

INTRODUCTION

ECONOMIC DEVELOPMENT ZONE VISION

The Economic Development Zone (EDZ) of the Milwaukee County Grounds will be a focal point for **Wauwatosa and Milwaukee County**: **Geographically**, located at a vibrant transportation crossroads on the edge of a large parkland providing new ties to surrounding neighborhoods; **Economically**, with new opportunities to serve the surrounding community and create jobs where workers live; **Ecologically**, with a focus on sustainable development and preserving green space; **Culturally**, with recreational facilities for the community; and **Historically** with the restoration of the existing Eschweiler and County Parks buildings as well as the interpretation of the Ground's rich past.

THE MILWAUKEE COUNTY GROUNDS

The Ground's importance has always centered on its location and the beauty of its natural landscape. The Grounds are located on one of the highest points in the county offering stunning views of metro Milwaukee and the gently rolling landscape within its borders and surrounding it.

Today, the proximity to metro Milwaukee and the most densely populated neighborhoods in the State of Wisconsin provides the EDZ with easy access to a large workforce. The City of Wauwatosa and Milwaukee County are committed to developing the EDZ parcel as a mixed-use area while offering its existing historic architecture and natural beauty as an amenity to the City.



PURPOSE OF THE ECONOMIC DEVELOPMENT ZONE GUIDE

The goal of the Economic Development Zone Guide is to create a user-friendly, useful, and implementable resource guide that balances and integrates environmental, aesthetic, performance, social, and cost considerations to encourage quality mixed-use development consistent with the needs of the community and marketplace.

The Economic Development Zone Guide is intended to assist those involved in the design, construction, review, approval of development, and rehabilitation of existing sites in the development zone. The purpose of this Guide is to:

- *Promote design quality and function.*
- *Expedite the restoration of the existing historic buildings, see Appendix A.*
- *Promote the benefits of a sustainable approach to current and future developers and property owners.*
- *Help decision makers understand their options for materials, sources, and design techniques that save money.*
- *Positively contribute to improving the look and function of a development.*
- *Expedite the approval process by presenting a common language and framework of principles for those involved in the aspects of the design, construction, and review of projects.*



PLANNING AND DEVELOPMENT PRINCIPLES

This guide covers issues such as: **Site Design** - everything from site analysis to transportation; **Landscaping** - attractive, low maintenance plantings that reinforce the natural setting and complement the built environment; **Parking Orientation and Placement** - strategies to ensure adequate parking without cannibalizing developable acreage; **Signage and Wayfinding** - techniques on making your new building easily identifiable, and description of public improvements that will seek to connect the development to the city grid; **Building Design and Energy Use** - how good design can save big on operating costs, increase employee productivity, and lead to performance-based results; **Indoor Environment** - creating a healthy and productive work environment for occupants; **Building Materials** - aesthetically enhancing, cost-effective, energy saving, low toxicity, and/or locally-sourced options; and **Water Management** - dealing with water efficient systems as well as managing stormwater. The guide also offers ideas for the **Design and Construction** phases of the project, promoting sustainable ideas and practices, and for the future **Maintenance and Stewardship** of its spaces.

VISION: CONSERVATION DEVELOPMENT

The goal for the Economic Development Zone of the Milwaukee County Grounds is to promote conservation development rather than conventional development. Conventional development is the more typical single-story commercial big box or strip mall development isolated from the street and surrounded by large areas of unbroken parking. Conservation development includes mixed-use commercial, office, and residential designed to minimize negative impacts to hydrology and water quality, and promote building energy efficiency.

CONVENTIONAL DEVELOPMENT DESCRIPTION

Conventional commercial development typical of what is represented in this template is single-story, automobile focused, commercial big box, or strip mall development. These sites characteristically have a large amount of surface parking, often exceeding the needs of the businesses during the majority of the year by solely designing for peak times.

Landscaping is typically limited to raised islands at the ends of parking isles. Turf grass is typically planted around detention basins and within the strip between the access roads, parking lots, and the buildings.

The outlying or roadside lots are often developed for fast food, banks, and other isolated building businesses. These outlots generally have their own parking and are accessible only by cars. Sidewalks are provided sometimes along main roads and in front of the mall entrances, but generally not between the main mall and the outlots.

Commercial developments typically use flat roofs on buildings and standard asphalt pavings with impervious percentages of 80% to 90% and higher. Stormwater is conveyed via storm sewer inlets to large detention basins. Because of the large amount of impervious cover, water level fluctuations in the detention basins are often large and frequent, leading to the use of rip rap to protect the shoreline from erosion. As with many detention basins, geese frequent the turf covered shorelines, contributing significant nutrient and bacteria loadings.



Conventional: Outlot development adjacent to major commercial parking lot and facility with access from only one side of road.



Conventional: Disconnected yet adjacent commercial properties require the use of an automobile for convenience and safety. Minimal landscaping is provided except to meet zoning.



Conventional: Detention ponds with rip rap edges provide no water quality benefits or erosion control and have limited aesthetic quality.



Conventional: Commercial sites have a high percentage of impervious surface, and can require significant amounts of storm sewer/detention.

CONVENTIONAL DEVELOPMENT DIAGRAM



Commercial Development Conventional Design Template

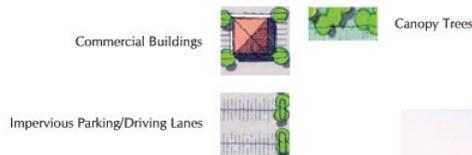


Fig. CD-2: Conventional template for Blackberry Creek Watershed, Alternative Futures Analysis. Produced by CDF and managed by Kane County, Illinois in collaboration with IDNR and EPA.



Conventional: Typical development with prominence placed on a non-descript parking lot. Adjacent building facades are not unified.

PART ONE: OVERVIEW

VISION: CONSERVATION DEVELOPMENT

CONSERVATION DEVELOPMENT DESCRIPTION

Conservation commercial development is done in a way that is human-scaled, walk-able, and manages water resources responsibly. This means site planning that utilizes design approaches to preserve existing natural areas, enhance habitat, incorporate naturalized drainage and detention measures for stormwater management, conserve energy, and improve transportation efficiency. It also means thoughtful design of all impervious surfaces so as to avoid concentrated surface runoff collected from rooftops, roads, and parking lots. In other words, conservation commercial development site planning minimizes hard surfaces and effectively slows, cleanses, and infiltrates stormwater, especially from smaller, more frequent storm events (which typically carry the majority of sediment, oils, greases, salts, and other residue).

Sustainable technologies and designs are incorporated into conservation commercial developments to minimize the impact of impervious surfaces. These systems encourage infiltration and cleansing, and discourage stormwater discharge directly to natural surface waterbodies for most storm events. Accessible green roofs and roofs with flow restrictors can be designed into new conservation commercial buildings to intercept and absorb (green roofs) a portion of the rainfall and provide additional insulation and outdoor leisure space for upper story offices or residences.

Parking lots can be constructed of porous paving materials for infiltration, and include large canopy trees for cooling and wind-breaks. Parking lots built with bioswales and underground infiltration beds help to reduce runoff, cleanse the "first flush" (first 1/4" of rain that falls on a surface), and contribute to stormwater infiltration.

Conservation commercial development may include residential or office development on upper floors. Interconnected street systems with pedestrian and bicycle connections and infrastructure throughout make them accessible to a variety of modes of transportation. Conservation commercial developments can be designed to fit any scale and mix uses to encourage trip linking, day and night activity, and reduced peak parking demands.



Conservation: Office center within a new commercial development with a large bioswale providing stormwater management, *Tellabs Corporate Headquarters, Naperville, Illinois.*



Conservation: Green roofs (see page A-9) insulate the building, provides habitat, reduces the urban heat island effect and reduces roof runoff, *Chicago City Hall, Chicago, Illinois.*



Conservation: Parking lot with bioswale to filter and absorb runoff. Shade trees reduce heat gain, *Tellabs Corporate Headquarters, Naperville, Illinois.*



Conservation: Porous paving systems provide infiltration and cleansing benefits, *Dominican University, River Forest, Illinois.*



Conservation: Parking lot with bioswale and under parking infiltration system.

CONSERVATION DEVELOPMENT DIAGRAM



Commercial Development Conservation Design Template

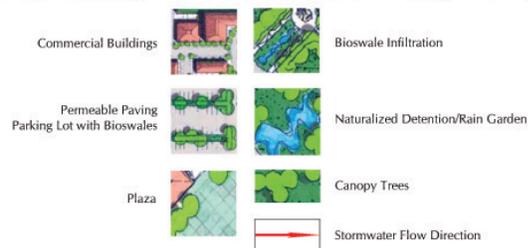


Fig. CD-2: Conservation template for Blackberry Creek Watershed, Alternative Futures Analysis. Produced by CDF and managed by Kane County, Illinois in collaboration with IDNR and EPA.

USING THE GUIDE

This guide is intended to be used as a general resource. It identifies typical issues of construction and sets goals or offers solutions to common problems. The guide is specifically structured to resolve issues facing property owners in the Economic Development Zone of the Milwaukee County Grounds.

THE DESIGN GUIDE

The Design Guide attempts to achieve a compromise between the various interests associated with the Milwaukee County Grounds such as Milwaukee County, the City of Wauwatosa, preservationists, conservationists, developers, and local residents. The goal is to allow for land to be developed in a manner that demonstrates sustainable building and site development practices, conserves land, enhances the pedestrian environment, provides workable and realistic building sites for developers, preserves existing historic buildings, maintains vistas, all while still allowing for continued use by the public.

Commonly, building codes and zoning regulations fail or stop short of addressing issues that have the most impact on the community, such as the design aesthetic and overall sustainability of a new building as it relates to the neighborhood in which it will be constructed. Additions and new construction often detract, rather than contribute, to the existing streetscape/landscape and, often more importantly to the building owner, from the value of their own property.

The Design Guide identifies issues that have the greatest visual, functional, or environmental impact on a building and its site, and offers alternative solutions or performance goals. The goal is not to create a homogeneous streetscape where all the buildings look the same; rather it is to ensure that alterations and new development do not have a negative impact on the community as a whole. This goal can be achieved while maintaining the diversity already evident in the community. For property owners, the Design Guide promotes development to occur without negatively affecting property values. After all, a predominate factor in a property purchase is the quality of the surrounding development, current and future.

The Design Guide offers a wider vision for the community joined with the City to take an active role in future development and significant changes to existing buildings and sites.

HOW DOES THIS DESIGN GUIDE WORK?

Each **Category** begins with an overall objective, or most important issue for a developer and design team to address. Below that are Technical Strategies identifying ideas and solutions which are appropriate for the context of the Economic Development Zone (EDZ) and are sustainable or high performance in nature, focusing on resource and cost-saving strategies. These Technical Strategies are broken into **Basic Level Technical Strategies** and **Advanced Technical Strategies**. Developers are required to achieve the overall objective utilizing the Basic Level Strategies, and are encouraged to go a step further by implementing the Advanced Technical Strategies. At the outside edge of the page, the **Benefits** or **Costs and Savings** of implementing specific ideas are highlighted.

WHO DOES THIS GUIDE AFFECT?

This Guide is specifically directed towards future developers in the EDZ. Concepts presented in this Guide shall be implemented on all planning, civil, architectural, grant making, or other public projects in the EDZ. Variances within the spirit of the concepts presented in this Guide will be considered.

RELATIONSHIP TO OTHER CITY OF WAUWATOSA DOCUMENTS

The Design Guide is designed to work in conjunction with the City of Wauwatosa Code of Ordinances and the Wisconsin Enrolled Building Code. Should any conflict occur, the local code or code official supercedes the principles stated here.

RELATIONSHIP TO GREEN BUILDING RATING SYSTEMS

The Guide is mainly geared toward mixed-use commercial buildings. All developers/building owners are encouraged to quantify and calibrate their structure on a nationally recognized green building rating system by applying for and obtaining a LEED™ (Leadership in Energy and Environmental Design) rating. Simply by following the recommendations of this Guide, many of the points needed towards achieving a LEED™ rating would be secured.

Benefits

- Creating a predictable climate for investment
- Providing a single resource at the start of development or improvement decisions
- Clarifying City and County requirements
- Making businesses more competitive by improving building performance
- Improving the appearance and environmental quality of the site
- Making the site a place people want to return to

MEASURABLE COSTS AND BENEFITS

For any successful development, there is an economic side and a long-term vision - a positive effect on the community, and the lives of those in it.

SUSTAINABILITY AND ECONOMIC RETURN

Investing in the sustainable development of the EDZ can have measurable economic returns for the investor and for the City and County. The EDZ is not the first managed area to recognize the benefits of redevelopment using sustainable resources, but does have a rare opportunity in turning the area into a great asset for the City and an opportunity for developers and business owners interested in a central location with access to a large work force.

The focus on sustainability is also a focus on lifetime efficiency. The Wisconsin Green Building Alliance (www.wgba.org) is an additional source available to everyone for resources that are local to the area, products that have a positive or minimal impact on the environment, and case studies that demonstrate the cost savings associated with sustainable building.

The facility profiles in *Appendix D: Case Studies*, cite examples closely related to the development of the EDZ and the related cost benefits, and also some of the challenges faced. Inspiration can be found and lessons learned from these examples. Real industrial facilities are implementing sustainable practices and achieving rewards, economically and through marketing strategies.

PRIORITY COSTS AND BENEFITS

There are a number of ways in which implementation of the principles described in this guide can benefit the building owner in the form of reduced operational and maintenance expenditures, capital construction cost trade-offs, reduced disposal costs for construction or demolition waste, increased employee performance, and reduced exposure to litigation. The adherence to sustainable development practices also benefits the community through environmental benefits and long-term vision, reduced loads on infrastructure, and local economic development by encouraging the use of local suppliers. These ideas are especially pertinent in the EDZ, where business owners have the opportunity to work together to create a beacon for sustainable development in Milwaukee County.

The following are some of the relevant and primary economic benefits:

- **Operational Cost Savings:** Resulting from energy efficiency in both building and site design. Some additional savings are achieved through the use of durable construction materials that reduce maintenance and replacement costs.
- **Enhanced Employee Health and Productivity:** Building issues such as daylighting design and enhanced indoor air quality will boost employee productivity by improving employee health and reducing absenteeism. These features also improve staff retention and reduce training costs.
- **Enhanced Corporate Image and Marketing Opportunities:** A new or refurbished facility utilizing sustainable principles can provide a tangible vehicle for communicating values and dedication to the long-term health of the community to customers, vendors, and the neighboring community.

Costs and Savings / Benefits

In each of the chapters of the Guide, the relevant costs and savings or benefit(s) are highlighted.



Costs and Savings / Benefits

Investing an additional 0 to 2% of a building's construction costs in sustainable design measures upfront results in savings of 20% or more of those construction costs over the lifetime (assumed, conservatively to be 20 years). In other words, an initial upfront investment of up to \$100,000 to incorporate green building features into a \$5 million project would result in a savings of \$1 million (in today's dollars) over the life of the building (Ref: California Sustainable Building Task Force and the State of California Consumer Services Agency, Building Better Buildings, An Update on the State Sustainable Building Initiatives, October, 2003, p. iv).

APPROVAL PROCESS

Helpful hints to streamline your project through local government regulation and the approval process.

Check with the City of Wauwatosa Department of Community Development prior to proceeding with your project regarding procedures and how they relate to your property.

GEARING UP FOR A BUILDING PROJECT

Prior to starting your building project it is important to gather information. This will aid you in determining the parameters of your project. Check with the City of Wauwatosa Community Development Department at 414/479.8957 to check on the current procedures for:

- Zoning Ordinances
- Certificates of Appropriateness
- Building Permits (414/479.8907)
- Historic Designation
- Stormwater Permits (414/479.8991)

CITY OF WAUWATOSA DESIGN REVIEW PROCESS

The City of Wauwatosa Design Review Board shall review all building projects in the EDZ. If your property is a designated historic building, it is essential that you obtain approval on the plans for your building, prior to executing those plans, with the State of Wisconsin Historical Society and the City of Wauwatosa Historic Preservation Commission, see Appendix A.

CITY OF WAUWATOSA BUSINESS PLAN DEVELOPMENT DISTRICT

The proposed zoning for the EDZ is Business Plan Development District, Chapter 24.30 in the City of Wauwatosa Zoning Ordinance. All projects constructed within the City of Wauwatosa require approval for compliance with the Zoning Ordinance and the Building Code. In addition, some projects may need additional approval from other City Departments and public agencies depending upon the proposed use. Please check with the City of Wauwatosa Community Development Department to check on required approvals and procedures. Many approval processes can be run concurrently in order to avoid unnecessary delays.

The Zoning Approval process for a Business Planned Development District is typically as follows:

1. Applicant meets with Community Development Director to discuss the application. The Community Development Director schedules any necessary preliminary meetings with the appropriate City Departments.
2. Application for Preliminary Plan Approval is made at the Community Development Department.
3. Copy of the preliminary approval is given to the Clerk's office and put on the Council agenda as communication for referral to the Plan Commission and Committee on Community Development.
4. Plan Commission considers the preliminary plans and makes its recommendation.
5. Community Development Committee considers preliminary plans and makes recommendation to Council on the last Tuesday of the month.
6. At the next Council meeting, a resolution approving preliminary plans is approved.
7. Application is made at the Community Development Department for final plan approval and to rezone the property to a Business Planned Development.
8. Copy of the application is given to the Clerk's office and put on the Council agenda as communication for referral to Plan Commission and Committee on Community Development.
9. Plan Commission considers the final plans and proposed rezoning and makes its recommendation.
10. Community Development Committee considers the final plans and the proposed rezoning on the last Tuesday of the month. Required committee action is to forward an ordinance for introduction to Council and a resolution setting the public hearing date.

Benefits

Ensuring adequate interagency coordination can reduce planning errors and costly delays.

APPROVAL PROCESS

11. At the next Council meeting, a resolution setting the public hearing date is approved. The public hearing date must allow sufficient time for two notices to be published in the Wauwatosa News Times AND at least 10 days after the second publication.
12. The Committee on Community Development considers the rezoning and final plans and makes their recommendation.
13. The Common Council holds the public hearing.
14. The Common Council votes on the rezoning and final plan at the following meeting.

SUBMISSION REQUIREMENTS FOR PLANS

Applicants should submit 3 sets of plans for new construction or additions to buildings/structures. Sets should include floor plans, exterior elevations, and site plans showing lot dimensions, topography, and location of existing significant features such as trees, natural outcroppings, or drainage courses. In addition, there should be 4 sets of plans of the proposed site showing parking areas, building footprints, paved areas, illumination, landscaping, fencing or screening, dumpster locations, catch basins, drainage provisions, and other site information as appropriate.

Specific plan requirements may vary based on the actual project. Plans shall be stamped, signed, and dated by a Wisconsin Licensed Architect or Engineer for all projects with buildings of more than 50,000 cubic feet.

City of Wauwatosa Building Permits are required for:

- All New Construction.
- Any alteration that affects structural strength, fire hazard, existing, or natural lighting.
- Alterations to the parking area including the stall layout.
- Any Change of Use.
- Building Additions.
- Interior or Exterior Alterations.
- Occupancy.
- Signs.

BUILDING APPROVAL PROCESS:

1. Preliminary review by the Design Review Board takes place based on the preliminary plans submitted to the Plan Commission (see page 8).
2. Applicant applies for Building Permit.
3. Application is placed on agenda for Design Review Board. Please note that the Design Review Board typically requires at least two opportunities to review applications for new buildings or additions. In cases involving additions or alterations to historic structures, the application is reviewed by the City of Wauwatosa Historic Preservation Commission (WHPC).
4. Building staff review for compliance with local building codes.
5. All buildings over 50,000 cubic feet require approval from the State of Wisconsin as per Wisconsin Enrolled Building Code, see section Comm 61.70(5)(b) and (c). Depending on the use, other state approvals may be required. Consult the requirements of the Wisconsin Department of Natural Resources (WDNR) NR 216, WDNR NR 151 Runoff Management, Milwaukee Metropolitan Sewerage District (MMSD) Chapter 13, and the City of Wauwatosa Stormwater Ordinance (pending). The City of Wauwatosa will not issue a permit until it receives approval from all applicable agencies.
6. Building staff checks for compliance with other City departments and agencies for compliance with applicable codes. MMSD approves all stormwater management. WDNR approves all land disturbance.
7. Staff issues permit.

