

TODCONNECTS

EQUITABLE GROWTH
THROUGH TRANSIT
ORIENTED DEVELOPMENT

A NEIGHBORHOOD PLAN
FOR WALKER'S POINT

MOVING MILWAUKEE FORWARD

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CODE STUDIO



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HOLD FOR COUNCIL RESOLUTION





A MESSAGE FROM MAYOR TOM BARRETT



As The Hop - Milwaukee's new streetcar - begins operation during the fall of this year, I'm pleased to present Moving Milwaukee Forward, a plan for Equitable Growth through Transit Oriented Development.

My vision has always been to extend the streetcar beyond downtown into the adjacent neighborhoods, and this plan brings us one step closer to realizing that goal. The City is evaluating future extensions of The Hop north along Historic Dr. Martin Luther King Jr. Drive to Bronzeville and south into Walker's Point and the Harbor District. This plan lays the groundwork for channeling the investment that will follow.

With this plan, the City is proactively considering how the future streetcar extensions will benefit the residents, business owners, and visitors of Walker's Point and the Harbor District. This plan lays out the community's vision for how expanded transit options can spur positive development in the neighborhood, from promoting more mixed-income housing options, to attracting new jobs and commercial amenities, to improving streets and public spaces. The plan offers a set of strategies to attract new development to key sites along the extension route in a way that benefits - and does not displace - current residents and businesses and that preserves the qualities that make these neighborhoods strong.

Improving transit options, like the streetcar, is an investment in the quality of life of Milwaukee residents. Transit connects workers to jobs, attracts visitors, encourages new business development and helps Milwaukee remain competitive as cities across the country create new mobility options for their citizens.

The City developed this plan with a number of partners: Harbor District Inc., Walker's Point Association, many community and neighborhood organizations, and residents and business owners each provided their unique perspective that shaped this vision.

There is so much happening right now in Milwaukee and now is the time to take advantage of the opportunity to expand The Hop's reach. Downtown has seen tremendous growth in the last decade, and that momentum is expanding into adjacent neighborhoods. The ongoing developments in Walker's Point and the Harbor District including the University of Wisconsin-Milwaukee School of Freshwater Sciences, Reed Street Yards, the Global Water Center, and mixed-use developments like Freshwater Plaza are just the start.

Tom Barrett
Mayor

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Brief Summary of Contents

Chapter 1 describes the concept of Transit Oriented Development (TOD) and lays out the components of a typical TOD.

Chapter 2 is about the community engagement and input process for the Plan. It describes the community's aspirations and ideas for Moving Milwaukee Forward. The plan evolves the definition of transit-oriented development from typical TOD themes to ideas that are specific to Milwaukee.

Chapter 3 provides a summary of key conditions in the Walker's Point area that serve as the context for the recommendations of this plan.

Chapter 4 describes the central concept of "connectivity" that drives the plan for the Walker's Point neighborhood. This chapter outlines the role of corridors, connectors, bike boulevards, bikeways and nodes in the neighborhoods.

Chapter 5 identifies the Neighborhood Framework and key connectors, bike boulevards and greenways.

Chapter 6 identifies Places to Focus and makes recommendations for the future of these areas. Places to Focus were selected that are most likely to see change in the future. These areas were also selected because they are centered around potential future streetcar stops and offer the highest degree of connectivity to the rest of the neighborhoods. This chapter includes illustrations of what these sites could look like in the future.

Chapter 7 highlights the policies, programs, and actions that must be aligned to turn plan goals and recommendations into reality.

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INTRODUCTION

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 Walker's Point and the Harbor District, extending investment from Downtown into this neighborhood.

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 south out of Downtown, from the Third Ward along either 1st or 2nd Street to National Avenue, where it would continue south to Greenfield Avenue or travel west along National Avenue depending on the results of additional system planning and engineering studies. This extension would better connect Walker's Point and the Harbor District to the job opportunities, entertainment venues, and transit connections in downtown.

The City of Milwaukee and Harbor District Inc, in partnership with the Walker's Point Association, have 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.

Creating walkable urban neighborhoods that are well-connected by transit to jobs and other amenities is a powerful tool for providing access and opportunity for existing residents

and business owners. While this plan focuses on development that may be spurred by the planned streetcar extension, the goals and visions for community-oriented development set forth in this plan do not depend solely on the streetcar. Walker's Point has seen dynamic change in recent years, with significant new investment in homes and jobs emerging from the Third Ward and also major proposals for the transformation of the Harbor District. A streetcar extension would only accelerate that momentum. Other improvements to transit, such as a substantial upgrade to existing bus service, would also help advance the goals of the plan.

The development of the Milwaukee Streetcar follows national trends of investing in transit as an efficient transportation solution that helps reduce reliance on the personal automobile to connect to housing, jobs, and recreational destinations. The coming decades are likely to continue to see significant changes in how we get around and interact with one another as new mobility technologies continue to emerge. In order to remain competitive, cities must plan proactively for how to make it easy for people to move around and embrace the growing demand for walkable urban neighborhoods.

Cities will continue to grow and change as they remain hubs of innovation and growth. Milwaukee and its neighborhoods are well positioned to capitalize on these trends as a mid-sized city with unique assets including colleges and universities, major corporate headquarters, cultural amenities, traditional neighborhoods and a prime location on America's "Fresh Coast."

To truly capitalize on the potential benefits that new

The City of Milwaukee was awarded a grant from the Federal Transit Administration's (FTA) Pilot Program for Transit-Oriented Development Planning at the end of 2016. The grant was designed to support comprehensive planning efforts for new fixed guideway projects that have received or are seeking FTA funding through the Capital Investment Grants Program. Milwaukee sought the competitive grant to support a coordinated approach, one in which land use and economic development decisions are made in concert with transit investment, and to bolster Milwaukee's efforts to expand the streetcar network beyond downtown and into the adjacent neighborhoods.

transit investment can bring to the city, Milwaukee must develop strategies that weave these city-wide goals into the vision that existing residents and business owners have for their neighborhoods. The objective of this plan is to develop a robust neighborhood strategy for Walker's Point with components that can be implemented over time and in phases, with transit investment serving as an accelerator. This plan advances recommendations contained in both the Harbor District Water and Land Use Plan and the Walker's Point Strategic Action Plan to expand transit options to serve the neighborhood and attract transit oriented development that reflects neighborhood goals.

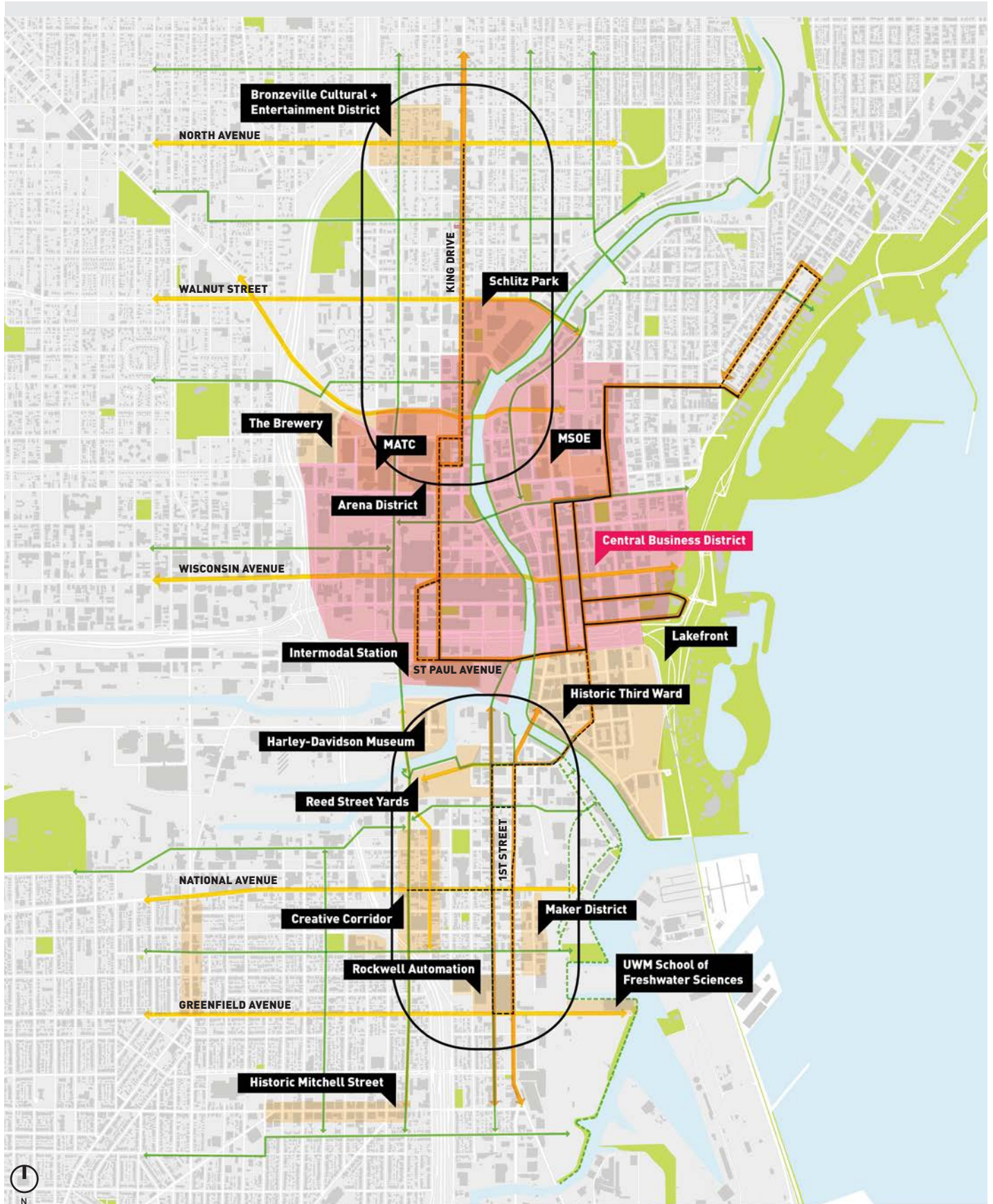
The fundamental goals of this plan are to:

- 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.

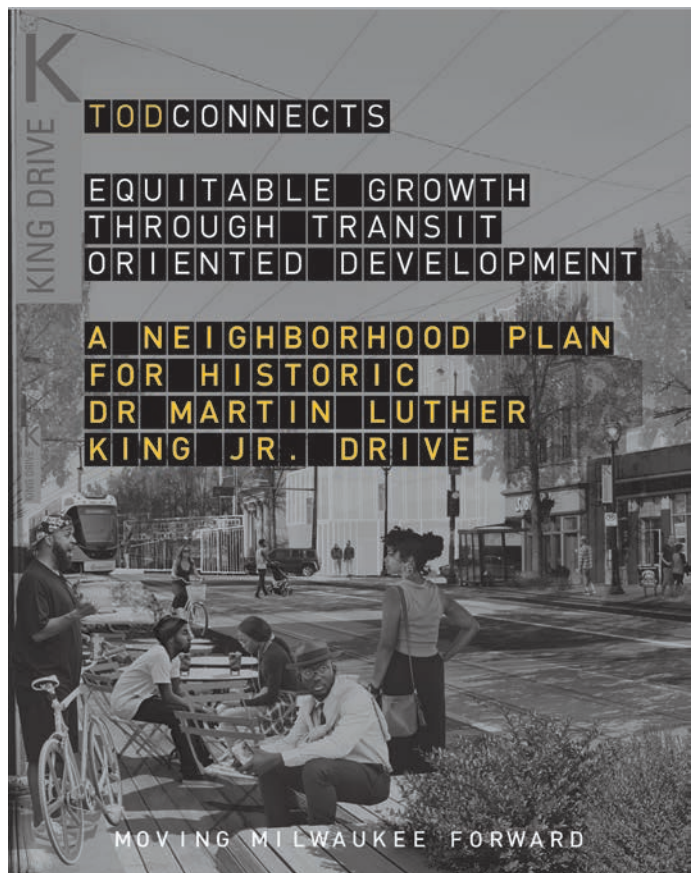
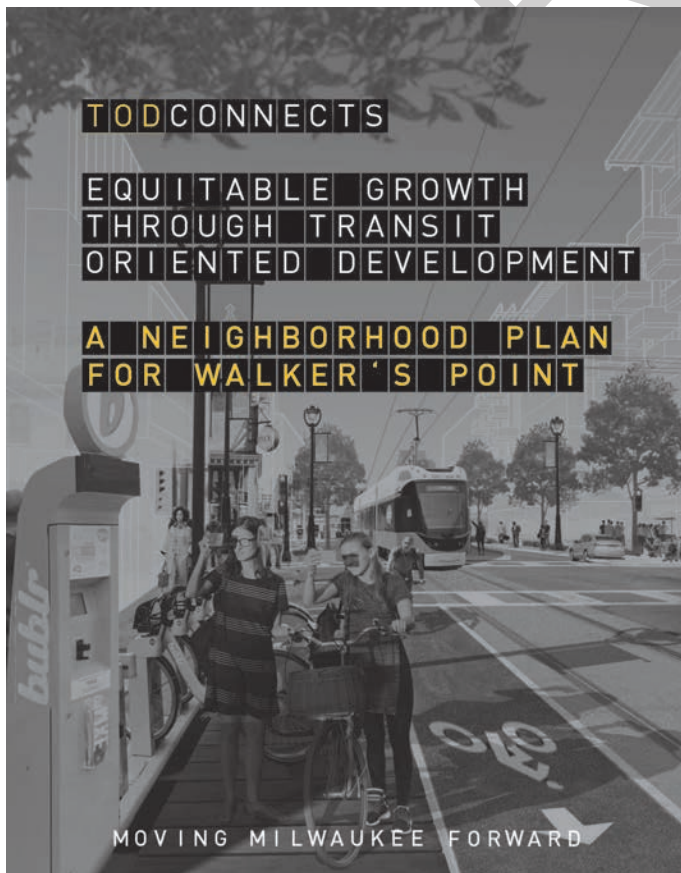
STUDY AREA



The potential development outlined in this plan is substantial and will have a meaningful impact on the neighborhood. For that reason, careful planning is necessary to guide this development. While exact outputs, and the mix of them, will be determined over time and will depend on market conditions, the plan illustrated here includes 3,000 to 3,800 new housing units, between 35 and 45 new storefronts, space for 6,000 to 7,500 jobs. These numbers are based on a market study and an analysis of sites susceptible to change.

This plan was developed with the assistance and expertise of a team of urban planning and design, market analysis, engineering and community engagement consultants. It has also been significantly influenced by extensive community

engagement throughout the planning process. In addition to building on the Harbor District Water and Land Use Plan and Walker's Point Strategic Action Plan, plan recommendations are informed by a Market Analysis and Affordability Strategy developed at the outset of the planning process and the City of Milwaukee's Anti-Displacement Plan. The result is a plan that provides a comprehensive vision for how transit oriented development can support development efforts for the Walker's Point and Harbor District area and an implementation strategy to make that vision a reality. This document focuses on Walker's Point and the Harbor District. A similar report was prepared for King Drive and Bronzeville, for the planned streetcar extension north of Downtown.



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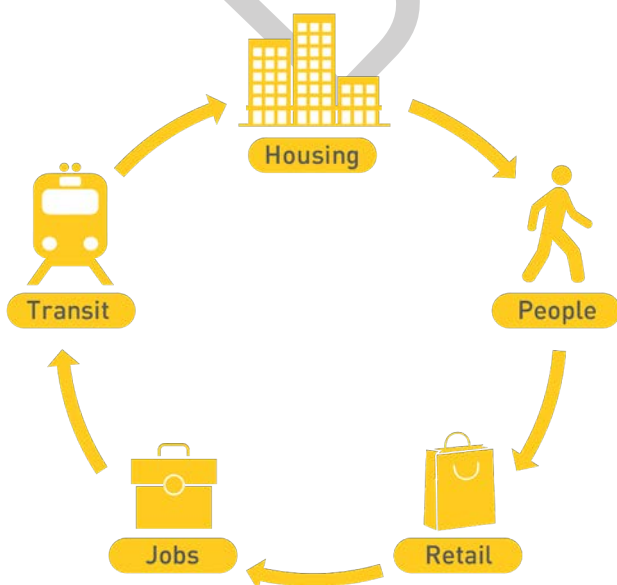
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WHAT IS
TRANSIT
ORIENTED
DEVELOPMENT?

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.

Density is an Economic Decision

Transit Oriented Development is not a new phenomenon. Cities organically grew around major rail terminals, commuter rail lines, subways, and bus systems during decades of industrial era growth. The shift to automobile travel in the mid-20th century placed this type of development pattern on hold for a generation. The 1990s saw a renewed interest in the possibilities of Transit Oriented Development, around existing stations but also aligned with a new generation of light rail, bus rapid transit and streetcar systems. This led to a new generation of development initiatives that typically included mid-rise multifamily (four to six story apartment buildings) with ground floor retail spaces focused around transit stations and corridors.

Transit Oriented Development is now a well-established concept with national and international precedents to learn from. This has created a new generation of development around the country, typically creating corridors and clusters of mixed-use development which can include homes; offices; community services; neighborhood retail; food and beverage activity; and arts, culture and entertainment.

TOD is traditionally comprised of these fundamental components:

FUNDAMENTAL COMPONENTS



DEVELOPMENT

- New homes and jobs for both existing and future residents
- Re-use of and additions to existing buildings and underdeveloped sites
- Creating new buildings for people and families
- Promote infill development on vacant or underutilized sites



ATTRACTING NEW RETAIL + JOBS

- Strengthening local businesses by increasing local demand
- Attracting new businesses to existing buildings
- Creating new buildings for growing businesses



CREATING BETTER SHARED PUBLIC SPACES

- Ensuring pleasant streets for walking
- Creating pleasant streets for biking
- Enhancing streetscapes with better sidewalks, landscaping, lighting and furniture



CREATING NEW CONNECTIONS

- Enhancing local movement – by foot, bike, or transit, as well as in vehicles
- Bringing visitors to shopping & entertainment in neighborhoods
- Transit to jobs
- Transit to education



EVOLVING TRANSIT ORIENTED DEVELOPMENT

Too often, however, we have seen a cookie cutter approach to urban development, creating formulaic mixed-use development that features moderate-density housing with ground floor retail. Often these developments do not stand the test of time because they lack authenticity and do not fit into the larger neighborhood context. Too frequently, these developments have vacant or underutilized ground floor spaces because of an overabundance of retail space.

There is a growing national appreciation that Transit Oriented Development needs to evolve to have a clear appreciation of the role of a multitude of factors, including:

- New demands and preferences in housing markets, with increased demand for city living and a recent shift to rental housing
- Significant change in retail markets, with convenience retail, personal services and food and beverage growth in cities and a decline in larger stores and other retail
- A new generation of businesses and different workspace demands that favor flexibility
- Generational change in travel behavior – with a growing preference for transit, and also the use of new ride-sharing technologies, instead of solely relying on personal car ownership
- A strong desire for walking and biking options, as a convenient alternative to automobile travel and as part of a healthy lifestyle choice
- A growing appreciation of the role of transit station design in changing the image, identity and perceptions of neighborhoods and corridors
- The risks that increasing property values and housing costs may displace existing residents and businesses who have contributed to the strength of communities
- Evolving design aspirations, with a desire for higher quality buildings as well as the sidewalks and public spaces that integrate with them

There is also a growing realization that **equity** needs to be at the foundation of planning for Transit Oriented Development. While new development has many positives, including new housing and shopping options in the community and increased tax base for the City, the benefits of new development - including TOD - are not always distributed equally.

For that reason, this process included candid conversations about who may benefit from new development and redevelopment, what can be done to minimize and mitigate any potentially negative effects to current residents, and to find those opportunities to move forward the community's vision for the neighborhood.

At the most fundamental level, equitable growth means that development benefits and does not displace either current residents or the cultural character of neighborhoods and that historically disadvantaged groups are able to gain access to wealth building opportunities created by investments in transit and Transit Oriented Development.

This evolving landscape demonstrates how critical it is that Milwaukee defines what Transit Oriented Development means for the city and its neighborhoods. Thoughtful planning with strong resident engagement is essential to ensure that future transit investment and resulting development helps residents and business owners achieve their goals for the future of their neighborhoods.

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A MILWAUKEE
APPROACH TO
TRANSIT
ORIENTED
DEVELOPMENT

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. From the very beginning, the planning process was designed to reach people near the proposed streetcar extensions, especially people who may typically not participate in planning studies including people who are low income and/ or persons of color.

The team leading the study itself was designed to incorporate community voices. In addition to the City of Milwaukee Department of City Development and Department of Public Works, the project team was led by Harbor District, Inc. for the Walker's Point and Harbor District study area and by the Historic King Drive Business Improvement District for the King Drive study area.

The City partnered with two community-based organizations that are active in neighborhood engagement and organizing, WestCare, which is based in Harambee, and the Southside Organizing Center, which is active throughout Milwaukee's Southside including Walker's Point, advertised meetings through door to door outreach and spoke to community members about the study at community events. The Walker's Point Association represents the residents of the neighborhoods directly adjacent to the proposed extension route and was also a formal partner in the planning efforts.

Special efforts were made to reach people in a way that made it easy to participate and provide meaningful feedback. Community Workshop times and locations were varied to make sure that they were convenient. The study had a presence at many of the local festivals and block parties to make it easy for people to learn about the study and provide feedback in a way that fit into their everyday lives. Online surveys also allowed people to provide similar input as people who attended the community workshops.

COMMUNITY ENGAGEMENT

To gain maximum input into developing this plan and defining what Transit Oriented Development should mean for Walker's Point and Harbor District, multiple layers of engagement activity were carried out.

- Initial interviews with local leaders and organizations
- Formation of a Plan Advisory Group to review progress and provide input at key milestones
- A series of community workshops, tours and meetings to gather feedback through a range of techniques
- Sharing presentations and materials at community events
- A web-site with opportunities for feedback
- Community dinner in Walker Square
- Hiring local community based organizations to assist with outreach, including door-to-door meeting flyers in the neighborhood
- Business owner meetings to have more focussed discussion on benefits to local businesses



PUBLIC MEETINGS + WORKSHOPS

FIVE Community Workshops

- September 2017
- November 2017
- January/February 2018
- May 2018
- August/September 2018

TWO Artist Workshops in Bronzeville

- April 2018
- June 2018

FIVE Plan Advisory Group Meetings

- August 2017
- October 2017
- January 2018
- May 2018
- September 2018

THREE Business Meetings

- January 2018
- July 2018

OUTREACH ACTIVITIES

TOD Tabling / Presentations

- Bronzeville Week
- Harbor Fest
- Historic Brewers Hill Assn Summer Block Party
- Hillside Residents Group
- Water / Land Use Plan Open House
- Cermak
- Pete's Market
- El Rey
- 3 Kings Day Event
- Schlitz Park
- Ald. Coggs Town Hall Meetings (2)
- SOC County Supervisor Candidates Forum
- 5th Street Fest

Online outreach

BID & Neighborhood Association Meetings

- MLK BID
- Harbor District, Inc.
- Halyard Park
- Brewers Hill
- Walker's Point
- Walker Square

Community Dinner Meetings

Flyers and Door Hangers

One-on-One Survey Engagement

- 3 TOD "Coffee Breaks" at Mi Casa Su Café, Anodyne and UCC

COMMUNITY ENGAGEMENT

What do you want to see in the Neighborhood?



Workshop Participants

Neighborhood Trolley Tour



Brainstorming Potential Neighborhood Development



Discussing Potential Development



Reporting Ideas



Gathering Community Input



Building Community Consensus



WHAT THE COMMUNITY WANTS FOR THE FUTURE

The extensive public engagement that was carried out during the plan-making process revealed a range of aspirations, desires, project ideas as well as concerns. Over the time the plan was being created, a series of key themes and goals emerged from discussions, interviews, meetings and surveys. There were, of course, many opinions voiced, but a general consensus emerged around these issues:

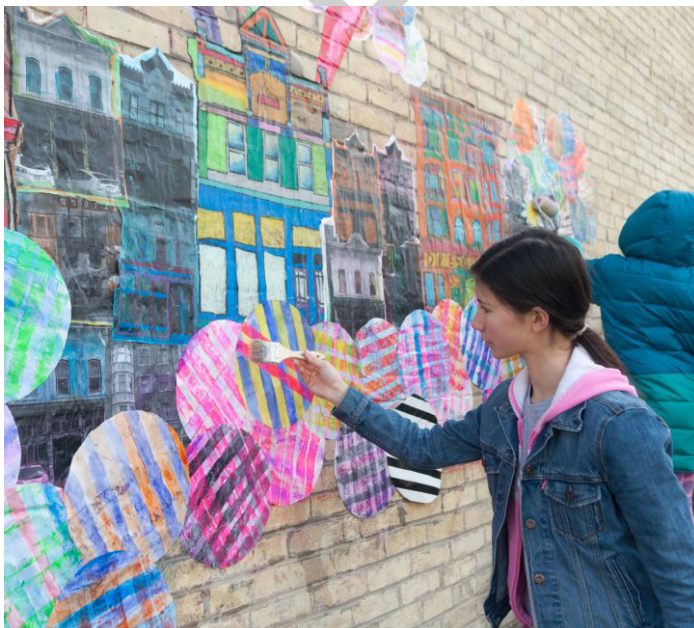
Walker Square Dia de los Muertos Festival



A Mix of Housing Options in Philadelphia



Public Art in Walker's Point



Viaduct Rail Park in Philadelphia



A VALUED COMMUNITY CHARACTER

- Respect the historic character of Walker's Point as new public and private investment comes to the area and prioritize the preservation of historic buildings
- Honor and maintain the long-standing Latino identity of the area
- Maintain the character of existing single-family home neighborhoods

DIVERSE HOUSING OPTIONS

- A range of housing types, catering to a range of income levels, will be needed to meet the future needs of existing residents
- There is a desire for balanced housing options, including market rate, workforce and affordable housing, as well as rental and ownership opportunities
- Preserve existing affordable units, both naturally occurring and subsidized, to avoid displacement

STRENGTHENED PUBLIC REALM

- Increase walkability, especially along streets that are currently inhospitable to pedestrians. The entire neighborhood should be walkable, with people able to walk through and around it
- Add more green spaces and public gathering spaces that appeal to existing residents

ECONOMIC GROWTH AND JOBS

- Leverage the economic energy to the north and potential to the east at the Harbor District as it grows
- Use transit to connect workers to existing jobs in the area, as well as to attract new employers to major development sites in the Harbor District and at Reed Street Yards
- Bring more businesses and retail into the neighborhood that allow residents to meet more of their daily shopping needs within the neighborhood
- Include a strong role for creative, arts, and cultural businesses and organizations in the neighborhood

DEVELOPMENT STRATEGY

- Support the re-use and renovation of existing buildings and storefronts in tandem with context sensitive infill development
- Ensure development respects its context, and steer opportunities for taller buildings around key intersections and current and future transit nodes

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. The primary ideas focused on:



CONNECTING PEOPLE

- Recognizing the diverse characteristics of neighborhoods between, within and adjacent to Walker's Point and Harbor District
- The potential of a neighborhood framework and focus areas based on key streets, their intersections, bike and pedestrian links to waterfronts and downtown



GROWING THE ECONOMY AND JOBS

- Growing the economy and connecting residents to jobs, whether in downtown Milwaukee, at major institutions, visitor destinations, or at major redevelopment sites within the Harbor District
- Growing retail and services which benefit residents



VALUING PLACES

- Upgrading street and public space environments to create high quality places for people
- Incorporating local arts and culture into activation of buildings and the design of the public realm



VITALITY AND VIBRANCY

- Creating housing that meets community needs and aspirations with market, workforce and affordable housing opportunities
- Minimizing any housing and business displacement that results from increased demand

All of the above ideas have influenced the direction of this plan, with a strong desire to engage with the future use of transit, evolving housing and economic trends, and the need to consciously address equity issues directly in the process. This report reflects this process.

FROM THIS THE PLAN SET A GOAL OF:

Evolving the definition of transit-oriented development to an idea of developing transit communities that are walkable, livable places that provide all citizens with access to most of their daily needs

TYPICAL TOD THEMES

COMMUTING

MIXED USE

DENSITY

PUBLIC REALM

FEASIBILITY

VALUE CAPTURE

EQUITABLE TOD THEMES



PEOPLE



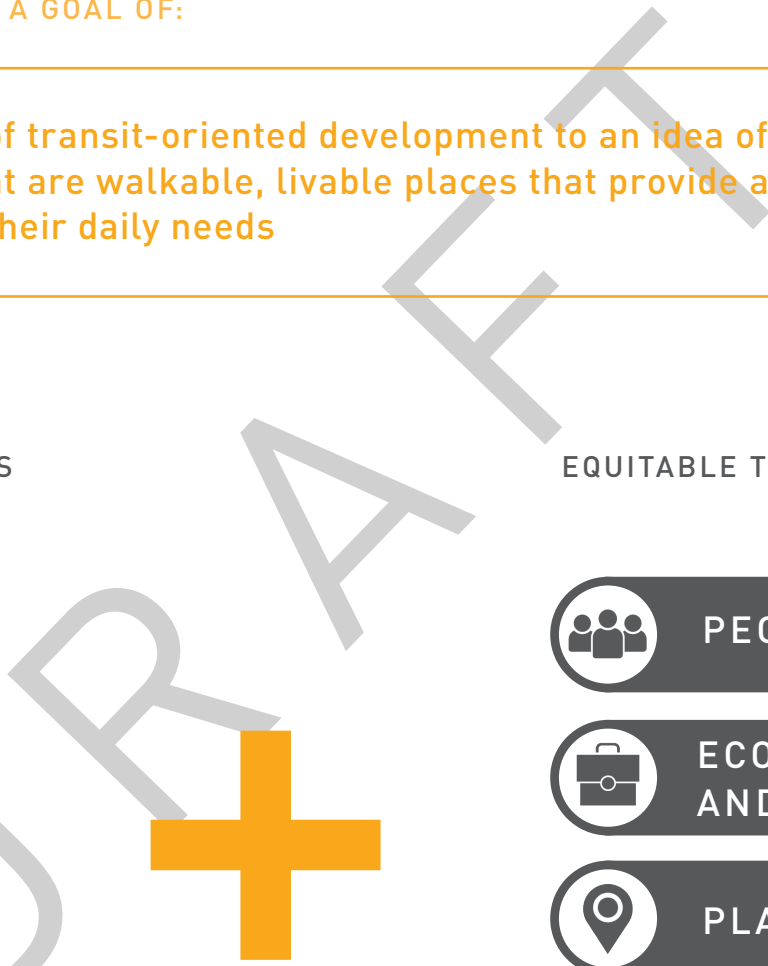
ECONOMY AND JOBS



PLACES



CHANGE



MOVING MILWAUKEE FORWARD

It is intended the report will be used in the following ways:

- As a “road map” for neighborhood equitable growth
- As a guide for how development should align with transit investment
- As a framework for investment decisions, zoning code updates and practical implementation strategies
- By the community as a touchstone and point of reference to assess emerging proposals and focus resources for community driven investments
- By the City of Milwaukee to coordinate public and private investment and to steer private sector proposals
- By the private sector to understand the range and types of development that are designed in each neighborhood

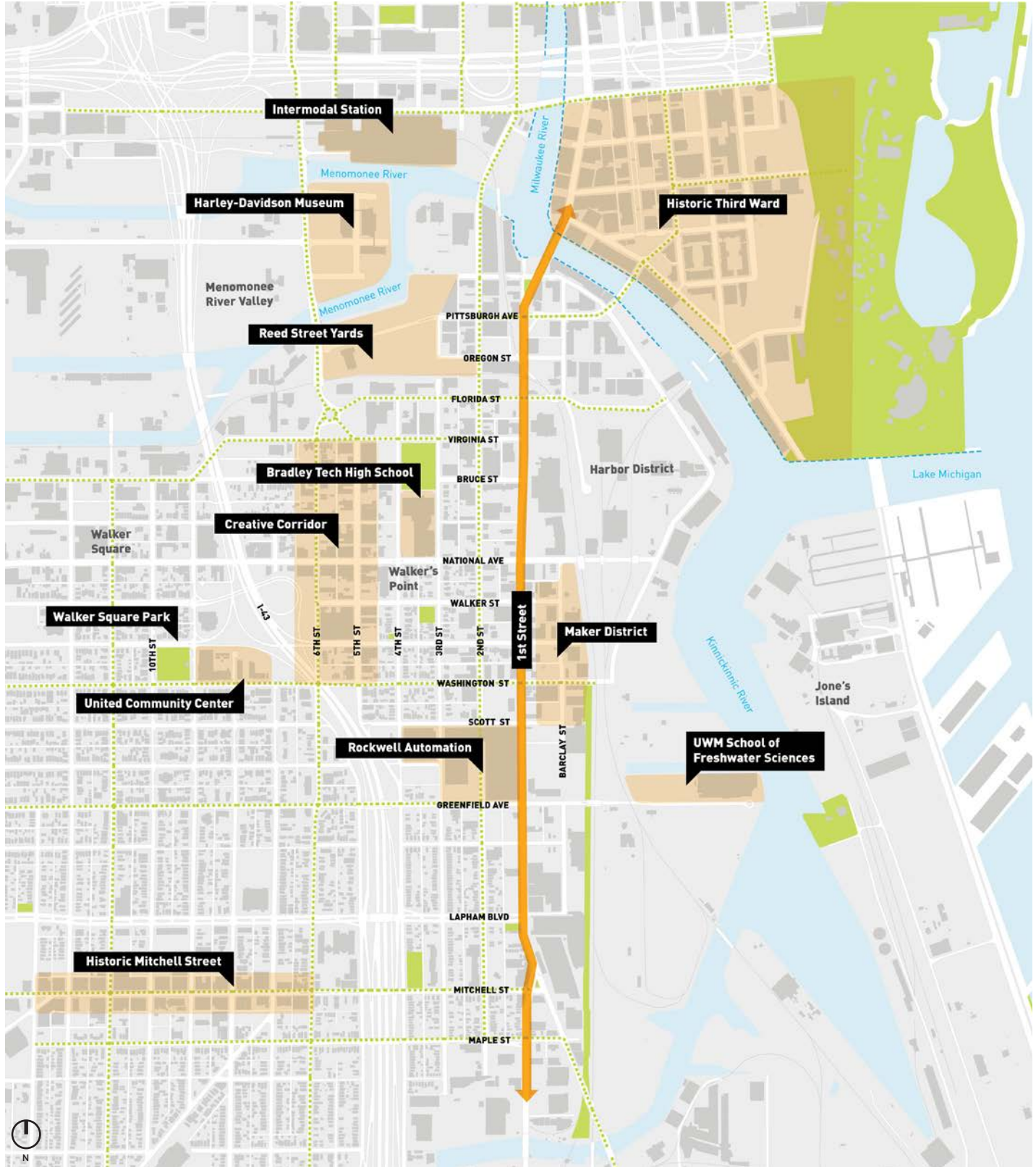
Upon Adoption by the Milwaukee Common Council, this plan will serve as an amendment to the City’s Comprehensive Plan and amend the Near South and Harbor District Area Plans.

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03

CREATING THE
WALKER'S POINT
TRANSIT
ORIENTED
DEVELOPMENT
PLAN

WALKER'S POINT TODAY



The following provides a summary of key conditions and past planning efforts in the Walker's Point and Harbor District area that serve as the foundation and context for the recommendations of this plan.

A HISTORIC WATERFRONT NEIGHBORHOOD

For the purpose of this study, the Walker's Point area is bounded by the I-43/ I-94 interstate corridor to the west, the Menomonee River and Historic Third Ward to the north, and the Harbor District to the east. The Walker Square neighborhood is to the west and shares a Latino heritage. The study area generally falls within a one-half mile boundary of the proposed extension of the Milwaukee Streetcar and offers opportunities to carefully leverage investment energy as it expands from Downtown and the Third Ward to the community's advantage.

The neighborhood is a rich mix of historic single-family homes, active and repurposed industrial buildings, large and small businesses, retail and entertainment destinations and infrastructure. It is also home to the Rockwell Automation facility and world headquarters. The Rockwell clock tower is a gateway landmark for Milwaukee that can be

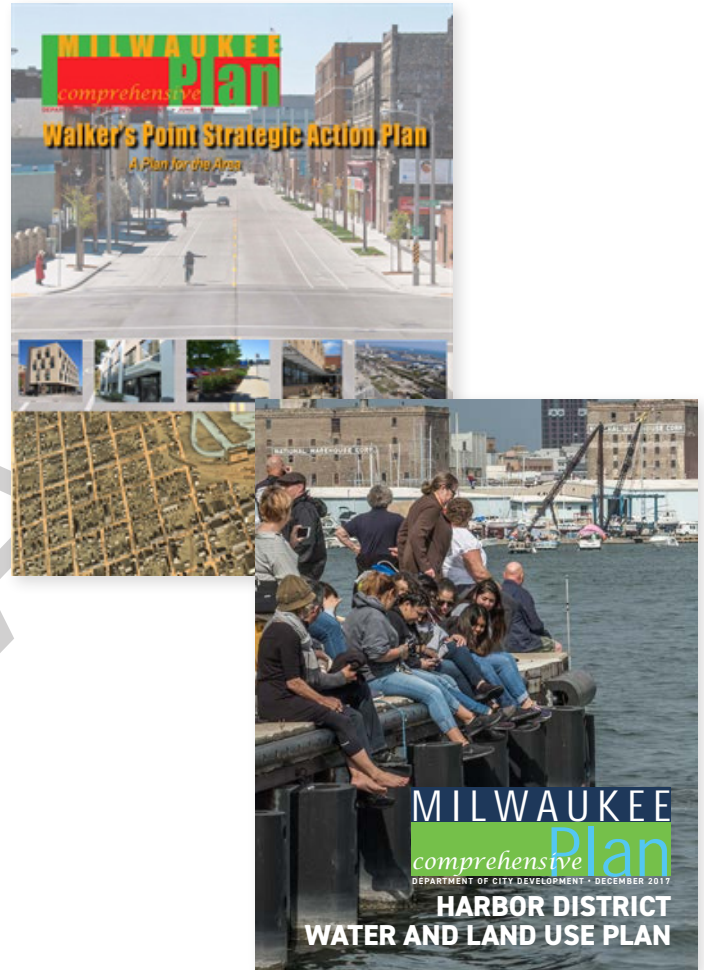
seen from the surrounding neighborhoods and the elevated freeways that serve Downtown Milwaukee. The neighborhood also has a mix of historic assets reflecting its industrial and blue-collar neighborhood history that is complemented by many recent new developments.

Walker's Point encompasses several areas, each with their own character and role, including uses that developed to support the adjacent port, large and small manufacturers, retail corridors, historic residential districts, and traditional single-family neighborhoods. The area has seen a dizzying pace of investment during recent years, as development momentum has spilled over from downtown and the Third Ward, bringing new residential, office, and restaurant and entertainment users to Walker's Point, many taking root in converted warehouses or former industrial facilities.

Walker's Point and the Harbor District have each undertaken major neighborhood planning initiatives in the last three years, setting out a clear vision for the future of the area that is advanced through this planning study.



The Walker's Point Strategic Action Plan and the Harbor District Water and Land Use Plan each demonstrate that the community values the rich mix of industrial, office, retail, entertainment, historic and newer homes, and, most importantly, continuing to provide opportunities for existing residents and businesses to thrive in the neighborhood even as new development occurs. In a city that prides itself on its ethnic heritage, Walker's Point exemplifies the influx of different immigrant populations. Walker's Point has long been a diverse neighborhood, from early settlements of Native Americans to immigrants beginning with a mix of German, Polish, Slovenian, and other Europeans in the 19th century and continuing with Mexican and other Latino immigrants beginning as early as the 1920s. Walker's Point has served as a historic focal point for Latino culture in Milwaukee. Walker's Point's reputation for diversity and inclusion is evidenced by the many bars and establishments serving the LGBTQ community and showcased every year at the Milwaukee Pride Parade which starts on 2nd Street.



WALKER'S POINT STRATEGIC ACTION PLAN:

The Walker's Point Strategic Action Plan was adopted by the City of Milwaukee in June of 2015. The Walker's Point Plan provided a clear direction and articulated a set of actions that residents and business owners wished to see occur as their neighborhood continues to evolve. The recommendations of the Moving Milwaukee Forward plan were crafted to propose how new investment spurred by future transit improvements can be leveraged to achieve the goals of the Walker's Point Strategic Action Plan. Namely, the Walker's Point Strategic Action Plan called for maintaining the social and economic diversity of the neighborhood, making the community more walkable and bikeable, attracting new resident serving businesses, better connecting the neighborhood's corridors, and preserving the historic building stock and character of the neighborhood. Implementing the framework for transit-oriented development proposed in this plan will reinforce the goals of the Walker's Point Strategic Action Plan and amplify its impact.

HARBOR DISTRICT WATER AND LAND USE PLAN:

After a two-year planning process that involved more than 2,000 points of contact with residents and other stakeholders, the City of Milwaukee and Harbor District Inc. finalized the Harbor District Water and Land Use Plan (WaLUP) in early 2018. The WaLUP lays out a vision for achieving a world-class revitalization of Milwaukee's Harbor that sets the standard for how waterfronts work – economically, environmentally, and socially – for the next century. The WaLUP included a number of key recommendations that are advanced through Moving Milwaukee Forward. To achieve its housing equity goals, the WaLUP identified the need to craft housing affordability strategies tailored to the Harbor District. To enhance South 1st Street as a gateway to the Harbor District, the WaLUP called for a vision for transforming the street to better accommodate all users. To serve existing residents, visitors, and employees and attract new companies to locate on vacant land, the WaLUP recommended improving transit access in the District, including through a streetcar extension. Each of those goals is directly addressed and refined through Moving Milwaukee Forward's Equitable Growth through Transit Oriented Development Plan.

A NEIGHBORHOOD REFLECTING A RICH INDUSTRIAL HERITAGE

Walker's Point grew as a waterfront and rail based industrial district in the mid-19th Century. Walker's Point is the only one of Milwaukee's neighborhoods that the Menomonee, Milwaukee, and Kinnickinnic rivers all flow through, making it a natural hub for transportation, warehousing, wholesaling, and manufacturing uses. This history has left a legacy of larger industrial, loft and office buildings to the north and east, as well as highly visible rail and port infrastructure. Homes, shops and institutions were also attracted to the area to serve workers. This also means that parts of the south and west of the neighborhood are more domestic in scale, with single family homes and smaller retail and food and beverage activities. These contrasts are a major part of the character and appeal of Walker's Point.

A NEIGHBORHOOD DEFINED BY WATERFRONTS AND INFRASTRUCTURE

The river acts as a boundary between the neighborhood and the historic Third Ward and Downtown. 1st Street and National Avenue represent the key north-south and east-west streets through the neighborhood. These are the most heavily trafficked streets and are part of Milwaukee's wider arterial street framework. National Avenue also offers direct connections to I-43/I-94 and westward. An elevated rail corridor separates the neighborhood from the Harbor District on the east, which is accessed through a series of viaducts. The elevated I-43/I-94 structure is a visual marker at the western edge of the neighborhood.

THE SHAPE OF THE NEIGHBORHOOD

Walker's Point provides a microcosm of the larger City of Milwaukee with its different pockets of uses and activities, each with a distinct character. The Rockwell Automation headquarters is a large physical and economic presence at the south end of the neighborhood.

Running north-south, 1st Street serves the needs of local, commuter, and freight traffic. Much of the development along the street is auto-oriented, in contrast to the rest of Walker's Point. As 1st Street approaches Downtown, there is a section of auto-oriented businesses, consisting mostly of one and two-story buildings with parking lots in front. 2nd Street runs parallel to 1st Street, but has a very different character. Buildings along 2nd Street mostly retain a historic, urban character with many one to four-story storefronts built up to the property line. There is a marked shift in scale of buildings, sites and infrastructure north of Virginia and east of 1st Street, reflecting the historic location of industrial, loft and office buildings. Many local retailers and residences have found a niche here.

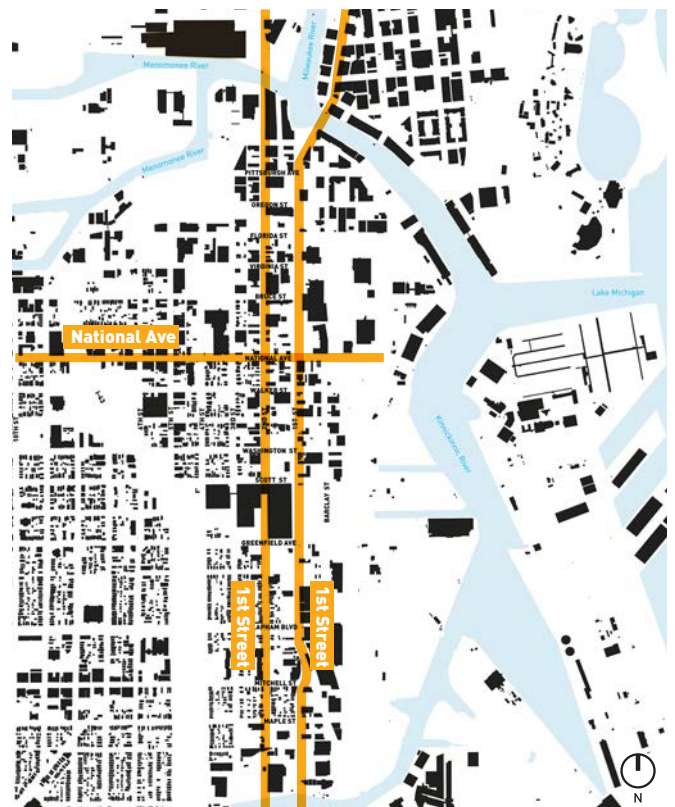
National Avenue also retains much of its historical character, particularly west of 4th Street. East towards 1st Street, there are gaps in street frontage and a few newer buildings.

Residential areas closer to Greenfield Avenue tend to have smaller, more modest wood-framed homes. While many of the industrial factories and warehouses have become obsolete for current industrial needs, they have become popular in recent years for loft condos and apartments. The Walker's Point Historic District is roughly bounded by the freeway, the Menomonee River, 2nd Street and Scott Street. Many

residential and industrial buildings of architectural significance are included within the boundaries. South 3rd and South 4th Streets, in particular, have many examples of Greek Revival and Italianate architecture.

A DINING AND ENTERTAINMENT DESTINATION

Walker's Point has a long history as a dining and entertainment destination, stretching from its traditional maritime bars, to a cluster of Latino restaurants to today's trendy coffee shops, as well as an array of restaurants, bars and nightclubs. While these can be found across the neighborhood, there is a focus along 2nd Street, between Florida Street and Greenfield Avenue, and north of National on 5th and 6th Streets.



Neighborhood Figure Ground

THE DEMOGRAPHIC CONTEXT

Over 12,000 people (5,100 households) live within the Walker's Point/Harbor District Study Area (defined as ½ mile from the potential alignment and adjacent tracks for the street car expansion), with an even greater population density in the adjacent Walker Square and Historic Mitchell Street neighborhoods. Walker's Point's comparatively lower population density is driven by the fact that the Harbor District and portions of Walker's Point continue to have extensive industrial uses and underutilized land available for redevelopment. The perception is that the population in Walker's Point/Harbor District is booming; however, population growth has been concentrated in the north of the neighborhood and in the Third Ward. While new multi-family development further south in the neighborhood has begun to occur in the very recent past, the population data has yet to reflect an upturn in population as net population trends have been slightly declining in tandem with smaller average household sizes.

Walker's Point

Walker's Point is the center of the Study Area. It consists of a mixture of former industrial and warehouse buildings, a traditional commercial corridor on National Avenue, single-family homes and duplexes, with some multifamily buildings in the north and a destination retail, office and restaurant mix of uses on South 2nd, 5th, and 6th Streets.

Harbor District

Harbor District is characterized by its industrial and Port uses, and has more recently seen the development of multifamily housing, office and retail.

Historic Third Ward

Historic Third Ward is located east of the Milwaukee river. It is an affluent neighborhood primarily consisting of high-end multifamily housing, offices, and significant destination retail in former warehousing and manufacturing buildings.

Historic Mitchell Street

Historic Mitchell Street has a very strong retail core along Mitchell Street and is home to a high percentage of the City's Hispanic and Latino population. It is adjacent to residential area and consists of mainly single-family, duplex, and small rental properties, with some larger multifamily buildings.

Walker Square

Walker Square consists of mainly single-family, duplex and small rental properties, with some larger multifamily buildings, bordered to the west by the vibrant Chavez Drive retail corridor. It has a significant Latino and Hispanic population.

AN ACTIVE REDEVELOPMENT AREA

The neighboring Third Ward has seen significant development in recent years. This development is now extending into the north of Walker's Point.

In recent years, that reinvestment activity has started to push southward to the heart of Walker's Point. New residential and commercial developments are being built on infill sites throughout the neighborhood and property owners are reinvesting in the existing building stock. Furthermore, significant mixed-use redevelopment is planned for the Harbor District between 1st Street and the Kinnickinnic and Milwaukee Rivers.



Recognizing that Milwaukee is at a crossroads as it experiences once-in-a-generation development in and around Downtown that is creating tremendous new opportunities for our City, the Greater Milwaukee Committee, the Milwaukee Urban League, the Greater Milwaukee Foundation, and the City of Milwaukee have partnered to develop the MKE United Greater Downtown Action Agenda.

Significant civic engagement resulted in the formation of a number of Transformative Directions for the Greater Downtown, including the Walker's Point and Walker Square neighborhoods. These goals included creating authentic neighborhoods of choice, building a culture of transit to improve mobility for all, and creating mixed income neighborhoods that minimize displacement,

This Equitable Growth through Transit Oriented Development Plan was designed to build on the Transformative Directions set by MKE United and identify and implement a set of specific strategies and recommendations for how TOD can help achieve the goals of MKE United.

This reinvestment activity is building upon existing neighborhood strengths and provides an important context for TOD planning objectives. However, new development is also causing concerns regarding displacement and affordability for existing residents and business owners.

A HEALTHY INVESTMENT ENVIRONMENT

New market-rate and mixed-income residential units are being absorbed by the market and are leasing at rates sufficient to support new construction in northern Walker's Point and near the intersection of South 1st Street and National Avenue. This new development activity, as well as projects in the development pipeline suggest that developers, lenders and equity investors are eager to invest in the neighborhood.

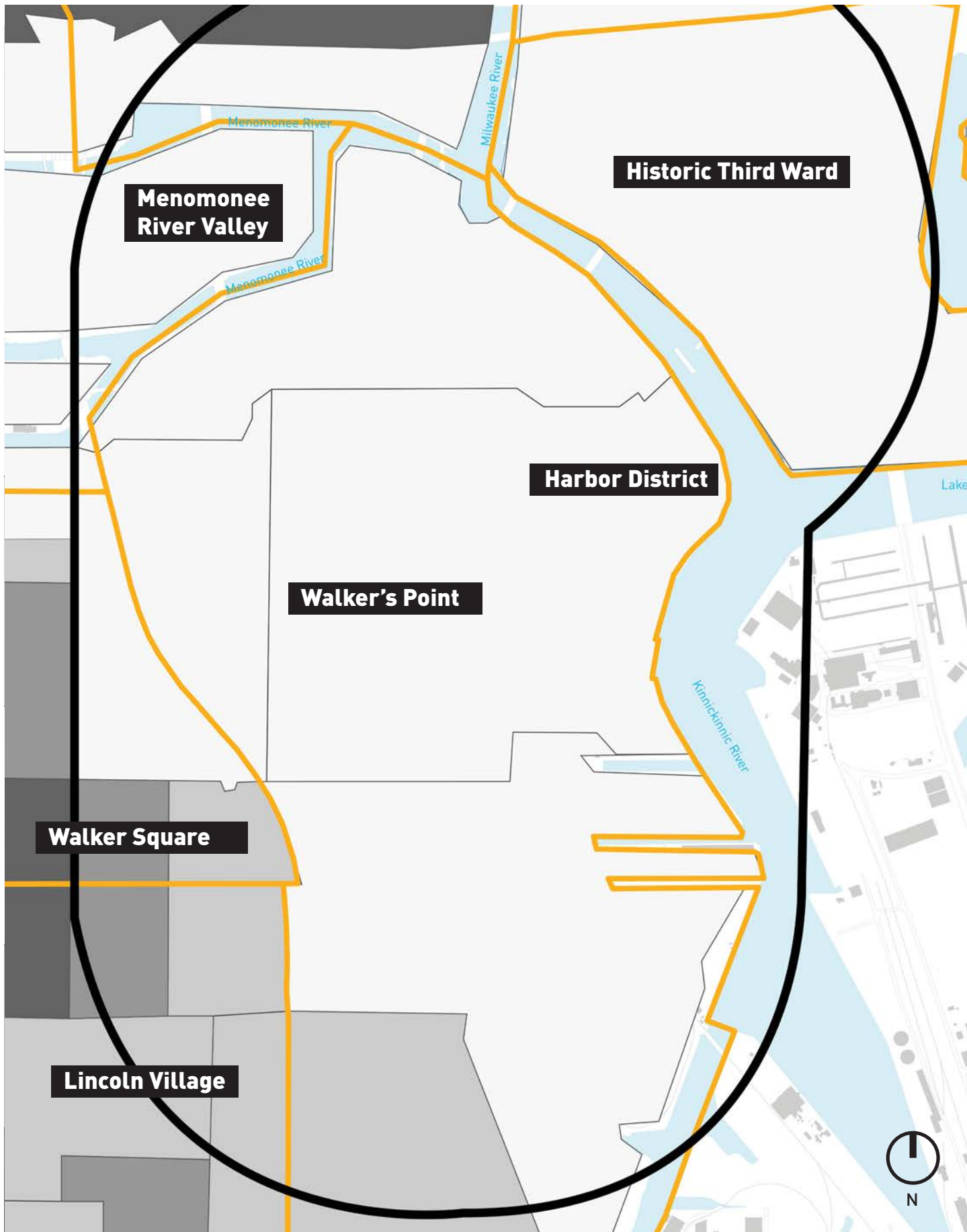
Portions of the study area, particularly the southern and western edges, are not currently

seeing as much reinvestment. Current market data suggests that rents in these areas are just below the threshold needed to support new construction, market rate development. However, as real estate markets to the north and east mature and as redevelopment sites become less readily available, it is likely that these areas will begin to see additional redevelopment interest. Expanded transit investment in the area would enhance the development potential of this area and attract new transit oriented development.

Chapter 7 contains a more detailed analysis of the development environment, as well as recommendations for strategic initiatives to support reinvestment.

LEGEND (Residents per square mile)

■	24,000 to 32,000
■	18,000 to 23,999
■	12,000 to 17,999
■	6,000 to 11,999
■	0 to 5,999



Source: ESRI 2017, HR&A Advisors, Residential and Commercial Market Analysis - King Drive Neighborhood

THE ZONING CONTEXT

One of the key ways the City and the community can shape future development is through zoning. Zoning is the way the City regulates the uses that are allowed on each parcel, and the height and form of the building. Zoning in Walker's Point is dominated by industrial mixed IM zoning, although further south the area includes Light industrial IL2 zoning. IM zoning allows adaptive reuse of existing buildings for residential purposes, along with new residential construction of up to 75', or roughly 6 stories tall. Substantial change has begun to occur in the Walker's Point area as older industrial facilities become obsolete.

There is some commercial zoning (LB2) along National Avenue. This local business zone allows for urban patterns of businesses, requiring them to be built up to the street and including requirements for windows and doors to ensure active edges along the street. It also allows upper-story residential or office uses. Buildings are allowed up to 5 stories tall (60 feet). The existing single family and duplex neighborhoods near the proposed streetcar line are zoned RT4 residential, which allows

for townhouse and duplex development, but is primarily used for its zoning urban single-family lots. This is the dominant single-family zone in the City. The Walker's Point RT4 area is dominated by small lot, single-family residential. While the current zoning may be adequate today, there are opportunities to make adjustments to better facilitate transit oriented development and walkable urban neighborhoods, encouraging the development the community wishes to see, at the same time respecting the character of the existing neighborhood. Those recommendations are included in Chapter 7.

LEGEND

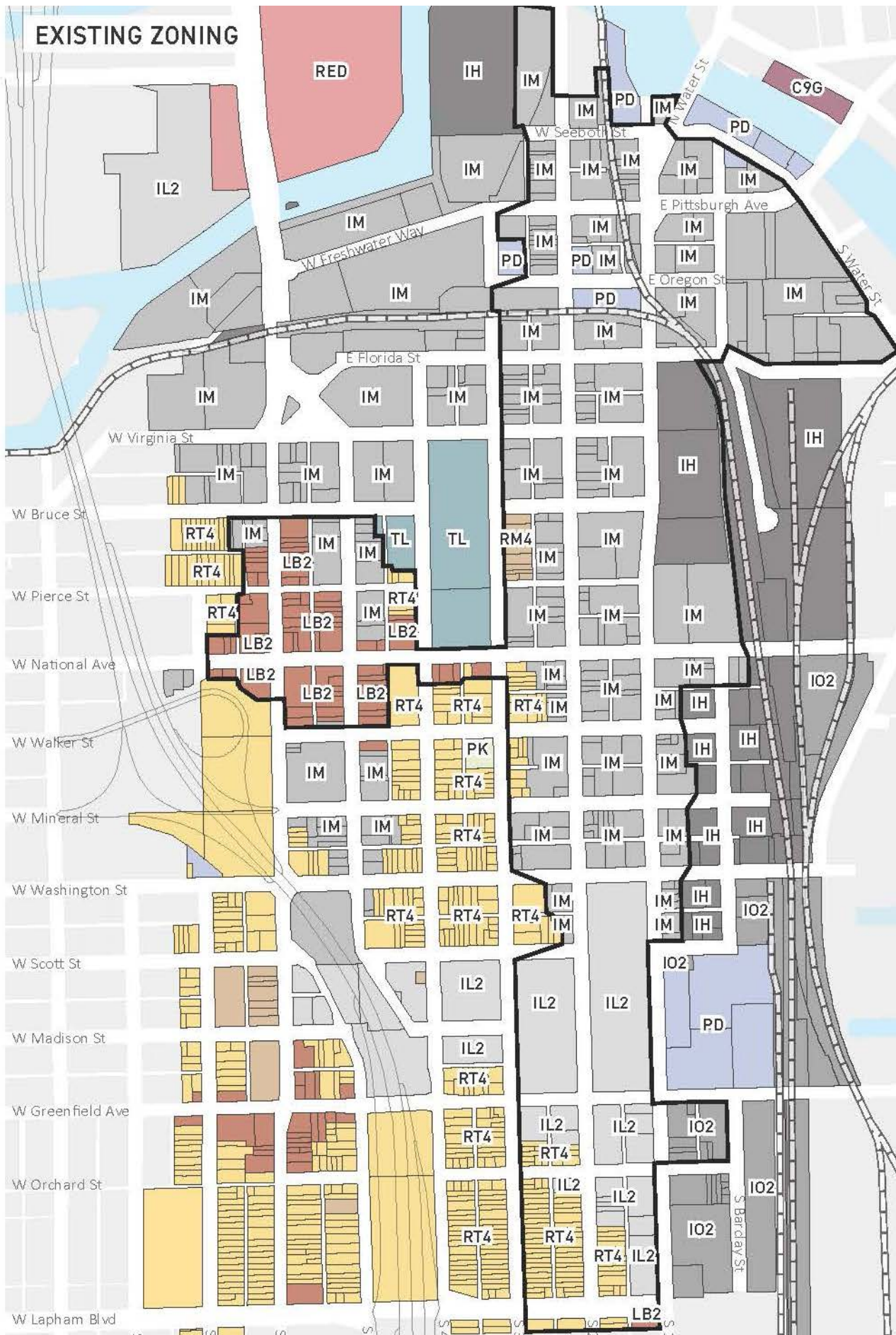
- RS3 Single Family Residential
- RT4 Two Family Residential
- RM4 High Density Multi-Family Residential
- RM5 High Density Multi-Family Residential
- RM7 High Density Multi-Family Residential
- LB1 Local Business District - Suburban
- LB2 Local Business District - Urban
- CS Commercial Service
- C9B (A) Residential and Specialty Use
- C9G Mixed Activity
- I02 Industrial Office
- IL2 Industrial Light
- IM Industrial-Mixed
- PD Planned Development
- RED Redevelopment Plan

Adaptive Reuse of Industrial Loft Building



Single Family Residential



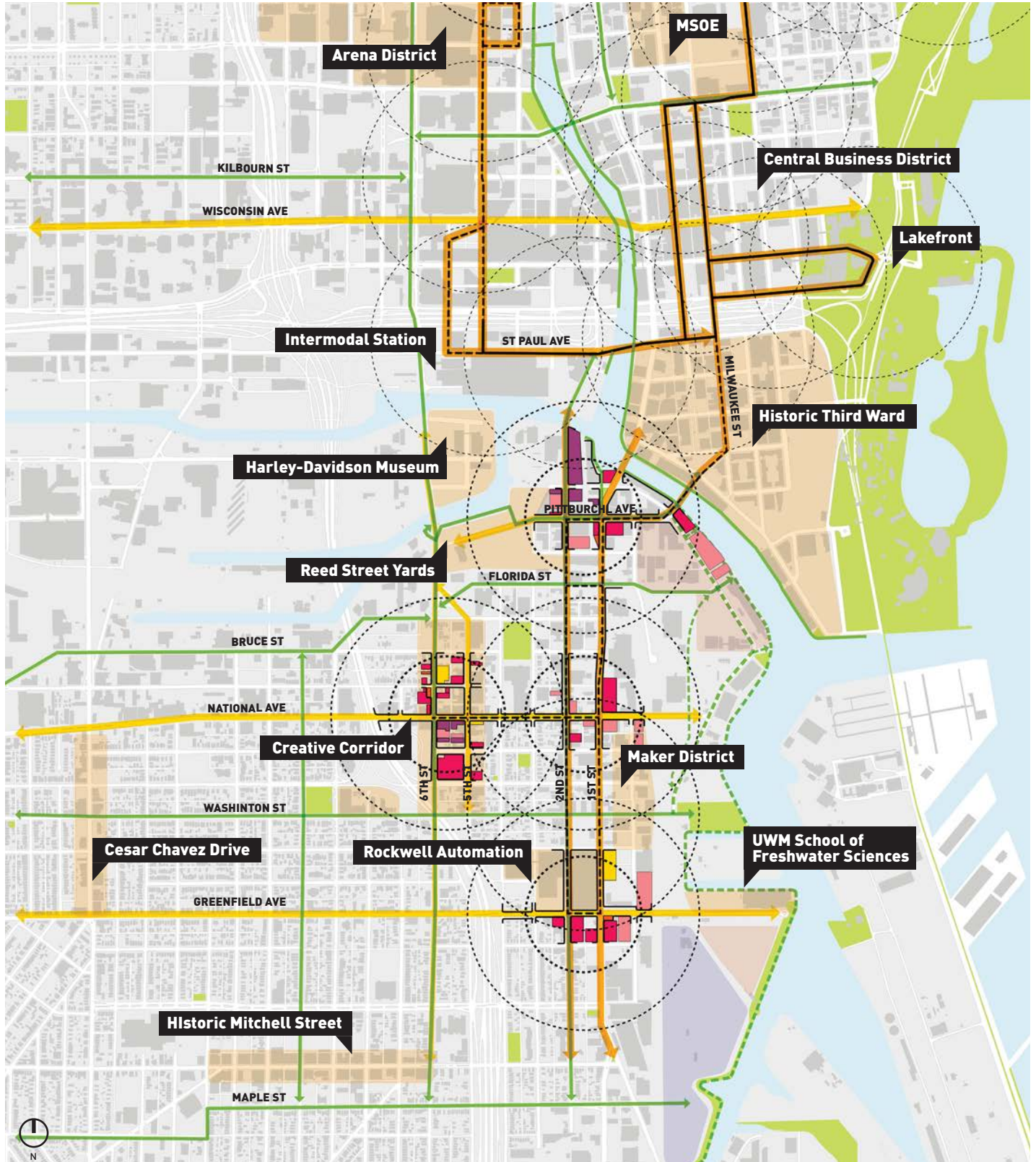


TODCONNECTS

04

STRATEGY :
A CONNECTED
WALKER'S POINT

A STRATEGY OF CONNECTIVITY



The Equitable Growth through Transit Oriented Development Plan has taken “connectivity” as a central concept in generating ideas for the Walker’s Point 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.

The plan calls for a set of connectivity enhancements to link residents, businesses and places to each other and to Walker Square, downtown and the Harbor District.

This strategy of connectivity has many layers and includes how people make short local trips from home, how they may switch between different modes of transport within the Walker’s Point, Harbor District and Walker Square areas, and how they access places beyond neighborhood boundaries.

Streets will offer high quality pedestrian environments through the appropriate design of sidewalks and bike lanes and the buildings that line them. Where primary streets meet at key nodes,

they will be marked by high quality streetscapes, transit facilities and a cluster of active street-level uses.

There will be clear connections to neighborhood parks and the river corridors via pedestrian friendly and bicycle-oriented landscaped streets. New neighborhood open spaces will be created from available land as major new developments occur.

CORRIDORS AND CONNECTORS

The neighborhood is served by a series of primary streets, which attract the most traffic, and which have a strong role in defining the shape of the neighborhood.

1st Street and 2nd Street are primary corridors through the neighborhood. 1st Street is the most heavily traveled north-south route, with significant movement to and from Downtown. The future Streetcar extension will travel along 1st and/or 2nd Street depending on final engineering analysis, bringing added connectivity and allowing for rethinking how these corridors serve their various users.

Clock Shadow Creamery



5th Street Fest



Connectors are the most significant east-west traffic streets and transit routes through the neighborhood. They also connect Walker’s Point to other neighborhoods, the River and the Harbor District.

BIKE BOULEVARDS

This plan also identifies routes where improvements should be implemented to make it easier for people to travel through the neighborhood by bicycle and expand the City’s bicycle network.

Bicycle boulevards are neighborhood streets with less traffic and lower speeds that are designed to create a low-stress, bicycle-friendly environment. A variety of traffic calming treatments are used to reduce or eliminate speeding, discourage drivers from cutting through the neighborhood, and make the corridor safer for all users.

This can include a combination of speed humps, neighborhood traffic circles, curb extensions (also called bump-outs), signs, and pavement markings to create the bicycle boulevard. Since these changes also benefit pedestrians, bicycle boulevards are sometimes called neighborways, neighborhood greenways, or calm streets to make the name less bicycle-specific. Bike boulevards are recommended for a number of streets connecting the Walker’s Point, Harbor District, and Walker Square neighborhoods.

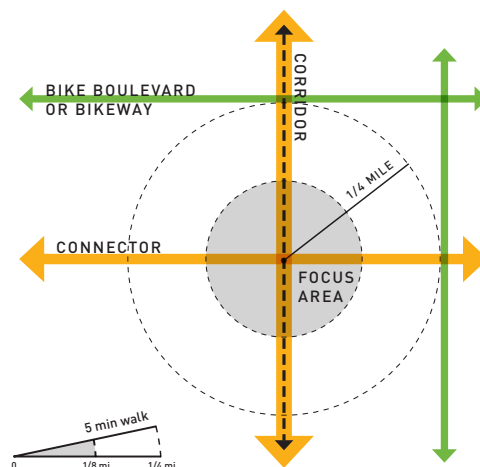
BIKEWAYS

Bicycle improvements are also recommended for connector streets that may not be feasible for conversion to bicycle boulevards. Generally, these bikeways are considered for busier or more

commercial streets, that also help people move around and through the neighborhood, whether to meet daily needs, for commuting or for leisure. These are streets that should be improved for biking and walking, but will generally use striped or separated bike lanes to provide improved bicycle facilities.

FOCUS AREAS

The central idea for transit oriented development is that where the 1st Street and 2nd Street corridors meet with key east-west connectors such as Greenfield, Washington, National and Pittsburgh, they create places to focus future development. These are the places with the highest number of people starting or ending their journey, passing through, changing routes and switching modes of transportation. This creates an opportunity to focus retail services, entertainment, arts and culture and concentrations of housing or jobs. This framework means Walker’s Point and the Harbor District can grow as a linked family of local neighborhood centers. Transit will play a central role in reinforcing the linkages among the different points of focus.



A Strategy of Connectivity Diagram

At this point, the final route alignment of a Walker's Point Streetcar extension remains under consideration and subject to final engineering and cost factors. The line will enter Walker's Point from the north and travel north and south along 1st Street or 2nd Street. Alternatives are being analyzed that would have the initial extension continue south to terminate at 1st/2nd Street and Greenfield Avenue, or turn west on National Avenue to proceed to 5th/6th Street. The corridors and connectors framework proposed by this plan has been designed to reinforce whichever option is ultimately selected. As both of the potential initial extension routes intersect with existing transit corridors that should be strengthened over time, the recommendations of this plan are applicable regardless of the final phasing and alignment of the streetcar.

Streets will offer high quality pedestrian environments through the appropriate design of sidewalks and bike lanes and the buildings that line them. Where 1st Street, 2nd Street, National Avenue and connecting streets meet, they will be marked by high quality streetscapes, transit facilities and a cluster of active street-level uses.

There will be clear connections to neighborhood parks and the riverfront via pedestrian friendly and bicycle-oriented landscaped streets. New neighborhood open spaces will be created from available land and as major new developments occur.

The diagram on previous page shows areas that are likely to see change, either in the near term or further into the future. This was based on current knowledge of development activity and also as part of an analysis of underutilized properties and vacant lots.

Section 5 will offer a vision and recommendations for not only 1st and 2nd Streets, but other important streets.

TODCONNECTS

05

THE

NEIGHBORHOOD

FRAMEWORK:

CORRIDORS+

CONNECTORS

CORRIDORS AND CONNECTORS



Corridors and connectors define how people move around and meet in the Walker's Point and Harbor District neighborhoods. The following describes how future improvements to these streets and connectors can better support transit oriented development and connect neighborhoods.

1ST STREET CORRIDOR

1st Street is the primary corridor through the neighborhood and serves as the primary street connecting Walker's Point to the Third Ward to the north and Bay View to the south as well as functioning as the gateway to the Harbor District. 1st Street is a state highway, and as such, has historically been prioritized for freight and commuting traffic. However, the Harbor District Water and Land Use Plan calls for a new vision for 1st Street to function as a welcoming entryway to the District that supports mixed-use development and improves walkability. This vision was reinforced through public engagement during the TOD Planning process, where residents called for and supported improvements to the pedestrian environment, enhanced streetscaping and active ground floor uses. The possibility of a streetcar on 1st Street brings an opportunity to re-think how this street looks and functions.

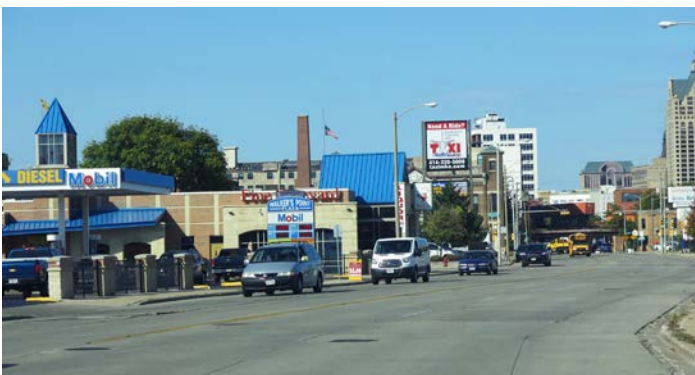
1st Street should be activated by rebalancing priorities from traffic in favor of people walking, cycling and using transit while making sure cars and parking are efficiently managed. Enhanced sidewalks, landscape, signage and lighting will make the street more attractive for existing and future residents and workers in the area. Designs will accommodate the potential for future transit investments, including extension of the streetcar network. These changes can also be made incrementally over time, in advance of new transit investment, in order to achieve the goals of this plan.

1st Street will continue to be a route between downtown and southside neighborhoods for people driving, cycling or taking transit.

2ND STREET CORRIDOR

2nd Street has recently seen significant investment in its streets, including new bike lanes, and is seen as a priority route for cycling through the area. As a potential route for the streetcar, 2nd Street should continue its transition to a pedestrian focused corridor with further improvements to streetscape. Infill along 2nd Street should create an activated ground floor and wherever possible should be enhanced by landscaping, lighting, and public spaces.

1st Street Today



2nd Street Today



1ST STREET CORRIDOR

STREET AND PUBLIC REALM IMPROVEMENTS



Signage + Wayfinding

WALKER'S
POINT
MILWAUKEE

Bublr Stations

Improved Sidewalks

Parklets + Flex Space
in Parking Lane

EXISTING



“1st Street should be activated by rebalancing priorities from traffic in favor of people walking, cycling and using transit while making sure cars and parking are efficiently managed”

2ND STREET CORRIDOR

STREET AND PUBLIC REALM IMPROVEMENTS



EXISTING



Murals

Streetcar Extension

Shared Travel Lanes

Stormwater Planting

Striped Bikelanes

“Over time 2nd Street may become the priority route for cycling ”

CONNECTORS:

NATIONAL AVENUE, PITTSBURGH AVENUE, GREENFIELD AVENUE



STREETSCAPING

What is Streetscaping?

Streetscaping describes an approach to enhancing streets which focuses on public spaces. This includes items such: sidewalk widths and materials; benches and trash receptacles; the design and selection of streetlights and traffic signals; trees and other landscaping; banners; gateway features and wayfinding signage.

Streetscaping initiatives can be carried out through a series of smaller scale investments in individual components which enhance streets over time, or they can be a one-time comprehensive upgrade. Comprehensive upgrades are often linked to new transit or traffic management systems.

Streetscaping often has benefits beyond public spaces, and there is evidence it can stimulate economic growth and housing investment by providing a more attractive place overall for people to live, work and visit.

Following are the most important east-west connector streets. These images include recommendations for street and public realm improvements. All of these correspond with current or potential transit stops as the Milwaukee Streetcar is extended to Walker's Point. The Department of City Development, the Department of Public Works, and the local neighborhood and business organizations should work together collaboratively to implement these recommendations as funding becomes available.

1

NATIONAL AVENUE

National Avenue stretches across the entire breadth of the City of Milwaukee from the Harbor District to the western city limits and beyond and has an interchange at with the interstate at the western edge of Walker's Point.

This street is home to a range of historic storefronts and mixed-use buildings and can provide a renewed focus for the community as a place to walk, visit and meet daily needs. It will also offer services to workers at existing and new employment developments at the Harbor District and towards the south of the neighborhood.

This busy connector provides an opportunity to encourage people to stop at the intersections with 1st Street, 2nd Street, and 5th Street and support retail, entertainment, arts and culture. The intensity of activity can also support a new generation of housing and public spaces.

National Avenue is under consideration as a potential alignment of a Walker's Point streetcar extension. Regardless of whether the Streetcar traverses National Avenue, it will remain a major transit corridor where additional improvements are needed to ensure that it best serves all users. National Avenue should continue to develop as a "complete street." In the short term, restriping should be carried out to provide bicycle lanes and reduce the number of travel lanes. Over the long term, as the street is reconstructed, additional

CONNECTORS:

NATIONAL AVENUE, PITTSBURGH AVENUE, GREENFIELD AVENUE



improvements should be incorporated to better accommodate pedestrians, cyclists and transit users such as wider sidewalks and tree plantings.

Where National Avenue meets 6th Street is also an important intersection, serving as a connecting route to the Menomonee Valley and Downtown. 6th Street, although an important north-south connection, has lower traffic volumes than 1st Street and a more intimate scale, which support a range of infill development opportunities. Streetscaping should be used to identify and promote the intersection of National Avenue and 6th Street as anchor and gateway location for Walker's Point.

2

PITTSBURGH AVENUE CONNECTOR

Pittsburgh Avenue, which transitions into Freshwater Way at 2nd Street, is a gateway to Walker's Point from the 3rd Ward via the Broadway Bridge, connecting the Milwaukee River to Reed Street Yards and the Global Water Center. This area has a cluster of taller historic loft and office buildings as well as new office and residential buildings.

This entrance to the area can be enhanced with streetscaping and signage to identify arrival to the neighborhood. Pittsburgh Avenue is a popular bike route and should be considered for improvements, such as protected bike lanes.

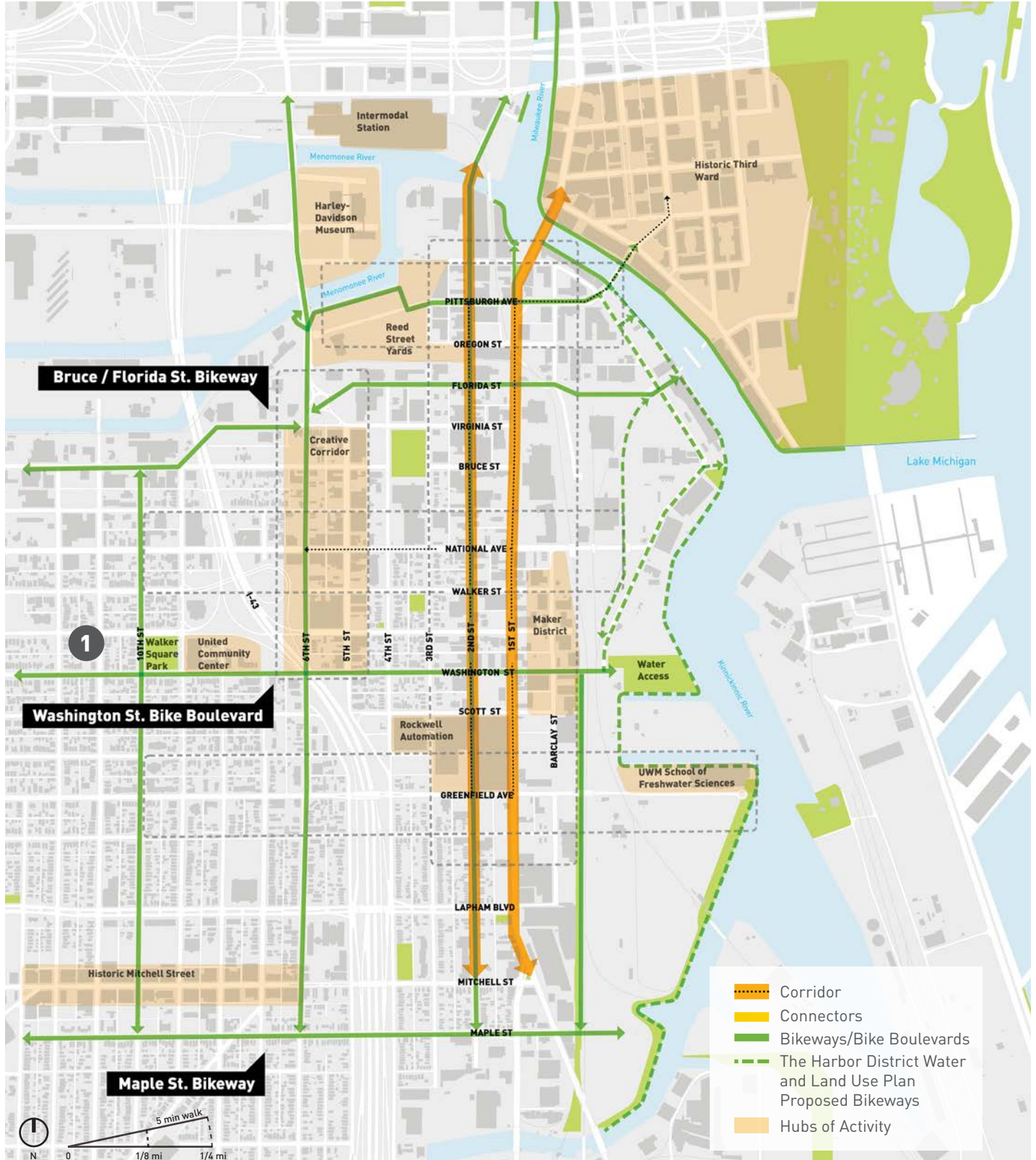
3

GREENFIELD AVENUE CONNECTOR

Greenfield is a gateway street at the south end of the neighborhood used by many as a point of access from I-43/I-94 and neighborhoods further west. It is also home to the Rockwell Automation headquarters and the recently developed Freshwater Plaza with its new grocery, retail and housing offer and currently provides the only connection from Walker's Point to the University of Wisconsin-Milwaukee School of Freshwater Sciences. The new Harbor View Plaza public park that will soon break ground where Greenfield Avenue meets the Kinnickinnic River, and the vacant site at 401 East Greenfield that provides an opportunity for a major future office, commercial, and modern manufacturing development.

There is an opportunity to use streetscaping to identify and promote the intersection of 1st Street and Greenfield as an anchor and gateway location. The Greenfield Avenue Gateway Stormwater Fountain has already established a theme of best stormwater management practices, which can be continued in future development at this node.

BIKE BOULEVARDS + BIKEWAYS: WASHINGTON STREET



1

WASHINGTON STREET BIKE BOULEVARD

Washington Street connects the Walker Square Neighborhood, Cesar Chavez Drive, and Walker's Point to a proposed future waterfront access point to the Kinnickinnic River. Washington Street is an attractive, lightly trafficked street and lends itself to a comfortable walk or bike route.

Multiple neighborhood planning efforts have called for the development of Washington Street as a "neighborhood greenway" that would enhance the street as a bike, pedestrian and recreation connector which can serve Walkers Square, Walker's Point and other neighborhoods into the future.

Developing Washington Street as a bike boulevard takes on added priority with the potential for a streetcar extension in Walker's Point. This should include traffic calming techniques, signage, landscaping, and other amenities. This bike boulevard would serve to bridge the neighborhoods under the I-43/I-94 overpass and better connect Walkers Square residents with access to transit and adjacent neighborhood amenities.

WALKER'S POINT BIKE NETWORK

Walker's Point has a network of existing and proposed bike routes. 2nd Street has been redesigned with bike lanes in each direction and is one of the preferred routes through the District. Many bicyclists still also travel on the more heavily-trafficked 1st Street. South Water Street at the northeast has bike lanes in each direction between Pittsburgh and Washington Streets through the Harbor District. South of Washington Street bicyclists can travel on the off-street paved Kinnickinnic River Trail that travels along the railroad viaduct south to Maple Street.

The Harbor District Water and Land Use Plan suggested two options for enhancing Kinnickinnic River Trail at the north:

- Maintain the current on-street route but make improvements to ensure the route is dedicated and protected. Key changes would be the use of bollards to protect bicyclists, pavement markers, and the removal of unused rail spurs in the right-of-way.
- Develop an off-street trail east of the Washington Street railroad underpass that would follow the west side of South Water Street and the railroad right-of-way north.

Continued enhancements of the bike facilities of neighborhood streets can add to these linear connections, provide new connections for residents and draw people into the neighborhood to support local businesses.

Washington Street, Florida Street, 6th Street and 10th Streets can all be enhanced to create stronger connections through and around the neighborhood and to Walker Square Park and future riverfront parks and open spaces in the Harbor District.

WASHINGTON STREET GREENWAY

STREET AND PUBLIC REALM IMPROVEMENTS





EXISTING



GUIDING THE DESIGN OF 1ST STREET

Enhancements to the street can be carried out as a comprehensive project or be carried out incrementally over time. Over time, the design of corridors, connectors, bike boulevards and bikeways 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 1st Street and other final alignments from a thoroughfare to an attractive street that serves walkers, cyclists, and drivers. Even prior to any streetcar extension,

- Enhanced sidewalks, special paving, pedestrian crossings, lighting, signal upgrades, landscaping, public art, the addition of street furniture and reconfiguration of parking and traffic lanes can be carried out with existing curb and gutters alignments left in place.
- The introduction of bike lanes will require trade-offs with parking, travel and turning lanes for cars.
- Creating wider sidewalks is desired, but would require a full reconstruction of the street and is a longer-term alternative.
- Improve sidewalk conditions, minimize the number of driveways and encourage parking lot landscaping, lighting and fencing improvements
- Traffic safety improvements, such as traffic light synchronization, left turn lanes and traffic calming should be incorporated on 1st Street as an anchor and gateway location

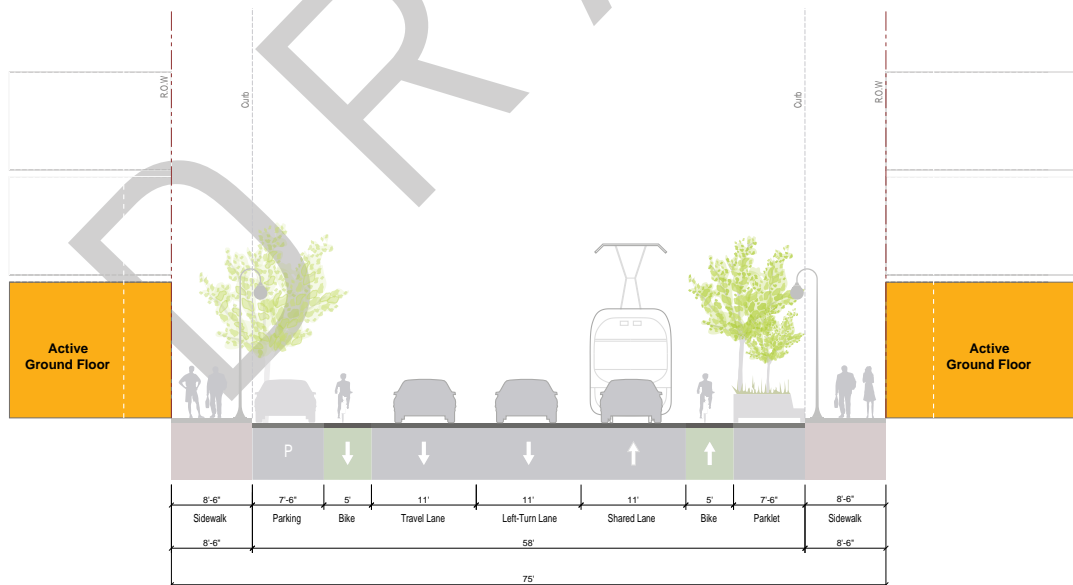
There are many possibilities for reconfiguring 1st Street to include a streetcar and improve the walking and biking environment. Street widths in urban areas are almost always limited, and trade-offs often need to be made about whether to provide bike accommodations, wider sidewalks, landscaping, and other features within the right of way. The two drawings below are not meant to suggest that these are the only options, but rather to show a range of ideas. When the streetcar is implemented, more engineering and public outreach will be needed.

The first diagram shows a road diet scenario and assumes that the streetcar would be a loop, going one direction on 1st Street and the other direction on 2nd Street, which means only one lane of traffic would be shared with the streetcar. This scenario would convert 1st Street from a four-lane road to a two-lane road with left-turn lanes at higher volume intersections. This could be accomplished within the current street width and without major construction. Currently, speeding and erratic passing maneuvers are a problem on 1st Street. Many residents commented that these factors discouraged walking and biking. Traffic volumes are relatively high on 1st Street and more analysis would be needed to understand potential traffic operations. Close coordination with the Wisconsin Department of Transportation will be necessary since 1st Street is part of the state highway network.

In this scenario, bike lanes are shown between the parking lane and the travel lane. Please note that protected bike lanes providing greater separation between people bicycling and driving could be considered pending additional community discussion around the trade-offs necessary to do so.

While parking is shown on both sides of the street, it is worth exploring the possibility of removing parking on one side in order to accommodate other amenities, such as parklets, separated bikeways, or wider sidewalks. While on street parking is popular with businesses along the corridor, changing trends in how people travel—such as using the streetcar, other transit, ride share services, autonomous vehicles—may mean that demand for parking decreases in the future, and that space currently allocated for parking could be used for other purposes.

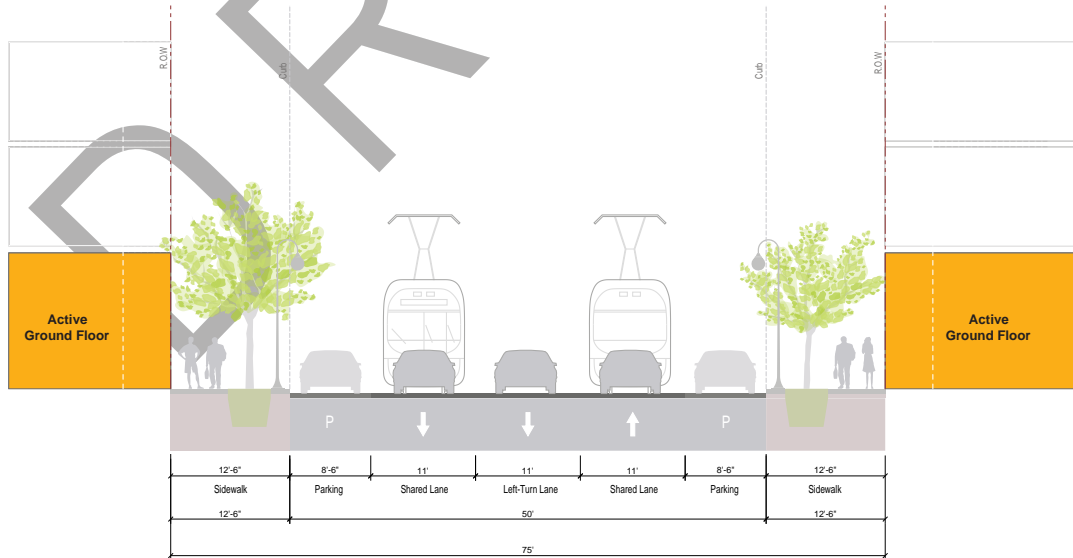
ROAD DIET CONCEPT



- One-way streetcar
- Reduce to 2 lanes of shared travel lanes with dedicated left turn lanes where appropriate
- Maintain existing on-street parking
- Implement parklets / flex zones in parking lane where possible
- Add bike lanes

The second diagram shows a longer-term vision of what 1st Street could look like when the street is reconstructed. Reconstruction would allow moving the curbs and to re-imagine the street. The second diagram shows widening the sidewalk to allow for a more pleasant walking environment and sidewalk activity. While this scenario does not show bike accommodations, that does not mean that they should not be considered. In fact, a street reconstruction opens up the opportunity to consider higher quality bike facilities, like a bikeway within the sidewalk, a raised bikeway adjacent to the curb, or high-quality bike facilities on a parallel street. There are many possibilities to consider in the long-term, and the City's Department of Public Works should work collaboratively with the Wisconsin Department of Transportation, other city departments, and the community to implement the best possible solution to make 1st Street a leading example of how to transform an auto-oriented street to a truly multimodal street where all users are valued.

WIDER SIDEWALK CONCEPT



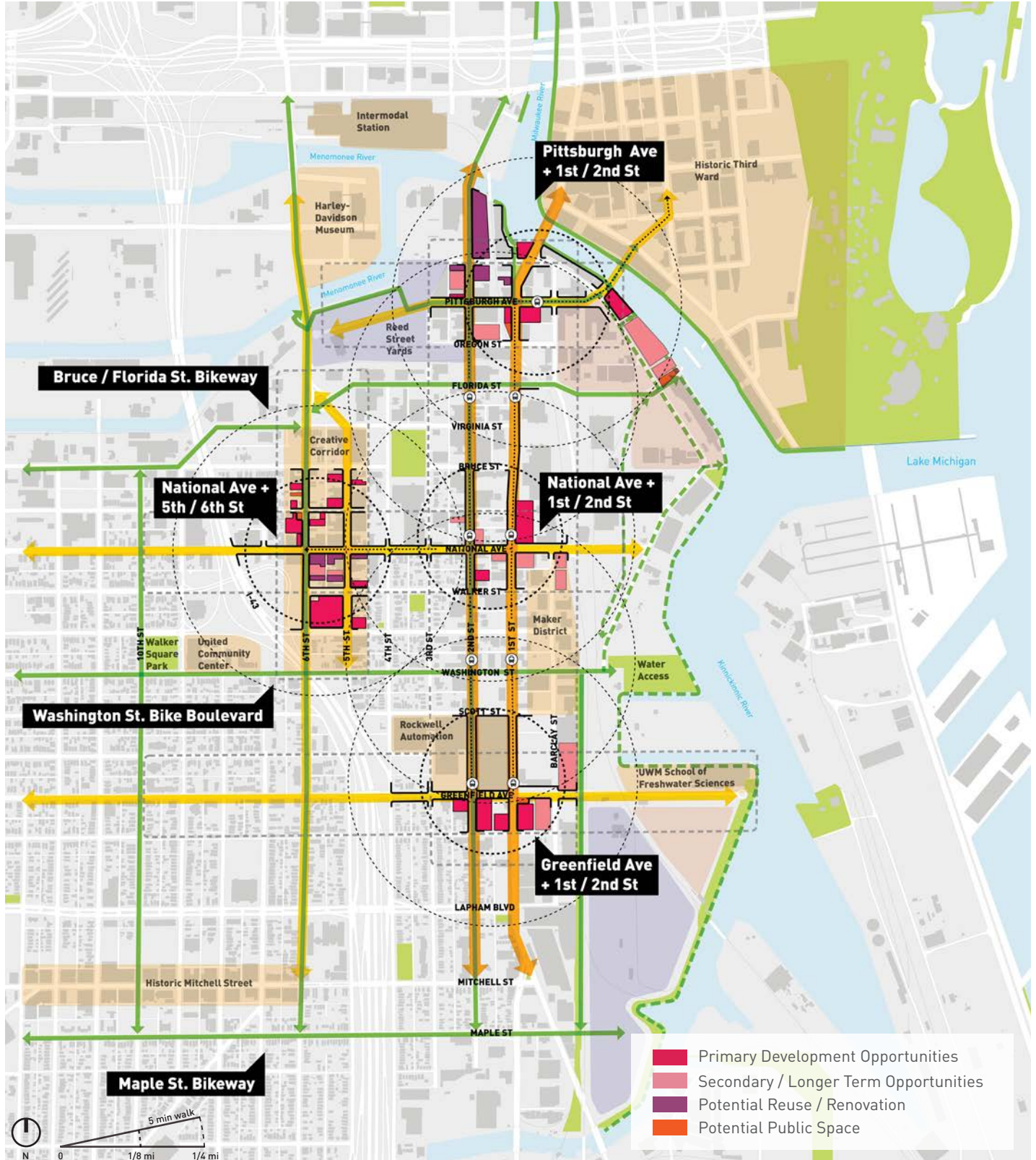
- Two-way streetcar
- Reduce to 2 lanes of shared travel lanes
- Maintain exiting on-street parking
- Wider sidewalks
- Multiple bike lane / parking alignment options could be considered

TODCONNECTS

06

PLACES TO
FOCUS

PLACES TO FOCUS



WHERE WALKER'S POINT CORRIDORS AND CONNECTORS MEET

The locations and sites most likely to see change in the future were identified through visual surveys, market analysis and input from local stakeholders. The Places to Focus in this plan were selected because they are the most connected and are seen by the most people on a day to day basis and have the greatest potential to support Transit Oriented Development.

This presents a market opportunity which can be leveraged through a series of coordinated public, non-profit and private investments and actions. In many cases, there is also ongoing momentum from work being carried out by local stakeholders.

Each of the Places to Focus is described below. A vision statement describes the types of investment and development expected and the role each place will play in the neighborhood. A set of more specific recommendations to realize the vision are then presented.

This plan also includes a set of illustrations of what the future could look like. Each illustration shows a range of future activities, including renovation of existing buildings, redevelopment of sites and in some cases replacement of existing buildings. The locations and sites that would be expected to see these types of investment are highlighted in color. The shapes included outline the scale of development, showing how it relates to the existing neighborhood framework of streets and development. These concepts have also been reflected in proposed TOD zoning districts, which means that any updated zoning designations would ensure that new development aligns with this plan.

For each place, there is also an image of the existing context, which allows a visual comparison between today and the future potential.

The key intersections also have opportunities for new investment. This can come in various forms,

and includes:

- Renovation of existing buildings to enhance their quality and usefulness to residents and businesses that occupy them.
- Re-use of existing buildings, attracting new businesses, services or residents to former industrial or retail 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.

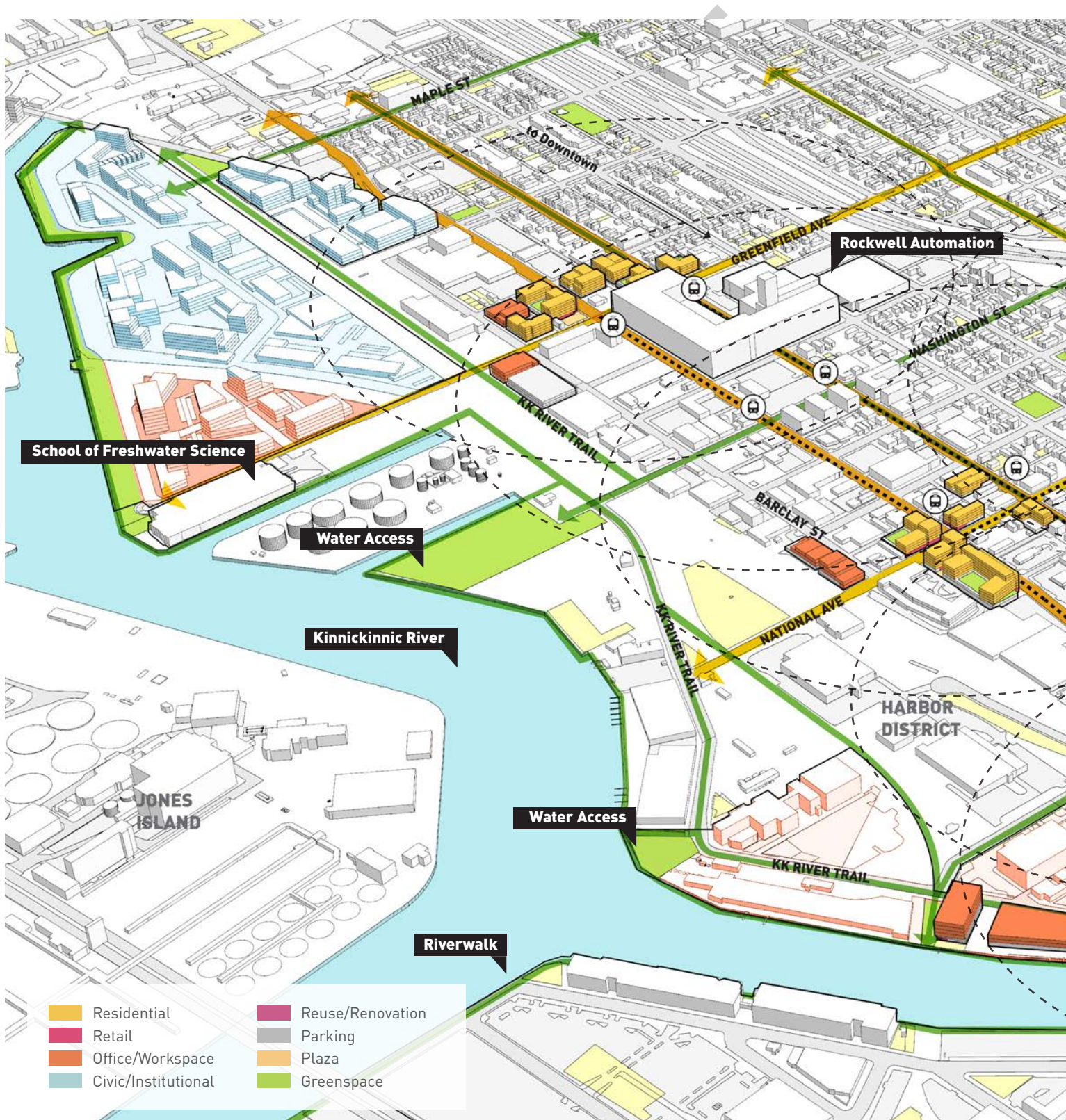
There are opportunities for smaller scale renovation and re-use on key corridors and connectors and within the neighborhood. There are also smaller scale infill opportunities across this area.

More significant redevelopment opportunities are clustered around the intersection of 1st and Greenfield, 1st Street and National Avenue, 6th Street and National Avenue and 1st Street and 2nd Street at Pittsburgh Avenue.

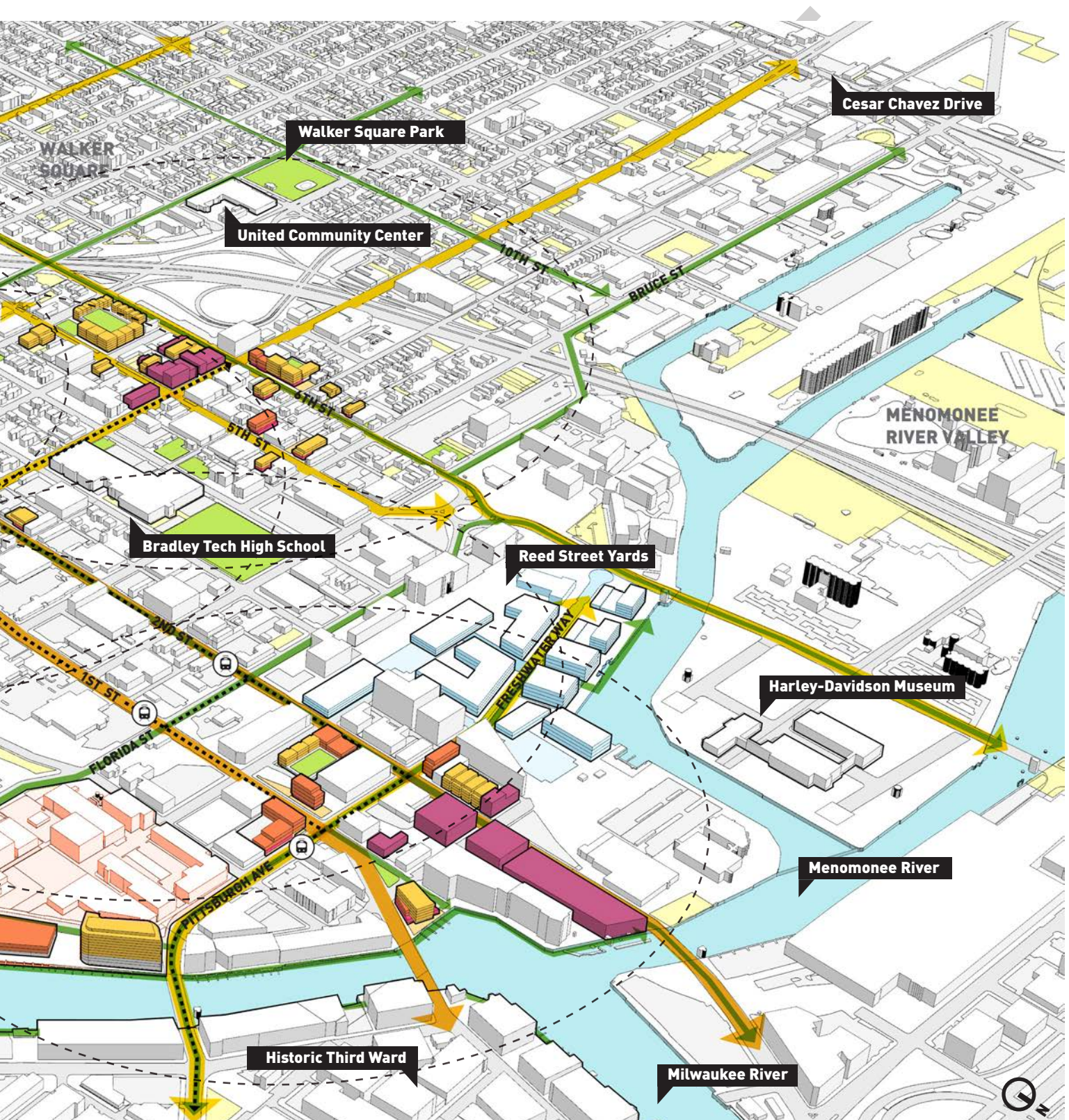
In all cases there is a strong desire for new investment and development to engage, be marketed towards and reflect the existing community in the area. While the neighborhood will evolve over time, there is a need to see new development paired with initiatives to prevent the displacement of long term residents. New housing opportunities should be created that are accessible to a variety of income levels, new retailers should help residents meet their daily shopping needs, new jobs should be created that are accessible to local residents.

Local organizations and stakeholders should continue to play a major role in steering the nature of development in the area and ensuring a local voice in key decisions.

WHERE WALKER'S POINT CORRIDORS AND CONNECTORS MEET

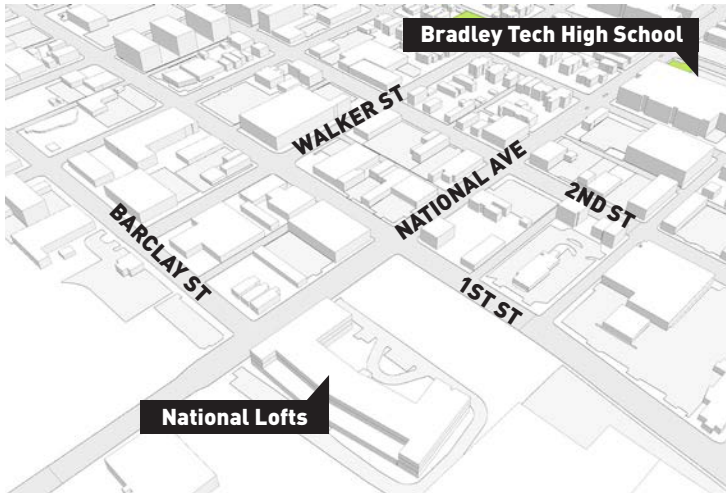


This framework of corridors and connectors point to places where the Walker's Point and Harbor District neighborhoods can grow based on connectivity, access and the numbers of people who see them each day. These are also the places where there is the potential for streetcar stops to be located as the Streetcar extends from Downtown.



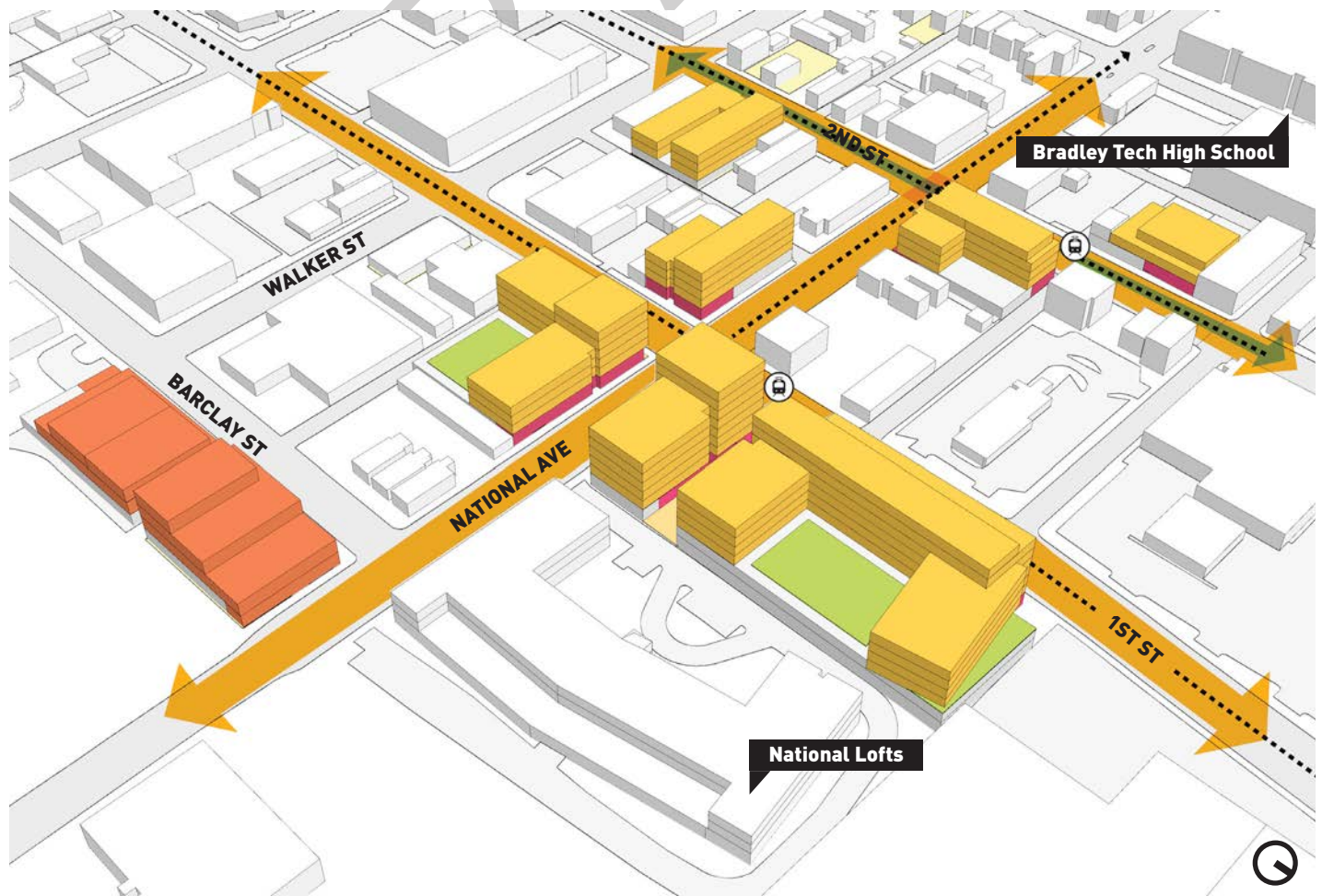
FOCUS AREAS: 1ST/2ND STREETS AND NATIONAL AVENUE

EXISTING



- Residential
- Retail
- Office/Workspace
- Civic/Institutional
- Reuse/Renovation
- Parking
- Plaza
- Greenspace

POTENTIAL DEVELOPMENT



VISION

1st Street and National Avenue will be a thriving mix of activities with people living, working, recreating, and meeting their everyday shopping needs in a setting with a vibrant street scene along an improved 1st Street. People will walk to and from this high-volume transit hub to connect to jobs in Walker's Point or the Harbor District, or travel from their homes in the area to jobs or education opportunities in Downtown.

RECOMMENDATIONS

The intersection of 1st Street and National Avenue offers the potential for a greater intensity of activity and development given its role as a transit intersection and the high traffic volumes on both streets. Sites around this intersection could accommodate a range of mixed use buildings, with residential and retail, professional service or community services on the ground level.

The northeast corner of this intersection is currently a vacant lot and offers a key site that should attract a high-density, signature development. This site is appropriate for a building that could range from 5 to 8 stories at the corner or taller if supported by the market and developed with context sensitive design.

As redevelopment occurs on other corners, target mixed-use buildings of at least four stories. These development opportunities should be sensitively designed to relate to and offer a transition in scale to surrounding blocks.

The public realm at 1st Street and National Avenue should be enhanced, with investment in sidewalks, furniture, street trees and lighting which will create a sense of destination. Refer to previous chapter for more detail on proposed improvements.

Given the nature and function of 2nd Street to the west as a lower intensity connector than 1st Street, 2nd Street presents opportunities for smaller scale and finer grain renovations, additions and infill development. Heights of two to five stories are appropriate along 2nd Street in this area.

Barclay Street to the east should continue its important role as a place for small and start-up businesses, many of which have a manufacturing, craft workshop or "maker" space. There are opportunities at the southeast corner of National Avenue and Barclay Street for these types of light industrial or craft/maker development, for either a single occupant or multiple tenants.

Along 1st Street north of National Avenue, there is a collection of low-rise buildings, many with large surface parking lots or auto-oriented uses. In the long term, as owners and occupants change, these sites offer the potential for new transit oriented development that includes a range of housing, business, entertainment or community service uses. As this area redevelops, new development should prioritize the pedestrian experience and add density to the area. Buildings should be built closer to the street with any parking entrances at the back or on side streets. In keeping with transit oriented development goals, single-story buildings should not be allowed.

OUTCOMES

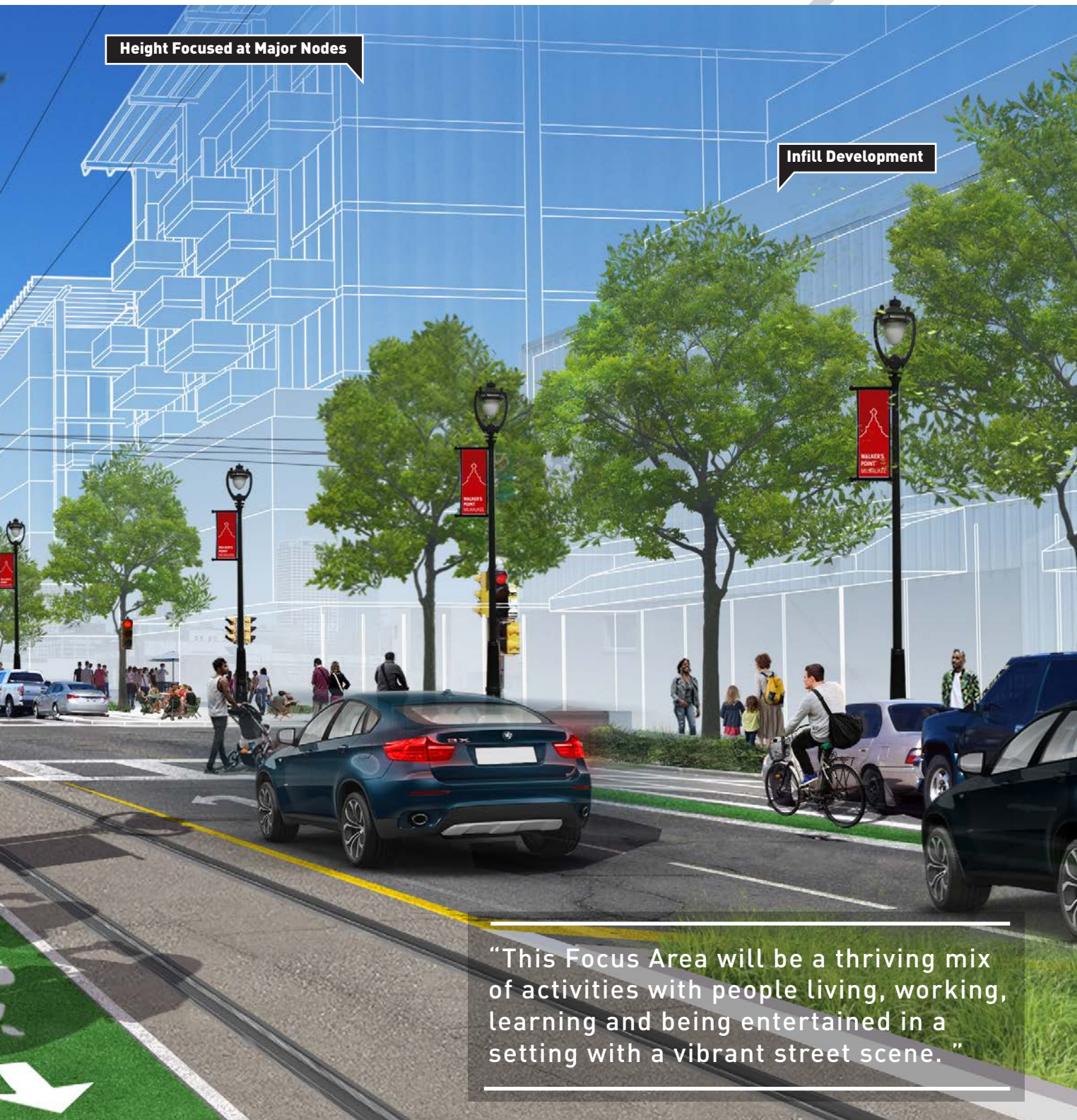
This area has the potential for between 600,000 and 650,000 sq. ft. of new development. The area immediately around 1st and National has the potential to offer 300-350 new housing units, 35,000-40,000 sq. ft. for retail, office or community service on ground floors and 35,000-40,000 sq. ft. of light industrial development.

1ST STREET CORRIDOR

POTENTIAL DEVELOPMENT



EXISTING



Height Focused at Major Nodes

Infill Development

“This Focus Area will be a thriving mix of activities with people living, working, learning and being entertained in a setting with a vibrant street scene.”

2ND STREET CORRIDOR

POTENTIAL DEVELOPMENT



Height Focused at Major Nodes

Infill Development

Improved Sidewalks

EXISTING



Second Story Additions

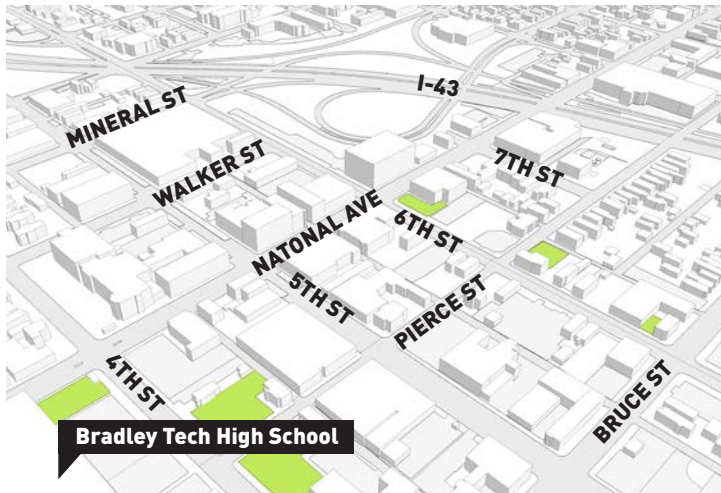
New Murals

Improved Storefronts

“This Focus Area will be a thriving mix of activities with people living, working, learning and being entertained in a setting with a vibrant street scene.”

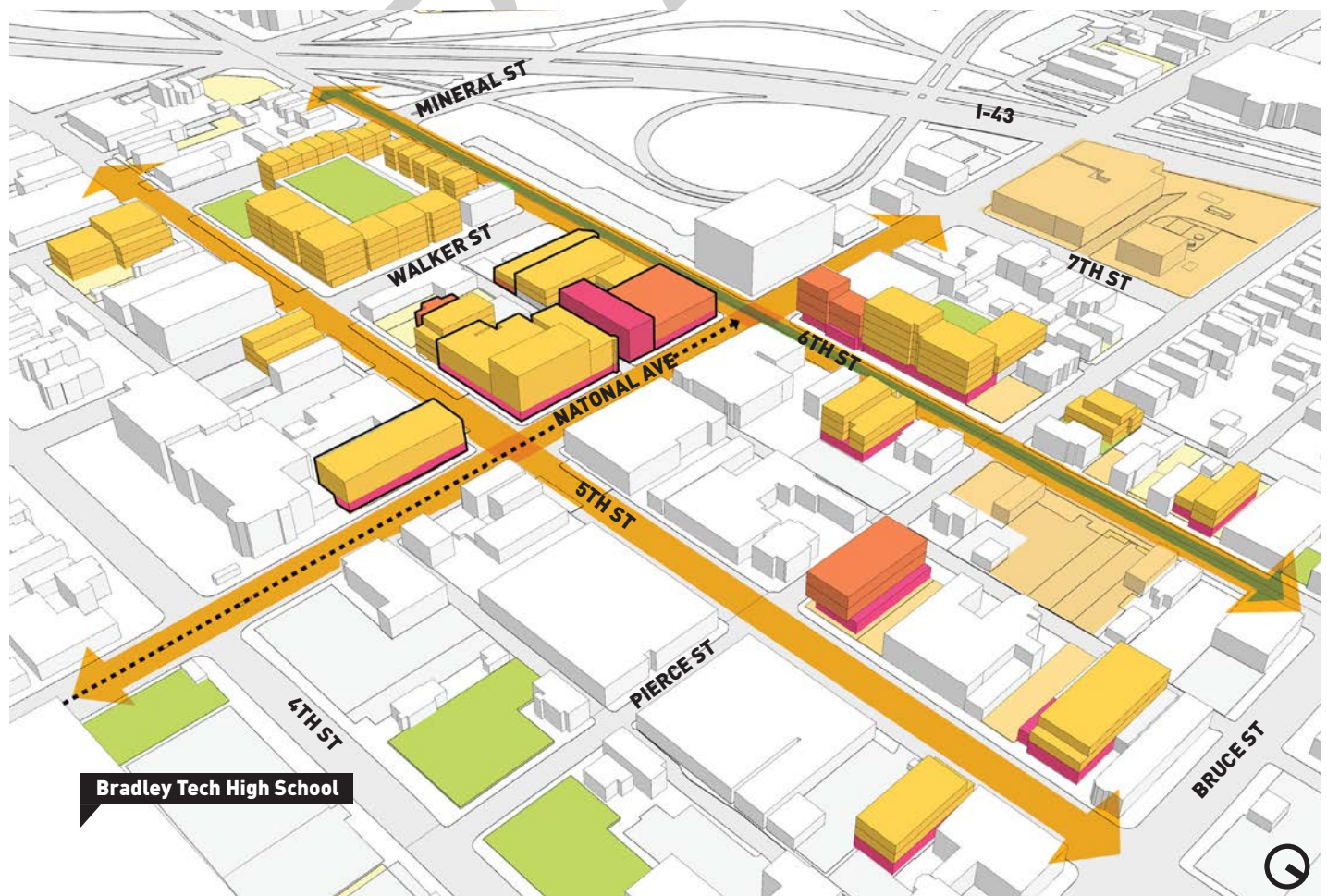
FOCUS AREAS: NATIONAL AVENUE AND 5TH/6TH STREETS

EXISTING



- | | |
|---|---|
| Residential | Reuse/Renovation |
| Retail | Parking |
| Office/Workspace | Plaza |
| Civic/Institutional | Greenspace |

POTENTIAL DEVELOPMENT



VISION

This intersection and the surrounding blocks have historically been a hub for Milwaukee's immigrant communities, including the Latino community in recent decades. The area is home to a diverse cluster of businesses, entertainment and community services which serve local-residents and draw visitors from across the city. As the area continues to evolve through renovation of existing buildings, reactivation of storefronts and infill development, it will remain the heart of the Walker's Point "Creative Corridor." The Creative Corridor will have a diverse mix of housing choices, retail, community service and office spaces and an active street scene that welcomes current and future residents as well as visitors to the area.

RECOMMENDATIONS

There are existing buildings in the area which can be renovated and re-used. This includes storefronts as well as mixed use buildings with a retail base and either workspace or apartments above.

There is a group of vacant lots located on the corner of 6th Street and National Avenue that stretches to Pierce Street. This is a key site that provides opportunity for active ground floor uses and a potential plaza spaces, with residential and/or office and workspace above.

Buildings on the northwest and southeast corners of 6th Street and National Avenue, and the southeast corner of 5th Street and National Avenue should be targeted for renovation, providing upgraded business and retail space.

There are also larger sites both north and south of National Avenue which may transition uses in the coming years and provide opportunity for large scale

re-use or redevelopment that should be integrated into the fabric of the neighborhood.

Smaller infill opportunities on 6th Street north of National Avenue could see housing or businesses occupy new three to four story buildings, designed to reflect the scale of the blocks where they are located.

Surface parking lots on 5th and 6th Streets should be targeted for infill development opportunities.

The southwest corner of 5th Street and Walker Street would represent a significant opportunity for new development if the current user relocates to another facility in the future and is not replaced with another light industrial user. A collection of four and five story residential buildings with active ground floor uses and the potential for a small open space setback at 6th Street and Walker Street could be accommodated here.

OUTCOMES

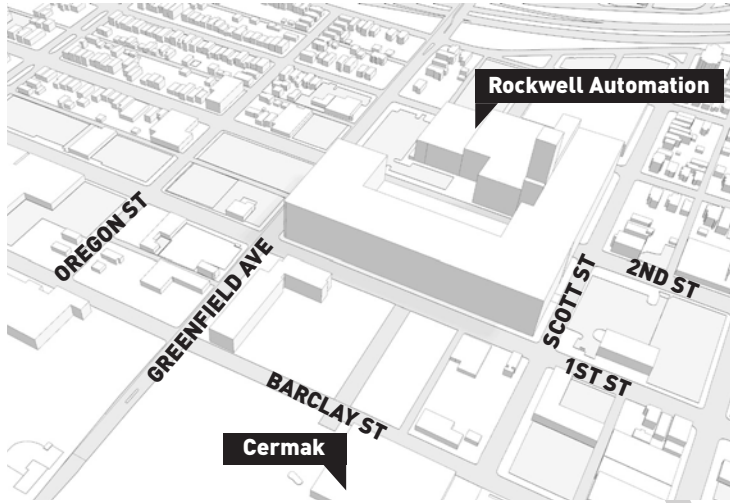
Existing buildings that can be renovated and re-used in this area have the potential to accommodate 50-80 new housing units and 75,000-85,000 sq. ft. of business space.

New development opportunities could accommodate 250-300 new housing units, 60,000-65,000 sq. ft. of space for retail, restaurants, office or community space at ground floors, and 15,000-20,000 sq. ft. of office space.

Opportunities extend beyond development to include creation of attractive streets encouraging people to walk and new public spaces for residents to gather and celebrate. 6th Street in particular should be targeted for streetscape improvement investment in the future.

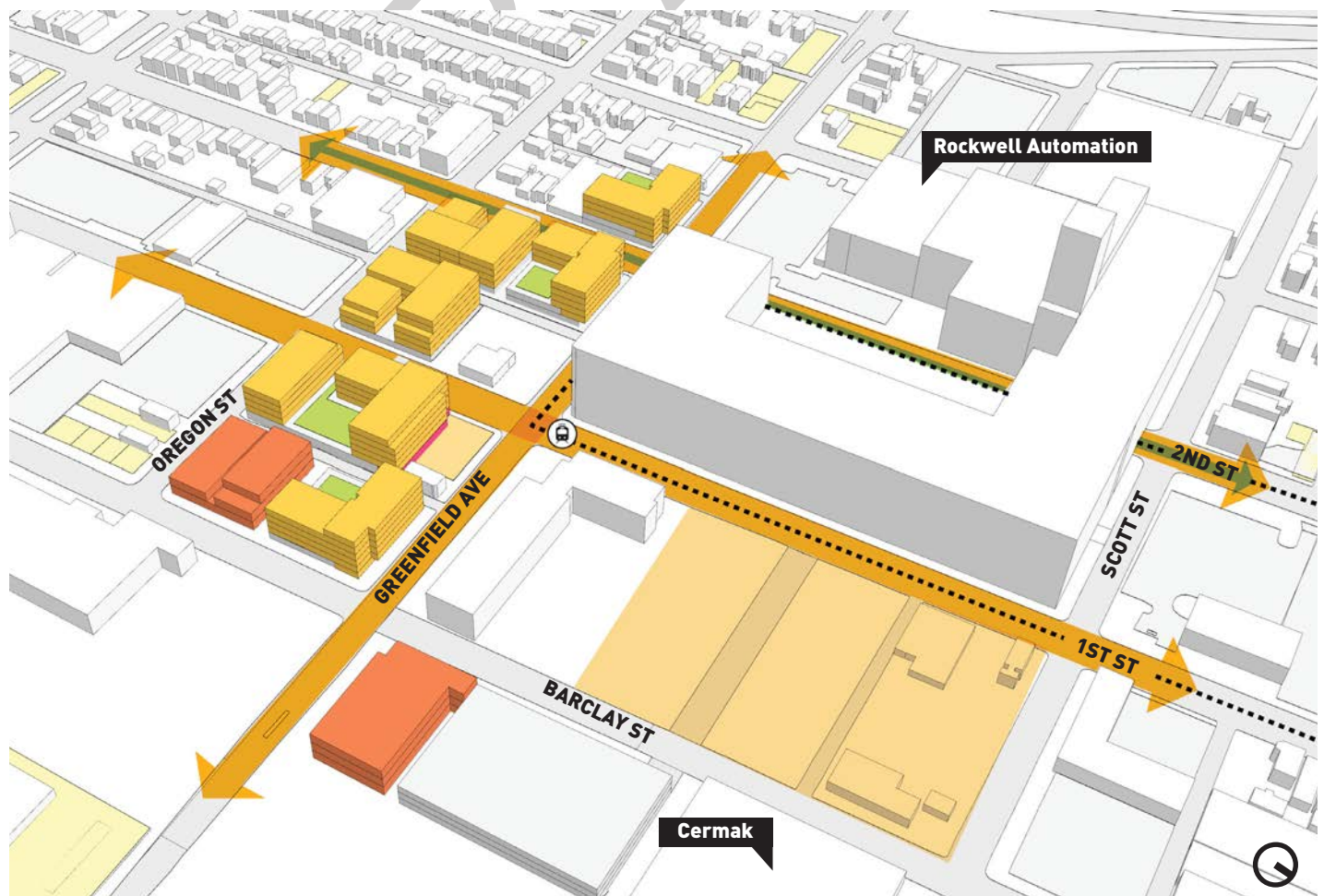
FOCUS AREAS: 1ST STREET AND GREENFIELD AVENUE

EXISTING



- | | |
|---|---|
| Residential | Reuse/Renovation |
| Retail | Parking |
| Office/Workspace | Plaza |
| Civic/Institutional | Greenspace |

POTENTIAL DEVELOPMENT



VISION

1st Street and Greenfield Avenue will continue to serve as an active jobs and transit hub and gateway location to major new developments within the East Greenfield area along the waterfront in the Harbor District. Anchored by the monumental Rockwell Automation headquarters and its jobs base, and the mixed-use Freshwater Plaza development, a series of new residential and mixed-use developments and expanded transit service will bring this area and its streets to life. This area will serve as a node where students at the UWM School of Freshwater Sciences, employees of new developments on East Greenfield Avenue, families visiting Harbor View Plaza, workers at Rockwell, and residents of Freshwater Plaza will access improved transit connections in an enhanced public realm setting.

RECOMMENDATIONS

Beyond Freshwater Plaza, Barclay Street should continue its important role as a place for small and start-up businesses, many of which have a manufacturing, craft workshop or “maker” space, with opportunities for light industrial development.

A future streetcar stop at 1st Street and Greenfield Avenue should incorporate signature elements that reflect the importance of this stop. In the interim, the City should work with MCTS to improve existing bus stops, so they are more attractive and welcoming.

There is a collection of opportunity sites on blocks south of Greenfield Avenue between 3rd Street and Barclay Street which could accommodate new, primarily residential developments. There is a key site on the southeast corner of 1st Street and Greenfield Avenue that has the opportunity to mirror the Freshwater Plaza Apartments, with an ecological plaza, active ground floor retail, and residential above.

Given transit and highway access and the scale of the Rockwell Automation building, future in-fill developments in this area can comfortably accommodate buildings which are four to six stories in height.

Ground floor retail may be feasible at key locations adjacent to transit stops or other activity generators such as Freshwater Plaza.

As the Harbor District evolves and development occurs along East Greenfield, Greenfield should also be upgraded as a pedestrian and bicycle street to reflect its increased importance as a connector and also as a neighborhood street with a growing number of residents and workers.

In the long term, an after the retail base has been established and improved transit options serve the site, there is the potential to reduce surface parking at Freshwater Plaza and develop new denser uses on the current surface lots.

OUTCOMES

Core sites around 1st and Greenfield have the potential to offer 350-400 new housing units, 5,000-6,000 sq. ft. of new ground floor retail space, and 75,000-80,000 sq. ft. of office or light industrial space. With future development, there is the opportunity for shared structured parking at this node.

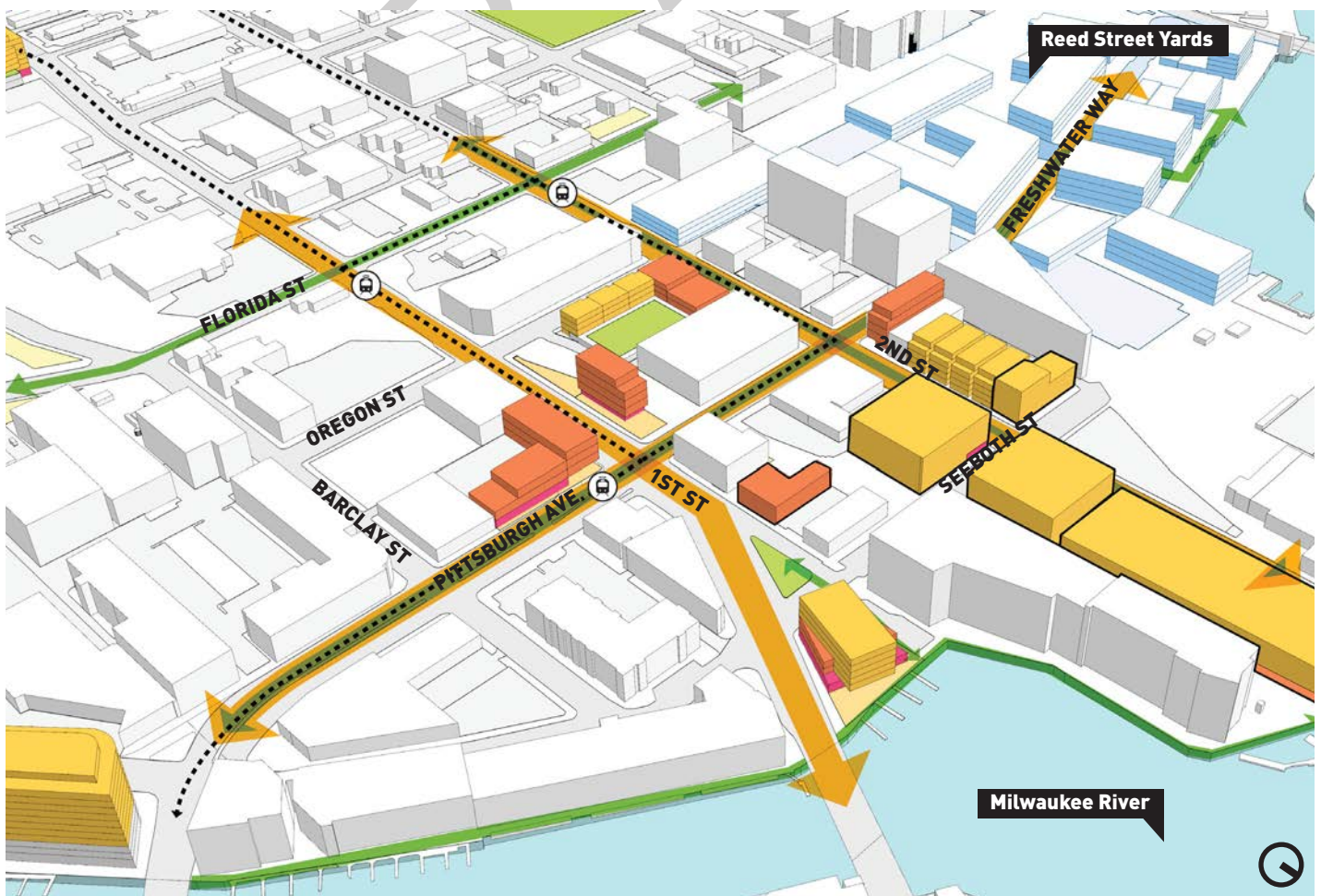
There is also the opportunity for Rockwell Automation or a complementary user to reuse 700,000 sq. ft. of currently vacant office space within Rockwell’s existing facilities, bringing new jobs that would be well served by a streetcar stop.

FOCUS AREAS: 1ST STREET AND PITTSBURGH AVENUE



- | | |
|---|---|
| Residential | Reuse/Renovation |
| Retail | Parking |
| Office/Workspace | Plaza |
| Civic/Institutional | Greenspace |

POTENTIAL DEVELOPMENT



VISION

This mixed-use district at Pittsburgh Avenue, 1st Street and 2nd Street will intensify its urban hub role with office, hotel, housing, and retail at a gateway between Walker's Point and the Historic Third Ward. Freshwater Way will be a highly traveled pedestrian corridor connecting employees at Reed Street Yards to the Milwaukee Streetcar.

RECOMMENDATIONS

There will be an office and workspace focus along Pittsburgh Avenue and Freshwater Way from Barclay Street to 2nd Street. Some buildings may activate their ground floors with retail, café or gallery spaces, along with plazas for food trucks and events.

The development site at the intersection of 1st Street and Seeboth Street along the Riverwalk has the potential to be a mixed-use signature building as it connects to 1st Street and the Milwaukee River. There is opportunity here for active uses along the river and a connection between the Riverwalk, MC2 Park and the local workers, residents, and visitors in the area.

Infill locations on 2nd Street and Oregon Streets can accommodate high density residential and office developments. Shared parking options should be pursued as development continues in this area.

Pursue renovation and re-use opportunities on Seeboth along either side of 2nd Street.

This will be the first streetcar stop in Walker's Point for those arriving from the Historic Third Ward. The future streetcar stop should be designed to a high standard, potentially incorporating public art or other features which reflect the identity of the community and serve as the gateway to Walker's Point.

OUTCOMES

Existing buildings that can be renovated and re-used in this area have the potential to accommodate 300-350 new housing units and 90,000-100,000 sq. ft. of business space.

New development opportunities could accommodate 250-350 new housing units, 200,000-300,000 sq. ft. of space for office or workspace and 40,000-50,000 sq. ft. of ground floor retail, café or gallery space.

Additionally, future new development at the Reed Street Yards Business Park provides an opportunity to develop up to 1,000,000 sq. ft. of office space within the vicinity of this transit node.

EXTENDED SITES

Cumulatively, new development and redevelopment at the focus areas could represent 1,500-2,000 new housing units; 10-20 new storefronts; and 3,000-4,000 jobs at new offices and workspaces. For the purposes of this study, the concentration for development potential was placed on sites in the focus areas, around the intersections of the identified corridors and connectors and at potential future streetcar stops. There are, however, plentiful opportunity sites in the Walker's Point and Harbor District area, from vacant and underutilized buildings to surface parking lots, beyond the focus areas. There are a significant number of additional, potential development sites in close proximity to these future stops (within a 5 minute walk) that are also well situated to accommodate future transit oriented development. While current market conditions may not support development at all of these sites, it is still worthwhile to understand the potential capacity for new development in the area. These "extended sites," are categorized below by priority and potential timing as either primary or secondary sites. Together, between the focus areas and the extended sites, the development could total 3,000 to 3,800 new housing units, between 35 and 45 new storefronts and space for 6,000 to 7,500 jobs.

DEVELOPMENT POTENTIAL

Primary sites

- 500-600 Housing Units
- 55,000-65,000 sqft of Retail
- 60,000-70,000 sqft of Office

Secondary sites

- 800-900 Housing Units
- 150,000-200,000 sqft of Retail
- 650,000-700,000 sqft of Office

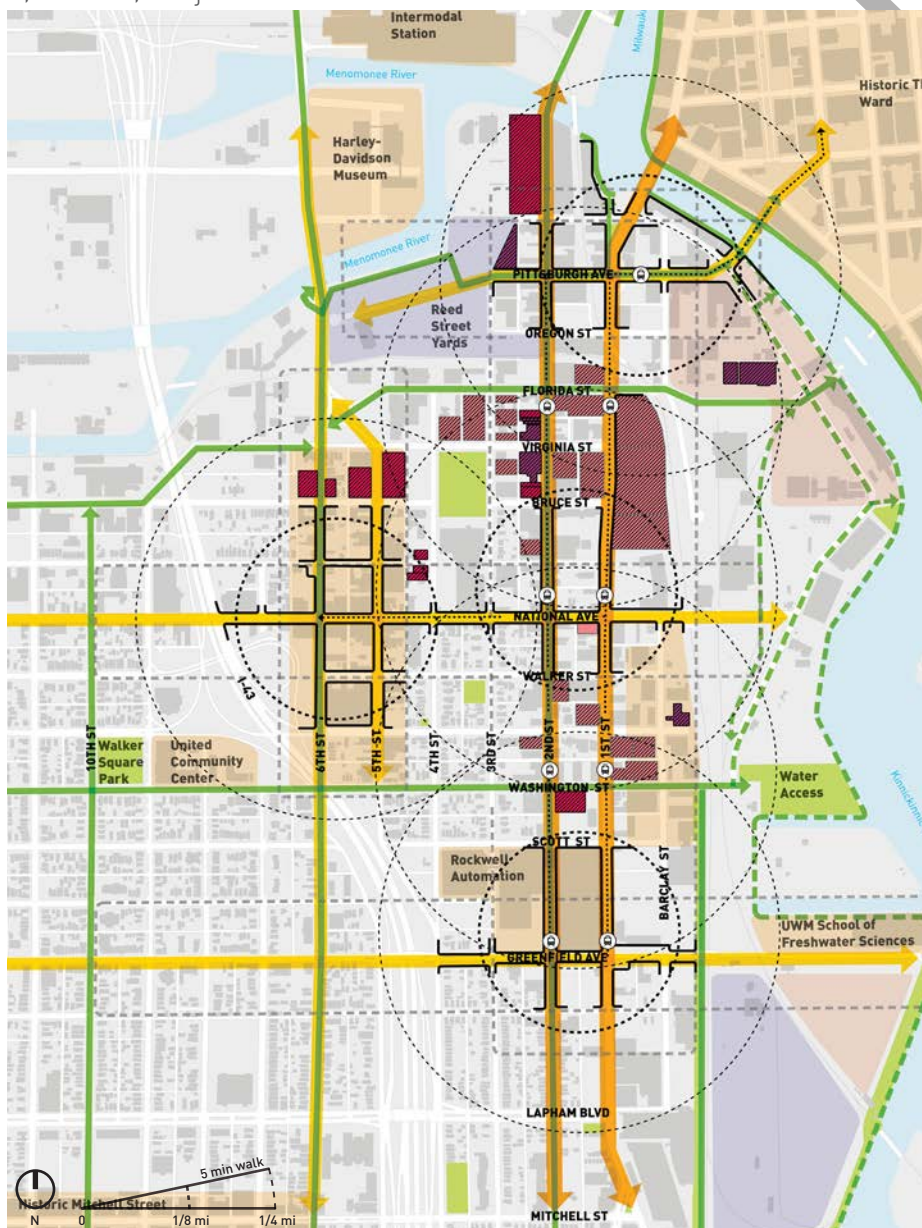
Potential Reuse / Renovation

- 200-300 Housing Units
- 10,000-15,000 sqft of Retail
- 250,000-300,000 sqft of Office

Total

- 1500 -1800 Housing Units
- 215,000-250,000 sqft of Retail
- 960,000 -1.1 million sqft of Office

- Corridor
- Connectors
- Greenways
- Hubs of Activity
- Primary Development Opportunities
- Secondary / Longer Term Opportunities
- Potential Reuse / Renovation



TODCONNECTS

07

IMPLEMENTATION
STRATEGY

IMPLEMENTATION

The potential development outlined in this plan is substantial and will have a meaningful impact on the neighborhood. While exact outputs, and the mix of them, will be determined over time the plan illustrated here includes: includes 3,000 to 3,800 new housing units, between 35 and 45 new storefronts, space for 6,000 to 7,500 jobs. Achieving the vision for the Walker's Point area that is laid out in this plan will not occur on its own. Rather, it will require the coordinated efforts of multiple partners working collaboratively over a number of years to ensure that future development and investment in Walker's Point, Walker Square and the Harbor District helps area residents, business owners, and other stakeholders realize their goals for the neighborhood.

There are a number of factors that suggest optimism for the future potential of the neighborhood. These include a series of recent and current projects immediately adjacent too or within the neighborhood. The ongoing developments in Walker's Point and the Harbor District including

the University of Wisconsin-Milwaukee School of Freshwater Sciences, Reed Street Yards, the Global Water Center, and mixed-use developments like Freshwater Plaza all demonstrate this.

While there are market constraints in some areas, strategic investments and policies can reduce barriers to development in these areas. It is also very likely that investment in the public realm and the streetcar will leverage more private development in the area – whether from individuals or businesses.

The previous chapters of this plan described these overall goals and made specific land use and public realm improvement recommendations for the area. This chapter highlights the policies, programs, and actions that must be aligned to turn those goals and recommendations into reality. This implementation strategy has a number of distinct components:

ZONING *(page 80)*

Updates to the City of Milwaukee zoning code will help facilitate the type of transit oriented development envisioned by this Plan. Recommended updates are summarized in this chapter and new proposed zoning districts are included as a supplement to this plan.

URBAN DESIGN *(page 84)*

Beyond the requirements of the zoning code, achieving the goals of this plan will require the City of Milwaukee and its development partners to work together to create buildings and public spaces that result in walkable urban neighborhoods that stand the test of time.

DEVELOPMENT STRATEGY *(page 86)*

The future Walker's Point extension of the Milwaukee Streetcar will not likely be sufficient on its own to spur all of the development envisioned by this plan; additionally, stakeholders have made clear that transit oriented development that occurs in Walker's Point should not follow a "cookie cutter" or one-size-fits-all approach, but should be tailored to the area. Achieving these goals will require strategies tailored to the local market context of the area.

A COMMITMENT TO ANTI-DISPLACEMENT *(page 92)*

The Market Analysis and Affordability Strategy for Transit Oriented Development and the Anti-Displacement Plan for Neighborhoods Surrounding Downtown Milwaukee that were developed in conjunction with Moving Milwaukee Forward laid out a series of policy and programmatic recommendations to ensure that existing residents benefit from transit oriented development and to prevent displacement. These recommendations are incorporated throughout this plan and summarized in this chapter.

ZONING

THE ZONING CONTEXT

One of the key ways the City and the community can shape future development and implement the vision for transit oriented development in Walker's Point that was developed with substantial community input, is through zoning. Zoning regulates the permitted and prohibited land uses of a property and development of buildings and structures. The Department of City Development will take the lead on updating the zoning code. Implementation of the zoning code updates recommended in this plan will likely occur incrementally and will depend, in part, on the timing of the streetcar extension and additional engagement with property owners.

Zoning in Walker's Point is dominated by Industrial Mixed IM zoning, although further south the area includes Light Industrial IL2 zoning. IM zoning allows adaptive reuse of existing buildings for residential purposes, along with new residential and mixed-use construction of up to roughly 6 stories tall (75 feet). Substantial land use change has occurred in the Walker's Point area as older industrial facilities have become obsolete and transitioned to new uses.

There is some commercial zoning (LB2) along National Avenue. This local business zone allows for urban patterns of businesses, requiring them to be pulled up to the street and including requirements for windows and doors to ensure active edges along the street. It also allows upper-story residential or office uses. Buildings are allowed up to 5 stories tall (60 feet). The single family and duplex areas near the proposed streetcar line are zoned RT4 residential, which allows for townhouse and duplex development, but is primarily used for urban single-family lots. This is the dominant single-family zone in the City. The Walker's Point RT4 area is dominated by small lot, single-family homes.

As the streetcar is extended to the Walker's Point

area, it is important to ensure that the zoning is tailored to help achieve the transit-oriented development goals identified by residents and business owners during this planning process. In most respects, the City's existing zoning code does align with these goals. However, there were a number of potential adjustments identified during the review of the existing zoning that will further support the creation of the walkable urban neighborhoods that reinforce the value of transit oriented development. A full proposed set of Transit Oriented Development Zoning districts customized for Milwaukee was prepared as part of this study. A summary of the recommendations is included below.

ZONING ISSUES / STRATEGY

The City's current IM zoning has worked well to encourage conversion of former industrial buildings to residential uses, as well as allowing for new mixed-use developments (using the development standards of LB3). For the near future, zoning in this area must accommodate both existing viable industrial businesses, along with new residential and mixed-use development. A new district could be created that allows for both existing industrial and future higher density mixed use and residential transit oriented development. Motor vehicle uses should become prohibited or special uses in this area so that they are reviewed publicly, with consideration for the growing residential population of the area and the desire to improve walkability. Transit corridors are often desirable places for smaller units, and the existing minimum lot area per dwelling unit standards should be revisited in this area to support more density to spur renovation of existing buildings as well as new construction. Smaller units are one way to reduce the impact of rising land costs based on the new proximity to transit access to the Downtown area. The other way is to allow for taller buildings, and a new version of both LB and IM should be created that allows buildings to be 13 stories tall (160 feet) at key TOD locations. The areas abutting the IM

District should gently increase allowable density near the streetcar extension routes and facilitate reinvestment in residential areas in proximity to the corridors. A new TOD zoning district based on RT4 should be created. This district should be focused on the reuse of existing homes to encourage home occupations and live-work spaces. In addition, other small lot housing options such as townhouses, triplexes and fourplexes should be encouraged.

SUPPORT HIGH QUALITY MULTI-FAMILY AND MIXED-USE DEVELOPMENT

One new district based on the existing LB2 district could then be allowed to create quality multi-family residential or mixed use along the corridor, increasing residential activity in support of the new streetcar line. The other new district would focus on quality retail urban form on the ground floor. This district would require that more of the lot be covered by the building with greater percentage of window area on the front of the building to encourage retail uses. This district would most likely be near busy intersections. Both of these districts should prohibit motor vehicle uses, in the interest of improving walkability.

ALLOW TALLER BUILDINGS AT KEY NODES

In terms of building heights, LB2 currently allows for a maximum height of 60', or about 5 stories. While this is appropriate for many areas of the King Drive corridor, a taller version of the existing LB districts should also be created, as an option for future, more intense development at selected nodes along the corridor and closer to downtown, that would allow up to 8 or 13 story buildings depending on location. New versions of both LB and IM should be created that allows buildings to be up to 8 and 13 stories tall (160 feet).

INCREASE DENSITY

Increasing density, or the number of people occupying a building, is also a goal of transit-

friendly zoning. To be successful, a streetcar corridor must be supported by higher intensity residential options within walking distance of the corridor. Transit corridors are often desirable places for smaller units, and the existing required lot area per unit should be revisited in this area to support more density to spur renovation of existing buildings as well as new construction. Smaller units are one way to promote housing affordability as land values increase along the corridor.

SUPPORT SLIGHTLY DENSER DEVELOPMENT & CREATIVE ENTERPRISES IN SOME RESIDENTIAL AREAS

The existing RT4 residential district works well in many existing neighborhoods across the City; however, for the purposes of gently increasing density near the corridor, ensuring reinvestment in residential areas near the corridor, and supporting the emerging artist community, a new district based on RT4 should be created. This district should be focused on the reuse of existing homes with more intensive home occupations and live-work spaces. In addition, other small lot housing options such as townhouses, triplexes and fourplexes would be enabled.

REGULATE SOME DESIGN ELEMENTS

The current code does little to regulate design elements beyond the amount of glazing or window area. The City often uses the Planned Development process or the Board of Zoning Appeals for buildings that are taller or denser than allowed by base zoning, and has the opportunity to use these processes to work with developers to review design. If the zoning code is updated to permit greater heights and densities by right, the ability to control design is reduced. Therefore, it is recommended that the code be revised to regulate building materials and also building articulation to raise the standard for building design and to promote a more predictable development environment. Zoning is a land use tool to effectively implement TOD strategies and recommendations.

KEY ZONING RECOMMENDATIONS

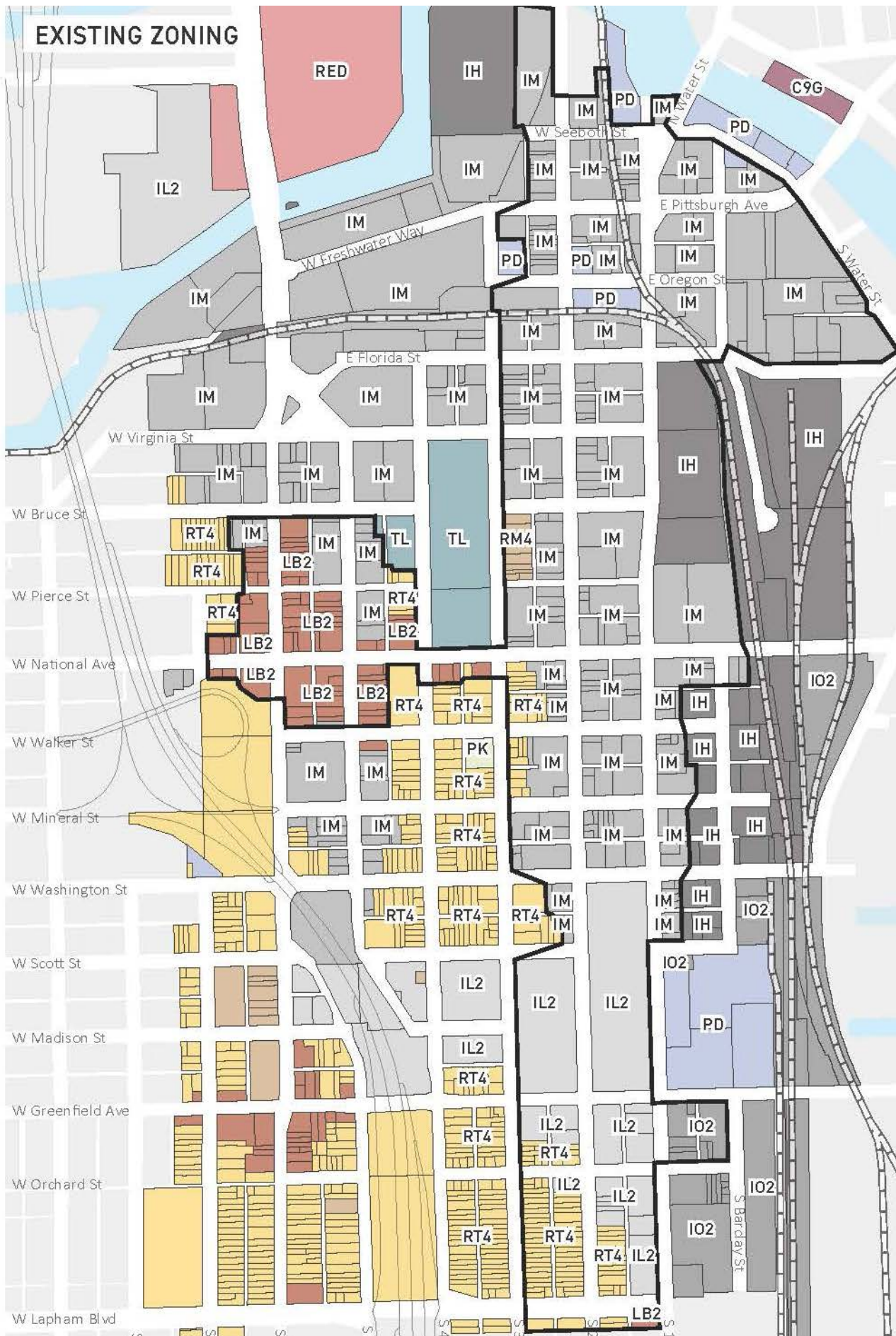
- Improve Document Format, Illustrate Districts
- Reduce Lot Area/Unit (increase density)
- Restrict Future Vehicle-Related Uses
- New Taller Mixed-Use District Option
- Additional Housing Types (in RT4 areas)
- Expanded Live-Work, Home Occupations (in RT4)

PROPOSED ZONING DISTRICT CHANGES

EXISTING	PROPOSED
RT4	RT4X: Residential Two-Family - Mixed Use
RM4	No Change - remove from study area when on edge
LB2	LBX: Local Business - Mixed Use LBS: Local Business - Shopfront; apply in limited settings at key nodes or selected areas
I02, IL2, IM, IH	LBX: Local Business - Mixed Use LBS: Local Business - Shopfront; apply in limited settings at key nodes or selected areas IMX: Industrial Mixed - Mixed Use
PD	No Change - remove from study area when on edge

LEGEND

- RS3 Single Family Residential
- RT4 Two Family Residential
- RM4 High Density Multi-Family Residential
- RM5 High Density Multi-Family Residential
- RM7 High Density Multi-Family Residential
- LB1 Local Business District - Suburban
- LB2 Local Business District - Urban
- CS Commercial Service
- C9B (A) Residential and Specialty Use
- C9G Mixed Activity
- I02 Industrial Office
- IL2 Industrial Light
- IM Industrial-Mixed
- PD Planned Development
- RED Redevelopment Plan



URBAN DESIGN GOALS

GUIDING DEVELOPMENT FOR WALKER'S POINT

Design Goals support the zoning code even though they lack the same regulatory authority. The Department of City Development should use these guidelines when reviewing development proposals for city-owned properties or when developers are requesting city support to demand the highest quality development.

REFLECTING THE WALKER'S POINT CONTEXT

New infill development and building renovations should be of high architectural quality and be sensitive to the historic Walker's Point context in which it is occurring.

There are opportunities for sensitive approaches to taller and higher density buildings than currently exist in the neighborhood, particularly at key intersections along 1st Street and along National Avenue.

USES ON CORRIDORS AND CONNECTORS

Corridor and connector streets may host retailing, restaurant, entertainment, cultural, community, office, workshop or residential uses. It is likely that many buildings will have a mix of uses, with residential on upper floors. Ground floor residential uses are also acceptable with appropriate design responses to balance a sense of activation and transparency. The ground floor should always have active uses fronting the street.

BUILDING SETBACKS

Buildings should typically be built to the property line at the ground. Retail and office buildings should be built to the property line. Variations are allowed where this adds to the sidewalk environment or creates public spaces.

On local residential streets homes are typically set back and have front yards. New residential buildings may follow this pattern if they neighbor existing examples.

Upper level setbacks are allowed where these provide useable amenities for building residents. Upper level terraces and courtyards are encouraged.

GROUND FLOOR FLEXIBILITY AND TRANSPARENCY

To allow for future adaptation in case of change of uses, the ground floor of new mixed-use buildings should be designed to allow the conversion from retail or office to residential and vice versa.

Ground level floor-to ceiling heights should be a minimum of 14 feet in shopfront districts targeting retail uses. The ground floor facades should have significant transparency or translucency along 1st Street and east west connectors regardless of use.

PARKING AND SERVICE ACCESS

Parking and service access should be at the rear or side of buildings off the alley and should not front commercial corridors. Access from secondary streets may be considered, where no alley exists. If interior parking is required, it should be recessed to allow active uses at the ground floor facing the corridor or connector streets.

DENSITY AROUND TRANSIT

Transit Oriented Development is the idea that public transit generates, steers and attracts new investment. A key component of this is that there will be a greater concentration of people living and working close to station locations, which 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. In addition, stations also become transfer and interchange points which means they are good places for retail and community service activity.

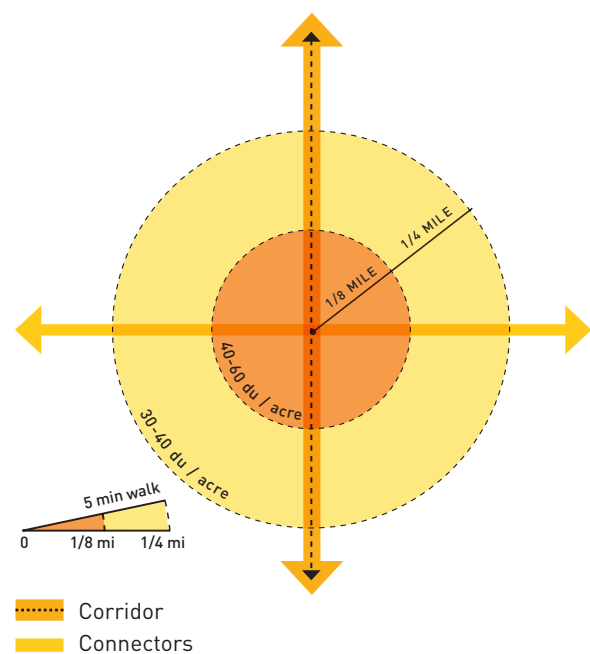
To support transit ridership, as well as the community’s vision for a more walkable and amenity-rich neighborhood, the City should assess future development proposals adjacent to and near transit stops in terms of the increased number of people that can be supported in the area. New development should reflect the densities that will be supported in the future. In addition, densities should respond to the scale of streets on which they are located and the general neighborhood context.

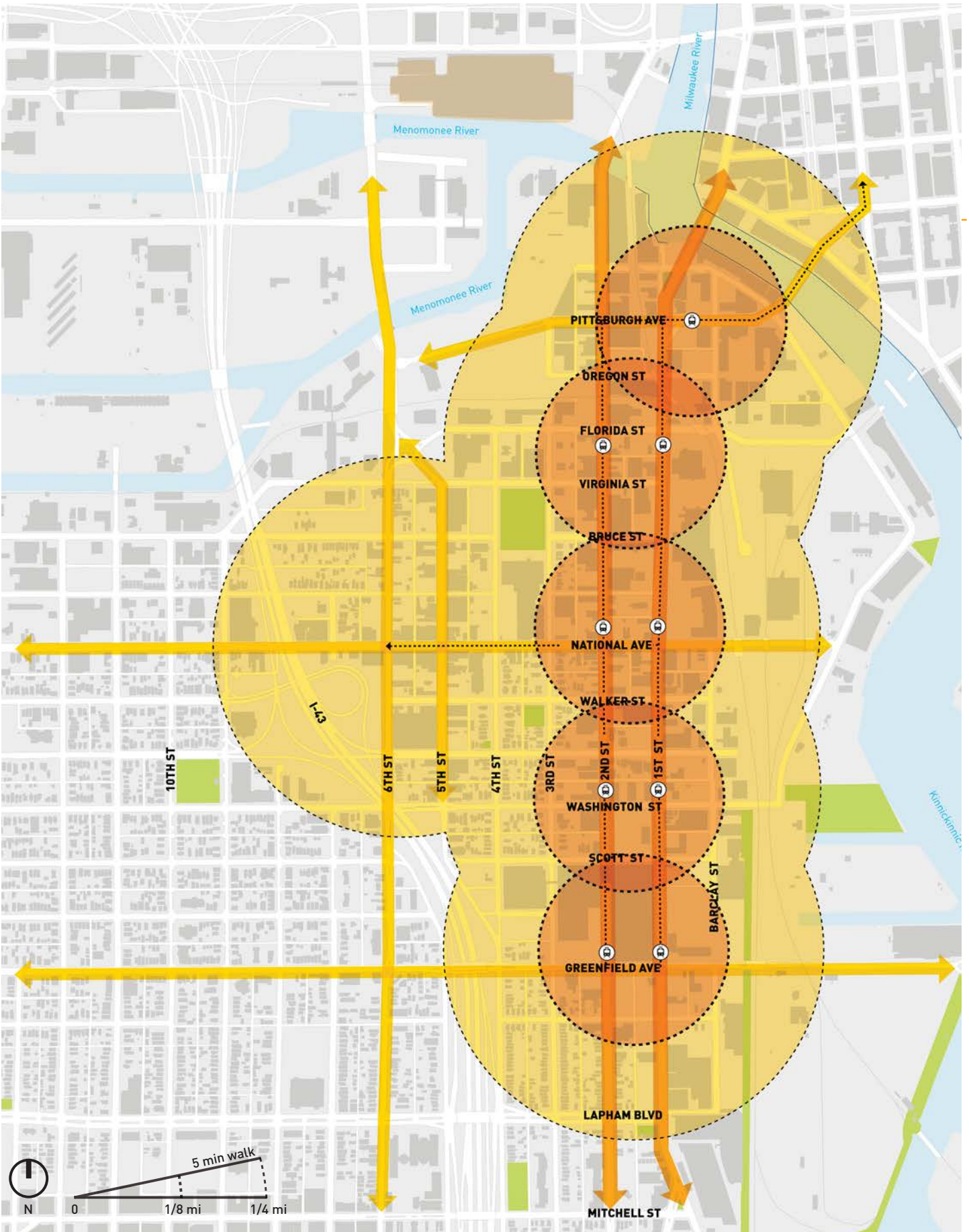
In response, a set of minimum densities have been established. For residential developments, this means considering the number of dwelling units per acre. Dwelling units per acre are higher at transit served locations and where arterial streets intersect, and then step down further away.

Examples of guidance on appropriate densities at Federal and local levels have been reviewed to establish benchmarks and provide advice (see “Planning for Transit-Supportive Development: A Practitioner’s Guide” FTA, 2014). There is

not a single standard because of the variety of contexts in which TOD occurs. However, mid-rise developments are frequently recommended for neighborhoods close to down-towns served by light rail and streetcar systems, and are appropriate here. Single-story buildings and low-intensity uses should be discouraged.

The use of 40-60 dwelling units per acre within 1/8th of a mile conforms with practice elsewhere for developments immediately adjacent to a streetcar stop, with 30-40 dwelling units per acre being acceptable for residential developments within 1/4th of a mile of a streetcar stop as well as along the transit corridor. Similarly, the City should encourage office uses with a higher number of jobs, as well as neighborhood-serving commercial activity.





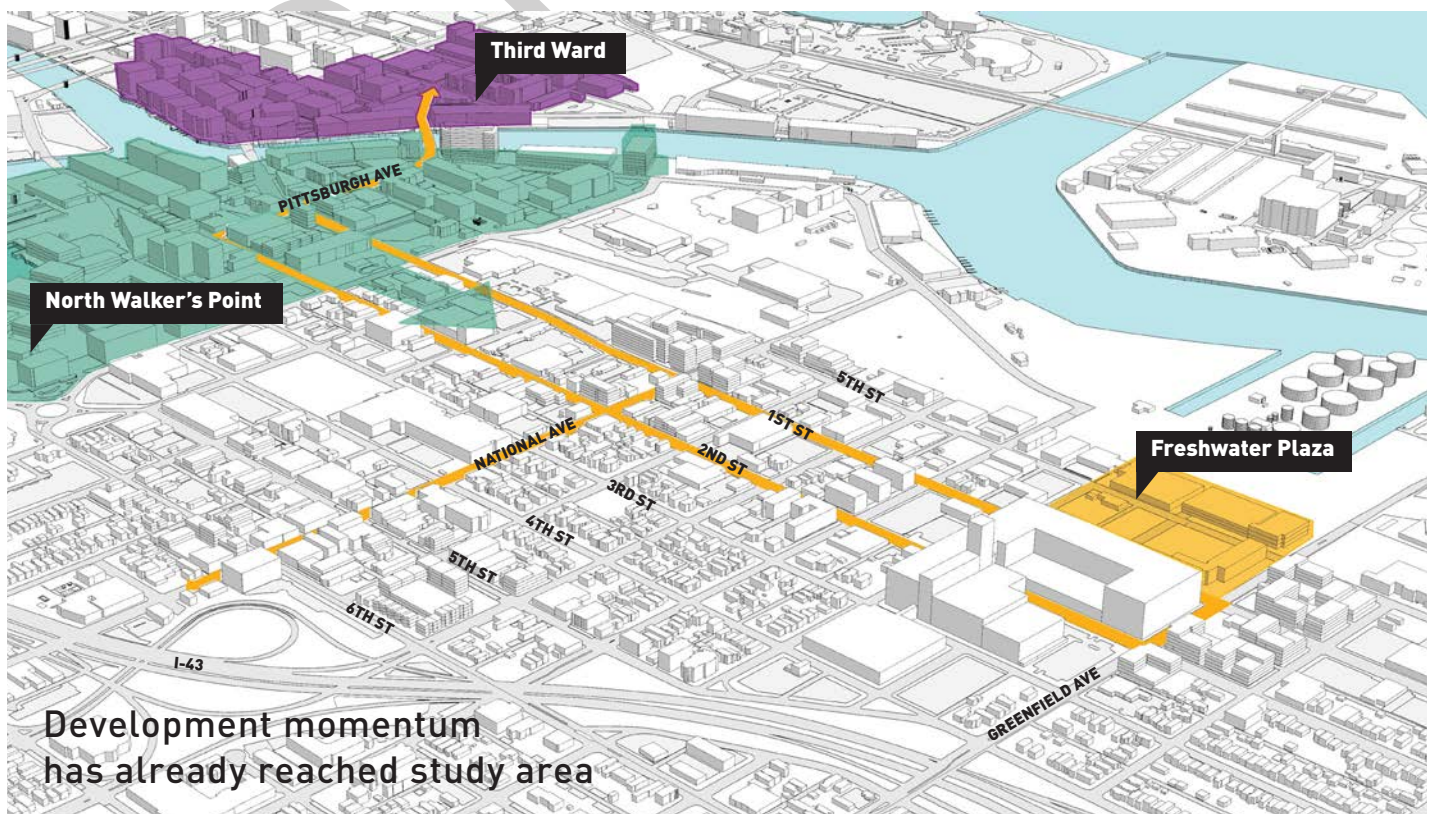
DEVELOPMENT STRATEGY

AN ACTIVE REDEVELOPMENT AREA

The Third Ward and northern Walkers Point are experiencing significant redevelopment activity. In recent years, that reinvestment activity has started to push southward to the heart of Walkers Point. New residential and commercial developments are being built on infill sites throughout the neighborhood and property owners are reinvesting in the existing building stock. Furthermore, significant mixed-use redevelopment is planned for the Harbor District between 1st Street and the Kinnickinnic and Milwaukee Rivers. This reinvestment activity is building upon existing neighborhood strengths to further enhance the TOD planning goals of a vibrant, mixed-use neighborhood. However, new development is also causing concerns regarding displacement and affordability for existing residents and business owners.

HEALTHY INVESTMENT ENVIRONMENT

New market-rate and mixed-income residential units are being absorbed by the market and are leasing at rates sufficient to support new construction in northern Walkers Point and near the intersection of South 1st Street and National Avenue. This new development activity, as well as projects in the development pipeline, suggest that developers, lenders and equity investors are eager to invest in the neighborhood. Portions of the study area, particularly the southern and western edges, are not currently seeing as much reinvestment. Current market data suggests that rents in these areas are just below the threshold needed to support new construction, market rate development. However, as real estate markets to the north and east mature, redevelopment sites become



less readily available, and transit options are improved, it is likely that these areas will see increased market rate development.

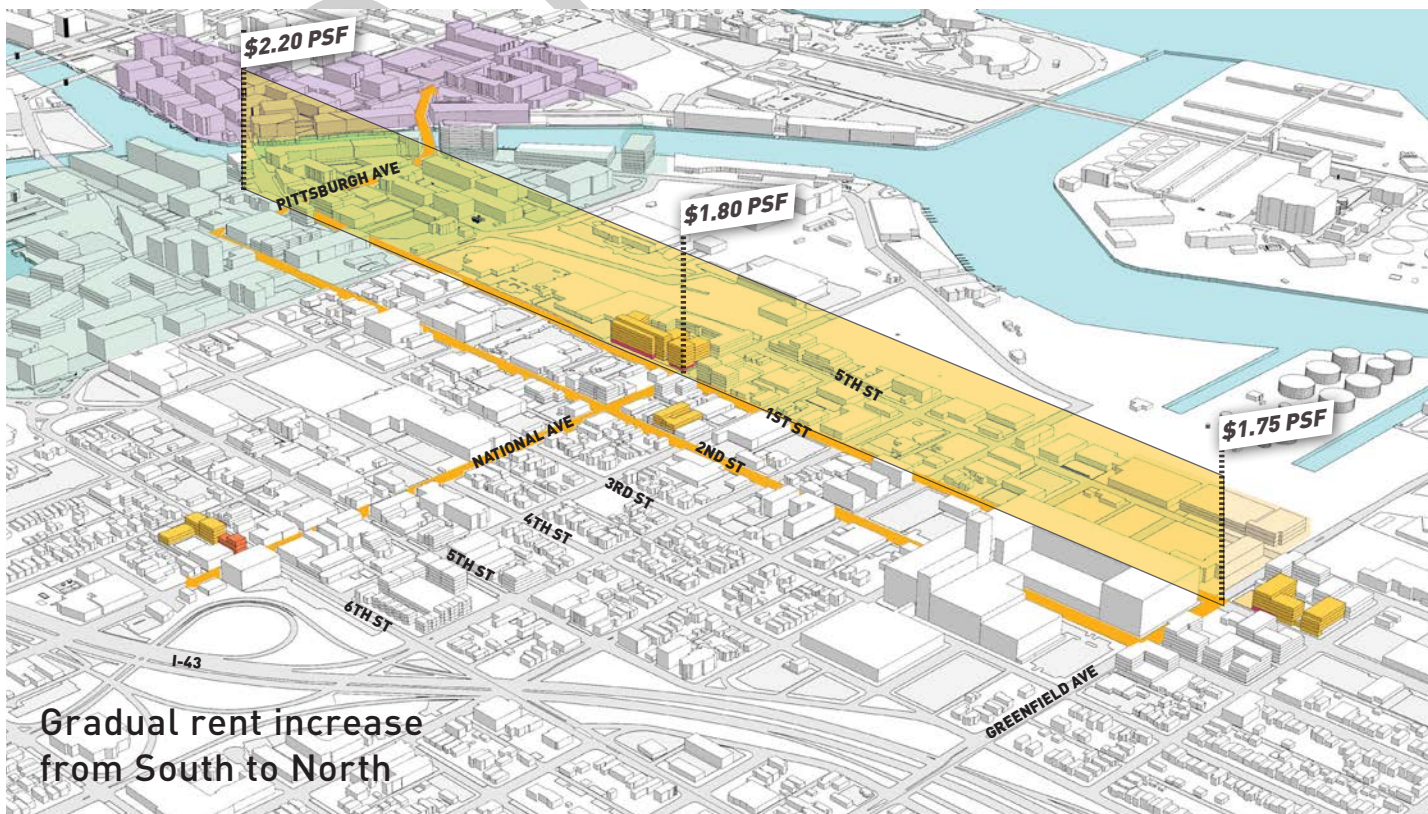
STRATEGIC INTERVENTIONS TO MAINTAIN AFFORDABILITY

As new development continues, strategic interventions can be undertaken to advance the TOD planning goal of maintaining affordability in the Walker’s Point neighborhood. The Harbor District Water and Land Use Plan and the Walker’s Point Strategic Action Plan both prioritize the development of affordable and mixed income housing as new residential development occurs. The City and its partners should attempt to ensure that 20% of new and renovated housing units within the plan area are affordable to households at or

below 60% of Area Median Income. That goal was established based on the findings of the Market Analysis and Affordability Strategy prepared as part of this planning process and public input received throughout the creation of this plan. Potential strategies to achieve this goal are outlined below.

DEVELOP LAND ACQUISITION FUND TO INFLUENCE IMPLEMENTATION OF CITY/NEIGHBORHOOD GOALS

The market value of land is expected to follow a similar gradient from north to south as market-rate rents for new construction. Market data suggests that site values on the north end of the study area are within range of nearby revitalizing areas. As sites become scarce in those areas, land values throughout the corridor are likely to increase. High site acquisition costs negatively impact



project feasibility. One strategy to counteract land value inflation and its impact on redevelopment is to develop a land banking strategy or a land acquisition fund. Through this strategy, key catalytic sites can be acquired before values appreciate further and held for future redevelopment. For city owned sites, land or buildings can be contributed or sold at a discount to a project that meets defined planning goals. The lower cost of land can enhance the economic feasibility of new projects and be an incentive for developers in return for meeting defined City goals such as developing new mixed-income housing. Financial feasibility analyses suggest that transferring a potential redevelopment site to a developer at reduced cost could improve the feasibility for creating mixed income residential development in Walker's Point. An additional strategy that should be pursued is the creation of a loan fund for the strategic acquisition of property that would be used for the creation of mixed income housing. Under this strategy, developers would be able to utilize a Strategic Acquisition Fund to control sites while allowing the necessary time to assemble the complex development financing required for mixed income housing.

ALLOW GREATER DENSITY IN DEFINED AREAS IN EXCHANGE FOR AFFORDABILITY COMMITMENTS

A number of recent new construction residential development in Walker's Point and the surrounding neighborhoods have requested variances to build developments that exceed the maximum density requirements contained within the City's zoning code. The City of Milwaukee should continue to explore the potential of a voluntary density bonus program that would require that a portion of the project's units be set aside for workforce housing in exchange for a developer being granted additional allowable density. Financial

feasibility analyses suggest that with 20% of units reserved for households earning 60% of area median income, density bonuses, in select situations, can have a favorable impact on project feasibility when paired with existing affordable housing financing programs. The benefit of a density bonus can be impacted by a number of market factors and project characteristics, including rents, land values, and financing terms and may require a change in state legislation.

PRIORITIZE THE USE OF PUBLIC RESOURCES TO SUPPORT AFFORDABLE HOUSING

The City of Milwaukee has recently proposed new guidelines for the use of Tax Incremental Financing (TIF) to support the development of affordable and mixed income housing. These guidelines are tailored support the inclusion of affordable housing within transit oriented development. To advance affordability goals, it is important to continue to prioritize the use of TIF and other public resources to incentivize the provision of affordable housing within TOD. TIF can be used to provide grants and low-cost loans to affordable housing developers, as well as assist with site assembly and construction of infrastructure to facilitate development.

STRATEGIC INTERVENTIONS TO ENHANCE PROJECT FEASIBILITY

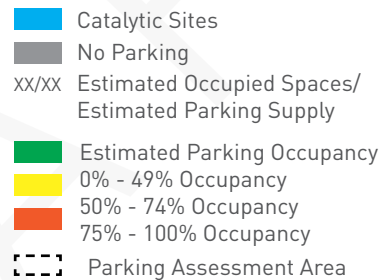
In the areas of Walker Point where market conditions are more challenging, there are a number of strategic interventions that could be undertaken to facilitate market-rate residential and commercial reinvestment and achieve the goals of the TOD planning effort. Potential interventions are outlined below.

OPTIMIZE PARKING SOLUTIONS

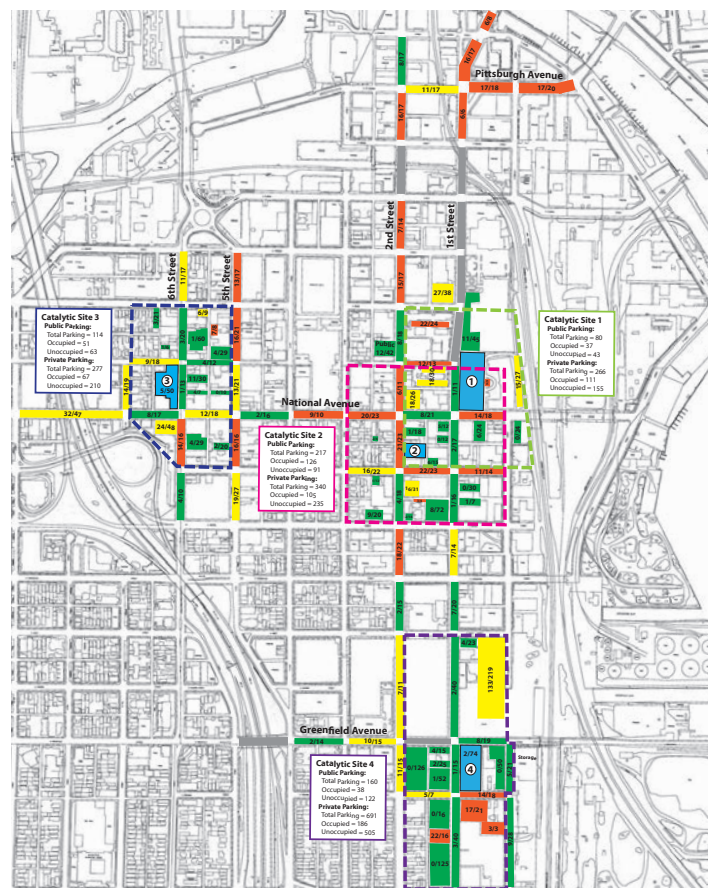
Fostering a more dense, urban environment in Walker’s Point may require the construction of shared structured parking in the future as new development occurs. In the meantime, efforts should be made to maximize existing parking. An inventory of on street parking availability showed that on-street parking and private parking lots are not currently being fully utilized. Typically, people visiting an area will first park on the street before considering parking in a structure, and without sufficient demand, a parking structure will be underutilized. As development in Walker’s Point comes on line and demand for parking increases, strategies for shared parking structures that can serve a number of nearby projects and allow for sharing of spaces between daytime and nighttime users should be explored. While surface parking is typically less expensive than structured parking, large parking lots do not allow developers to maximize the use of their sites and they can also create gaps in the pedestrian environment. Structured parking is expensive though and can challenge project feasibility. One strategy that other cities have used is to reduce parking requirements, however, the City’s zoning code already allows for less burdensome parking requirements for new residential and commercial development. It does not appear that the market has fully responded to these lesser requirements because developers are building more parking than is required. The streetcar extension, along with other investments in transit, will reduce reliance on cars and the need for parking.

STRATEGIC INTERVENTIONS TO ENHANCE PROJECT FEASIBILITY

There are a number of financing and funding programs that can be leveraged to either enhance project economics or be used to make public realm investments that may catalyze further reinvestment. A list of these programs is available in the Appendix.



ESTIMATED PARKING OCCUPANCY



A COMMITMENT TO ANTI-DISPLACEMENT

MILWAUKEE COMMON COUNCIL RESOLUTION
#272243 (NOVEMBER 28, 2017)

Milwaukee's skyline is changing on a monthly basis due to the rapid pace of new construction and while the downtown building boom brings many improvements to the city, including more people and an expanded tax-base, it may also kill some cultural traditions and diversity, the precise characteristics that make Milwaukee so dynamic and desirable in the first place.

Development should not dismantle and displace existing neighborhoods and communities in order to make way for new residents. DCD must ensure that its economic revitalization efforts for Milwaukee include policies that help poorer residents.

DELIVERING ON THE COMMITMENT

A common refrain was passionately championed by stakeholders throughout this planning process: Transit investment and resulting transit oriented development must benefit and serve existing residents and businesses and must be designed to avoid displacement. Increased tax base and new units are not the only primary measures by which transit oriented development should be judged; better connecting existing residents to economic opportunity and leveraging new transit oriented development to create and preserve housing choices for a variety of income levels are equally important measures in determining whether new investments in transit have provided a benefit to the Walker's Point and Harbor District neighborhoods.

A PLACE IN THE NEIGHBORHOOD

The recommendations and strategies to minimize displacement proposed within Moving Milwaukee Forward are heavily informed by A Place in the Neighborhood: An Anti-Displacement Plan for Neighborhoods Surrounding Downtown Milwaukee.

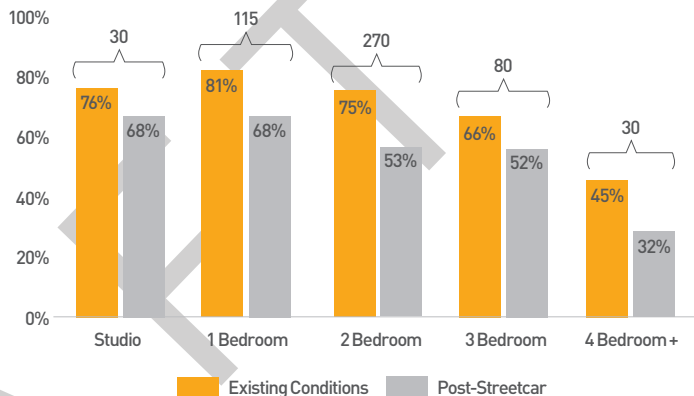
This City of Milwaukee Anti-Displacement Plan was completed in March of 2018 as a companion to Moving Milwaukee Forward. Public input received during the Moving Milwaukee Forward planning process and the recommendations of the Moving Milwaukee Forward Affordability Strategy shaped this Anti-Displacement Plan.

KEY FINDINGS: THE NEED FOR ANTI-DISPLACEMENT STRATEGIES

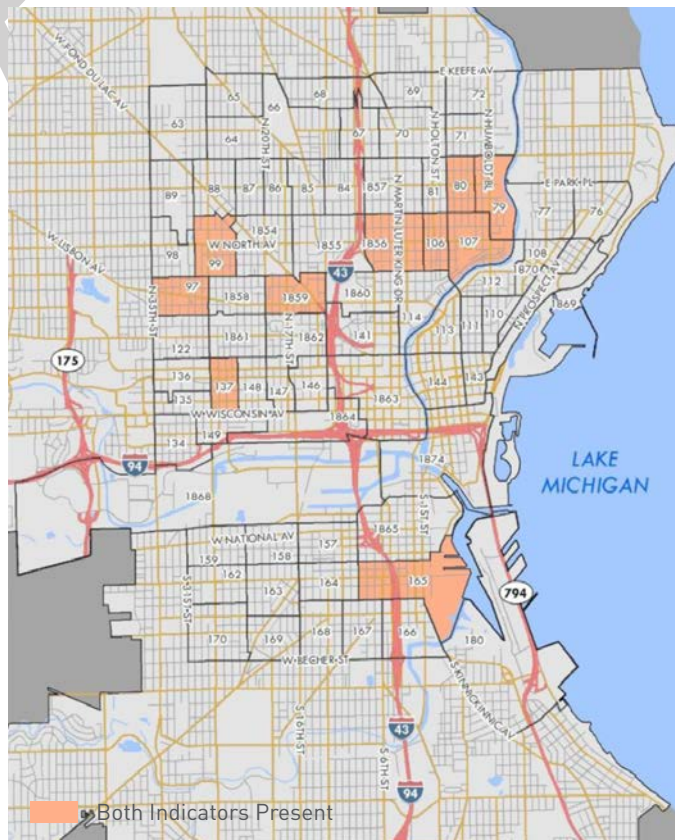
The Anti-Displacement Plan found that while the majority of neighborhoods surrounding downtown Milwaukee are NOT exhibiting the signs associated with gentrification and displacement, indicators are present in Walker’s Point and Harbor District that suggest that development trends may be causing housing price increases that can result in displacement. In portions of these neighborhoods, housing costs are increasing while the number of low income households are decreasing – signs that displacement due to rising housing costs may be occurring.

The Moving Milwaukee Forward Market Analysis projected that existing trends in housing prices combined with the extension of the streetcar may result in approximately 525 housing units that are currently affordable to low and moderate-income residents becoming unaffordable in the next 10 years.

NATURALLY AFFORDABLE RENTAL UNITS



Notes: Units affordable to households earning 50% of AMI (adjusted by household size per bedroom count), assuming a 30% cost burden
 Source: PUMS 2015, HR&A Advisors



Increase in property values and loss of low income households 2000-2016*

* Property Values through 2017

GOALS

The goals of prioritizing **choice** and preserving **equity** are of equal importance in the development and implementation of the Moving Milwaukee Forward plan as the traditional development goals of attracting investment and increasing the tax base.

Prioritizing **choice** means recognizing that as development occurs, policies and programs should be crafted to minimize the potential for displacement of existing residents and businesses that want to remain in their communities.

Prioritizing **equity** means that anti-displacement policies and related programs should be intentionally designed to ensure that historically disadvantaged groups are also able to benefit from and gain access to the wealth-building opportunities provided by development occurring in city neighborhoods.

STRATEGIES

A series of seven overarching strategies and 19 specific recommendations 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. All parties involved in the development and implementation of Moving Milwaukee Forward must continually hold each other accountable for achieving these goals and honoring the commitment that has been made to existing residents that they will be the ultimate beneficiaries of new investment in transit and other public amenities.



STRATEGIES

1. **Educate and engage residents on displacement and related issues**
 - Partner with local community based organization and elected officials to provide a venue for residents to discuss findings of Anti-Displacement Plan and recommendations for feedback and refinement.
 - Continue to build capacity and provide mechanisms for neighborhood stakeholders to develop the vision for their neighborhoods and have voice in ongoing neighborhood development.
 - Educate residents at risk of displacement on their rights and available resources.
2. **Monitor local market conditions and adapt strategies as needed**
 - Refine and periodically update the data analysis carried out in the development of this plan to identify neighborhoods experiencing or at risk of displacement.
3. **Assist existing home owners retain their homes**
 - Continue to deploy programs to assist low and moderate income homeowners in making needed home repairs.
 - Identify resources to assist low and moderate income homeowners in neighborhoods where rapidly rising values may create a property tax hardship.
4. **Help existing neighborhood renters become home owners**
 - Support and grow the capacity of existing organizations and programs to help moderate income renters acquire homes in neighborhoods that are currently affordable and may provide the opportunity to build wealth as values increase.
5. **Preserve existing affordable rental housing and protect tenants at risk of displacement**
 - Advocate for measures that protect the rights of tenants at risk of displacement.
 - Ensure high levels of resident outreach during conversion of HACM properties through Rental Assistance Demonstration program.
 - Develop more formalized policies and programs to support the preservation of existing affordable housing (subsidized and naturally occurring).
 - Pursue preference programs in newly created affordable housing units for existing residents at risk of displacement.
6. **Prioritize affordable and mixed-income housing in neighborhoods at risk of displacement**
 - Develop a Strategic Acquisition Fund to acquire sites near current and planned transit routes for the development of affordable and mixed income housing.
 - Advocate for changes to the WHEDA Qualified Allocation Plan (QAP) that prioritize projects in neighborhoods where residents are at risk of displacement.
 - Allocate City and other financial resources for the creation of affordable and mixed income housing.
 - Leverage public land for the development of affordable and mixed income housing.
7. **Preserve neighborhood character and build community wealth**
 - Prioritize local business development and entrepreneurship in commercial districts.
 - Preserve zoning in areas identified in City land use plans to provide opportunities for small business, creative and “maker” entrepreneurs.
 - Explore development models that create permanent affordability and community ownership.

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	Harbor District Inc., Walker's Point Association Southside Organizing Center
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	Harbor District, Inc., and Walker's Point Association
Recruit businesses to Walker's Point and the Harbor District that align with the types of uses called for in this plan, including providing jobs accessible to area residents.	x	x	x	Harbor District, Inc.	DCD
Attract high quality development with appropriate transit-supporting density at the currently vacant corner of 1st Street and National Avenue	x			Property Owner	DCD, Harbor District, Inc.
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	Walker's Point Association, 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	x	x	x	DCD	
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 Walker's Point streetcar extension	x	x		DPW (as funding opportunities become available)	
Construct Walker's Point Streetcar Extension		x	x	DPW	
Streetscape Improvements					
Add street amenities to 1st and 2nd Street including additional furniture, wayfinding, lighting, and improved landscaping	x	x		Harbor District, Inc. and Walker's Point Association	Property owners
When 1st Street is reconstructed, redesign street as Complete Street to better accommodate all users			x	DPW, WisDOT	Harbor District, Inc., DCD
When National Avenue is reconstructed, redesign street as Complete Street to better accommodate all users. In the interim, pursue restriping and other alternatives to work towards this goal	x		x	DPW	Harbor District, Inc., Walker's Point Association, DCD
Formally adopt Complete Streets Policy and utilize in all projects within the study area	x			DPW	
Create a bicycle boulevard on Washington Street, and bikeways on Maple Street, and Bruce/ Florida Street			x	DPW	DCD
Create improved bicycle facilities on 6th Street and Pittsburgh Avenue			x	DPW	
Design future Streetcar stations to reflect neighborhood character and history			x	DPW	Harbor District, Inc. and Walker's Point Association
Parks and Open Spaces					
Encourage greenspace to be integrated into large developments and redevelopments			x	Developers	DCD
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	x	x		DCD	Property owners



SOM