

TODCONNECTS

EQUITABLE GROWTH
THROUGH TRANSIT
ORIENTED DEVELOPMENT

**A NEIGHBORHOOD PLAN
FOR HISTORIC
DR MARTIN LUTHER
KING JR. DRIVE**

EXECUTIVE SUMMARY

MOVING MILWAUKEE FORWARD

INTRODUCTION

WHY MILWAUKEE IS CREATING A TRANSIT ORIENTED DEVELOPMENT PLAN

Moving Milwaukee Forward offers a new neighborhood framework for attracting investment, enhancing connectivity and reinforcing neighborhood identity through the future expansion of the Milwaukee Streetcar system to Historic Dr. Martin Luther King Jr. Drive (King Drive) and the Bronzeville Cultural and Entertainment District, extending investment from Downtown into these neighborhoods.

The Milwaukee Streetcar, named the Hop, will begin operations in the Fall of 2018 and will initially serve a 2.9 mile route through Downtown Milwaukee, including connecting to Milwaukee's Lakefront.

The City of Milwaukee is evaluating a potential extension of the Hop that would travel north out of Downtown, through the Milwaukee Bucks Arena District, and along King Drive to North Avenue and Bronzeville. This extension would better connect King Drive and Bronzeville to the job opportunities, entertainment venues, and transit connections in downtown.

The City of Milwaukee and the Historic King Drive Business Improvement District created this Equitable Growth through Transit Oriented Development Plan as a roadmap for development along the proposed streetcar extension to ensure that new development reflects the community's desires and brings an array of housing, shopping, and recreational options that meet the needs of current residents.

The fundamental goals of this plan are to:

- Extend investment from downtown Milwaukee into adjacent neighborhoods
- Connect neighborhoods physically and economically
- Enhance places based on their local character and distinctiveness
- Benefit existing residents and communities through equitable and inclusive strategies

In commissioning this plan, the City of Milwaukee set out a number of objectives:

- Engage residents, businesses and stakeholders in the decision-making process
- Realize the full potential of transit investment for Milwaukee neighborhoods
- Identify opportunities for new economic, housing and community development
- Increase private sector investment
- Strategically focus public sector investment
- Define and shape the highest quality development at potential transit focus areas
- Demonstrate how adjacent neighborhoods and corridors can be connected to and positively impacted by new transit
- Encourage walking and biking as ways to connect residents
- Develop a "toolkit" of policies, tools and incentives that can advance transit oriented development while minimizing the displacement of existing residents and businesses.

WHAT IS TRANSIT ORIENTED DEVELOPMENT?

At its heart, Transit Oriented Development (TOD) is the idea that public transit attracts and shapes new investment. This investment can be in housing, jobs, retail, arts and culture, or community services. These activities are most concentrated at stations and transfer points, resulting in a greater concentration of people living and working close to station locations. This in turn increases demand and support for retail and services, which can also create the conditions to attract more jobs as businesses capitalize on their locations near transit.

Transit Oriented Development is also about quality of place and quality of life. It can create a rich mix of walkable places that offer shopping, entertainment, jobs and public spaces, which can all be reached on foot, bike or transit. The transit stop is the hub that focuses the greatest concentration of activity. It can also anchor a wider residential neighborhood, with people attracted by the connectivity and convenience that transit offers.

The result is a more walkable neighborhood with increased commercial and public activity that can benefit all residents.



THE MILWAUKEE IDEA...ADVANCING TOD

Moving Milwaukee Forward evolves the definition of transit-oriented development to create transit communities that are walkable, livable places that provide all citizens with access to most of their daily needs layered onto ideas that are specific to Milwaukee.

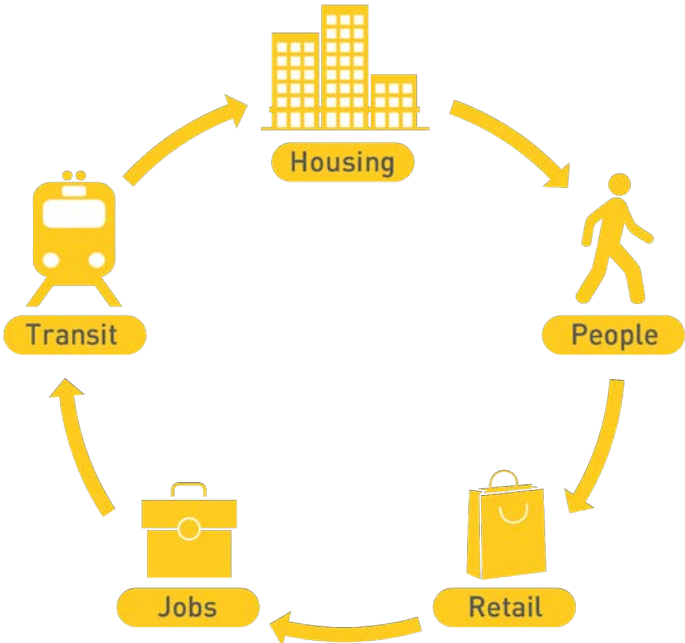
TYPICAL TOD THEMES

- COMMUTING
- MIXED USE
- DENSITY
- PUBLIC REALM
- FEASIBILITY
- VALUE CAPTURE



EQUITABLE TOD THEMES

- PEOPLE
- ECONOMY AND JOBS
- PLACES
- CHANGE



COMMUNITY INFORMED PLANNING

Public engagement was a critical element in developing the Milwaukee approach to Transit Oriented Development and the many conversations with residents, business owners, local leaders, members of the creative community, and other stakeholders guided the recommendations in this plan. Having a robust outreach strategy made sure that the plan responded to the community's needs and vision for the future of their neighborhood. This included:

FIVE Community Workshops
FIVE Plan Advisory Group Meetings
TWO Artist Workshops in Bronzeville
THREE Business Meetings
 TOD Tabling / Presentations
 Online outreach
 BID & Neighborhood Association Meetings
 Community Dinner Meetings
 Flyers and Door Hangers
 One-on-One Survey Engagement

WHAT THE COMMUNITY WANTS FOR THE FUTURE

HOUSING

- Preserve affordable units and avoid displacement
- Provide a mix of market rate and workforce housing
- Improve quality of housing stock
- Provide a mix of housing types

BUSINESSES AND RETAIL

- Need for affordable commercial spaces
- Bring more businesses and retail into neighborhoods
- Need everyday retail, restaurants and other family entertainment uses

HISTORY AND CHARACTER

- Maintain neighborhood character and celebrate African-American cultural history of Bronzeville
- Promote development of vacant lots
- Taller buildings along corridor if well designed

STREET AND OPEN SPACES

- Activate the streets
- Make neighborhoods more pedestrian friendly
- Address concerns over parking
- Integrate bike lanes on key streets
- More green spaces and public gathering spaces

COMMUNITY ENGAGEMENT

What do you want to see in the Neighborhood?



Neighborhood Trolley Tour



Workshop Participants



Brainstorming Potential Neighborhood Development



Discussing Potential Development



Reporting Ideas



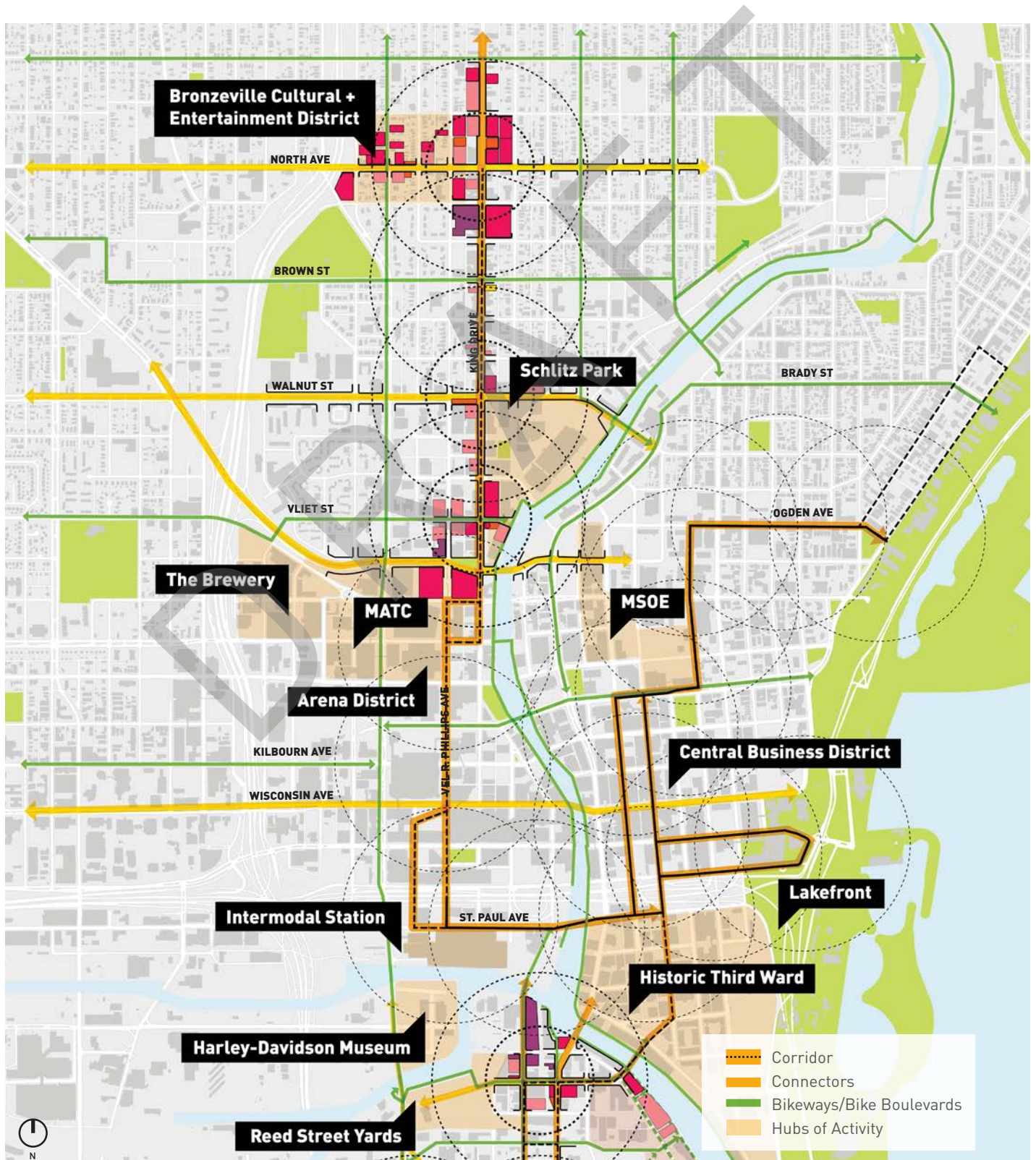
Building Community Consensus



Workshopping with Bronzeville Artists



A STRATEGY OF CONNECTIVITY



The Equitable Growth through Transit Oriented Development Plan has taken “connectivity” as a central concept in generating ideas for the King Drive neighborhood.

Connectivity is what allows people to have the greatest number of choices about the places, services, amenities and jobs they can access from home. A set of connectivity enhancements will link residents, businesses and places to each other within the neighborhood and beyond that to Downtown, using the Milwaukee River corridor and other neighborhoods.

FOCUS AREAS

The central idea for organizing future development is that where the north-south King Drive corridor and east-west connectors meet at planned streetcar stops, they create places to focus. These are the places with the highest number of people starting or ending their journey, passing through, changing routes and switching how they are traveling.

The key intersections also have opportunities for new investment.

CORRIDORS AND CONNECTORS

Dr Martin Luther King Jr. Drive is the primary corridor through the neighborhood. This is also where the future streetcar extension would be focused.

Connectors are the most significant east-west traffic streets and transit routes through the neighborhood.

BIKE BOULEVARDS

Bicycle boulevards are neighborhood streets with less traffic and lower speeds that are designed to create a low-stress, bicycle-friendly environment.

BIKEWAYS

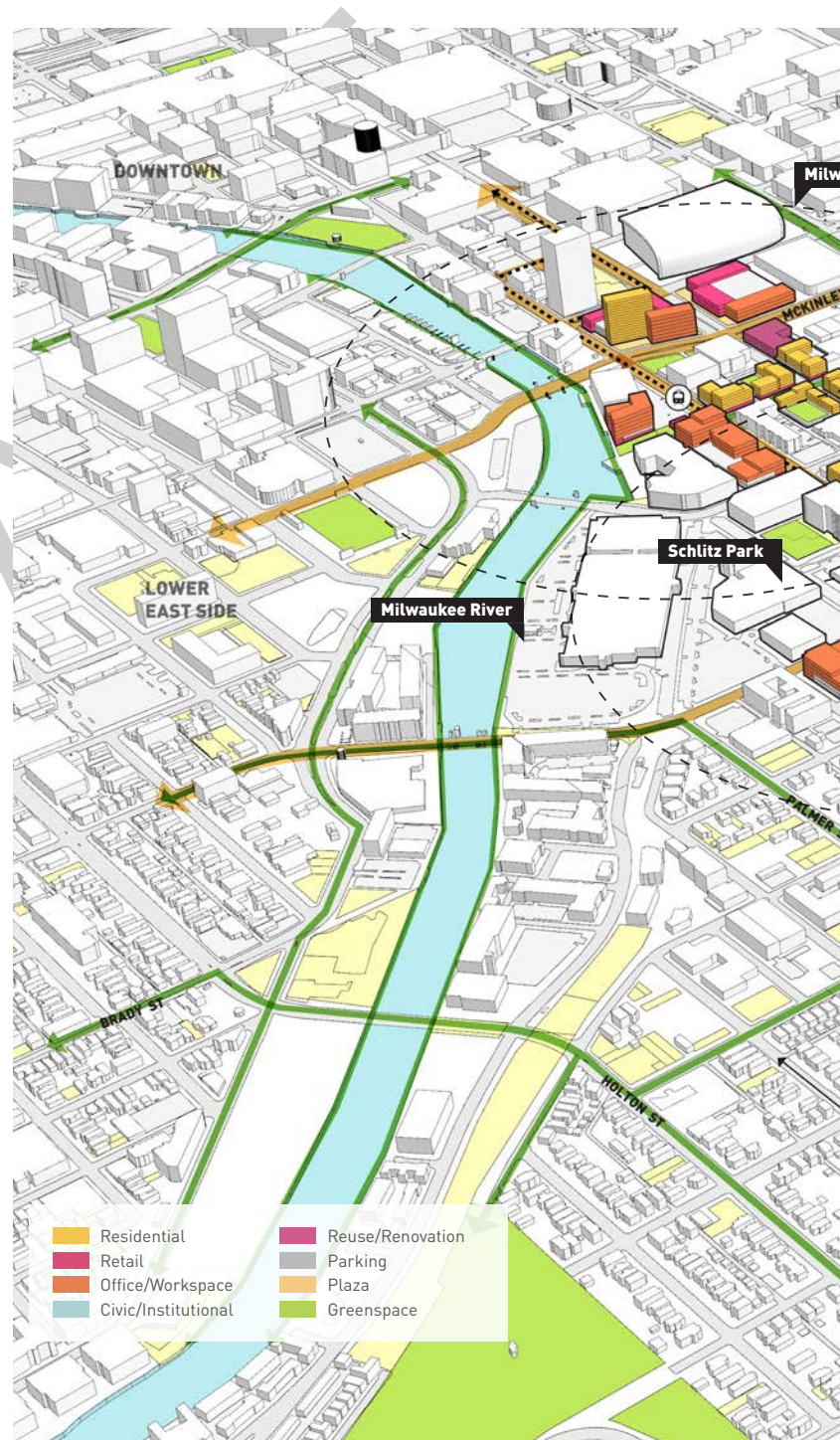
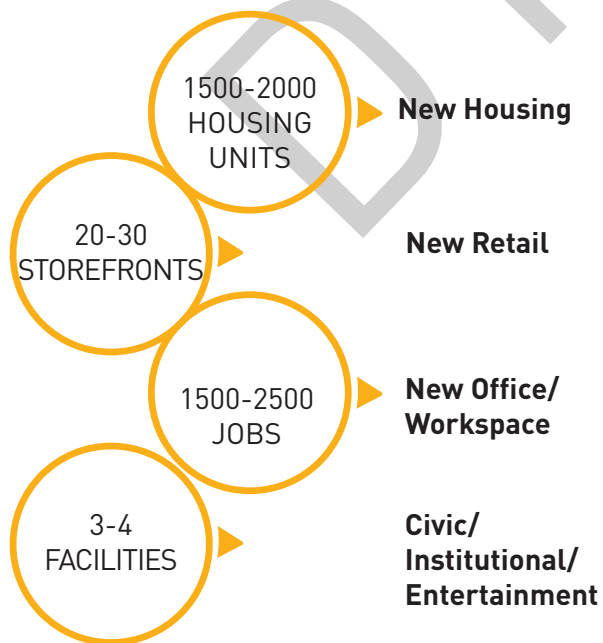
Bicycle improvements are also recommended for connector streets that may not be feasible for conversion to bicycle boulevards. Generally, these bikeways are busier or more commercial streets, that also help people move around and through the neighborhood.

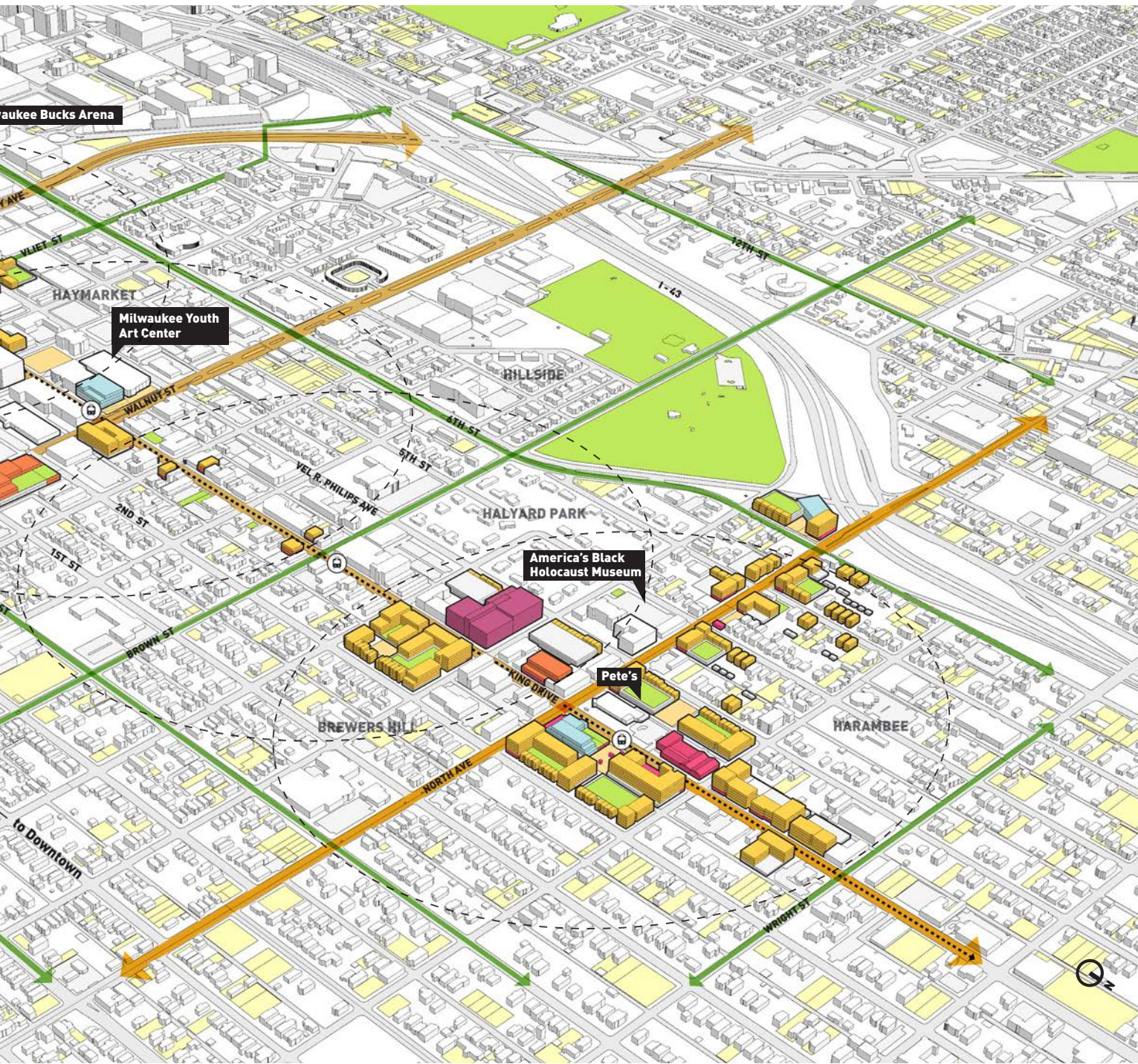
POTENTIAL GROWTH STRATEGY

WHERE KING DRIVE CORRIDORS AND CONNECTORS MEET

There are many opportunities to accommodate new development growth within the existing neighborhood fabric. This can come in various forms, and includes:

- **RENOVATION and RE-USE** of existing buildings to preserve and enhance them and to attract new businesses, services, and residents to former industrial and commercial buildings
- **IN-FILL** development at smaller vacant lots across the area
- **REDEVELOPMENT** of larger sites, which currently have low levels of activity, such as surface parking lots, or where existing users are planning to relocate





PROPOSED KING DRIVE CORRIDOR IMPROVEMENTS





PROPOSED BROWN STREET BIKE BOULEVARD

STREET AND PUBLIC REALM IMPROVEMENTS





“Enhanced as a bike, pedestrian and recreation connector.”



Building Reuse

Trail Markers / Wayfinding

Stormwater Planting

Improved Curbs

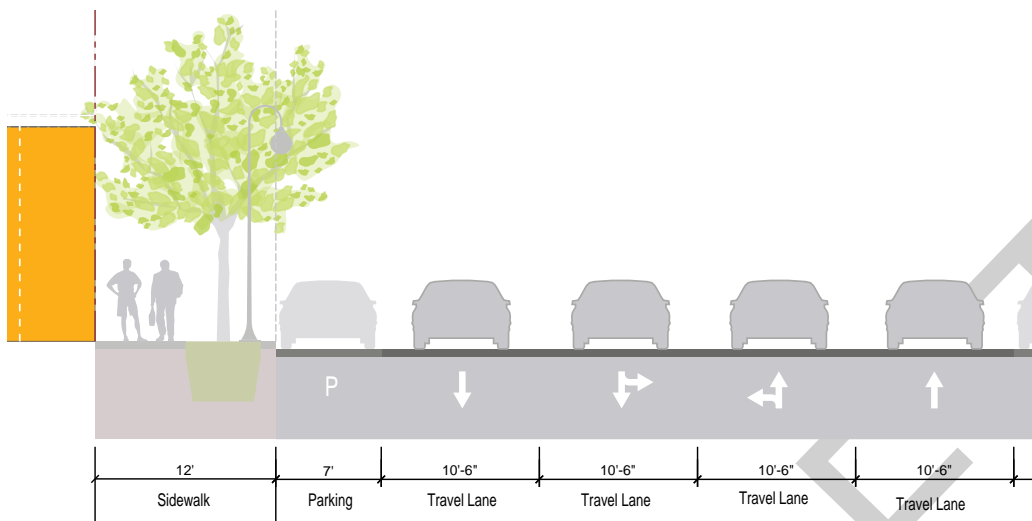
KING DRIVE CORRIDOR CONCEPTS

Over time, the design of King Drive should be upgraded to better facilitate transit-oriented development and improve the experience of all users, especially people walking, biking, or taking transit. While future engineering will be required to finalize any designs, there are some underlying principles which will guide design of streets in the future. The streetcar extension presents a generational opportunity to redesign King Drive from a thoroughfare to an attractive neighborhood street that serves walkers, cyclists, and drivers. Even prior to any streetcar extension, improvements that achieve these goals should be pursued.

- Implement street design elements that include travel lane widths, streetcar lane locations and widths, bike lane locations and widths, sidewalk widths, street lighting, street furniture and transit shelters
- Improve the King Drive streetscape
- Reduce to one travel lane in each direction
- Improve sidewalk conditions
- Use streetscaping such as banners, signage or overhead gateway identifiers
- Introduce traffic management techniques
- Study and implement methods for alleviating traffic and parking congestion
- Explore ways to manage speeding

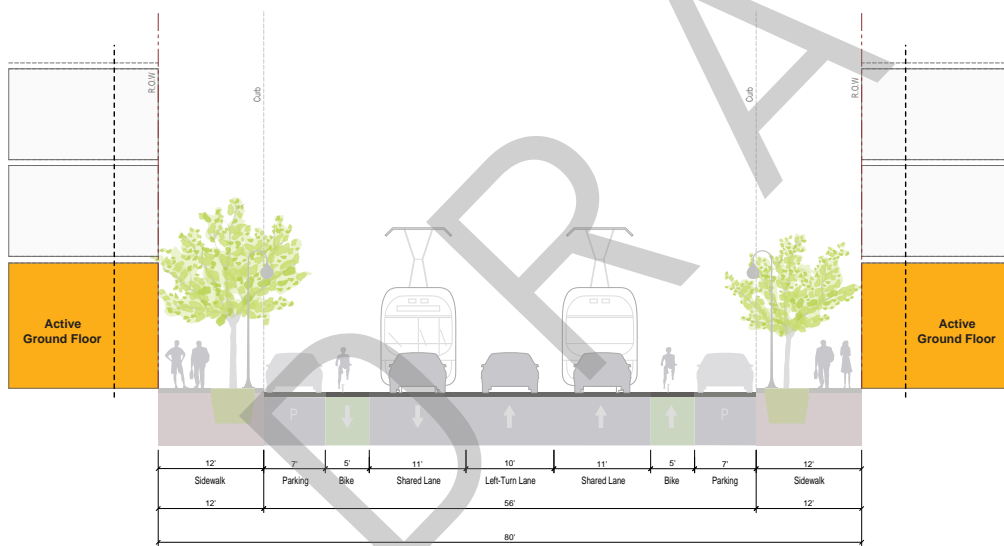
There are many possibilities for reconfiguring King Drive to include a streetcar and improve the walking and biking environment. Street widths in urban areas like King Drive are always limited, and trade-offs often need to be made about whether to provide bike accommodations, wider sidewalks, landscaping, and other features within the right of way. The two drawings below are not meant to suggest that these are the only options. When the streetcar is implemented, more engineering and public outreach will be needed.

KING DRIVE EXISTING



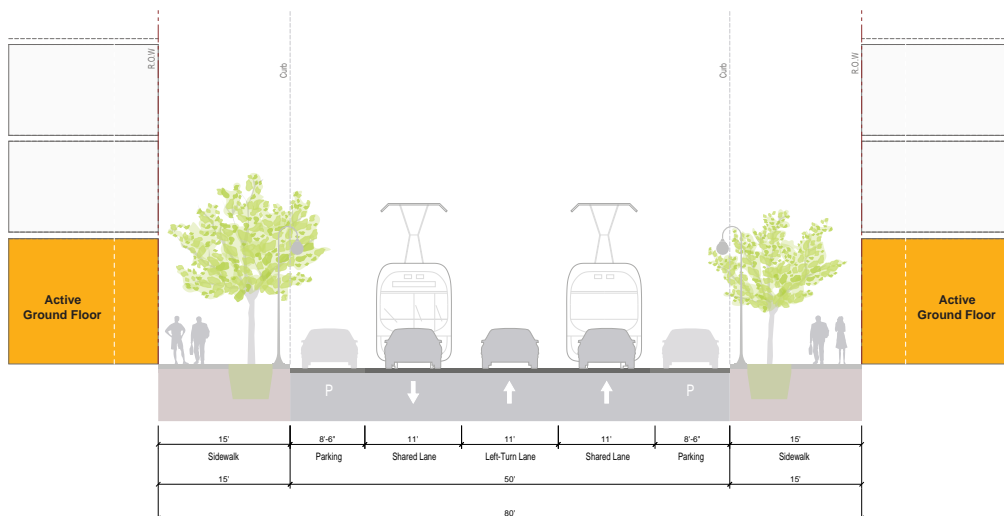
- Right of Way: 80 feet
- Street Width: 56 feet
- Daily Traffic: 7,300-10,300 (2015/16)

ROAD DIET CONCEPT



- Reduce to 2 lanes of shared travel lanes with dedicated left turn lanes where appropriate
- Maintain existing street width
- Add bike lanes, consider curbside bike lanes
- Maintain on-street parking
- Can be done in shorter term, including before construction of potential streetcar extension

WIDER SIDEWALK CONCEPT



- Reduce to 2 lanes of shared travel lanes with dedicated left turn lanes where appropriate
- Wider sidewalks
- Maintain on-street parking
- Multiple bicycle and parking alignment options could be considered
- Would require full street reconstruction narrowing curbs
- Longer term option

IMPLEMENTATION

The potential development outlined in this plan is substantial and will have a meaningful impact on the neighborhood. The policies, programs, and actions that must be aligned to turn the goals and recommendations of this plan into reality are briefly outlined below:

ZONING STRATEGIES

- Support high quality multi-family and mixed-use development
- Allow taller buildings at key nodes
- Increase density
- Support slightly denser development and creative enterprises in some residential areas
- Regulate some design elements

DEVELOPMENT STRATEGIES

Strategies to Maintain Affordability

- Facilitate mixed-income housing to establish market rate housing
- Prioritize available resources to develop anchor uses
- Develop land acquisition fund to influence implementation of city/neighborhood goals

Strategies to Enhance Project Feasibility

- Optimize parking solutions to reduce Development costs and increase density
- Leverage programs to enhance project feasibility

URBAN DESIGN GOALS

Reflecting the King Drive Context

- New buildings and building renovations should be of high architectural quality and be sensitive to the character and scale of historic King Drive neighborhood

Building Setbacks

- Build to property line on King Drive and local corridors, but consider variation to create public space and add to streetscape
- Upper level setbacks for terraces are

encouraged

Parking and Service Access

- Parking and service access should be at the rear or side of buildings off the alley or secondary streets and should not front commercial corridors

Uses on Corridors & Connectors

- Main streets may host a mix of uses: retail, restaurant, entertainment, cultural, community, office, workshop and/or residential

Ground Floor Flexibility & Transparency

- The ground floor of new mixed-use buildings should be designed for adaptability and should include significant transparency or translucency regardless of use

A COMMITMENT TO ANTI-DISPLACEMENT

This City of Milwaukee Anti-Displacement Plan was completed in March of 2018 as a companion to Moving Milwaukee Forward. A series of seven overarching strategies have been identified that the City and its partners should carry out to deliver on the commitment to Anti-Displacement that serves as a foundation of this planning process.

1. Educate and engage residents on displacement and related issues
2. Monitor local market conditions and adapt strategies as needed
3. Assist existing home owners retain their homes
4. Help existing neighborhood renters become home owners
5. Preserve existing affordable rental housing and protect tenants at risk of displacement
6. Prioritize affordable and mixed-income housing in neighborhoods at risk of displacement
7. Preserve neighborhood character and build community wealth

LEADING WITH PUBLIC ART

ARTIST ENGAGEMENT SESSIONS AND RECOMMENDATIONS

The following lays out the recommendations made by the local artists during two Artist Engagement sessions held as part of the planning process. This guidance includes opportunities to attract and promote African American arts, entertainment and culture to the Bronzeville Cultural and Entertainment District. The artists suggested a series of buildings, art commissions, initiatives and projects.

EVENTS

- Artist's parade
- Craft on display / Galley Hop
- Soiree Sage:
- Food truck festival
- Maker's Market

COMMUNITY COLLABORATIONS

- BroCode: Engage young men to perform, sing, patrol in evenings for community safety
- House rules: Interactive message boards in apartments or residential clusters
- Creativity series: Offer instructional courses based on skill set
- Neighborhood Co-op (investment for shared initiatives)

TEMPORARY USES /POP-UPS

- Take what you need signs
- SpeakEasy (Invite youth to speak)
- Pop-up businesses in vacant buildings



PUBLIC SPACES

- Gateway signage
- Streetscape paint
- Regular performance artists in public places
- History markers / kiosks
- Wayfinding art
- Murals
- Temporary installations

ARTIST COMMUNITY ORGANIZATIONS/ FACILITIES

- Artist bureau / Artist residencies
- Reuse buildings

IMPLEMENTATION PLAN

Activities	Timeframe			Lead Implementer	Potential Partners
	1-2 yrs	3-5 yrs	5+ yrs		
Community Engagement					
Continue to engage residents, business owners and stakeholders in land use and development decisions impacting the future of the area	x	x	x	DCD	King Drive BID, Halyard Park Neighborhood Association, Historic Brewers Hill Association, WestCare WI
Continue to align transit planning and transit oriented development with ongoing MKE United activities and initiatives	x	x	x	MKE United	
Land Use and Development					
Partner with the development community to ensure that new development is consistent with plan recommendations, including achieving target transit supporting density and adhering to design guidelines	x	x	x	DCD	King Drive BID
Recruit businesses to King Drive that align with the types of uses called for in this plan, including providing jobs accessible to area residents.	x	x	x	King Drive BID	DCD
Advance redevelopment of DNR site as a catalytic redevelopment after current user vacates site		x		State of Wisconsin, DCD	
Attract an anchor tenant to the Coakley building to spur the revitalization and restoration of this property				Property Owner	DCD, King Drive BID
Market city owned properties for infill transit oriented development	x	x		DCD	
Leverage tax credits and other financial incentive programs to facilitate development at key anchor/catalytic sites	x	x	x	Developers	DCD, WHEDA, CDFIs
As major redevelopments occur, attempt to create shared parking opportunities in new parking structures to reduce overall need for new parking in the corridor	x	x	x	Developers	King Drive BID, DCD
Facilitate Mixed-Income Housing					
Launch a Strategic Acquisition Fund for Transit Oriented Development	x			DCD, LISC-Milwaukee	Lenders
Support mixed income housing development consistent with City of Milwaukee guidelines for utilizing Tax Incremental Financing for affordable housing	x	x		DCD	Developers
Adjust Qualified Allocation Plan for Low Income Housing Tax Credits to prioritize Transit Oriented Development	x			WHEDA	
Minimize Displacement					
Implement the 19 recommendations contained in the companion Anti-Displacement Plan for Neighborhoods Surrounding Downtown Milwaukee					
Detailed recommendations and next steps available at: https://city.milwaukee.gov/Anti-DisplacementPlan					
Streetcar Extension					
Continue Streetcar extension planning, including refining routing, lane alignments and station locations	x			DPW	DCD

Pursue Federal funding to construct King Drive streetcar extension	x	x		DPW (as funding opportunities become available)	
Construct King Drive Streetcar Extension		x	x	DPW	
Streetscape Improvements					
Carry out community informed Highway Safety Improvement Project on King Drive to improve pedestrian and user safety	x			DPW, WisDOT	King Drive BID, DCD
Add street amenities to King Drive including additional furniture, wayfinding, lighting	x	x		King Drive BID	Property owners
When King Drive is reconstructed, redesign street as Complete Street to better accommodate all users			x	DPW	King Drive BID, DCD
Formally adopt Complete Streets Policy and utilize in all projects within the study area	x			DPW	
Create an on street Bicycle Boulevard on Brown Street		x		DPW	DCD
Extend the Wright Street Bicycle Boulevard west to I-43		x		DPW	DCD
Create improved bicycle facilities on Vliet Street		x		DPW	
Design future Streetcar stations to reflect neighborhood character and history			x	DPW	King Drive BID
Parks and Open Spaces					
Create new public space within major redevelopments as they occur at the DNR site, King Drive and Vliet Street and at 7th and North Avenue		x		Developers	DCD, King Drive BID
Zoning Code					
Update the zoning code to create higher density, mixed use Transit Oriented Development zoning districts	x			DCD	
Evaluate properties for re-zoning utilizing TOD zoning districts as appropriate along King Drive Corridor (including in Haymarket and Bronzeville)	x	x		DCD	Property owners
Continue to evaluate the feasibility of creating a voluntary density bonus for affordable housing (including advocating for state law changes if required)	x			DCD	State of Wisconsin
Bronzeville Cultural and Entertainment District					
Continue to expand on the events and activities that showcase arts and culture in Bronzeville	x	x	x	Friends of Bronzeville, DCD	Business owners
Incorporate public art into major new development and redevelopment projects, as well as public infrastructure improvements				Friends of Bronzeville, DCD	Local artists
Attract local arts organizations, especially youth oriented, to Bronzeville				Friends of Bronzeville, Property Owners	DCD
Encourage pop-up space for artists to showcase work				King Drive BID	Local artists, DCD
Market the city-owned site at 7th and North Avenue for redevelopment consistent with plan recommendations	x			DCD	
Identify additional properties and end users that can create new arts and cultural assets through the Art and Resource Community Hub (ARCH) program	x			DCD	Local artists



the milwaukee
STREETCAR



CODE STUDIO



Federal Transit
Administration

SOM

Funding for this project was provided by the Federal Transit Administration
Pilot Program for Transit Oriented Development Planning

View the full plan at <http://www.movingmkeforward.com/>