

Burleigh Triangle & Mayfair Road Corridor North Redevelopment Vision and Plan City of Wauwatosa, Wisconsin

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Burleigh Triangle & Mayfair Road Corridor North Redevelopment Vision and Plan

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EXECUTIVE SUMMARY

As part of the ongoing commercial development activities along the Burleigh Street and Mayfair Road corridors, an updated Redevelopment Vision for the Burleigh Street Triangle Redevelopment Area is being advanced by the City of Wauwatosa. The purpose of this work is to amend the 2005 Burleigh Street Triangle Redevelopment Plan and begin phase one of the Mayfair Corridor redevelopment planning initiative through evaluation of the expanded area's assets and constraints, and considering updated market potential and opportunities, to develop visionary concept plans for long-term redevelopment of the Burleigh Street and Mayfair Road North Area.

This document is intended to serve as a Plan update to the Burleigh Street Triangle Redevelopment Area, building off of the 2005 Plan, and refined by changes in ownership and market conditions over the past nine years and expanded to include the Mayfair Road North area. This Plan update is meant to reinforce the corridor as a major entryway into Wauwatosa's Mayfair commercial district through rehabilitation of current building stock, redevelopment of vacant sites, and increased business development—moving beyond the “Triangle” to encompass the neighboring properties.

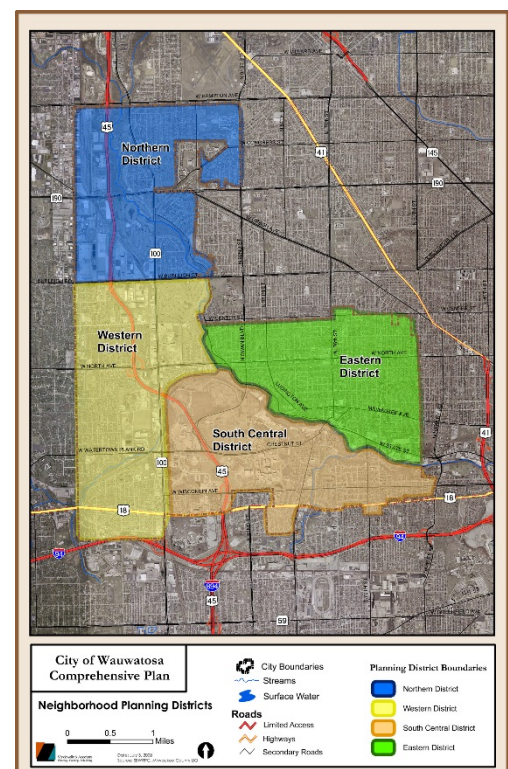
While this work does not provide detailed engineering design or construction-ready drawings, it does: develop several alternatives for an expanded area and refreshed Burleigh Triangle Redevelopment Vision; recommend integration with private development; designate public versus private space; and sets the stage for the City to adopt and advance ongoing revitalization of this area.

The City of Wauwatosa may advance this Plan for a formal amendment to the 2005 Plan. A finalized Redevelopment Vision should serve as a basis for final design, engineering and construction of any necessary public improvements. Detailed housing market analysis assessing the feasibility of the uses and density of development proposed in the chosen Redevelopment Vision should be performed as well, as a basis for future discussions with private developers interested in locating in the Burleigh Triangle and Mayfair Road Corridor North Area as plans are executed over the next 5-10 years.

Project Planning Area Context

Centered on Burleigh Street from between 119th Street to the west, across Highway 45 to Mayfair Road to the east, the Mayfair Road North Corridor, including the Burleigh Triangle, is envisioned as a mixed use retail, commercial and residential hub that builds upon the newly constructed Mayfair Collection and forthcoming Meijer and Whole Foods grocery stores and multi-family residential developments. This project includes the conceptual alignment of bike and pedestrian access routes to the area, a “Safe Routes to School” pathway to nearby Wauwatosa Public Schools, and potential indoor/outdoor recreation and public space facilities generating additional year-round activity.

To consider the Mayfair Road North Corridor in context, city staff and elected officials have also considered the greater role of the entire Northern area of the community, as identified in the adjacent map from the 2008 Comprehensive Plan.



As considered in the Comprehensive Plan, the Highway 45 and Mayfair Road Corridors continue to be high-value destination districts in Wauwatosa. At the time of the Comprehensive Plan adoption, the goal was to maintain and grow employment in the Upper West Side (called the Northwest Employment Area in the Comprehensive Plan) and Burleigh Triangle Area, while also encouraging strategic redevelopment focused on commercial development unique to the region as well as supporting growth and economic development around the “Life Science Center” niche offered in the Milwaukee Regional Medical Center Campus and adjacent Milwaukee County Grounds employment base.

Building off of existing plans and considering future development goals for the Upper West Side and Burleigh Triangle Area today, the City has identified the following goals in expanded context from the Mayfair Road North Corridor Plan.

Redevelopment Area Vision

The Burleigh Triangle and Mayfair Road Corridor North Redevelopment Area sits at a strategic, high-traffic location between two busy thoroughfares and has historically included a mix of low-density industrial uses surrounded by street-facing commercial and traditional urban neighborhoods. Currently geared toward access by automobiles and trucks in particular, the location of the corridor in the community and ample space to accommodate new, higher density infrastructure and construction will allow revitalization efforts to have broad impact across a number of economic and community development initiatives.

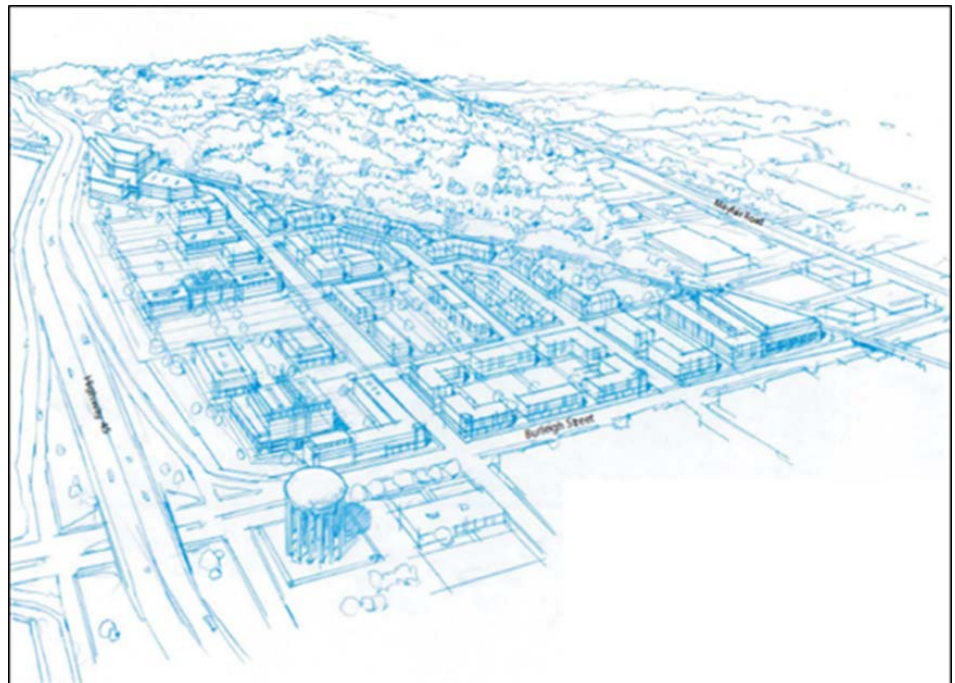
Redevelopment Plan Goals

The goals to advance redevelopment in this area include the following:

1. Reuse vacant or underutilized commercial and industrial sites with the highest and best land use;
2. Increase tax base through mixed use, walkable, and high value development;
3. Plan for sustainable land uses and development forms that will drive economic growth and maintain existing commerce;
4. Develop improved traffic circulation and parking configurations for motorized traffic; and
5. Accommodate all users in public streets through enhanced non-motorized access and safety infrastructure for Area residences, businesses and institutions, including a designated “Safe Routes to School” pathway.
6. Enhance quality of life and meet the needs of residents in the adjacent neighborhoods and offer unique experiences for the broader community and visitors.

Redevelopment Vision

Burleigh Street Corridor: A gateway corridor and major entryway into the heart of Wauwatosa - a vibrant and connected business district which is a destination in its own right, maximizing its high-value market location, offering employment opportunities, amenities, and attractions that complement community character and meet the needs of residents in the adjacent walkable neighborhoods, as well as offer unique experiences for the broader community and visitors.



EXISTING AREA CONDITIONS & ANALYSIS

The Burleigh Triangle Redevelopment Area is located in the largest commercial and employment corridor outside of downtown Milwaukee and is the nexus of Milwaukee County's regional trade area. Mayfair Mall, the Milwaukee County Grounds, the Regional Medical Center and Milwaukee County Zoo bring visitors from throughout the region and state. This corridor also lies along the Menomonee River Parkway, the spine of the County's linear park system, and connects Wauwatosa to downtown Milwaukee and the Lake Michigan shore via the Hank Aaron State Trail. The area is directly adjacent to two major transportation routes, Highway 45 and Highway 100 (Mayfair Road), and the nearby Zoo Interchange, which is the busiest in the state. The site has convenient access to nearby centers of employment, shopping, entertainment and health care, and is within a 15 minute drive of downtown Milwaukee.



The area's exceptional visibility from some of the region's busiest freeways, views of nearby golf courses and green spaces, and the City's need for new housing options for a diverse and rapidly expanding employment base offer potential for the Burleigh Triangle to succeed as a modern, high-density residential and commercial redevelopment center. However, there are issues in its current state that must first be addressed. The parcels in the area south of Burleigh currently house a mix of primarily industrial tenants, generating a significant amount of truck traffic at all times of day. JC Penney and Kmart operate a struggling furniture outlet and retail store, respectively, along the western and eastern boundaries of the area. The northern "Triangle" between Highway 45 and existing railroad corridor west of Currie Park Golf Course is largely impervious surface, and presents access challenges due to these physical barriers. The Mayfair Collection shopping center has opened its first phase of retail structures and holds options on a majority of these parcels, additional redevelopment to build out the Collection is underway.

Site Access

While the Redevelopment Area enjoys excellent proximity to Highway 45, vehicular access to sites along Burleigh Street is constricted by the highway and a rail corridor. The Mayfair Collection is served by a service road around the northern triangle and two signalized intersections on Burleigh, with a planned inner grid for future residential and hotel development phases. Redevelopment sites south of Burleigh would be accessible from the same two intersections, and utilize much of the existing street network of 114th, 112th and Locust Streets. A planned school drop off/pick-up point west of the existing Hansen Storage site feeds into a pedestrian path and bridge to the schools to the south.

STAKEHOLDER INTERVIEWS

Vandewalle & Associates conducted interview discussions with stakeholders during August and September 2014, and meetings with city staff and elected officials that represent the area from August to March 2015, to gather information on current operations from property owners and tenants in area and to discuss how redevelopment may impact their operations. Interviews were conducted in a confidential manner with property owners, business owners/operators, developers, and elected officials. The following is a sample of generalized relevant comments and concerns resulting from these conversations.

- There is demand for residential development in Wauwatosa as evidenced by ongoing influx of new residential projects. Stakeholders referenced a desire to see additional housing in the community in this study area. It was discussed that a community-wide housing study would be useful to make sure market demand is understood and considered in redevelopment of this area. A variety of housing formats were discussed and seen as positive: row houses, townhomes, single-family homes, as well as mixed use multifamily developments.
- Desired uses within the greater redevelopment area include quality-of-life related uses for the community such as health and wellness facilities, indoor courts/sports programming.
- There is concern regarding sustainability of the amount and type of retail uses planned for the area.
- Higher density, vertical development that is higher in value per acre, is preferred in general in this area of Wauwatosa.
- Community connections, in particular for school routes pedestrian/bicycle access is important. Additional connections and assets referenced as important to consider for the area include Milwaukee County Transit service, car-sharing, bike-sharing, electric car charging, beyond the expected bike and pedestrian route improvements for the area.
- Constant truck traffic (~300/day combined sites) presents challenges to site access within the area and future development phases. The sites with the most truck traffic do not have any near term plans to change use or operations at their sites.
- Park and Ride operating on northern edge of Mayfair Collection on two-year trial basis – could become permanent if successful or support additional commercial development. This edge could provide some potential for an additional site access point connecting to Wirth Street (under Highway 45).



REDEVELOPMENT GOALS BY SUB-AREA

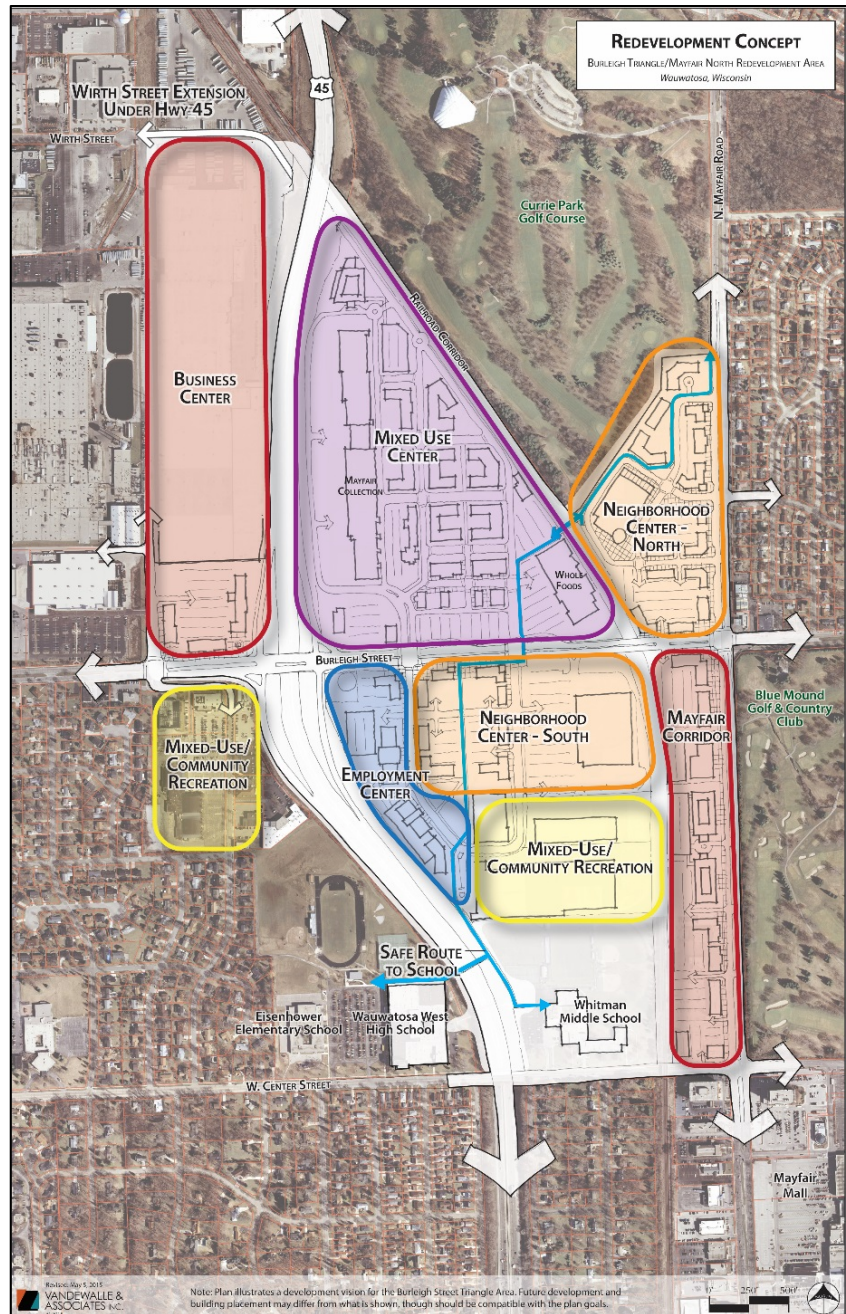
As referenced in the 2005 Burleigh Street Triangle Plan, the following holds true and is perhaps even more relevant today: **Wauwatosa is at the epicenter of economic development for Southeastern Wisconsin.**

This market position offers opportunity as well as responsibility to the community as historically industrial and/or low density commercial are eyed for redevelopment. In preparing this Redevelopment Vision and Plan the intent is to communicate the community's overriding vision for redevelopment and the mix of land uses desired.

The intent of the Redevelopment Concept map for the Burleigh Triangle/Mayfair Road North Area is to communicate the vision for creation of a mixed use, higher density district in this area

The Redevelopment Concept presented here is *specific* in that it identifies the priority reuse targets for suggested sub-areas within the Redevelopment Area, each of which may offer distinct opportunities for new development and integration of existing uses. However, the Redevelopment Concept is also *general* in that the concept "bubbles" presented here are flexible, for instance there is strong desire and apparent need for additional Community Recreation in the area (yellow bubble) however it is not required or absolutely necessary that it is developed in the exact location shown on the Redevelopment Concept Map.

To further explain the mix of desired land uses by the identified sub-areas, overarching development goals by each sub-area are described in the following section.



Mixed Use Center

- Infill with residential to provide a built-in market for existing commercial uses and create an economically sustainable and diverse neighborhood
- Provide open/green space
- Connect neighborhood to Wirth Street through a public street extension under Highway 45
- Accommodate “Safe Routes to School” pathway



Neighborhood Center - North

- Redevelop into mixed use neighborhood providing retail and residential
- Incorporate an anchor use such as a community center/recreation facility (“wellness center”)
- Encourage high-density residential adjacent to the golf course to maximize open space views
- Convert Mayfair Road westernmost southbound lane into on-street parking to serve new businesses
- Provide public green space
- Accommodate “Safe Routes to School” pathway



Neighborhood Center - South

- Redevelop into mixed use buildings with retail on ground floors and residential above
- Infill residential to provide additional customers for retail businesses
- Provide open/green space
- Provide an off-street “Safe Routes to School” pathway, if possible



Employment Center

- Reserve sites for office and hotel uses that maximize the visual market from Highway 45
- Relocate southern end of 114th Street to the provide additional development opportunities along Highway 45
- Accommodate student drop-off/pick-up area
- Accommodate “Safe Routes to School” pathway



Mixed Use/Community Recreation

- Allow for flexible development: maintain existing industrial uses, redevelop into commercial, or redevelop into community recreation
- Advance an indoor sports center concept to provide Wauwatosa residents with an indoor sports venue for soccer, volleyball, etc. The multi-purpose space could be used for both youth and adult activities
- Encourage a potential programming relationship between the indoor sports center and public schools to the south
- Provide a path connection to the public schools to the south



Mayfair Corridor

- Infill with mixed use and commercial buildings
- Locate parking areas along the railroad tracks, away from Mayfair Road
- Combine parking areas between properties to maximize density
- Encourage structured parking



Business Center

- Continue to serve as an employment center
- Maintain existing business, or
- Reuse existing building for employment, or
- Demolish building and create a Green Business Center as a targeted economic development strategy



REDEVELOPMENT VISION RECOMMENDATIONS

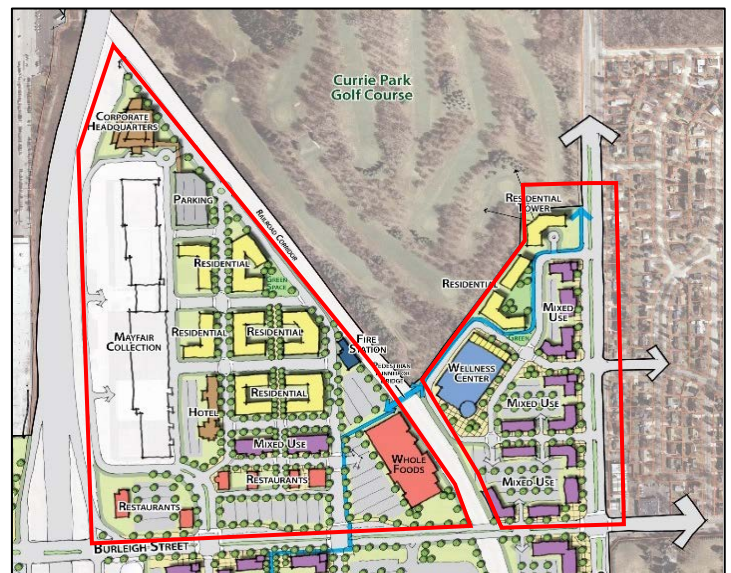
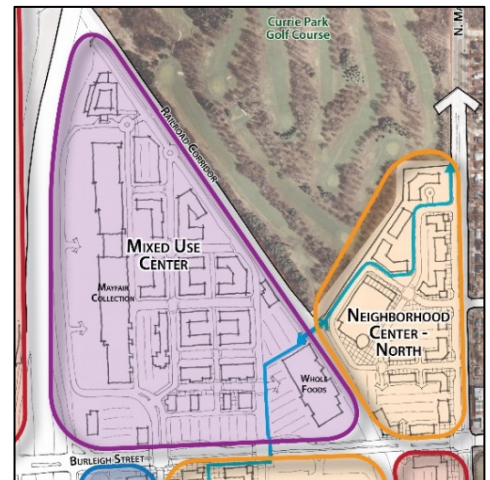
Burleigh Area redevelopment goals and opportunities are incorporated into five Redevelopment Vision concepts (see Appendices A-E), each operating under a different set of redevelopment assumptions. These Vision concepts present *options* for redevelopment throughout the area and also offer solutions for urban design in site redevelopment which encourage streamlined site access, community connections, areas for open space and site efficiency/sustainable design. Each scenario presents the same general layout for the Mixed Use Center and Neighborhood Center (north of Burleigh Street) sub-areas, with the primary differences shown in the Mixed Use/Community Recreation and the Future Business Center concepts. High density and a diversity of uses are encouraged throughout the area, in keeping with the recommendations of the 2005 Plan.

Mixed Use Center – A planned Mixed Use Center lay at the heart of the Burleigh Triangle, a wedge shaped area between Highway 45, Burleigh Street and the Currie Park Golf Course. Development is already well underway for the upscale Mayfair Collection shopping center, with its first phase along the western perimeter of the 70-acre site already open to the public.

The larger site is envisioned in each of the five Visions in a town center style, with a motivated developer committed to a mixed use residential, commercial, dining and shopping concept. Phase two infill residential (up to 1200 total units) and extended stay/business class hotel development at the center of the site are expected to commence spring 2015. A Whole Foods grocery store and 3-4 restaurant out lots with Burleigh Street frontage will be completed in 2016.

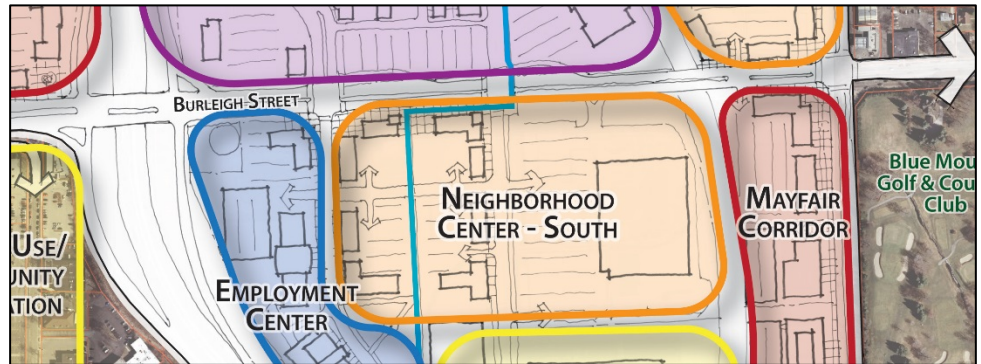
Neighborhood Center/Residential (North of Burleigh)

– The northwest corner of the Burleigh Street and Mayfair Road intersection, currently home to aging professional office buildings and a struggling Kmart store, could see reuse as a mixed use, primarily residential housing center geared toward professionals, empty nesters, and active retirees. The north and western edges of this sub-area feature golf course views and are ideally suited for mid-rise residential towers (6-8 stories), with the remaining structures along Mayfair Road and near the interior of the site slated for mixed use (first floor retail with 2-3 stories of residential apartments above). This sub-area could be anchored by a private athletic and wellness facility for the upscale housing stock nearby, with additional potential for townhome development. This Neighborhood Center would be connected to the Mayfair Collection Mixed Use Center via a pedestrian bridge or tunnel crossing the existing rail corridor to the southwest, encouraging automobile-free commuting and shopping in an area currently lacking in bicycle and pedestrian-friendly commercial activity.



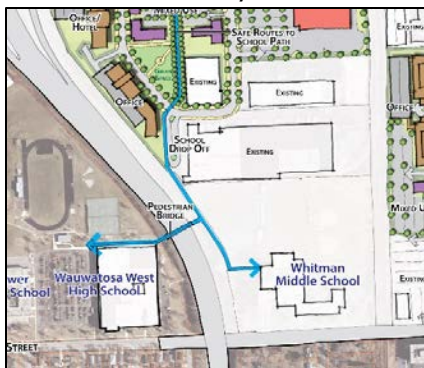
Neighborhood Center (South of Burleigh) – Anchored by future Meijer grocery store, the interior of this area (between 112th and 114th Streets) is currently underutilized, with the northern portion

used for parking and truck storage and the southern edge occupied by single-story, metal-sided industrial buildings. Under each of the five Vision scenarios, this area would be redeveloped into mixed used residential with first-floor retail, interior courtyard parking and green space that accommodates a low-traffic “Safe Routes to School” pathway. Vision E for this area presents options for regional retail development. It is the intent and goal for retail development in this area (and the project area overall) to incorporate unique retail development options into the development, unique being defined as new or different retail developments not currently found in Wauwatosa and/or the region.

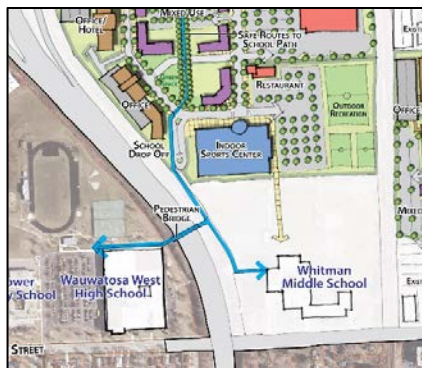


Mixed Use/Recreation – The subarea south of Neighborhood Center (South of Burleigh) has a few different opportunities for future development. Under Visions A and D, the parcels south of Meijer would continue to operate in their current industrial capacities, including Hansen Storage and Viking Electrical Supply. Vision B presents more ambitious opportunities for additional mixed use and dining, as well as an indoor/outdoor sports and fitness center with multipurpose fields that could complement athletic activities at the nearby middle and high schools. High-density residential also remains a possibility for this sub-area (Vision C), featuring a combination of low-rise apartment buildings and townhouses.

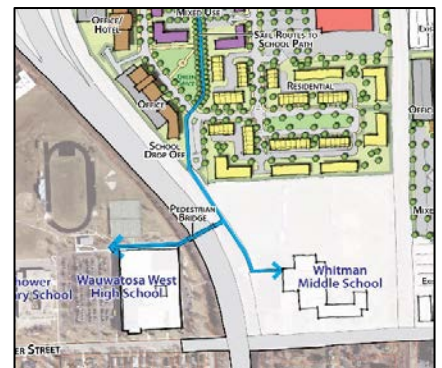
Vision A/D



Vision B



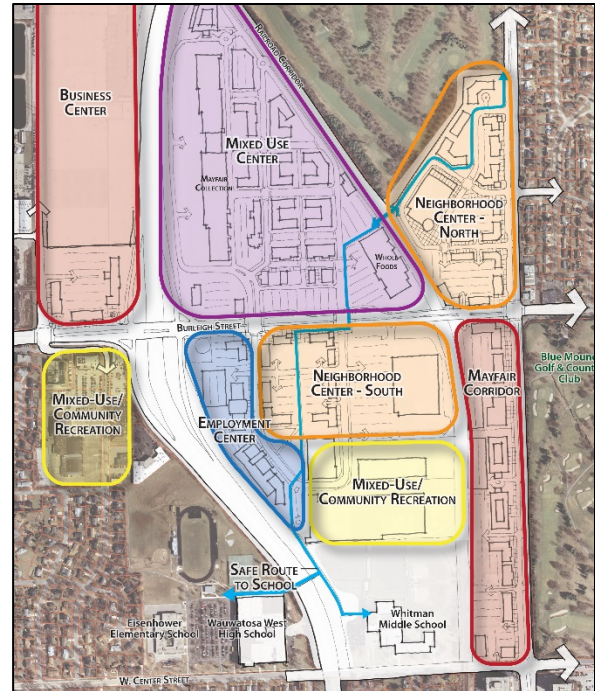
Vision C



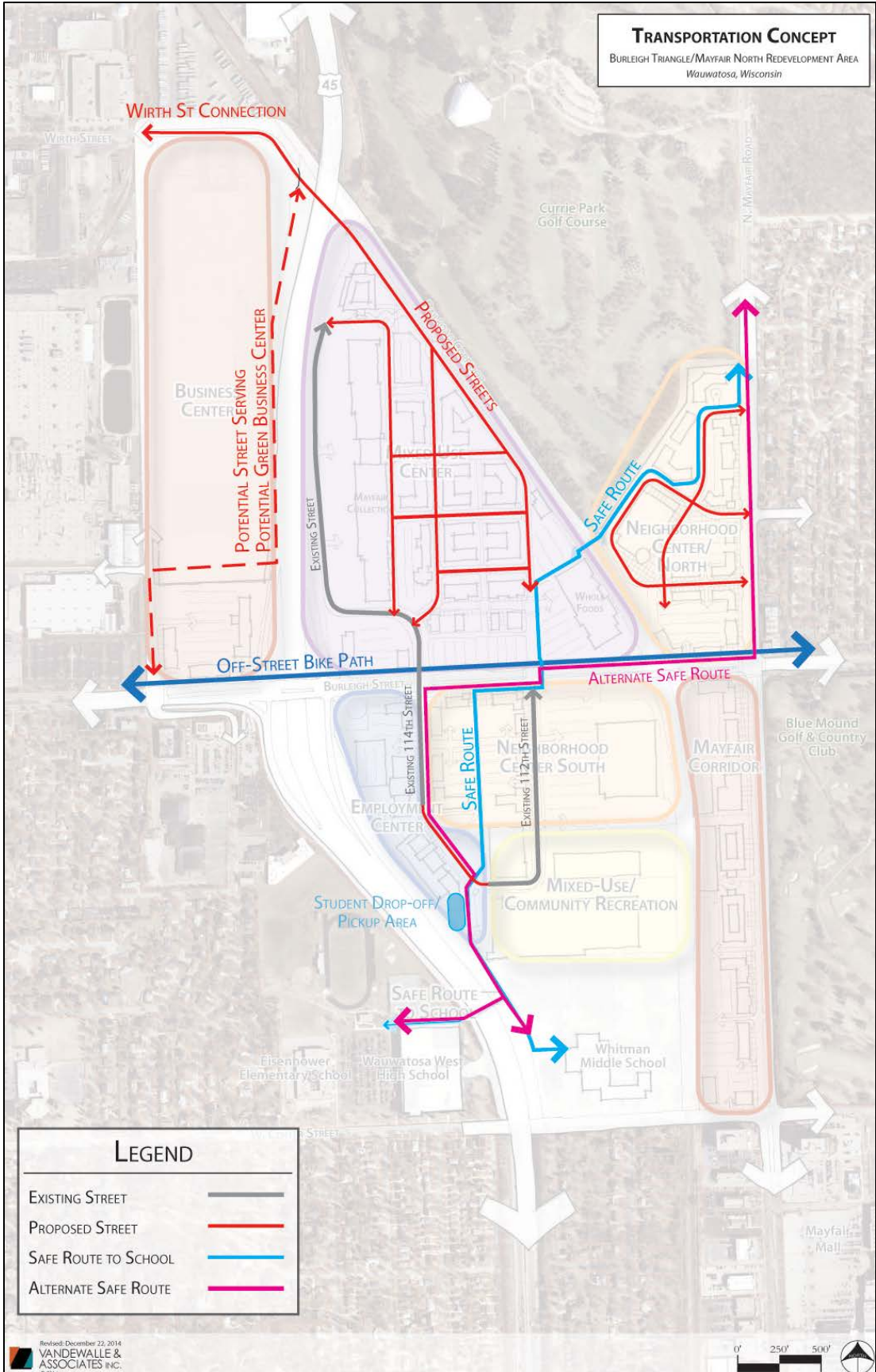
Gathering Spaces – While the bulk of the redevelopment vision concepts are intended for private redevelopment, several green spaces and plazas are incorporated in order to encourage walkability and better integration of uses on the sites. While surface parking at anchor stores will be ample, the density of surrounding structures provides more opportunities to move between buildings without driving.



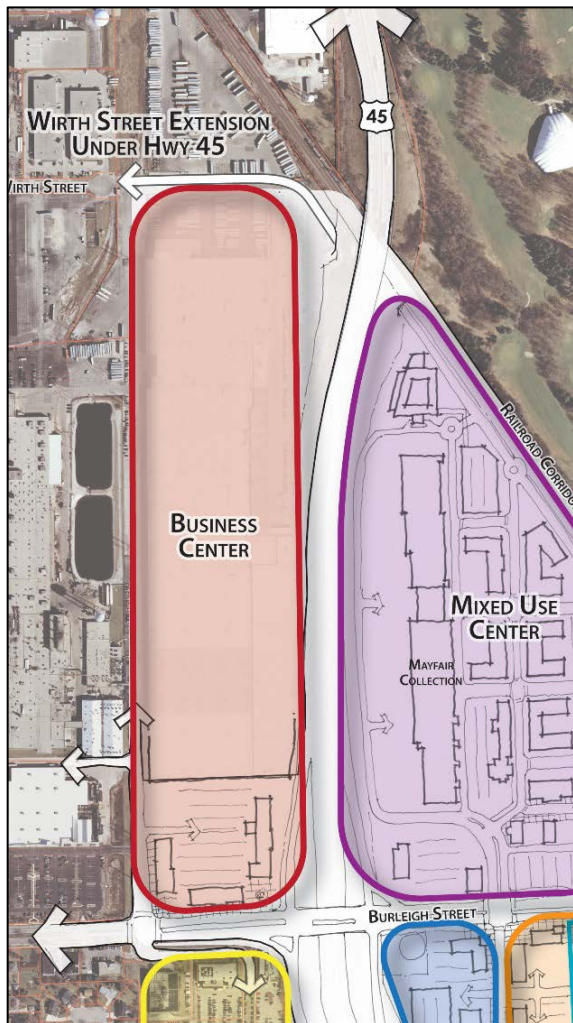
Employment Center – The area south of Burleigh Street, adjacent to Highway 45, is well-positioned to capitalize on increased traffic volume through redevelopment into mixed use and highway-oriented commercial uses like professional offices, hotels and restaurants. 114th Street may also serve as an alternate route for “Safe Routes to School.” One public infrastructure improvement opportunity is to realign the intersection of 114th Street and Locust Street further to the east, creating a development site adjacent to Highway 45.



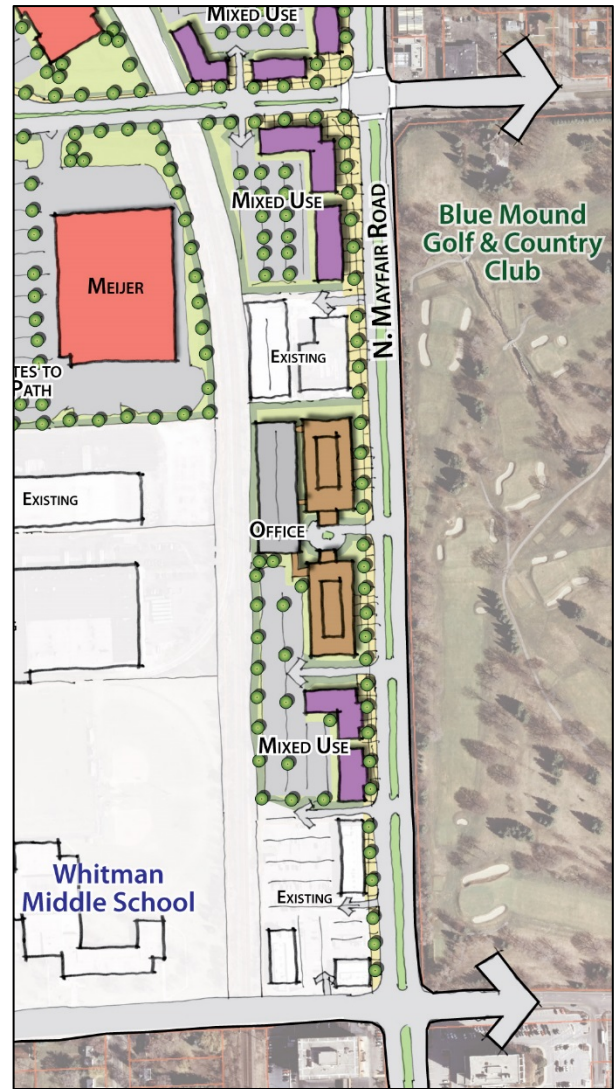
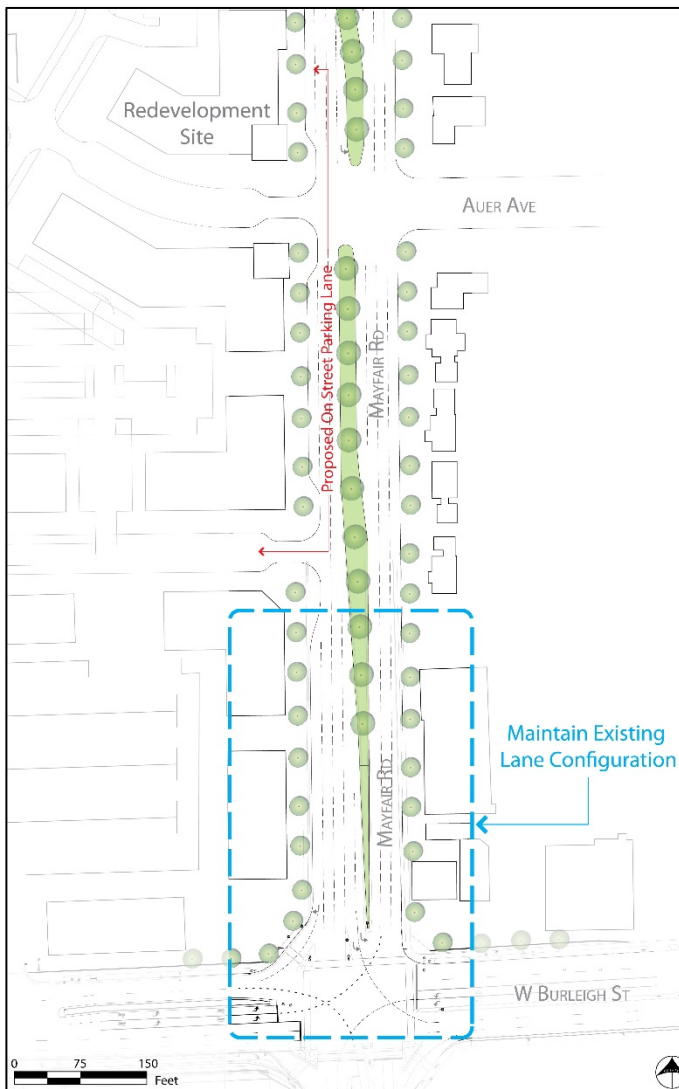
Transportation Network – The following map summarizes the various motorized and non-motorized access routes throughout the Area, as referenced throughout this document. Public streets within the Mixed Use Center and Mayfair Collection form a walkable urban grid encouraging dense, small-block development while still accommodating substantial automotive traffic throughout the site. The proposed “Safe Route to School” avoids the public right of way as much as possible, connecting the areas north of Burleigh with schools to the south, with a secondary route along existing main roads also shown as an additional alternative. Depending on the chosen development scenario, an additional public street serving the proposed Green Business Center may be constructed facing Highway 45, connecting to Wirth Street and under the highway to the Mayfair Collection and existing Park and Ride area.



Business Center – Given its 73 acre size and location along the Western edge of Highway 45, the current JC Penney furniture store and warehouse stands out as a potential redevelopment site. However, its future is largely dependent on the company’s plans for the site, which may involve more profitable, non-industrial uses. In this case, the site could be targeted for expanded commercial and retail spaces, complementing the Mayfair Collection to the east. Visions A, B, and C provide a slightly more conservative scenario, wherein the current structure continues to operate as-is or is largely reused in its current configuration on the existing 73-acre parcel. The southern portion of the building, with valuable Burleigh Street frontage, could be demolished for higher value commercial and hotel uses. Vision D presents a higher density of redevelopment, with full demolition of the JC Penney building and construction of a multi-site Green Business Center incorporating demonstration projects for solar energy collection and stormwater management best practices.

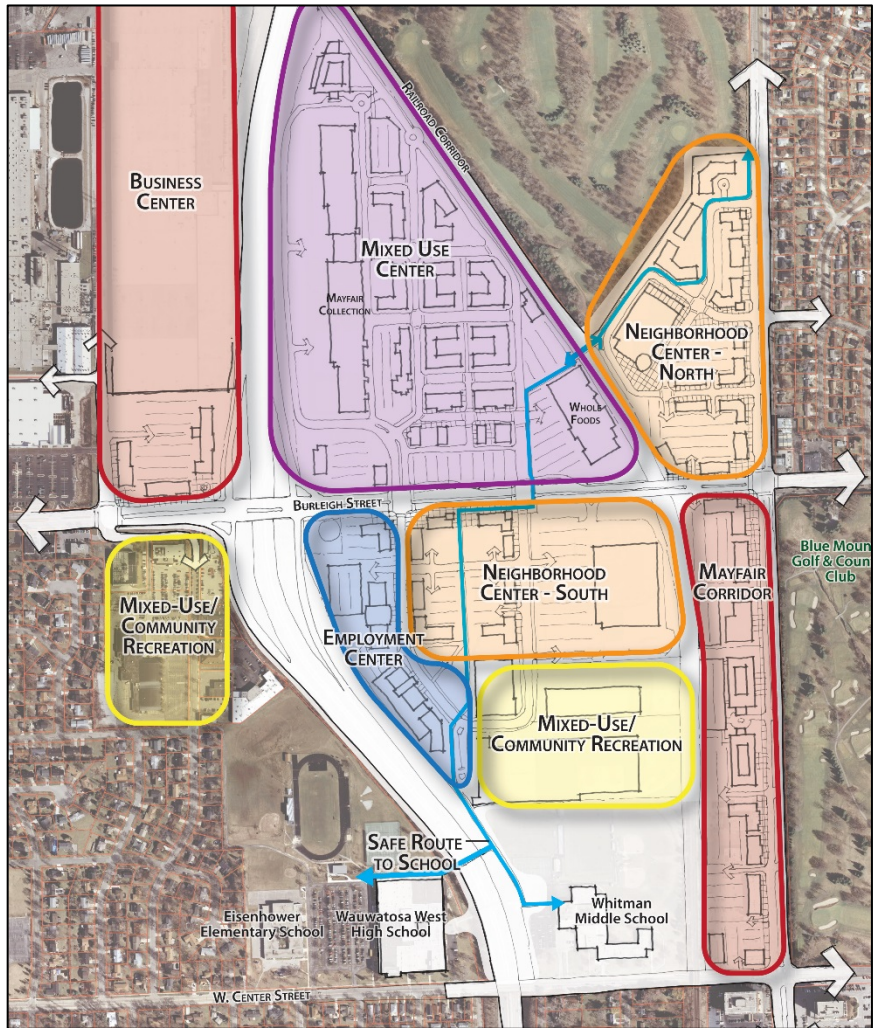


Mayfair Road Corridor – The west side of Mayfair Road between Burleigh and Center Streets offers additional potential for office and mixed use redevelopment. The corridor is currently home to an array of aging single-use commercial buildings, as well as some new construction (such as an Aurora Medical Center branch office), each parcel with its own parking areas and ingress/egress. Under all five Visions, this stretch could see new mixed use development with shared parking facilities near the Burleigh Street intersection and due west of the Whitman Middle School athletic fields. Two new 3-story office centers (approximately 100,000 rentable square feet each) constructed mid-block provide modern, Class A space for high-tech and biomedical uses consistent with the City’s “Innovation Parkway” Initiative and complementary to the nearby Regional Medical Complex and Milwaukee County Research Park.



Mayfair Road On-Street Parking – An opportunity exists to convert the westernmost, southbound lane of Mayfair Road into on-street parking serving the redevelopment north of Burleigh Street. The street configuration of Mayfair Road south of Burleigh Street would remain unchanged.

Safe Routes to School – For the local community, the addition of a workable “Safe Routes to School” pathway is essential to the integration of the proposed redevelopment with surrounding neighborhoods from which many children walk or bicycle to Wauwatosa West High School, Whitman Middle School and Eisenhower Elementary School. This non-motorized route is designed to circumvent high-traffic areas and utilize grade-separated pathways, bridges or tunnels to the greatest extent possible, with dedicated signage and passage through well-lit residential and mixed use areas to the north and south of Burleigh Street while avoiding direct interaction with challenging rail and highway barriers. At the route’s Burleigh Street crossing, speed tables or other traffic calming measures may be used to encourage slower speeds along the four-lane, divided street.



ESTIMATED NEW DEVELOPMENT VALUE

The basic massing and site plans portrayed in each Redevelopment Vision would represent significant private investment over the course of their eventual build-out, and would result in substantial tax increment upon full occupancy. With more than 375 acres within the Redevelopment Area, rough estimates of supportable new development and its impact on City tax rolls for each Vision are as follows*:

Redevelopment Vision Scenario	Improvement Value to be Replaced	Net New Development Value	Annual Tax Increment Revenue
A	\$33,290,000	\$539,570,000	\$13,620,000
B	\$41,460,000	\$557,170,000	\$14,070,000
C	\$41,460,000	\$584,440,000	\$14,760,000
D	\$41,220,000	\$743,880,000	\$18,780,000
E	\$43,060,000	\$528,810,000	\$13,350,000

**All figures in 2013 dollars, and represent only the estimated assessment value of new, leasable construction. Increases in land value are speculative and difficult to predict, and are thus held constant for calculation purposes.*

An estimated assessment at these figures would generate annual increment for the City ranging from \$13 to nearly \$19 million, portions of which could be used to finance necessary public infrastructure improvements for proposed projects in the area or provide development incentives, as deemed appropriate. The Green Business Center presented in Vision D produces the net new value outlier in the table above – while a challenging concept, full build-out of this sub-area alone could result in more than \$235 million in new value.



APPENDIX: REDEVELOPMENT VISION SCENARIOS

