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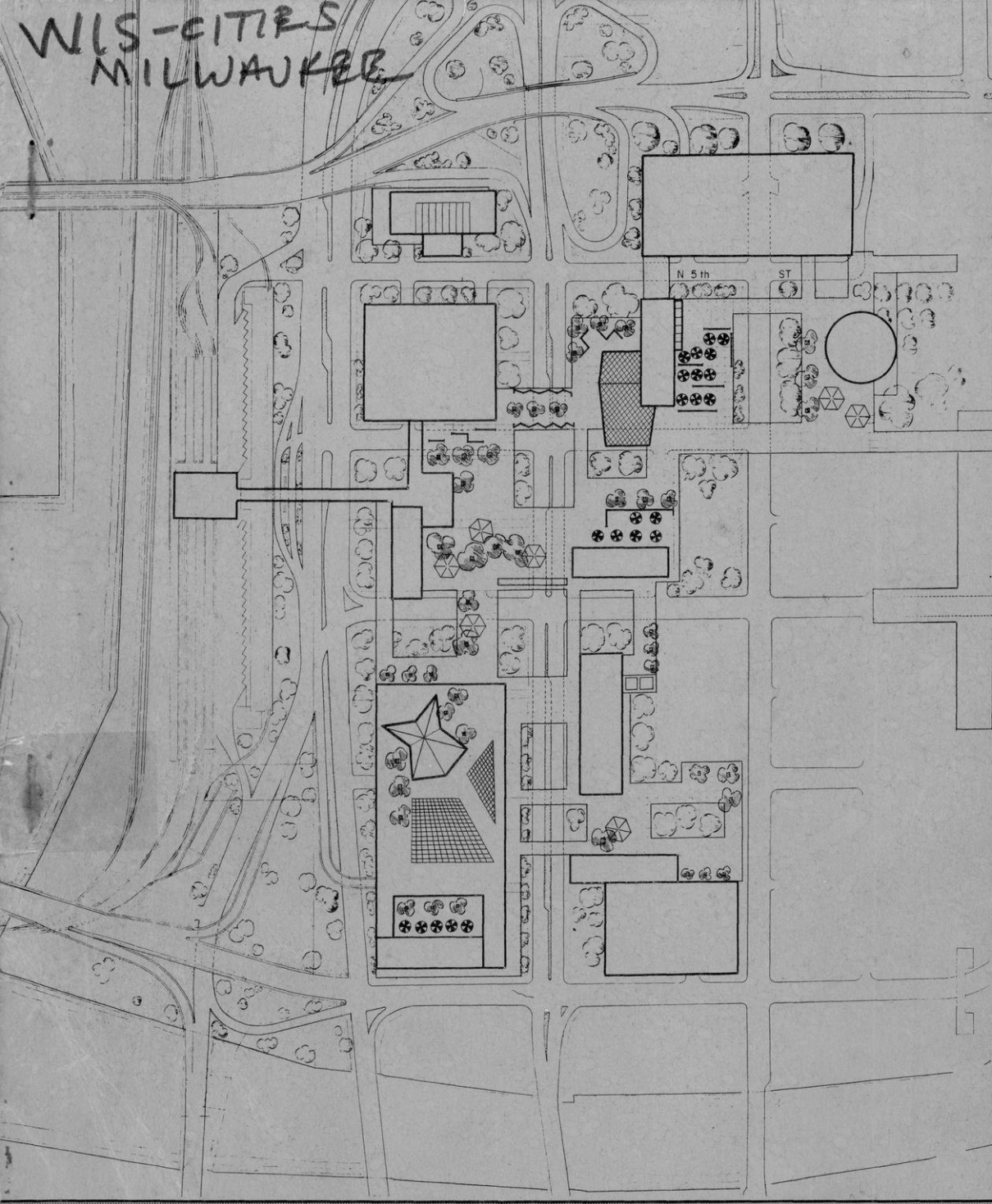
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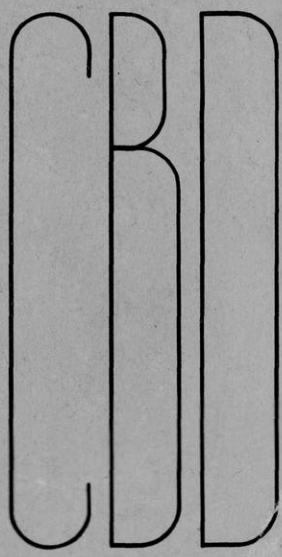
WIS-CITIES  
MILWAUKEE



# CENTRAL PLAZA

MILWAUKEE

Graduate Research Center  
Dept. of Urban & Regional Planning  
The University of Wisconsin-Madison





Staff Report

CENTRAL PLAZA

CITY PLANNING DIVISION  
MILWAUKEE BOARD OF  
PUBLIC LAND COMMISSIONERS  
155 East Kilbourn Avenue  
Milwaukee, Wisconsin

July 23, 1958

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## INTRODUCTION

In May, 1957, the planning staff of the Board of Public Land Commissioners published a report on the Milwaukee central business district.\* This report set out in broad outline general planning guidelines for the revitalization and modernization of the downtown area.

The report that follows is based upon a more intensive study of a section of the central district. The project area comprised 84 acres, in the area generally bounded by West Michigan Street, the Milwaukee River, the Menomonee Canal, and North 6th Street.

A redevelopment plan (Central Plaza plan) is proposed for the area incorporating the basic planning principles outlined in the previous central district report, along with a suggested scheme for implementing the plan.

The Central Plaza plan would modernize a large section of the downtown area, and solve some of the most difficult planning problems in the area. Large areas of unneeded railroad property would be placed on the local tax rolls. Improvements in the project area would increase the city's tax base, and raise property values in adjacent areas. Development of this plan could set off a much-needed redevelopment modernization movement in the entire central district.

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\*Downtown Milwaukee 1975, Preliminary Staff Report, Board of Public Land Commissioners, 155 East Kilbourn Avenue, Milwaukee, Wisconsin, May, 1957.

Redevelopment and modernization of the central business district is essential if the area is to retain and strengthen its position as the economic, social and cultural center of the rapidly expanding metropolitan area.

The main impetus in such a program must come from the city since no single individual or group has a more vital interest in the downtown area. From the standpoint of sound business practice alone there is ample justification for the city to develop and implement a positive and active redevelopment program in the central district. Real property assessments alone total over \$100 million in the area. This tax base must be protected, as must the countless millions the city has invested in streets, other traffic and parking facilities, sewer and water facilities, and other public improvements. The Central Plaza plan has been developed with these thoughts in mind.



## SUMMARY

The Central Plaza plan is a proposal for redeveloping and modernizing an 84-acre section of the Milwaukee central district. Downtown Milwaukee is the economic, social, cultural and governmental center of one of the nation's largest concentrations of population and industry.

### The Plan

The major features of the plan include:

- \* A consolidated TRANSPORTATION CENTER along Fowler Street to include a railroad terminal, bus terminal, parking and heliport.
- \* Six OFFICE BUILDINGS with 1.7 million square feet of rentable floor space.
- \* A 650-room HOTEL with convention facilities and guest parking.
- \* A new CENTRAL POST OFFICE.
- \* Other RETAIL improvements.
- \* Five major PARKING STRUCTURES providing 8,000 parking stalls.
- \* Generally more intensive use of land with tall structures and adequate open space for light and air.
- \* A second-story PEDESTRIAN PLAZA without interference from motor vehicles to permit safe and convenient pedestrian circulation and to integrate the various parts of the project.
- \* Improved traffic circulation through a coordinated system, local service streets, distributor streets and major thoroughfares.
- \* An AT-GRADE EXPRESSWAY on Fowler Street replacing the proposed high-level expressway viaduct.

A comparative analysis of the at-grade expressway and the elevated expressway is as follows:

At-Grade Expressway

1. Greater capacity for traffic destined to downtown
2. Greater flexibility and better distribution to downtown by more connections to local surface streets
3. Connects to many local streets
4. Boulevarde median provides open space for light and air
5. Provides opportunity for redevelopment of Central Plaza and modernizing downtown Milwaukee
6. Properly related to the future land use pattern of downtown
7. Elimination of railroad grade crossings
8. Cost less - \$14.8 million

Elevated Expressway

1. Greater through-traffic capacity
2. Congestion on local streets at ramp terminals
3. Accesses limited to 2nd-Plankinton and Broadway-Milwaukee
4. Unsightly elevated structure 20-50 feet up in the air creating a blighting influence
5. Effectively "cuts off" area south of Clybourn Street and stifles the expansion of downtown
6. Considers only the existing land use pattern
7. Retains three grade crossings in the congested downtown area
8. Cost more - \$21.1 million

The Cost

Private Projects		\$ 63.0 million
Public Improvements		46.5 "
City of Milwaukee	\$ 6.1 million	
Parking Structures	27.2 "	
Post Office	3.9 "	
Other Public Improvements	9.3 "	
Total		\$109.5 million

## The Benefits

The plan would modernize a large section of the downtown area and help to make downtown Milwaukee a better place to work, shop and do business.

It would strengthen downtown's position as the economic, social and cultural center of the metropolitan area, and serve to protect the tremendous private and public investment in the area.

Property values and retail sales would increase.

The project could generate a general modernization movement in the whole central district.

Completion of the project would add approximately \$20 million to the city's real property tax base and increase the city's tax yield from the area by around \$800,000 per year.

Relocation of the railroads would release 14.3 acres of railroad property in the project area valued at \$4.0-5.0 million.

The railroads would also benefit from savings in operating costs and taxes.

## Plan Implementation

Attention is focused on how to relocate the railroads since this is the key element in the whole redevelopment plan. Three methods are discussed, namely:

1. Complete financing of the \$3.9-million relocation by the operating railroads. Revenues from the sale of railroad properties would more than cover the cost. The city could provide incentives in the form of loans or other financial help.
2. Completion of the relocation as part of the grade crossing elimination program. Costs would be shared as determined by the Public Service Commission. This scheme offers financial advantages for the railroads. The city also has an important advantage in being able to affect the relocation with or without the full cooperation of the railroads. The cost to the city would be fully justified by the tax profit to be derived from the completed project.

3. Creation of an authority that would acquire existing railroad facilities, rebuild the facilities according to the plan and lease them to the operating railroads. This method would require new state legislation.

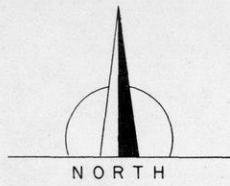
A private redevelopment corporation is suggested as a possible mechanism for controlling redevelopment in the area. This agency could purchase surplus railroad property and other properties as they became available. The corporation could redevelop the land itself or resell to other developers for projects conforming with the over-all plan.

## THE PROJECT AREA

Exhibit 1 gives a general picture of how land in the project area is currently utilized. Acreage data are shown in Table 1. The total area of the project is 84.3 acres, of which 30.2 per cent is occupied by principal buildings. Twenty-nine per cent of the land area is devoted to streets, alleys and sidewalks, and 24.3 per cent to railroad r.o.w. Nine and one-tenth per cent of the area is used for parking lots, and 7.3 per cent for other uses.

The 98 principal buildings in the study area have a combined floor area of 3,284,000 square feet, distributed as shown in Table 2. The principal activities include wholesaling, trucking, warehousing and manufacturing, which occupy 1,636,400 square feet of floor area, or 49.9 per cent of the total. Vacant building space totals around 442,000 square feet, or 13.5 per cent of the total. The remaining 1,205,600 square feet is divided among general offices, parking garages, transportation facilities, including the bus depot and railroad passenger and freight facilities, retailing and service establishments, hotels and residential uses.

Physically the area conveys a picture of economic stagnation and decline rather than of economic vitality and growth. The area houses a great mixture of land uses, many of the structures are in poor condition and the whole area is seriously lacking in aesthetic appeal. The high vacancy rate in the area (13.5 per cent) is testimony to the seriousness of these problems.

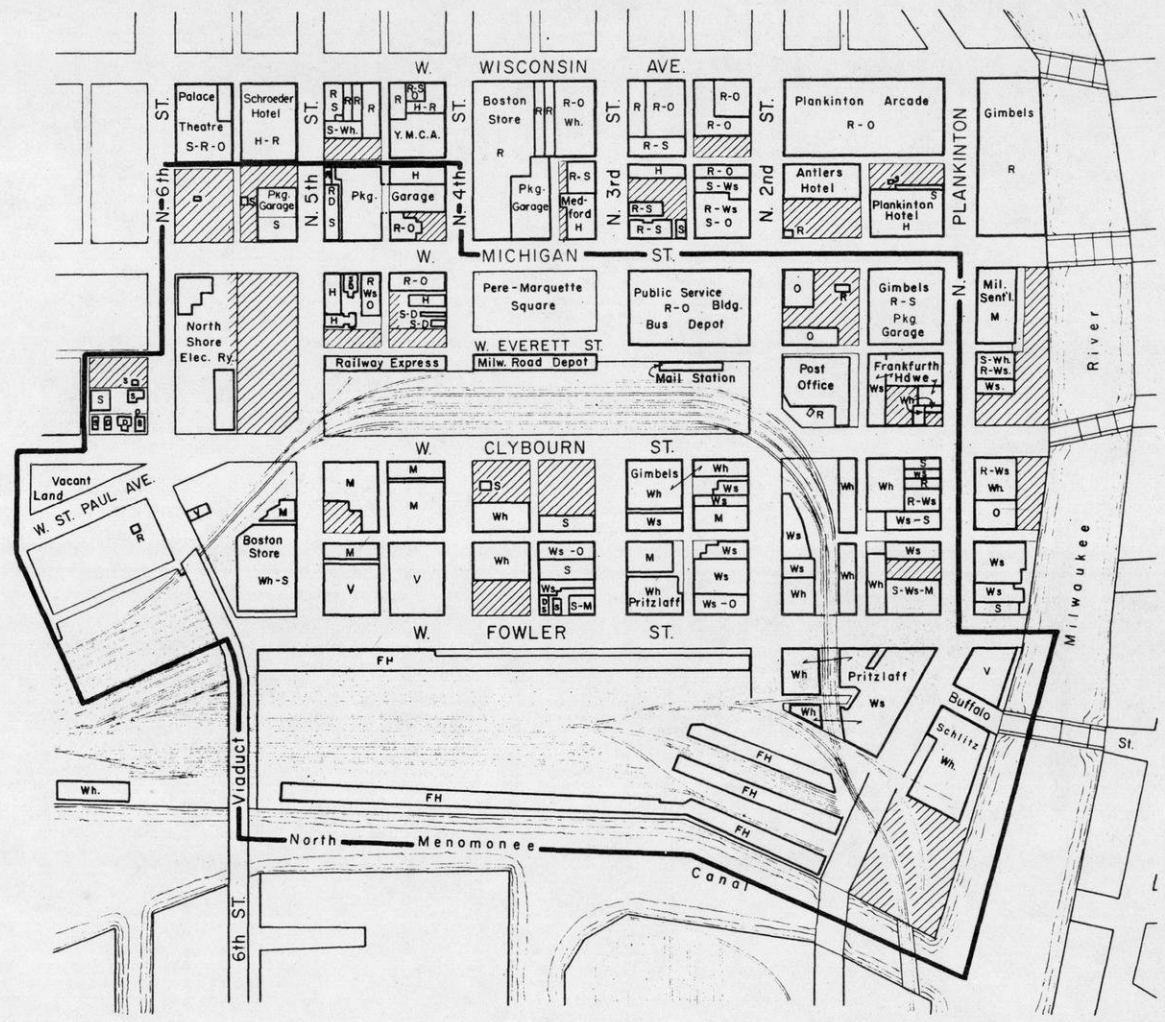


# 1956 LAND USE

## LEGEND

RETAIL _____	R
OFFICE _____	O
HOTEL _____	H
SERVICE _____	S
PARKING LOT _____	////
PARKING STRUCTURE _____	Pkg. Gar.
DWELLING & ROOMING HOUSE _____	D
WHOLESALE _____	Ws.
WAREHOUSE _____	Wh.
MANUFACTURING _____	M
FREIGHT HOUSE _____	FH
VACANT BUILDING _____	V
PROJECT BOUNDARY _____	—

SOURCE: B. P. L. C. FIELD SURVEY DEC. 1956 - MARCH 1957



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MILWAUKEE WISCONSIN 1958

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• ROBERT FELBER	• ROBERT ALDRICH
	• ROBERT BECK

# CENTRAL PLAZA



Table 1

LAND USE, CENTRAL PLAZA AREA

EXISTING AND PROPOSED UTILIZATION OF LAND

<u>Land Use</u>	<u>Existing</u>		<u>Proposed</u>	
	<u>Land Area</u> <u>(Sq Ft)</u>	<u>% of</u> <u>Total</u>	<u>Land Area</u> <u>(Sq Ft)</u>	<u>% of</u> <u>Total</u>
Principal Buildings	1,129,800	30.2	717,600	19.5
Streets (pavement)	662,700	18.1	857,500	23.4
Alleys	98,000	2.7	----	---
Sidewalks	302,300	8.2	306,800	8.4
Railroad ROW	892,200	24.3	410,800	11.2
Parking Lots	334,200	9.1	----	---
Parks	51,200	1.4	48,000	1.3
Vacant Lots	53,400*	1.5	----	---
Other Open Space	146,900	4.0	1,330,000	36.2
	<u>3,670,700</u>	<u>100.0</u>	<u>3,670,700</u>	<u>100.0</u>
(Public Plaza)	----		( 342,400)	

Source: Existing land areas based on field surveys by planning staff December, 1956-March, 1957.

\*Principally land acquired for expressway r.o.w.

Table 2  
LAND USE, CENTRAL PLAZA AREA  
EXISTING AND PROPOSED FLOOR AREA  
BY TYPE OF ACTIVITY

<u>Type of Activity</u>	<u>Existing</u>		<u>Proposed</u>	
	<u>Land Area</u> <u>(Sq Ft)</u>	<u>% of</u> <u>Total</u>	<u>Floor Area</u> <u>(Sq Ft)</u>	<u>% of</u> <u>Total</u>
Retailing & Service	102,200	3.1	109,600	2.2
Hotels	95,500	2.9	380,000	7.7
Post Office	70,800	2.2	214,400*	4.4
General Offices	401,100	12.2	1,679,300	34.2
Parking Garage	264,300	8.0	2,244,000	45.7
Rail & Bus Transportation	236,600	7.2	281,000	5.7
Wholesaling**	659,500	20.1	----	---
Trucking & Warehousing	570,100	17.4	----	---
Manufacturing	406,800	12.4	----	---
Residential	35,200	1.1	----	---
Vacant Space	442,400	13.5	----	---
	<u>3,284,400</u>	<u>100.0</u>	<u>4,908,300</u>	<u>100.0</u>

Source: Existing floor area from field surveys by planning staff December, 1956-March, 1957.

\*Excludes 75,000 sq. ft. for administrative offices to be included in proposed office building at Plankinton Avenue and Clybourn Street.

\*\*With stocks only. Other wholesalers included under General Offices.



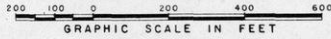
The current holdings of the Milwaukee Road and the North Shore Railway in the project area total 29.3 acres, or 35 per cent of the total project area. Approximately 26.7 acres are used for rail passenger and LCL freight facilities, including 20.4 acres for trackage r.o.w. and 6.3 acres for buildings and other facilities. The remaining 2.6 acres are leased.

With the drastic decline in rail passenger and LCL freight activities the amount of land used for these purposes can be substantially reduced, thereby opening up the whole area for redevelopment.

Traffic problems in the area stem largely from conflicts between various types of traffic. The five railroad grade crossings in the project area cause traffic congestion and delay and complicate the traffic problem in the whole downtown area. The mixture of through traffic and local traffic adds to traffic difficulties and the ever-present conflict between pedestrians and motor vehicles slows the motorist and the pedestrian and presents a constant hazard. The existing traffic system is shown in Exhibit 2.

Off-street parking and loading facilities are inadequate. Available off-street parking facilities are largely limited to small, inefficient lots and off-street loading facilities are virtually nonexistent. Parking and loading on streets reduce street capacities and add to traffic congestion.

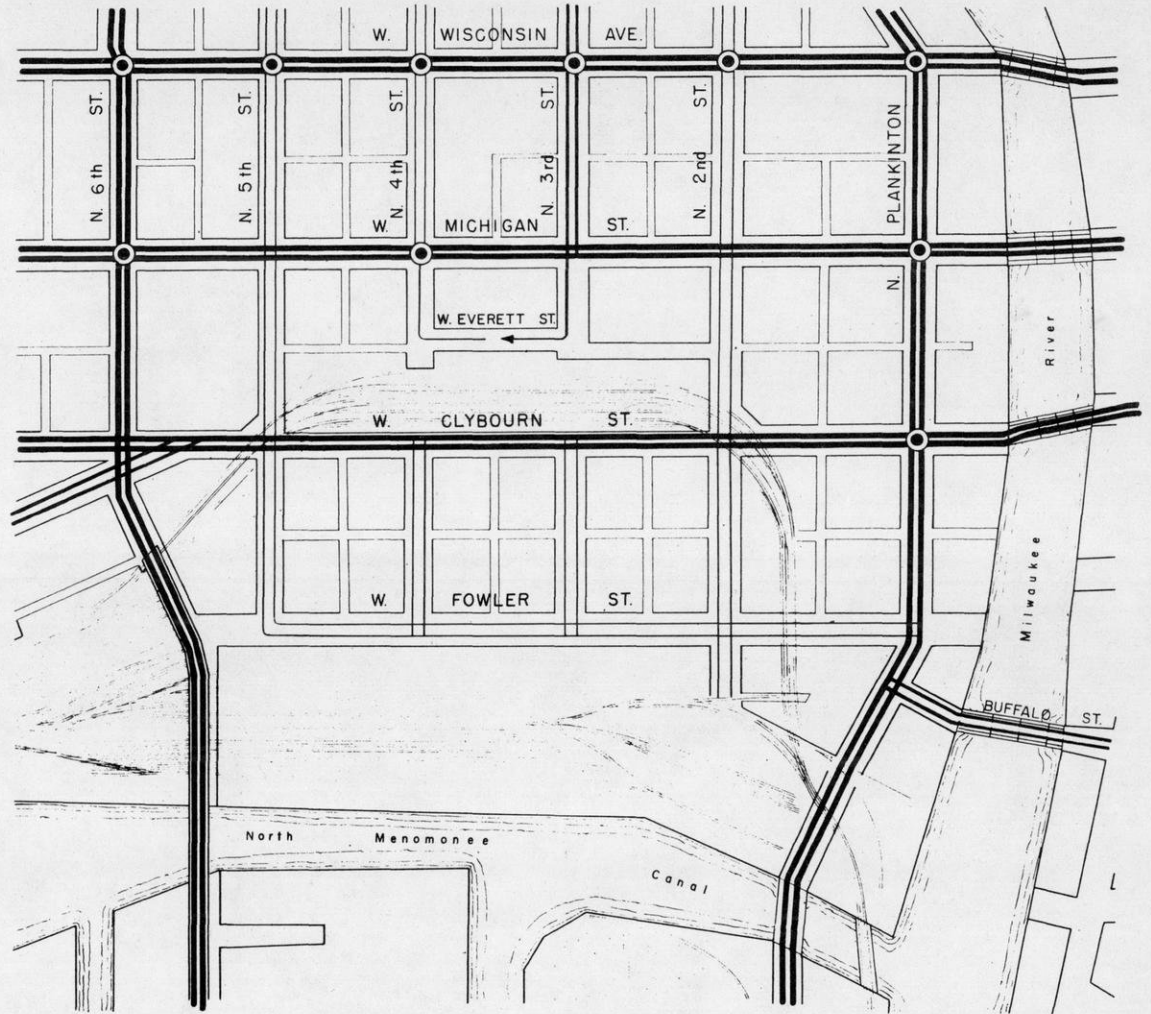
These factors hamper the efficient movement of persons and goods in the study area as well as in the central



# EXISTING TRAFFIC SYSTEM

## LEGEND

- MAJOR STREETS (Two Way)
- DISTRIBUTOR STREETS "
- LOCAL STREETS "
- TRAFFIC CONTROL SIGNALS ●



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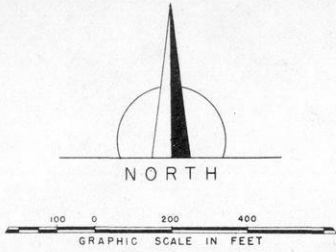
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# CENTRAL PLAZA

2



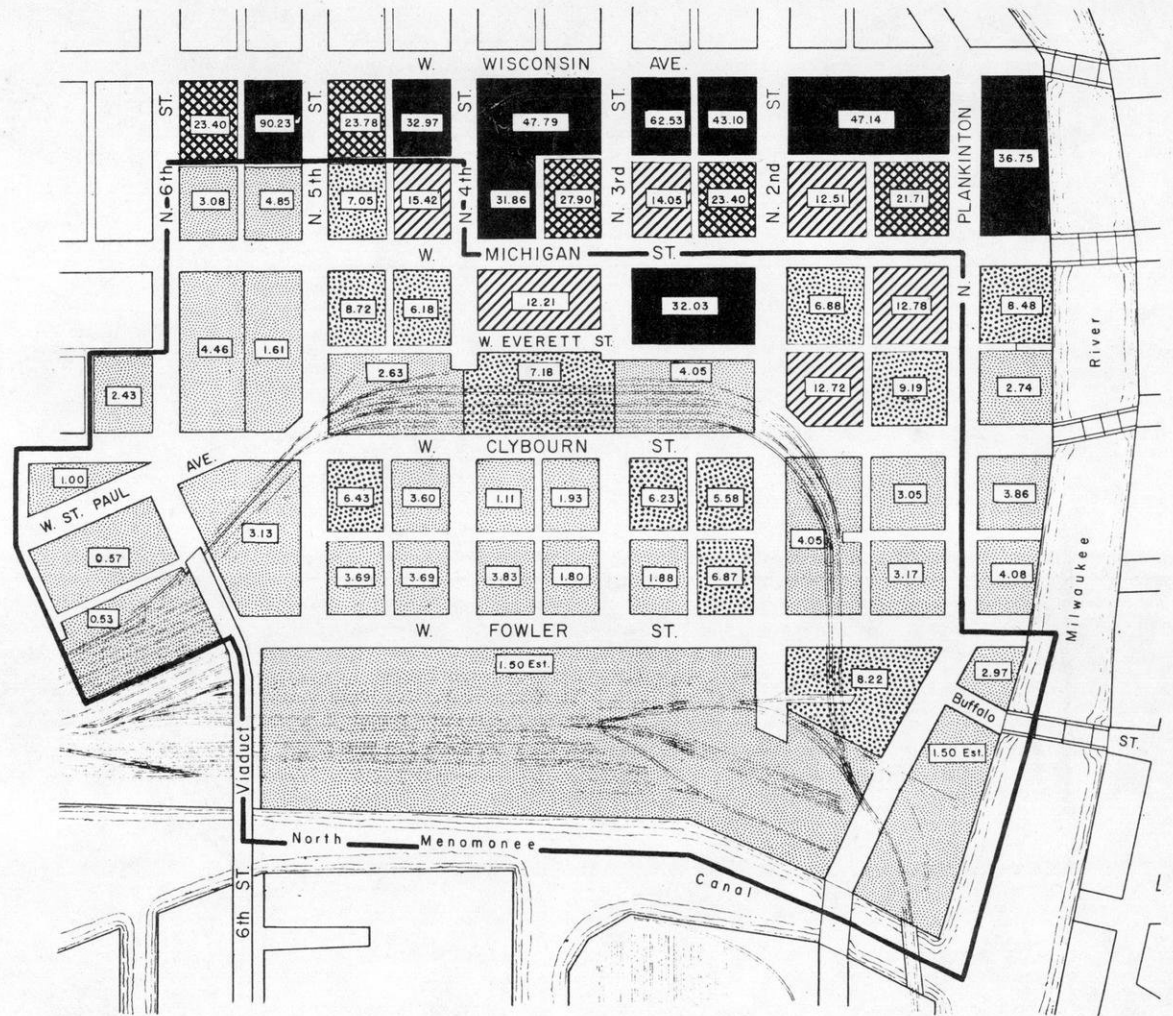
# 1956 ASSESSED VALUATION LAND & IMPROVEMENTS

## LEGEND

(ASSESSED VALUE IN DOLLARS PER SQ. FT.)

0.00 - 4.99	
5.00 - 9.99	
10.00 - 19.99	
20.00 - 29.99	
30.00 AND OVER	
PROJECT BOUNDARY	

SOURCE: OFFICE OF TAX COMMISSIONER, CITY OF MILWAUKEE



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CENTRAL PLAZA

business district as a whole, create hazardous conditions for pedestrians and contribute to the economic decline of the area. Their impact will be even greater as traffic volumes increase.

A suggested solution to these problems is offered in the redevelopment plan discussed below. The plan calls for major changes in the traffic circulation system including separation of various types of traffic, special provision for pedestrian circulation, and a revised land use pattern providing for more productive and more intensive use of land with higher standards of open space for light and air.

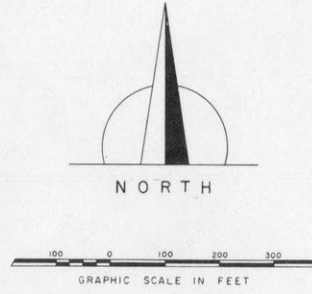
## TRAFFIC PLAN

The major features of the traffic plan are shown in Exhibits 5 and 6. The tie-in with the proposed over-all circulation plan for the central business district is shown in Exhibit 4. The plan provides for a coordinated system of through streets, distributor streets and local service streets to permit the safe and efficient movement of vehicles and pedestrians.

Under the proposed traffic scheme Fowler Street would serve as the principal traffic carrier in the southwestern part of the central district. Two-way traffic would be permitted on two 44-foot roadways (eight lanes) separated by a 20-foot median strip with channelized left- and right-turning lanes.

Fowler Street would tie in directly with a one-way system involving Detroit and Buffalo Streets east of the Milwaukee River, to form a complete at-grade expressway system connecting with the central interchange and the proposed high-level viaduct over the harbor entrance. Direct connection would be made with Prospect Avenue via the proposed Prospect Avenue extension. Grade separations are provided at North 6th Street and at Plankinton Avenue.

Clybourn Street would become a two-way distributor street with two 34-foot roadways (six lanes) and a 16-foot median strip. Grade separation is provided at North 6th Street through a modified cloverleaf. Michigan Street is paired with Wells



# MASTER PLAN

## LEGEND

- RESIDENTIAL
- PUBLIC, SEMI-PUBLIC & OPEN SPACE
- COMMERCIAL
  - CONVENIENCE & COMMUNITY SHOPPING
  - MAJOR COMMERCIAL
  - WHOLESALE & MANUFACTURING
- TRAFFIC
  - PEDESTRIAN WAY
  - EXPRESSWAY
  - MAJOR STREET
  - DISTRIBUTOR STREET



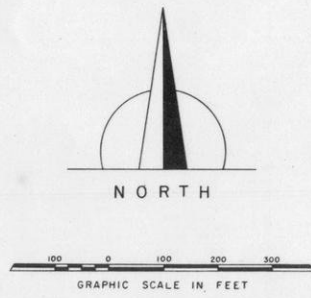
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# CENTRAL PLAZA



# TRAFFIC PLAN

## LEGEND

- MAJOR STREETS \_\_\_\_\_
- LOCAL STREETS \_\_\_\_\_



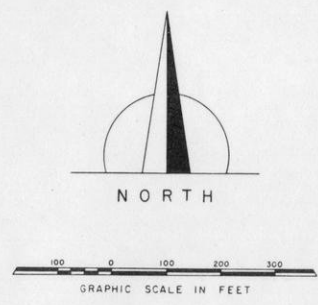
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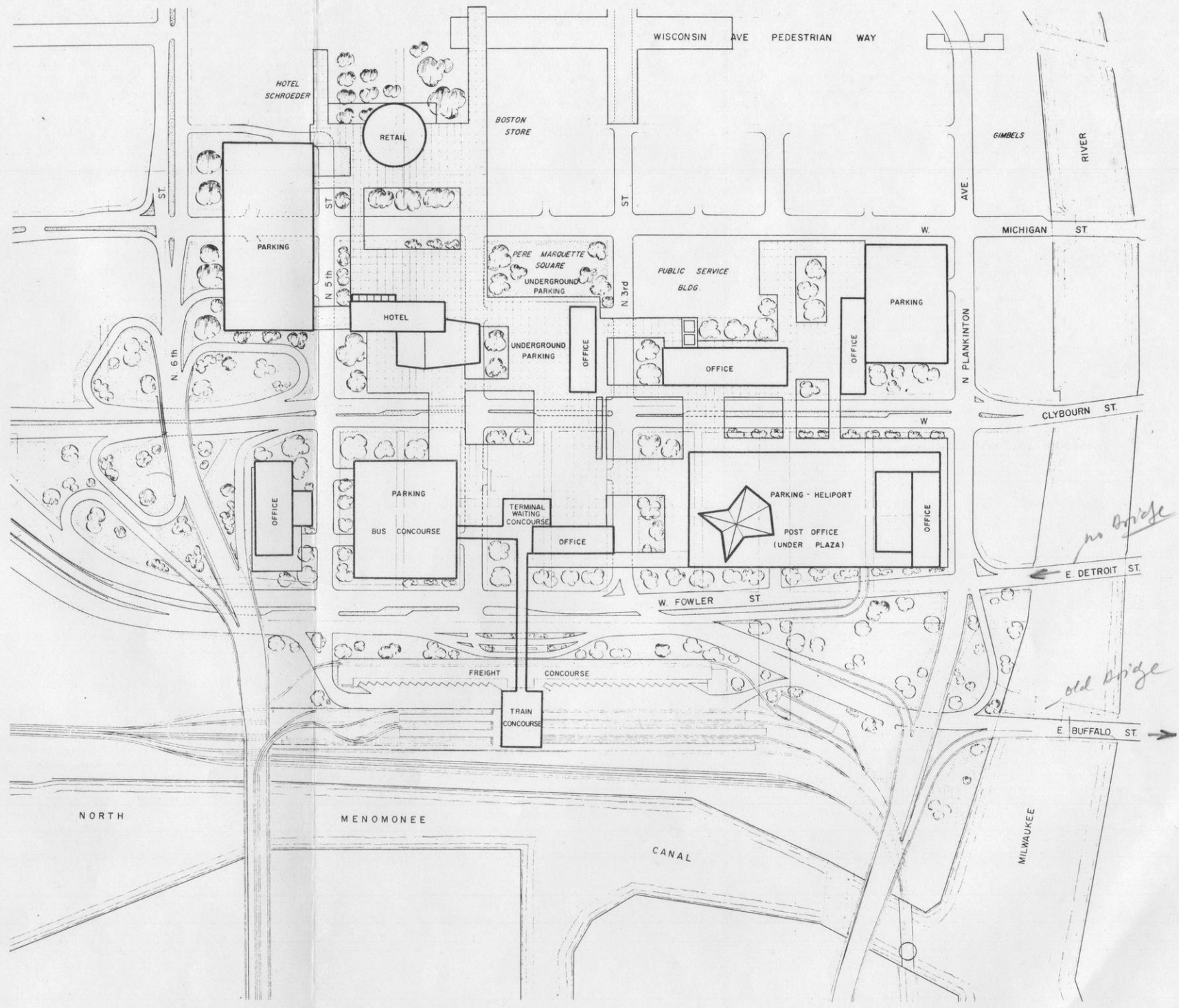
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# CENTRAL PLAZA



# SITE PLAN



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|--|---|--|

# CENTRAL PLAZA



Street to provide an east-west, one-way system around the central core area, as proposed in the general central district plan.

North 6th Street remains as a major north-south, two-way street, with grade separations provided at Clybourn and Fowler Streets.

North 3rd Street would be opened between W. Everett and Clybourn and paired with Plankinton Avenue as a north-south, one-way system. North 4th and North 5th Streets would continue as local service streets with 4th Street opened between Everett and Clybourn Streets. Second Street is vacated.

Development of Fowler Street and the Detroit-Buffalo one-way system as the major traffic carriers in the southern part of the central district is one of the principal features of the proposed traffic plan. This facility would replace the high-level expressway currently proposed for the area. The location and design of the at-grade expressway is based on a thorough examination of land use, traffic, cost and other city planning considerations.

One of the principal merits of the suggested scheme is that it is a comprehensive plan showing the integration of the expressway with other major traffic carriers, distributor streets and local service streets. The traffic system is coordinated with the over-all redevelopment plan for the area including parking facilities, facilities for pedestrian circulation, the consolidated transportation center and other land use proposals. It also ties in directly with the over-all

land use and traffic plan for the central district.

Fowler Street is located at the logical geographical terminus of the central business district on the south. All of the area to the north should be preserved for expansion and growth of the downtown area. Construction of the expressway on Fowler Street along with the relocation of the railroads will open up the whole area for redevelopment.

Construction of a high-level expressway on a massive structure 20-50 feet in height and 90-100 feet in width extending the whole length of the central district south of Clybourn Street will stifle the growth and development of the area. It will isolate all of the land between Clybourn Street and the Menomonee Valley and prevent the use of this land for downtown expansion and modernization.

A massive high-level structure would also completely dominate the area south of Wisconsin Avenue, depress property values and present a permanent eyesore that would detract from the appearance of the whole central district.

A surface expressway system has a number of advantages over a high-level structure from the traffic standpoint as well.

Design of the at-grade expressway is based on the assumption that the main purpose of the expressway in this area is to serve traffic entering and leaving the downtown area. This can be accomplished most effectively through close coordination and integration of the expressway with the existing surface street system, thereby permitting a better distribution and

dispersion of traffic and a high degree of efficiency in moving traffic into and out of the downtown area.

As presently designed the proposed high-level expressway will not serve traffic in the downtown area adequately because it can not be closely integrated with the downtown street system. Due to right-of-way controls access to and from the high-level facility is limited to ramps at Plankinton Avenue and in the Broadway-Milwaukee area. Practical capacities for each of the six on- and off-ramps in these areas is estimated by the expressway consultants at around 800 vehicles per hour per ramp, or 4,800 vehicles per hour for the six ramps combined. Design of the expressway itself provides for six traffic lanes with a total design capacity of 9,000 vehicles per hour. This would indicate that 53 per cent of the total capacity of the expressway in this area will be utilized by traffic entering and leaving the downtown area.

The principal argument for limited access expressways is that they are able to move large volumes of traffic at high speed, and thus produce substantial savings in time and in motor vehicle operating costs. It is important to note, however, that these savings apply only to travel on the expressway facility itself.

The extent to which an individual motorist will actually realize these savings will depend to a very great extent on the time it takes him to get on the expressway from his point of origin or to get to his point of destination from the expressway.

There is little gain to be had in designing an expressway that will save a motorist five minutes if he is going to lose 10 or 15 minutes getting on or off the facility.

This situation is not likely to arise in less congested areas where traffic volumes around the ramping areas and on approach streets are relatively light.

But the downtown area presents an entirely different case. In this area the design speed of the expressway itself is a very inadequate measure of the efficiency of the expressway in serving the area. Equally important is the time spent in getting from the expressway to a parking station and vice versa. This points directly at the main traffic weakness of the proposed high-level, limited access expressway along Clybourn Street. The ramps proposed at Plankinton Avenue and at Broadway-Milwaukee are located near the largest traffic generators in the downtown area. During peak traffic periods thousands of motorists will converge simultaneously on these areas causing serious traffic congestion and delay, which will offset much of the time saved after they reach the expressway.

The proposed at-grade expressway avoids this problem by providing direct access to and from the facility from all connecting surface streets. Peak-hour traffic loads would be more widely disbursed throughout the downtown area, thereby reducing congestion and delay. Large volumes of traffic will enter the expressway quickly and efficiently and move rapidly to 8th Street where the expressway would become a limited

access freeway.

An at-grade expressway system would provide the additional advantage of flexibility in the handling of traffic. During the morning peak hours time cycles on traffic lights and turning movements could be adjusted to favor inbound traffic. A system of directional lanes could also be implemented. During the evening hours the control processes could be reversed to favor outgoing traffic.

The total cost of the high-level expressway from North 6th Street to the Milwaukee River including ramps and related surface street improvements in the area of North 6th Street and Clybourn Street is estimated by the expressway consultants at \$13.0 million. The section east of the Milwaukee River and extending to Van Buren Street will cost an additional \$7.1 million resulting in a combined cost of \$20.1 million. Total cost of the proposed surface expressway system covering the same area and including related improvements in the 6th Street area is estimated at \$14.8 million, or more than 25 per cent less than the high-level facility.

In concluding this section on the proposed traffic plan it should be noted that existing railroad facilities in the downtown area acted as major control points in the location and design of the high-level expressway and the ramps leading to and from the facility.

Design and location of the proposed Fowler Street expressway at grade is based on the assumption that the railroad

facilities can and should be relocated south of Fowler Street to permit design of an expressway that will better serve the downtown area and open up the area for redevelopment.



**CENTRAL PLAZA**

## PEDESTRIAN PLAZA

Traffic separation has long been a well-established principle in traffic and transportation planning. The cost of railroad grade crossing elimination and grade separation for streets and expressways can readily be justified in terms of time saved, accident reduction and over-all convenience to motorists. In recent years the principle has been applied extensively in planning shopping centers and other facilities attracting large numbers of persons and vehicles. Separation of pedestrians and motor vehicles has benefited the shopper in many ways, both as a pedestrian and as a motorist.

The principle is applied in the Central Plaza plan through the development of a pedestrian plaza at the second-story level.

The Plaza functions as an attractive and useful separation between the pedestrian and the motor vehicle, providing safety and convenience for shoppers and access to additional space for retail shopping at the second-story level.

Outdoor restaurants, kiosks, small shops and displays are located about the Plaza to give a refreshing change to the cityscape. Plants, shrubs, fountains, benches and objects of art add additional color and interest.

Architecturally the Plaza serves as a unifying force integrating the various buildings in the project area into a functional whole.

Areas under the Plaza would be utilized for retailing



and service and loading and parking. Illustrations are shown in Exhibits 7, 8 and 9.



Plaza Inn

**LOWER PLAZA**



TAXI

**SERVICE LEVEL**

## LAND USE PLAN

The proposed development plan is shown in Exhibit 6. The tie-in with the proposed master plan for the central business district can be seen in Exhibit 4.

In general the plan calls for more intensive use of land, combining high structures with adequate open space for light and air. The whole project is tied together by means of a pedestrian plaza allowing unrestricted pedestrian circulation and an atmosphere that is aesthetically pleasing.

As shown in Table 1 (page 4) land occupied by principal buildings is reduced from 30.2 per cent to 19.5 per cent of the total. Under the proposed plan railroad r.o.w. would occupy 11.3 per cent of the total area compared with 24.3 per cent at present. All of the land currently used for parking lots would be used for other purposes. Building yard areas and other open space would be increased from 4.0 per cent to 36.2 per cent of the total area. Approximately one-third of this space would be covered by a pedestrian plaza.

Total floor space would be increased from 3.3 million to 4.9 million square feet of which approximately 80 per cent would be used for office buildings and parking structures. The remaining space would be devoted to a hotel, post office, rail and bus terminals and retailing and service establishments. Details are shown in Table 2 (page 5).

One of the principal features of the plan is the proposed

consolidated transportation center along Fowler Street. Rail passenger facilities of the three railroads currently operating in the central district could be consolidated in this area. Bus facilities and parking would also be provided.

Relocation of the railroads would reduce the total land requirement of the Milwaukee Road and the North Shore Railway from 29.3 acres to 15.0 acres and release two or more acres of Chicago & North Western Railway property on the lake front.

The railroads would gain financially from the sale or lease of surplus lands and from permanent savings in operating and maintenance costs and taxes.

Release of this land would permit the construction of the at-grade expressway on Fowler Street and open up the whole area for expansion of the downtown area along the lines suggested in this report.

Focal point of the transportation center is a 26-story terminal building located north of Fowler Street between 3rd and 4th Streets. Rail ticket sales and related facilities would be located in the terminal building at the plaza level. Upper floors would be devoted to general office use, while the lower level would accommodate taxi service, passenger loading and short-term parking.

The train concourse would be located south of Fowler Street and connect with the terminal building via a pedestrian overpass over Fowler Street. Facilities for LCL freight handling, mail service and railway express service would also be located directly north of the concourse.

Facilities for joint bus service are located in a structure directly west of the terminal building at the street level. Upper floors of this structure would be used for parking.

Six major office buildings are proposed ranging from seven to 27 stories in height and providing 1.7 million square feet of rentable space.

Construction of modern office facilities in the downtown area is a must if the area is to retain existing tenants and attract new tenants. The present supply of office space in the central business district totals approximately 8.9 million square feet. Much of this space is located in old buildings that are obsolescent and should be replaced. Completion of the proposed structures would constitute a major first step in an over-all replacement program.

A 650-room hotel housing shops, convention facilities and internal guest parking is located at 4th and Michigan Streets overlooking the Central Plaza and Pere Marquette Square. This facility would add needed first-class hotel space in downtown Milwaukee.

The project area provides a good location for the new central post office to replace the present facility in the federal building, as presently contemplated by the federal government. The two-block area west of Plankinton Avenue between Clybourn and Fowler Streets provides a central location with direct access to rail facilities and major streets.

Located atop the post office would be one of five major parking structures proposed in the area, including one underground structure beneath Pere Marquette Square, which would accommodate a combined total of 8,400 vehicles. The structures are located so as to minimize walking distances and traffic congestion and delay. Rooftop helicopter service is provided to speed mail delivery and provide future passenger service to and from the outlying areas and the airport.

Completion of the five parking structures would constitute a major forward step in implementing the over-all parking program for the downtown area. In the project area alone 334,000 square feet of land currently used for parking lots would be released for other, more productive uses. With adequate off-street facilities curbside parking could be eliminated and street capacities substantially increased.

## COST ESTIMATES

The plan contemplates eventual acquisition and clearance of all land in the project area with the exception of Pere Marquette Square, Gimbel's parking garage, the Public Service Building and 15 acres of railroad property. The total assessed valuation (land and improvements) of all property to be acquired is \$7,018,000. A sample of property sales in the downtown area over the past several years indicates a ratio of average sales price to assessed value of around 2.5:1. Applying this ratio to the total assessment given above yields an estimated total acquisition cost of approximately \$17,500,000.

Construction cost of all public and private improvements in the project area is estimated at approximately \$92.0 million, resulting in a total project cost of \$109.5 million. The breakdown for public and private improvements is shown in Table 3.

Private improvements would total nearly \$63.0 million, or 58 per cent of the total. This includes \$42.0 million for the six proposed office buildings, \$7.6 million for a hotel, \$3.9 million for railroad passenger and freight facilities and \$9.5 million for a bus terminal, the private developers' share of the public plaza and other commercial improvements.

The \$46.6 million in public improvements includes \$27.2 million for five major parking structures which could be built either wholly or partly by private developers. Included in the remaining \$19.4 million is the post office (\$3.9 million)



Table 3  
COST ESTIMATES FOR PUBLIC  
AND PRIVATE IMPROVEMENTS  
CENTRAL PLAZA AREA

<u>Improvement</u>	<u>Estimated Cost</u>		
	<u>Land</u>	<u>Construction</u>	<u>Total</u>
<u>Private Improvements</u>			
Office buildings (6)	\$ 3,900,000	\$38,100,000	\$ 42,000,000
Hotel	1,500,000	6,100,000	7,600,000
Railroad passenger and freight terminal*	----	3,850,000	3,850,000
Public plaza (private share)	----	3,000,000	3,000,000
Bus terminal	650,000	2,150,000	2,800,000
Other commercial improvements	<u>1,700,000</u>	<u>2,000,000</u>	<u>3,700,000</u>
Total, private	\$ 7,750,000	\$55,200,000	\$62,950,000
<u>Public Improvements</u>			
Post office	\$ 1,400,000	\$ 2,500,000	\$ 3,900,000
Parking structures (5) - 8000 stalls	5,300,000	21,900,000	27,200,000
Public plaza (public share)	----	2,000,000	2,000,000
Fowler Street express- way and related improvements	2,200,000	7,200,000	9,400,000
Other street improve- ments	<u>850,000</u>	<u>3,200,000</u>	<u>4,050,000</u>
Total, public	\$ 9,750,000	\$36,800,000	\$ 46,550,000
Total All Improvements	\$17,500,000	\$92,000,000	\$109,500,000

\*Includes \$1,100,000 for trackage removal and replacement.

which would be financed by the federal government.

The total cost of the Fowler Street expressway and related street improvements is estimated at \$9.4 million of which 50 per cent would be paid by the federal government.

Expenditures by the City of Milwaukee would total \$6.1 million, including \$4.1 million for street improvements and \$2.0 million for the public plaza. Additional expenditures might be required depending upon the extent to which the city participated in the construction of the parking structures, and in the relocation of railroad facilities.

These expenditures would prove to be a sound long-term investment for the city.

The figures that follow show the current assessed valuation and tax status of all property in the project area.

<u>Status of Property</u>	<u>Area Sq Ft</u>	<u>Assessed Valuation Land &amp; Improvements</u>
Locally Taxable Property*	1,282,280	\$ 7,833,600
Locally Exempt Property**	1,325,420	3,382,400
Railroad Property	(1,164,565)	( 2,615,500)
Pere Marquette Square	( 51,200)	( 625,000)
Other Exempt Property	( 109,655)	( 141,900)
All Property	2,607,700	\$11,216,000

\*Includes 112,900 square feet of nonoperating railroad property assessed at \$124,300.

\*\*Includes 419,165 square feet of exempt railroad property assessed by local assessors at \$1,428,400, and 745,400 square feet of exempt railroad property not assessed locally, with an assessment estimated at \$1.50 per square foot, or \$1,187,100.

These figures show that more than one-half of the land in the project area is tax-exempt of which nearly 88 per cent is railroad property. Property taxable by the city is currently

assessed at \$7,833,600, yielding the city an annual revenue of \$309,000, based upon the present city tax rate of \$39.33 per \$1000.

Under the proposed plan the projected private investment would increase the total assessment for land and improvements to \$25-30 million, and the annual tax yield to the city to approximately \$1,100,000, or nearly four times the current figure, at the current city tax rate. With the additional tax revenue of \$800,000 per year the city could recoup its \$6.1 million investment in street improvements and the public plaza in less than 10 years, and enjoy a "tax profit" thereafter.

The projected total assessment does not include the proposed parking structure. If privately developed these facilities would raise the total projected assessment to \$40-45 million, and the annual tax yield to around \$1,700,000.

If the city chose to construct all or a part of the parking facilities it could anticipate a minimum net annual income of \$100 per stall, which would repay the cost of these facilities (\$3,400 per stall) in 35 years or less.

Completion of the proposed plan would also yield substantial financial benefits to the railroads. In addition to the operating economies that would result from joint use of terminal facilities and trackage the railroads would profit from the sale or lease of valuable surplus property and through savings in maintenance costs and taxes.

The total cost of the proposed railroad relocation is

estimated at \$3,850,000. This total is broken down as follows:

Passenger terminal	\$ 630,000
Pedestrian overpass	220,000
Passenger concourse	1,800,000
Freight facilities	100,000
Trackage removal and replacement	<u>1,100,000</u>
Total	\$3,850,000

Passenger facilities are designed to accommodate the Milwaukee Road, the Chicago & North Western Railway and the North Shore Railway. If either or both of the latter two were not included the cost estimate would be reduced.

The total cost of the relocation would be financed out of the proceeds from the sale of railroad lands. The 14.3 acres of Milwaukee Road and North Shore Railway property released in the project area carries an assessment of \$1,735,000, indicating a resale value of \$4.0-5.0 million. Participation by the Chicago & North Western Railway would release a minimum of two acres of lake front property valued at \$1.5-2.0 million.

This would indicate a possible net gain of \$1.5-3.0 million. The long-run gains resulting from savings in operating and maintenance costs and taxes would be even more substantial.

## PLAN IMPLEMENTATION

The key element in the Central Plaza plan is the relocation of the railroads south of Fowler Street. This action is necessary to permit construction of the at-grade expressway on Fowler Street, and to release railroad lands needed for other public and private improvements in the project area.

Completion of the relocation would set the stage for implementing the other elements of the redevelopment plan; construction of the expressway, parking structures, post office and street improvements could follow along with the private improvements in the area.

Because of the importance of the railroad relocation attention is focused here on the possible methods for implementing this phase of the plan. Three alternative methods are discussed below.

1. The proposed relocation could be financed entirely by the railroads and every effort should be made to complete the project in this way. Since the railroads stand to make substantial financial gains from the relocation they might be willing to undertake the project on their own.

As previously indicated proceeds from the sale of property released by the relocation would amount to \$4.0-5.0 million, or \$5.5-7.0

million if the Chicago & North Western Railway participates. This capital would be more than sufficient to finance the \$3,850,000 project. The net gain would be increased through permanent savings in operating costs and reduced taxes on railroad properties.

As an added incentive the city might agree to provide the necessary working capital by making a loan to the railroads, as authorized by Sections 67.05, 67.10 and 195.19 of the Wisconsin Statutes (see Appendix A) or by agreeing to purchase surplus railroad property needed for streets and other proposed improvements to be undertaken by the city.

2. The relocation could be jointly financed by the city and the railroads if the project were completed as part of the railroad grade crossing elimination program.

Upon petition by the Common Council and/or the railroads, the Public Service Commission could order the elimination of the five railroad grade crossings in the project area and specify the proportion of total cost to be borne by the city and the operating roads, as provided in Section 195.29 of the Wisconsin Statutes (see Appendix B).

This method has the advantage of not requiring new legislation. Cash outlays by the railroad would be substantially lower. From the city's standpoint this method offers the opportunity to proceed with or without the full cooperation of the railroads, and the added cost to the city would be small by comparison with the increased tax revenues the city would receive from the completed project.

3. As a third alternative new state legislation could be sought authorizing the creation of an authority with powers to acquire existing railroad facilities, to construct new facilities and to lease such facilities to the operating railroads. Such an agency could be patterned after the South Side Railroad Terminal Authority in Chicago, which operates under the Illinois Railway Terminal Authority Act. Selected sections of this law are reproduced in Appendix C.

In summary this legislation authorizes railroad terminal authorities to delineate railroad terminal areas in areas where railroad terminals, terminal facilities and freight facilities, widespread areas of trackage and

deleterious or obsolete land use contribute to the growth of blight or impair or retard the economic and civic growth and development of the city.

The authority is also empowered to draw up a redevelopment plan for the area, to acquire and clear all lands within the terminal area, to construct, own, operate and lease railroad facilities and to resell unneeded lands to public and private redevelopers for redevelopment in accordance with an over-all redevelopment plan.

There is no question that the railroad relocation can be accomplished; it is simply a matter of how it is to be done. The railroads and the city are most directly involved and both stand to gain from the relocation. . . . There is sufficient motive for action.

Either of the first two methods outlined above offer a simple and effective means for completing the job quickly. The third method would be more time-consuming since it requires new state legislation.

As a means for controlling redevelopment in the area some mechanism should be provided for assembling land as it is placed on the market.

A private corporation could perform this function. It could begin by purchasing railroad property released by the



railroad relocation. Other properties could be acquired as they became available. The land could then be redeveloped by the corporation itself or resold to other developers for re-development in accordance with the over-all plan.

APPENDIX A

Wisconsin Laws Relating To  
Municipal Aids to Railroads  
(Wisconsin Statutes - 1957)

Section 67.05 - Bond issues: procedure. (1) INITIAL RESOLUTION BY GOVERNING BODY. The governing body of any municipality about to issue bonds pursuant to this chapter is required, except where initial action has already been taken by electors under subsection (2), to adopt a resolution stating the amount, or a sum not to exceed a stated amount, and purpose or purposes, which must not conflict with the limitations imposed upon such municipality by sections 67.03 and 67.04; and such other and further matters as the governing body may deem necessary or useful. A resolution for an issue of bonds to provide payment for an authorized subscription to the capital stock or mortgage bonds, or both, of a railroad company, shall embody a copy of the application for such issue required by subsection (8). A resolution for an issue of bonds to provide for the purchase or erection of a telephone line or exchange shall embody a copy of the proposition required by subsection (9). And a resolution for the issue of bonds to provide a free bridge, pursuant to section 84.11, shall embody a copy of the findings required by said section to be filed by the state highway commission.

. . .

(8) APPLICATION FOR RAILROAD AID BONDS. Whenever any railroad company shall desire a subscription to its stock or mortgage bonds, or both, it shall deliver to the clerk of the county, town, village or city from which said aid is desired a definite proposition in writing, signed by the president and secretary thereof, and sealed with its seal, which shall be, if accepted, irrevocably binding on such company, which proposal shall state the amount of municipal bonds desired in payment of such subscription, the time and place of payment thereof, whether payable before maturity at the option of such municipality, the rate of interest they shall bear, when they shall be delivered with reference to the time of the complete construction of such railroad from point to point, and within what time such road shall be so constructed to entitle the company to such bonds or any installment thereof. Said proposition shall also state that in consideration of such municipal bonds the railroad company will issue to such municipality such number of the shares of its capital stock or such of its mortgage bonds, or partly of the one and partly of the other, as will at their par value be equal to the principal sum of such municipal bonds; and shall propose that such municipal bonds and

such stocks or bonds, or both, of such railroad company shall be deposited in escrow with some trustee or trustees to be named, to be delivered to the proper parties when and as the conditions of such agreement shall be complied with by the party entitled to the same thereunder. Every such proposition shall be accompanied by advance payment, or security for the payment, of the cost of printing and publishing the notices of the special election required by subsection (4) or subsection (5) and the cost of providing the ballots thereof. Thereupon the proposition shall be filed and recorded and may then be incorporated in a resolution as provided by subsection (1), or rejected, by the governing body.

. . .

Section 67.10 - Fiscal and administrative regulations....(8) ISSUE OF RAILROAD AID BONDS. Whenever an initial resolution embodying a proposition by a railroad company has been filed as required by subsections (1) and (8) of section 67.05, and has been approved by the electors of any county, town, city or village, the proposition shall be deemed obligatory as a mutual agreement by the company and the municipality, and the governing body of the municipality shall, pursuant thereto, cause subscription to be made in the books of the company for so much of the stock or mortgage bonds, or both, as the resolution specifies. Thereupon the municipal bonds authorized by such resolution shall be executed and placed in escrow for future delivery as required by the proposal. But no such bonds shall be delivered, or be valid or negotiable, if delivered, unless the railroad company at the time of receiving them shall have lawfully earned them by proper performance, in whole or in part, of said mutual agreement. Shares of the capital stock of the railroad company or its mortgage bonds, or both, shall be delivered to the municipality as its right to the same accrues under the mutual agreement; and thereupon, as to any stock so received, the municipality shall be entitled to exercise and enjoy all the rights and privileges conferred by law upon stockholders in such railroad corporation, and the governing body of the municipality shall appoint some person to represent and vote such stock in its behalf at meetings of such stockholders. Such governing body may also sell and dispose of such corporate stock or bonds when and as it deems best for the interests of the municipality.

. . .

Section 195.19 - Depots; relocation of facilities. (1) PASSENGER. Every railroad shall provide and maintain adequate passenger depots equipped with proper toilet facilities at its regular stations for the accommodation of passengers, and said depots shall be kept clean, well-lighted and warmed, for the comfort and accommodation of the traveling public, and shall be kept open continuously from not less than 20 minutes before any train carrying passengers is scheduled to arrive and until such train has departed and for such

longer period in any case as the commission may determine necessary for the convenience and accommodation of the public. Where the commission determines that the service of certain trains in making stops on signals is in excess of reasonably adequate service, the provisions of this section shall not apply in connection with the rendition of such service.

. . .

(3) UNION DEPOT. In every city or village or town in which two or more railroads maintain passenger depots, it shall be the duty of such railroads to construct, maintain and use an adequate union passenger depot, whenever practical and required by public convenience and necessity. If, after investigation, the commission shall determine that it is practicable and that public convenience and necessity required the construction, maintenance and use of a union passenger depot in any such city or village or town the commission may order such railroads to construct, maintain and use an adequate union passenger depot, and shall in such order fix the location of such depot. If the railroads shall be unable to agree upon an apportionment of the original cost of such union passenger depot, and the expense of maintaining the same, within twenty days after the service of such order, the commission may, after a hearing, issue a supplemental order declaring the apportionment of such original cost and the expense of maintaining such depot.

(4) RELOCATION OF RAILROAD FACILITIES. Cities may co-operate with a railroad or railroads in grade crossing elimination or relocation, elimination or relocation of switchyards, roundhouses or terminals and may appropriate or borrow money therefor.

Section 195.20 - Joint use of railroad property. Whenever, upon complaint and after hearing had, the commission shall find that public convenience and necessity require the use by one or more railroads of the tracks, wires, poles, rights of way, switches, bridges or other property belonging to another railroad over or on any street, railroad, railway, right of way, bridge or viaduct, upon or over which said railroads have a right to operate, and that such use will not prevent the owners or other users thereof from performing their public duties, nor result in irreparable injury to such owners or other users thereof, the commission may, by order, direct that such use be permitted, and prescribe a reasonable compensation and reasonable terms and conditions for such joint use.

## APPENDIX B

### Wisconsin Laws Relating To Railroad Grade Crossing Elimination (Wisconsin Statutes - 1957)

Section 195.29 - Railroad highway crossings. (1) PETITION, HEARING, ORDER. Upon petition by the common council or board of any city, village, town or county within or bordering upon which a highway or street crosses a railroad, or a highway or street is proposed to be laid out across a railroad, or a public highway bridge across a railroad is required to connect existing streets or highways, or upon petition by any railroad whose track crosses or is about to cross, or is crossed or about to be crossed by a street or highway, or upon petition by the state highway commission, in cases where provision has been made for the improvement of the highway adjacent to such crossing under any state aid or federal aid law, that public safety requires an alteration in such crossing, its approaches, the method of crossing, the location of the highway or crossing, or the closing of the crossing, and the substitution of another therefor at grade or not at grade, or the removal of obstructions to the view at such crossing, the relocation of the highway, or requires the determination of the manner of making such new crossing, or of making the proposed improvement or promoting the public safety or public convenience through any other reasonable method, and praying that the same may be ordered, the commission shall give notice to the parties in interest and proceed to investigate the same and to order a hearing thereon in the manner provided by section 196.26; and the commission shall determine what, if anything, shall be done to promote the public safety and the means by which it shall be accomplished, whether by the relocation of the highway, the alteration in such crossing, approaches, mode of crossing, location of highway crossing, closing of highway crossing, with or without the substitution of another therefor, the construction of a public highway bridge, the removal of obstruction to sight at crossing, or by the use of other reasonable methods, and by whom the same shall be made, and in case of new crossings the advisability of allowing such crossings to be established and manner of making them.

(2) APPORTIONMENT OF EXPENSE. The commission shall fix the proportion of the cost and expense of alterations, removals and new crossings, or any other work ordered, including the damages to any person whose land is taken, and the special damages which the owner of any land adjoining the public street or highway shall sustain by reason of a change in the grade of such street or highway, or by reason of the removal of obstructions to view at such

crossings, to be paid or borne by the railroad companies and the municipalities in interest. In fixing such proportion, the commission may order such cost and expense so apportioned to be paid by the parties against which the apportionment shall be made.

. . .

(4) GRADE SEPARATION IN MILWAUKEE COUNTY. The commission may upon petition of any town, city or village, or upon its own motion, when the interests of the public demand it and it is found practicable so to do, establish the grade of the tracks of any railroad, or of all the railroads throughout any county containing a city of the first class, or any part thereof, and the grades of the streets or highways, or any of them, where they cross such railroad track or tracks, in anticipation of the future separation of grades of the railroad tracks from the grades of such streets or highways. The commission, before making any such order, shall mail notice to the railroad company or companies affected, the owners or occupants of any building abutting on that part of the railroad the grade of which is to be established, of the filing of such petition or that the commission contemplates establishing such grades, and fixing a time at which such cities of the first class and such other towns, cities or villages, and the railroad company or companies affected thereby, and any other person or corporation interested therein may be heard. The grades so established under this subsection shall be described by reference to a base or datum line to be established by the commission, from which all elevations and the height of all grades shall be measured, and the grades so established shall be such that when brought to the established grade the railroad tracks will cross the streets and highways above or below the same. Such order shall not necessarily require a present change in grade but the commission may at any time order the railroad track or tracks and the street and highways brought to the grade established or any street or highways closed by said order, in accordance with subsection (1) of this section, and may, at the time of making said order, apportion the cost of separating the grades as provided in subsection (2) hereof.

(5) ELIMINATION OF GRADE CROSSINGS, COSTS. Upon petition of the state highway commission, or of the common council or board of any city, village, town or county, alleging that one or more of them have undertaken or propose to undertake to relocate or improve an existing highway or to construct a new highway in such manner as to eliminate a highway grade crossing with any railroad or so as to permanently divert a material portion of the highway traffic from a highway grade crossing with any railroad, the commission shall issue notice of investigation and hearing, as provided in section 196.26. If upon such hearing the commission finds that the public safety will be promoted by said highway relocation, improvement or new construction, the commission shall

order the old crossings closed and new crossings opened as are deemed necessary for public safety; and shall order the railroad company or companies to pay to the interested municipality or municipalities such sum as the commission finds to be an equitable portion of the cost of the highway relocation, improvement or new construction, if the work is performed by the municipalities; or to the state treasurer if the work is performed by the state; or to the proper county treasurer if the work is performed by the county. Said sum shall be added to the joint fund available for the improvement and may be expended in like manner as the other portions of said fund.

. . .

(8) ACQUISITION OF LANDS. Any lands needed to carry out the provisions of this section may be acquired.

APPENDIX C

State of Illinois  
Railroad Terminal Authority Act

"363. Sec. 3. Definitions.) . . . .

(d) "Railroad Terminal Area" means any area or areas within the territorial limits of a city which, by reason of location and use of Railroad Terminals, Terminal Facilities and Freight Facilities, widespread areas of trackage, and deleterious or obsolete land use, or any combination of these factors, contributes to the growth of blight in adjacent and surrounding areas; impairs or retards the restoration and proper development of such areas necessary to promote the safety, health, welfare, comfort and convenience of its inhabitants; depresses land values in adjacent and surrounding areas; unnecessarily isolates areas of unused land making it unavailable for any other use; obstructs the continuity of public roads and streets; creates traffic congestion upon public roads and streets, causes undue delay and expense in the transportation of persons and property; and substantially impairs or retards the proper economic and civic growth and development of a city."

"374. Sec. 14. Municipal corporation - Powers.) A Railroad Terminal Authority shall be a municipal corporation and shall constitute a body both corporate and politic separate and apart from any other municipal corporation, or any other public or governmental agency. . . . .In addition, it shall have the following public and essential governmental powers and functions and all other powers incidental or necessary to carry out and effectuate such express powers, provided none of such powers shall be exercised in a manner that would result in the imposition of an undue burden on interstate or intrastate commerce:

(a) to acquire any area or areas lying wholly within the territorial limits of the city in which the authority is organized which the Board of Commissioners shall determine to be a Railroad Terminal Area, as provided in this Act, together with any additional property which the Board of Commissioners in its determination under Section 15 of this Act deems necessary for the construction of a railroad terminal and facilities appurtenant thereto;

(b) to clear any such area or areas so acquired by demolition or removal of existing terminals, Terminal Facilities, Freight Facilities, or other buildings and structures thereon; and to



install, repair, construct or reconstruct streets, utilities, and site improvements essential to the preparation of the area in accordance with a plan of redevelopment;

. . .

(g) to operate or enter into contracts and leases for the operation of any restaurant, store or other enterprise of any sort associated with a terminal;

(h) to make provisions for off-street parking facilities;

(i) to rent such space in the terminal as from time to time may not be needed for railroad purposes for such other purposes as the Board of Commissioners may determine and to execute leases evidencing such rental agreements;

. . .

(k) to convey real property acquired pursuant to this Act and not required in the operation and maintenance of the terminal, Terminal Facilities and approaches thereto, for use in accordance with a redevelopment plan; . . . . "

"375. Sec. 15. Determination of area.) Whenever the Board of Commissioners determines that a particular area is a Railroad Terminal Area, as herein defined, and should be acquired pursuant to the provisions of this Act, such determination together with the accurate description of the area included in such determination and the date on which the determination was made shall be set forth in the records of the Authority. Any such determination may include additional property situated outside the Railroad Terminal Area which the Board of Commissioners determines is necessary to be acquired in connection with the construction of a railroad terminal and facilities appurtenant thereto. The area may be enlarged, from time to time, as the Board of Commissioners may determine. Each such determinational shall be evidenced by a resolution adopted by at least four (4) members of the Board of Commissioners and a certified copy of such resolution shall be delivered to the city council of the City in which the Authority is organized. No such determination shall be of any force or effect until such time as it has been approved by the city council of that City . . . ."

"376. Sec. 16. Acquisition of area.) Upon approval of the determination as provided . . . . ., the Railroad Terminal Authority may proceed to acquire by gift, purchase, devise, or by the exercise of the power of eminent domain the fee simple title to the real property located within the area or areas described in such determination including easements reversionary interests in the streets, alleys and other public places and personal property, required for its purposes. . . . Any such property

which is already devoted to a public use may nevertheless be acquired, provided that no property belonging to the United States of America or the State of Illinois may be acquired without the consent of such governmental unit. No property devoted to a public use belonging to a corporation may be acquired without a prior finding by the Illinois Commerce Commission that the taking would not result in the imposition of an undue burden on intrastate commerce and until the agreements with three-fourths of the railroad companies owning and three-fourths of the railroad companies operating or using Railroad Terminals. . . , have been obtained. . . . All land and appurtenances thereto, acquired or owned by the Authority are to be deemed acquired or owned for a public use or public purpose."

"377. Sec. 17. Redevelopment plan.) At any time after the approval of the determination. . . ., the Board of Commissioners shall draw up or have submitted for its approval a plan of redevelopment for the designated area and shall submit the same to the city council of the City in which the Authority is organized for its approval. The Authority shall not make a sale or conveyance of any part of the real property in the area until such time as the plan has been so approved." (The Authority may acquire land in the area, however, before a redevelopment plan has been prepared or approved).

"378. Sec. 18. Conveyance for public use.) Subject to the preceding Section, and whenever the Authority has acquired title to, and possession of, any or all real property within the designated area, the Authority (1) may convey to the City in which the area is located and with or without any monetary consideration therefore, such parts thereof as are to be laid out into streets and alleys; (2) may convey to that city or to any public body having jurisdiction over schools, parks, or playgrounds, in the designated area, such parts of such real property for use for parks, playgrounds, schools and other public purposes as the Authority may provide for in its plan or redevelopment, and at such price or prices as the Authority and the proper officials of such public bodies may agree upon; and (3) may grant easements for public utilities, sewers, and other similar facilities, with or without consideration therefor."

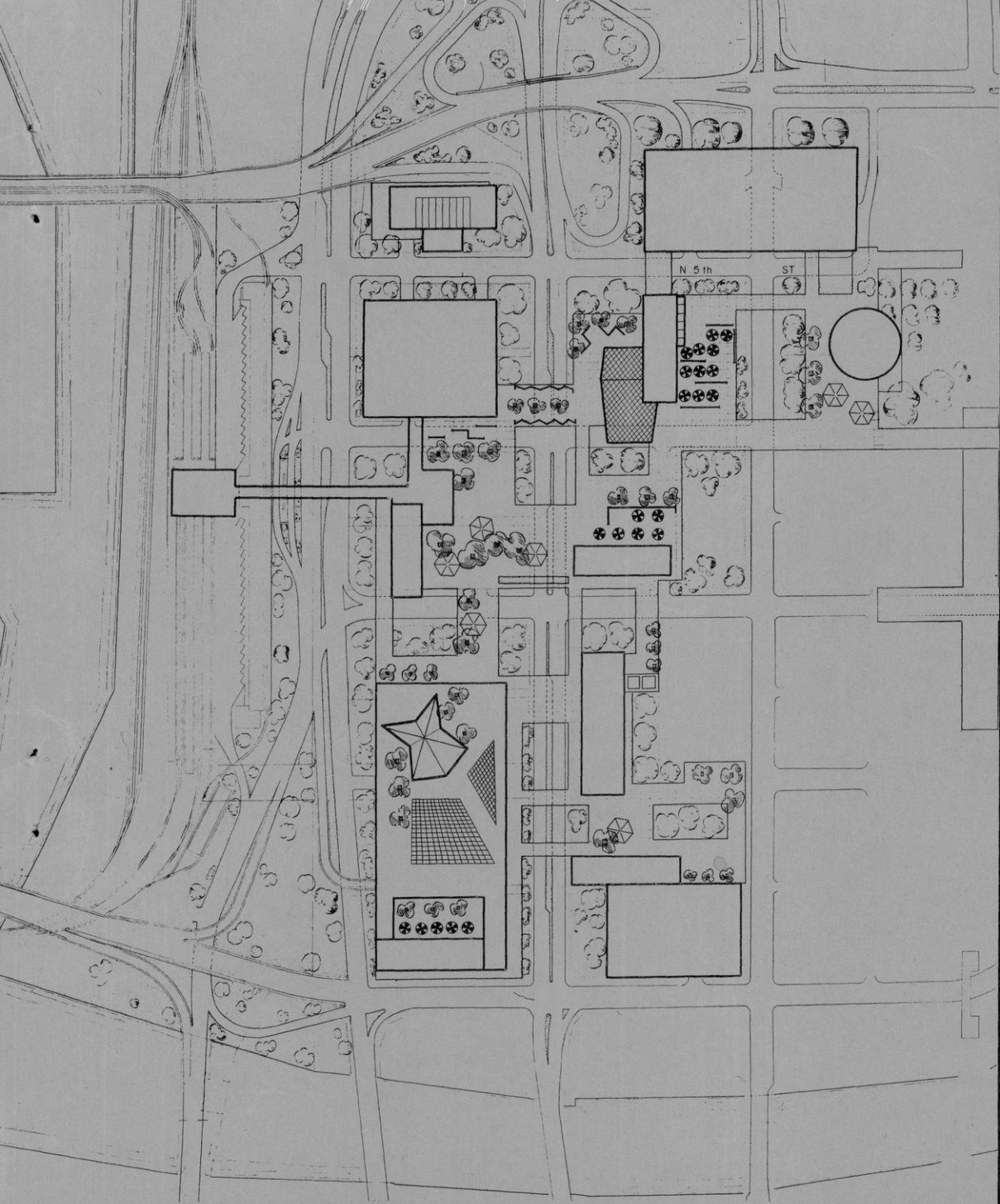
"379. Sec. 19. Conveyance for private redevelopment.) Subject to the provisions of Section 17 hereof, the Authority may at such times as it deems expedient transfer and sell the fee simple title, or such lesser estate as the Authority may have acquired, to all or any part of the real property within the designated area not disposed of in accordance with Section 18 hereof and not required for the construction, operation and maintenance of a railroad terminal, Terminal Facilities and approaches thereto, to any individual, association, or corporation, organized under the laws of this State

or of any other State or country upon such terms and conditions as the Board of Commissioners may determine, to be used in accordance with an approved plan of redevelopment as hereinabove provided. . . . ."

"386. Sec. 26. Exempt from taxation.) All property of the Railroad Terminal Authority shall be exempt from taxation by the State or any taxing unit therein."

(Other sections of this Act, not included here, deal with the type of financing (revenue bonds); the letting of contracts for work on the terminal plans, internal organization of the Board of Commissioners and the Authority employees and the staff, and the relationship of the Authority to the Interstate Commerce Commission.)





# CENTRAL PLAZA

MILWAUKEE

WISCONSIN

