, an additional 660,000 square feet of commercial space, and 465,000 square feet of office and by the year 2035, 40,000 square feet of industrial (see *Table 3*). This results in a total projected 2035 population in the half mile area of 6,568, an increase of 43% from the 2005 population estimate of 4,578. Employment (number of jobs) is expected to increase significantly also, from 2,897 jobs in 2005 to 4,747 jobs in 2035, a 64 % increase. This future development would reflect an increase in assessed value (in 2006 dollars) amounting to \$724.3 million.

**Table 3: Year 2035 Development Potential**

	2020*	2035
<b>Total Residential (units)</b>	367	2,085
<b>Total Retail (square feet)</b>	40,000-55,000	660,000
<b>Total Office (square feet)</b>	25,000-40,000	465,000
<b>Total Industrial (square feet)</b>	-	40,000

\*Source: South Milwaukee Market Assessment (June 2006), Valerie S. Kretchmer Associates, Inc.

Further based on planned retail development, retail sales in this study area could increase \$57.5 million per year. Retail sales tax revenues could reach \$3.22 million based on current retail sales tax rates; state rate is 5%, county rate is 0.5%, and 0.1% 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.

Figure No. F.IV

Preliminary Future Land Use  
South Milwaukee Station Area



Key Areas Subject to Change

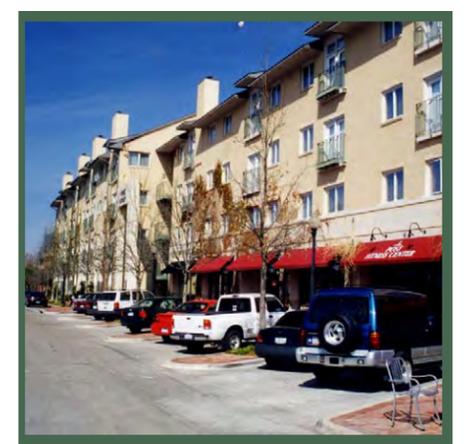
**\*** General Station Location  
**[Dashed Red Circle]** Study Area Boundary (1/2 mile radius)  
**[Green]** Wetlands  
**#** Comments

Future Land Use	Proposed Densities
<b>[Green]</b> Park/Open Space	
<b>Residential</b>	
<b>[Light Orange]</b> Multi-Family (Low Density)	10-14 dus/acre*
<b>[Orange]</b> Multi-Family (Medium Density)	15-19 dus/acre*
<b>[Dark Orange]</b> Multi-Family (High Density)	20 or more dus/acre*
<b>[Red]</b> Commercial	FAR: 0.3 - 0.7**
<b>[Light Green]</b> Office	FAR: 1.0 min**
<b>[Light Pink]</b> Mixed Use (Low Density)	FAR: 1.5 min**
<b>[Dark Pink]</b> Mixed Use (High Density)	FAR: 2.0 min**
<b>[Purple]</b> Industrial	
<b>[Light Purple]</b> Wholesaling & Storage	
<b>[Blue]</b> Institutional	
<b>[Brown]</b> Railroad Right of Way	



1. Bucyrus International, a major employer in the area, is expected to attract transit ridership and support mixed use developments.
2. High density mixed uses are proposed to encourage more transit-supportive land uses, such as ground-floor commercial with residential above.
3. Properties on the National Register of Historic Places - the historic train station, the old post office and the Fisk Rubber Factory- provide cultural and historical "sense of place" to the downtown.
4. High density multi-family residential is proposed to diversify housing options, potential ridership, and downtown customers.
5. Medium density multi-family residential creates a transition between high density multi-family residential and low density multi-family residential.
6. Low density multi-family residential allows for new housing stock in areas close to the downtown where older housing stock may need replacement.
7. Key greenways and open space, including Grant Park and the Oak Creek Parkway, provide open space opportunities as well as access to the community trail system.
8. A public plaza near the transit center would allow for a community gathering space for residents and visitors to the downtown.

Clockwise from right:  
 Low Density Mixed Use  
 High Density Mixed Use  
 Medium Density Residential



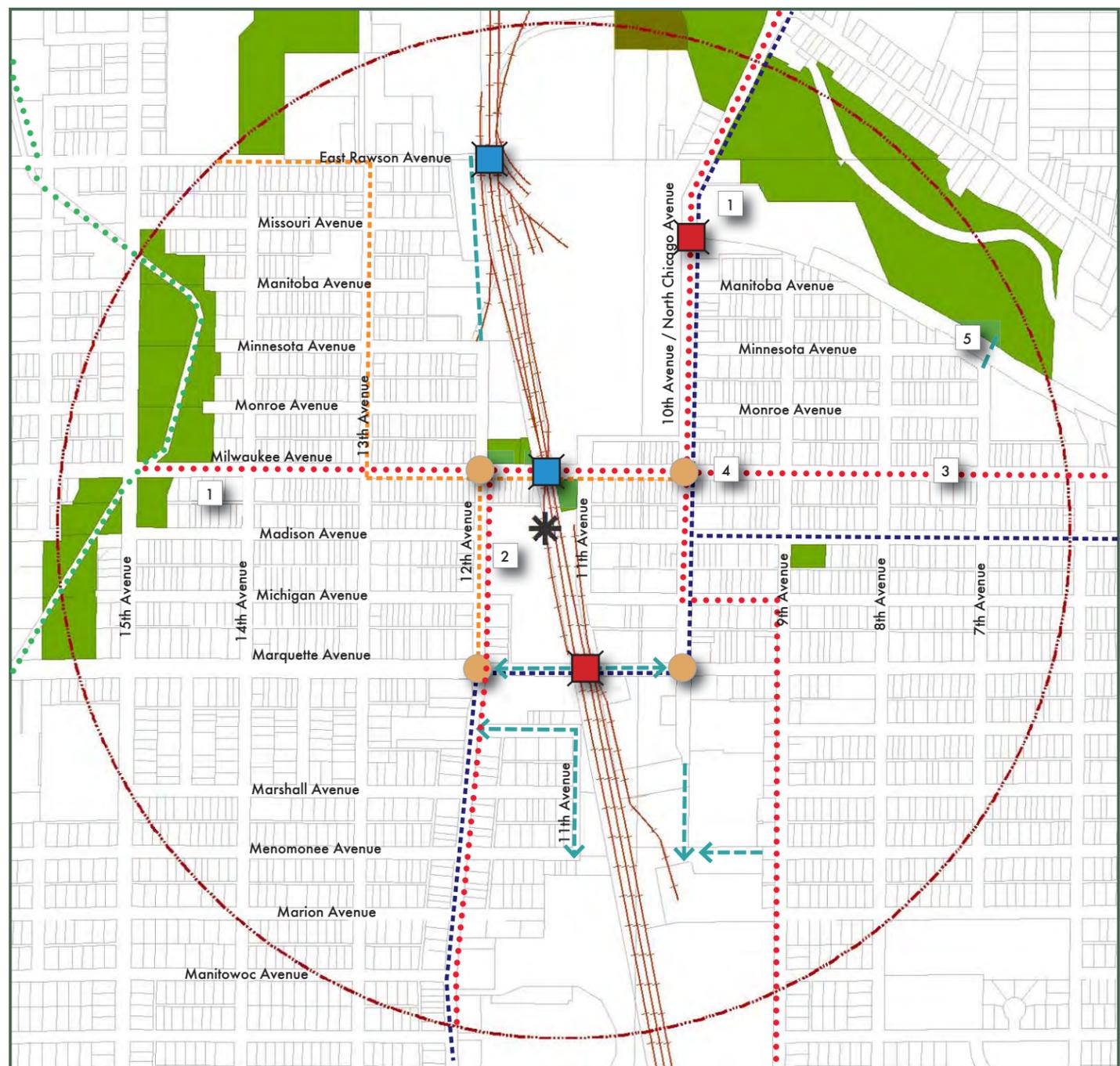
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\* dus/acre = dwelling units per acre  
 \*\* FAR = Floor Area Ratio



Figure No. F.V

Preliminary Future Access and Circulation Patterns  
South Milwaukee Station Area



**General Station Location** (asterisk symbol)

**Study Area Boundary (1/2 mile radius)** (red dashed circle)

**Comments** (#)

**Parking** (grey rectangle)

**Open Space** (green area)

**Railroad** (brown line with cross-ticks)

**Existing Bike Route** (green dotted line)

**Existing Public Transit** (blue dashed line)

**Proposed Bike Route** (red dotted line)

**Proposed Crosswalk Improvements** (orange circle)

**Proposed Underpass Improvements** (red square)

**Improved Railroad Crossing** (blue square)

**Proposed Sidewalk/Pedestrian Access** (blue dashed line with arrows)

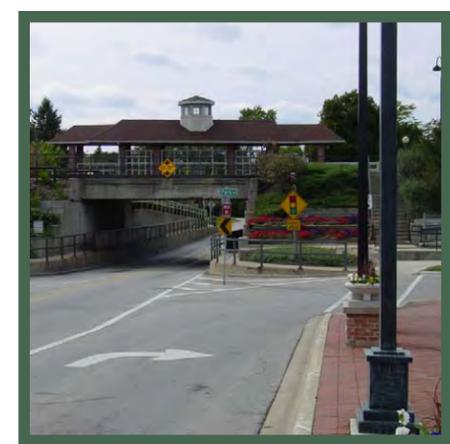
**Proposed Public Transit** (orange dashed line)

1. Bicycle paths would provide connections between the downtown, the neighborhoods, and the Oak Leaf Trail.
2. New public transit connections to the commuter rail station would allow for easier access for all riders.
3. Milwaukee Avenue is the main arterial serving the downtown and could provide future access to connect Grant Park, Lake Michigan, the Yacht Club, and proposed lake-side residential development with the downtown.
4. Crosswalk improvements, such as bump-outs and decorative paving, could be used to clearly define pedestrian access and calm traffic.
5. Provide pedestrian connection to adjacent open space.



Clockwise from right:

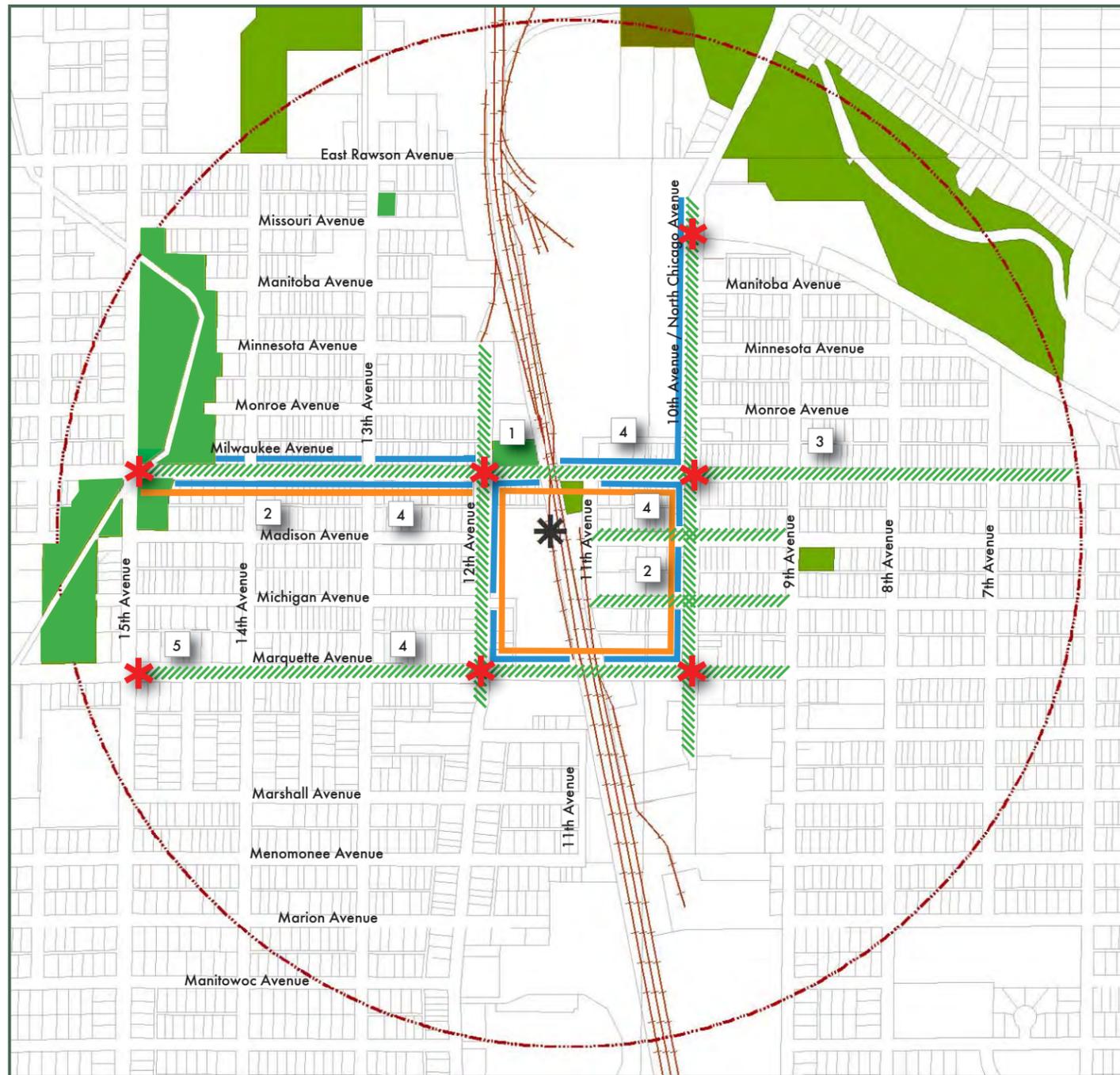
- Enhance Pedestrian Crosswalks
- Improved Rail Underpass
- Enhance Underpass Location



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Figure No. F.VI  
 Preliminary Future  
 Urban Design Framework  
 South Milwaukee  
 Station Area

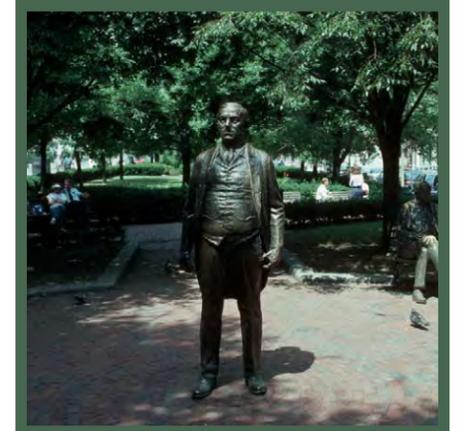


- General Station Location
- Study Area Boundary (1/2 mile radius)
- # Comments
- Existing Parking
- Existing Open Space
- Railroad
- Proposed Gateway Feature
- Enhanced Pedestrian Streetscape
- Enhanced Open Space
- Maintain Streetwall
- Specialized Streetscape Treatments

1. A public plaza near the transit center would allow for open space in the downtown.
2. Streetscape amenities, including lighting, street trees, banners, public art and special paving, would enhance the downtown and all entry corridors.
3. Gateway features, including decorative wayfinding signage, would announce entry into the downtown at key entryway points.
4. Urban streetwall buildings built at the sidewalk should be maintained throughout the downtown to enhance pedestrian connections.
5. Specialized streetscape to enhance the historic center of South Milwaukee are appropriate for those streets south of Milwaukee Avenue and east of 15th Avenue.



Clockwise from right:  
 Enhance Existing Open Space  
 Provide Gateways to Downtown  
 Improve Pedestrian Streetscape



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Figure No. F.VII

Illustrative Perspectives  
South Milwaukee  
Station Area



A - Proposed Open Space on Milwaukee Avenue and 12th Street



A - Existing conditions for Milwaukee Avenue and 12th Street



B - Proposed Development and Streetscape on Milwaukee Avenue and 11th Street



B - Existing conditions for Milwaukee Avenue and 11th Street

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**City of South Milwaukee: Transit Supportive Policies**

**Introduction**

The City of South Milwaukee's Comprehensive Plan 2020 provides policies and guidance for future development in the Downtown area. The plan seeks renewed emphasis on its Central Business District and states that redevelopment opportunities within the Central Business District will assure a growing economic base for years to come. South Milwaukee offers many advantages to businesses seeking access to all transportation modes and a diverse workforce. The community is interested in attracting development into their Downtown that will diversify the economic base. Transportation access to these new developments is key, and the City of South Milwaukee is ready to support a transit center and mixed-use development to help with new economic opportunities.

**Current Transit Supportive Policies**

**Transportation Infrastructure**

- The Comprehensive Plan 2020 explicitly supports a commuter rail station in the Central Business District. The new station will redevelop a former industrial site across the Union Pacific tracks from the historic train station. Commuter rail service is considered a high priority for the City of South Milwaukee.
- The grid pattern of the street system and the traditional "Main Street" corridor along Marquette Avenue and Chicago Avenue is to be maintained to provide a strong foundation for a walkable, pedestrian station environment.
- The Milwaukee County Oak Leaf Trail and the Oak Creek Parkway in the northern portion of the station area will remain to facilitate pedestrian access as redevelopment occurs.

**Planning Initiatives**

- The Comprehensive Plan 2020 recommends a Transit Oriented Development (TOD) surrounding the new commuter rail station. The plan encourages a mix of housing and commercial uses near the station.
- The Comprehensive Plan 2020 focuses on economic development. Long-term economic goals are based on the City's ability to maintain strong regional and local transportation networks. The City's goal includes attracting

new retail and service opportunities deemed feasible including restaurants, housewares sales, and specialty retail.

- Employment opportunities are key to a successful station area. As a major employer in the station area, Bucyrus International provides a strong economic base for the community. The City seeks to retain and possibly expand upon its traditional manufacturing base as a key component to maintaining a healthy economy.

**Design Guidelines**

- The City has implemented a Façade Improvement Program for property owners. The program allows property owners to apply for up to \$10,000 in grants for improvements to their commercial properties.

**Zoning**

- The retail core in the Downtown area, along Milwaukee Avenue and north and south along 10th and 12th Avenues, is zoned C-3 Central Business Zone; this district permits a full range of commercial and institutional uses. The C-3 district allows for residential uses about the ground floor and multi-family residential without a commercial component as a "conditional use". Buildings in the C-3 district can be a maximum of five stories or 50 feet in height, which permits multi-story development within close proximity to the station. The maximum permitted residential density ranges in the C-3 is from 24 dwelling units per acre to 72 dwelling units per acre in mixed-use buildings (the latter density for single "lodging rooms"). Multiple-family apartment buildings are permitted at lower densities of 8-12 dwelling units per acre.
- The area directly adjoining the Chicago Union Pacific Railroad to the north and south of the station is property is currently zoned M-1, Manufacturing Zone and M-2 Industrial Zone. These properties are occupied by industrial uses that are major employers in the City. The M-1 and M-2 districts permit any use subject to approval of a conditional use permit. It is the City's intent to keep jobs close to transit, and enhance employee accessibility.
- The zoning ordinance exempts all uses within the C-3 Central Business District from parking requirements. Outside of the C-3 district, mixed use development requires only one parking space per dwelling unit. Similarly, other conditional uses are to case-by-case evaluation through the conditional use process.

- The City of South Milwaukee's zoning ordinance includes standards for high-density residential uses that specifically require new development to address the location of circulation systems, parking areas, driveway access, and open space which would permit the City Plan Commission and Common Council to review pedestrian access on a case-by-case basis for new high density development in the station area.

**Financial Incentives**

- The City of South Milwaukee uses financial incentives to attract new economic development including the establishment of a Tax Increment District (TID), land purchase and assembly, and infrastructure improvements. The City utilizes the services of a Community Development Authority (CDA) to assist with land assembly.
- In 2000, the City of South Milwaukee created Tax Increment District (TID) No. 1. The Community Development Authority is the primary agent for implementing the TID. The TID boundaries encompass a portion of the station area, particularly the area south of Marquette Avenue to Marion Avenue and along 10th Street/Chicago Avenue. The preferred station location and mixed-use transit center is within the TID. The TID has been instrumental in new real estate investment within the station area including Sunrise Village, a new 48-unit senior apartment complete, renovations to Sunrise Shopping Center, the construction of Marquette Manor, a 74-unit senior apartment building, the expansion to Metalcut Products, an employer within the station area, and assistance to the new bank building for Tri-City Bank along 10th Street.
- The City has proposed a new TID within the station area, TID No. 3. TID No. 3 will be designated as a mixed-use TID. Proposed developments for this TID include new sites for condominium development on properties the City has acquired in the station area.
- The City anticipates some other projects within the TID including the purchase of up to nine properties for construction of townhouse style, owner-occupied housing, and the development of open space in the Downtown area near 11th Street, between Milwaukee Avenue and Madison Avenue.



**Transit Supportive Policy Recommendations**

Based on preliminary station area improvement concepts, the City of South Milwaukee and its Downtown partners should consider several recommendation to help facilitate the implementation of transit-supportive polices to encourage land use and development changes within the station area. The following policy recommendations are suggested to create a more transit-supportive development framework.

**Transportation Infrastructure**

- Bicycle linkages to the station area are important to enhance the pedestrian environment. The City should work to increase on-street and off-street bicycle trails to link the community with the regional bicycle path network. A goal is to support the WISDOT’s Bicycle Transportation Plan 2020 which has an objective of increasing levels of bicycling throughout Wisconsin.

**Planning Initiatives**

- Cooperating with other units of government in maintaining a permanent network of open space throughout the city is recommended in the Comprehensive 2020 Plan. This policy should be enforced in the station area in the form of a community plaza.
- In order to diversify and add flexibility to the local economy, the City should emphasize the importance of mix of uses in the central business district and station area. A mixed of uses in the central business district, including residential, would help to bolster community image and pride, while providing more services for area residents

**Design Guidelines**

- The City should consider the adoption of design standards that address new commercial and residential buildings in the station area. The design standards would promote transit oriented development by addressing building orientation and materials, access and parking and pedestrian and bicycle amenities.
- Architectural and cultural heritage is important to the City. Historic sites are found within the station area, including the existing train station. Preserving the archeological and historical cultural aspects of the station area should

be a part of station improvements. The City could create a streetscape improvement plan that provides street lights, street furniture, street trees, and landscaping.

**Zoning and Code Enforcement**

- To assist in redevelopment efforts in the station area, the City could encourage shared parking and minimize surface parking lots by encouraging and helping fund the establishment of shared-use parking structures. 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%. Another option would be to provide more specific standards that set forth the demand for various types of land uses based on the time of day and whether it is a weekday or weekend and adjust the amount of parking requirements accordingly.
- Sign review is important to enhance the quality and character of the Downtown. South Milwaukee should establish standards for signs that are tailored for a pedestrian oriented station area. The City should consider the use of sign review procedures during the development review process.
- Bicycle amenities could be incorporated into the zoning ordinance for the station area. Commercial, residential, and industrial uses would be required to provide bicycle parking and shower facilities to enhance a pedestrian-friendly environment. A recommendation would be .5 bicycle parking spaces (either locker or rack space) per dwelling unit for residential units and .15 of the required automobile parking spaces for commercial and industrial uses.
- The Comprehensive Plan 2020 calls for offering density bonuses/flexibility as an incentive for the provision of below grade parking and high-quality architecture that is pedestrian-oriented in character. This should be incorporated in the City’s zoning regulations.

- The City should increase code enforcement practices in order to address property maintenance issues and sign code violations within the station area.

**Financial Incentives**

- The City should proceed with the preparation of an application for a Main Street Program to receive funding and technical assistance for Downtown improvements.

