

**TOD**CONNECTS

EQUITABLE GROWTH  
THROUGH TRANSIT  
ORIENTED DEVELOPMENT

**A NEIGHBORHOOD PLAN  
FOR WALKER'S POINT**

EXECUTIVE SUMMARY

MOVING MILWAUKEE FORWARD

# INTRODUCTION

## WHY MILWAUKEE IS CREATING A TRANSIT ORIENTED DEVELOPMENT PLAN

Moving Milwaukee Forward offers a new neighborhood framework for attracting investment, enhancing connectivity and reinforcing neighborhood identity through the future expansion of the Milwaukee Streetcar system to 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.

The fundamental goals of this plan are to:

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

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

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

# WHAT IS TRANSIT ORIENTED DEVELOPMENT?

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

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

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



# THE MILWAUKEE IDEA...ADVANCING TOD

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

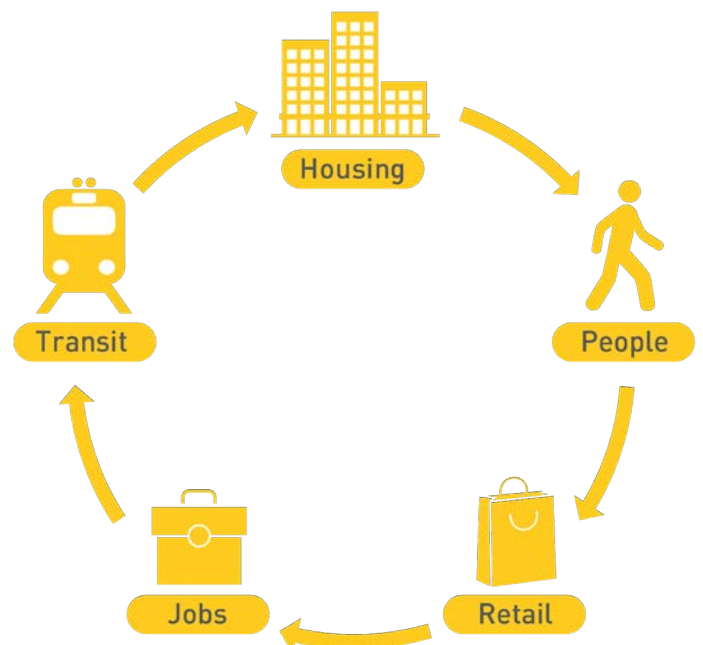
## TYPICAL TOD THEMES

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



## EQUITABLE TOD THEMES

-  PEOPLE
-  ECONOMY AND JOBS
-  PLACES
-  CHANGE



# COMMUNITY INFORMED PLANNING

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

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

## WHAT THE COMMUNITY WANTS FOR THE FUTURE

### HOUSING

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

### BUSINESSES AND RETAIL

- Use transit to connect workers to existing jobs in the area, as well as, attract new employers to area
- 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

### HISTORY AND CHARACTER

- Honor and maintain the long-standing Latino identity of the area
- Promote development of vacant lots
- Maintain the character of existing single-family home neighborhoods
- Taller buildings at major intersections if well designed

### STREET AND OPEN SPACES

- Activate the streets
- Make neighborhoods more pedestrian friendly
- Address concerns over parking
- Integrate bike lanes on key streets



# COMMUNITY ENGAGEMENT

What do you want to see in the Neighborhood?



Neighborhood Trolley Tour



Workshop Participants



Brainstorming Potential Neighborhood Development



Discussing Potential Development



Reporting Ideas



Gathering Community Input

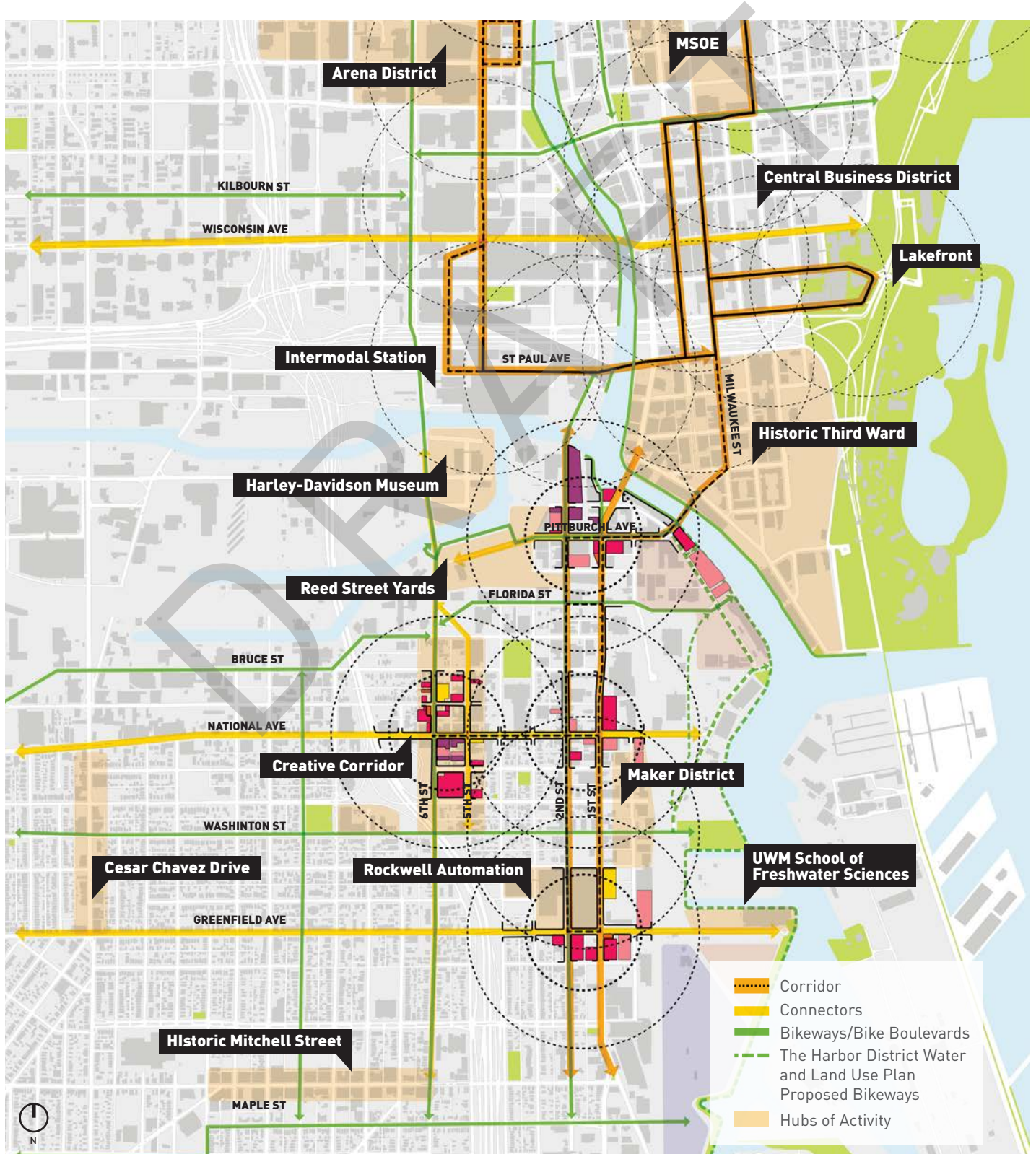


Building Community Consensus





# A STRATEGY OF CONNECTIVITY



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

Connectivity is what allows people to have the greatest number of choices about the places, services, amenities and jobs they can access from home. 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.

### **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.

The key intersections also have opportunities for new investment.

### **CORRIDORS AND CONNECTORS**

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.

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**

Bicycle boulevards are neighborhood streets with less traffic and lower speeds that are designed to create a low-stress, bicycle-friendly environment. 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 busier or more commercial streets, that also help people move around and through the neighborhood.

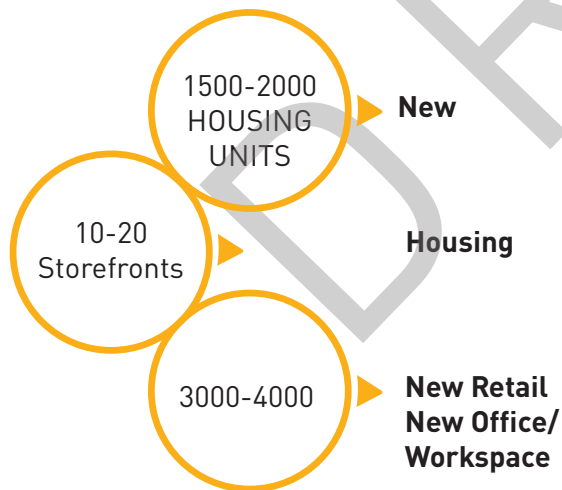


# POTENTIAL GROWTH STRATEGY

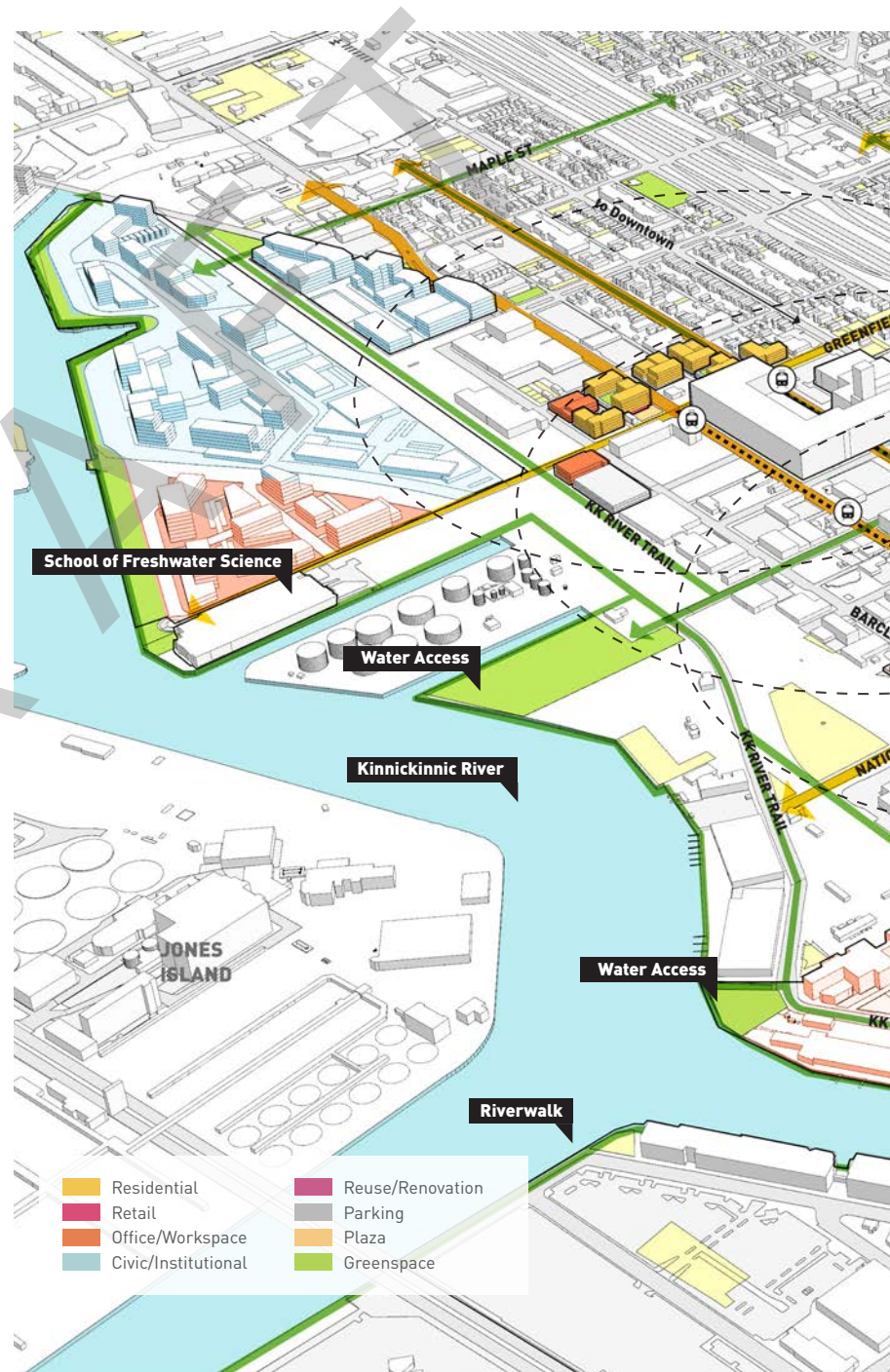
WHERE WALKER'S POINT CORRIDORS AND CONNECTORS MEET

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

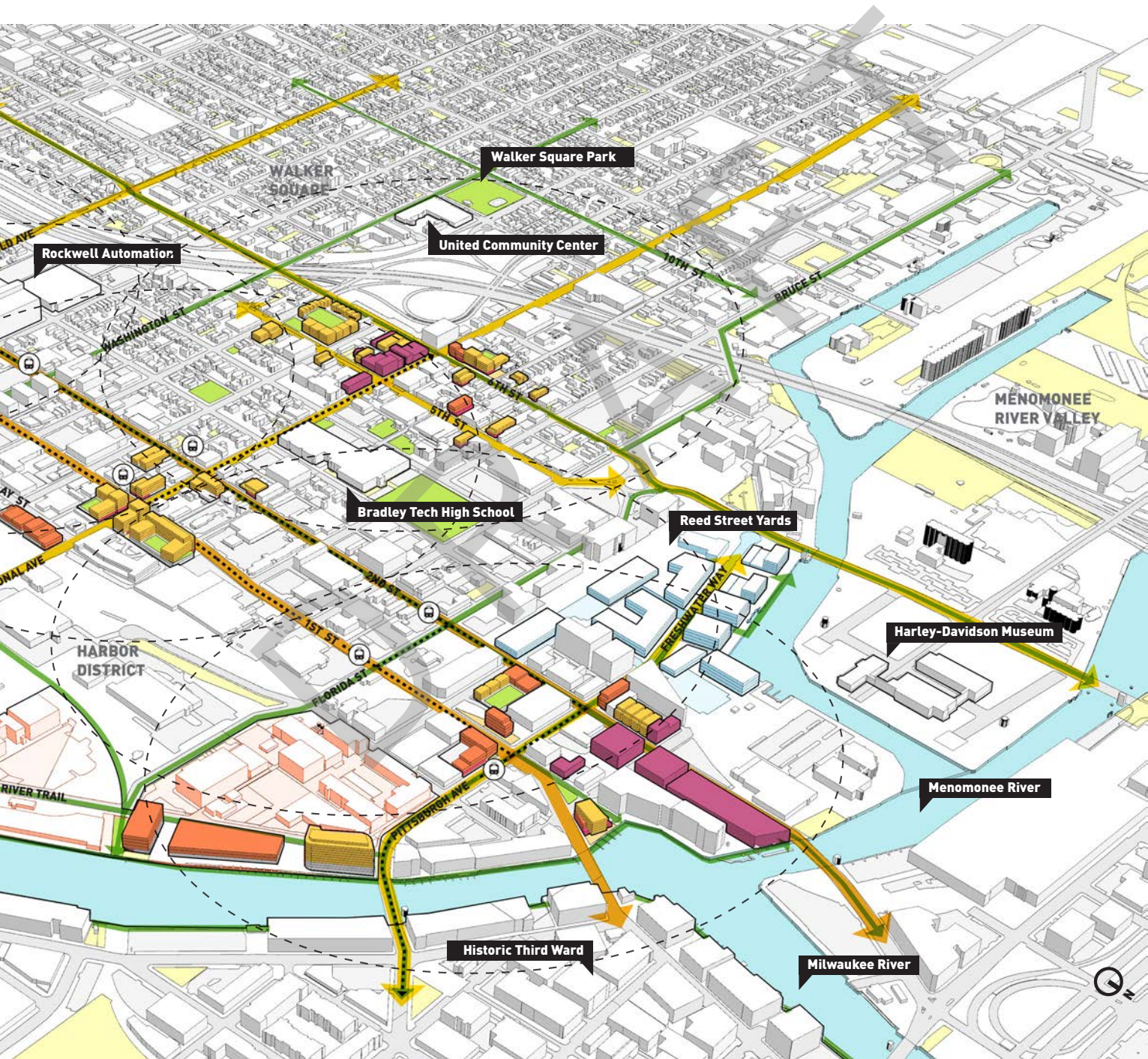
- RENOVATION and RE-USE of existing buildings to preserve and enhance them and to attract new businesses, services, and residents to former industrial and commercial buildings
- IN-FILL development at smaller vacant lots across the area
- REDEVELOPMENT of larger sites, which currently have low levels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



With favorable market conditions, there is capacity for additional development within walking distance of the streetcar stops.

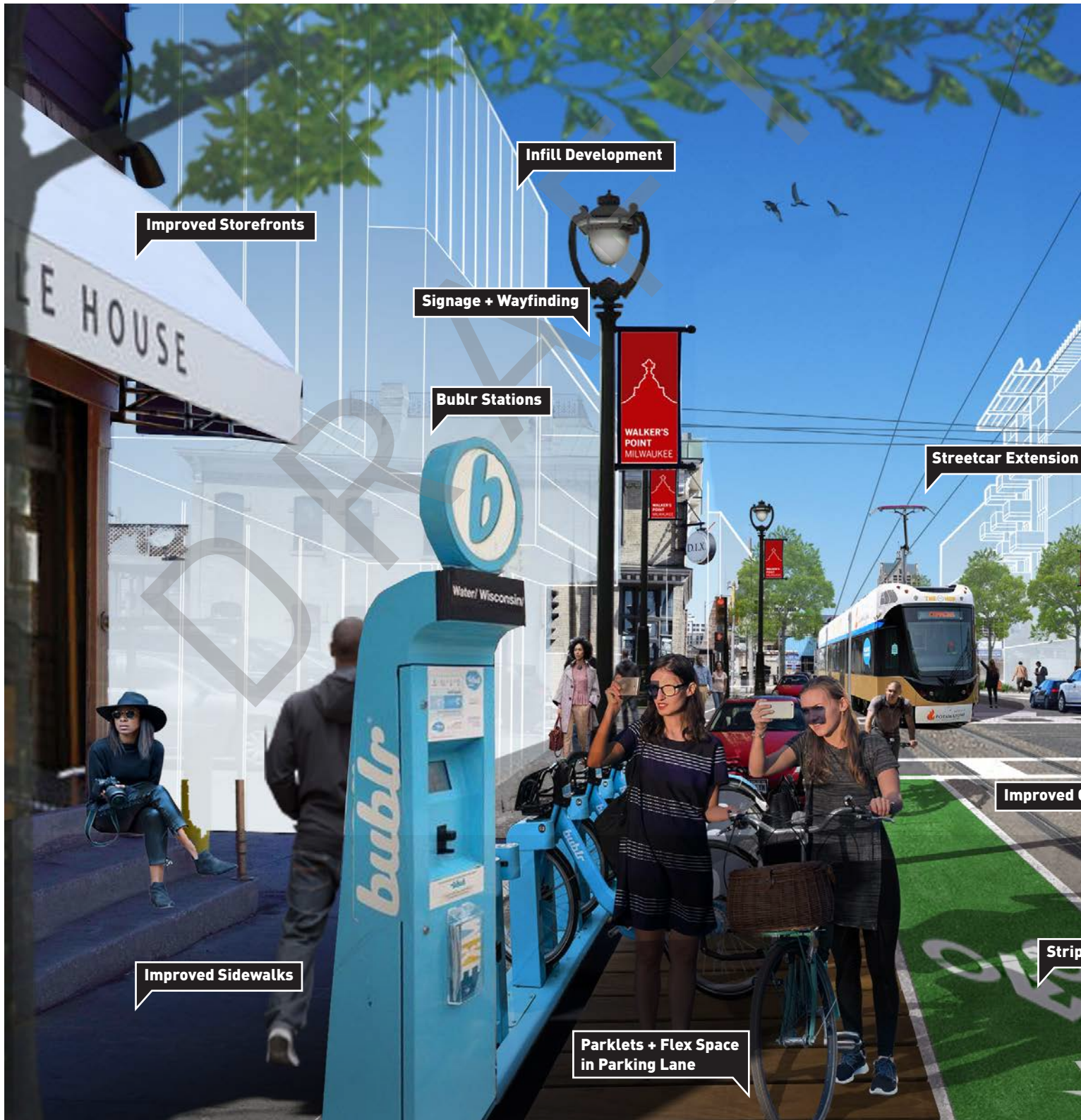




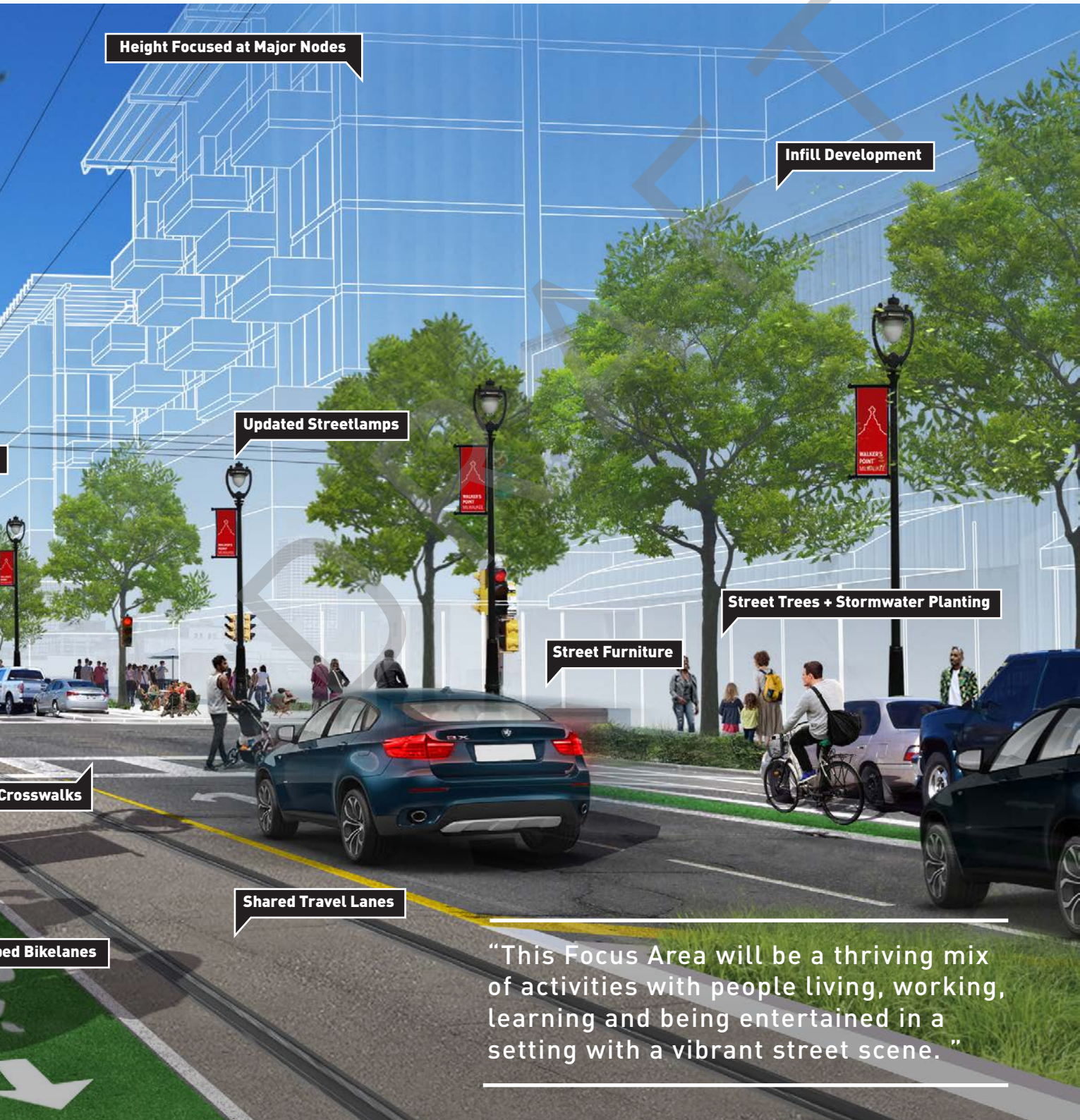




# POTENTIAL 1ST STREET CORRIDOR IMPROVEMENTS









# POTENTIAL 2ND STREET CORRIDOR IMPROVEMENTS



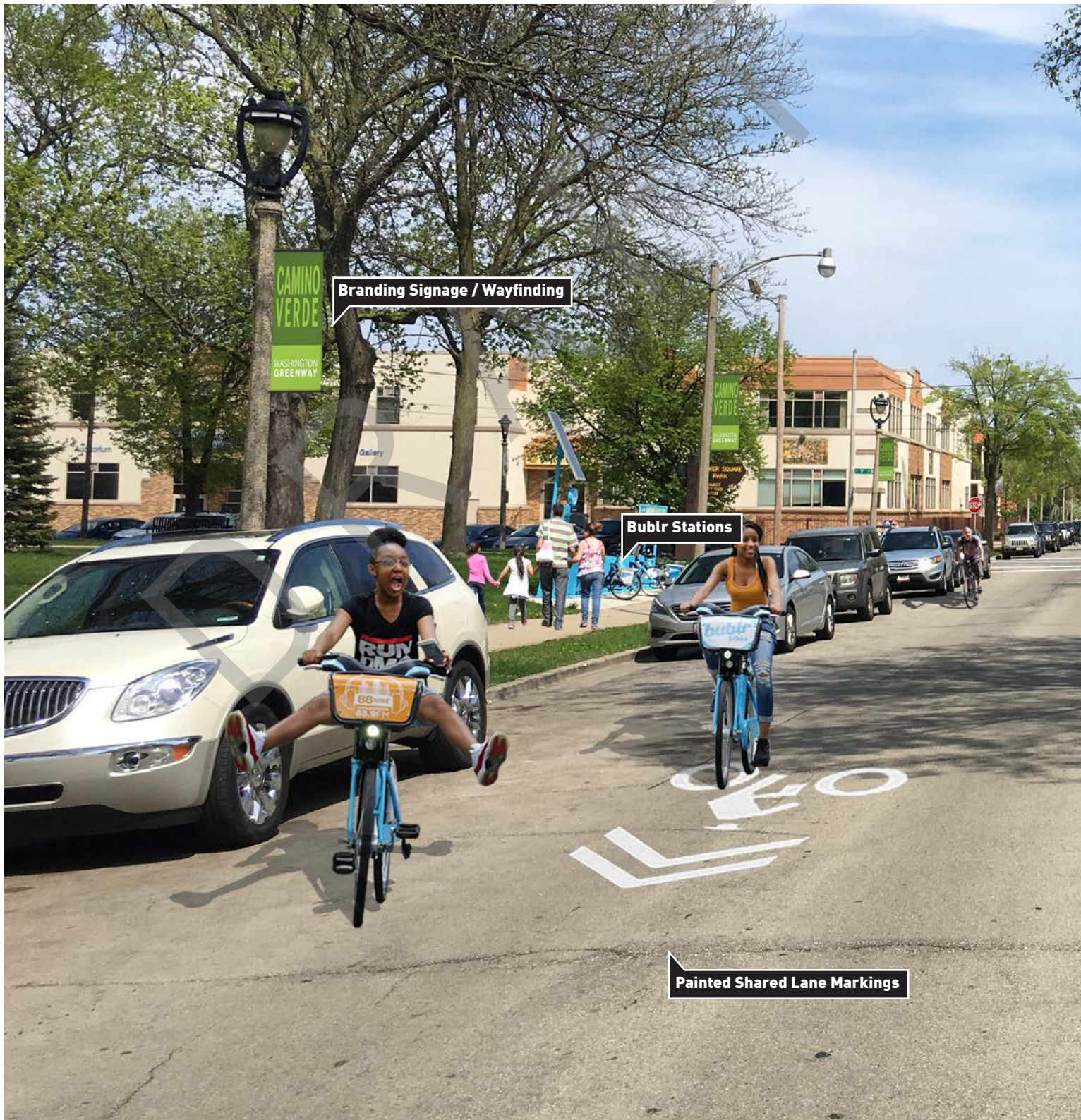






# PROPOSED WASHINGTON STREET GREENWAY

## STREET AND PUBLIC REALM IMPROVEMENTS



Branding Signage / Wayfinding

Bubl Stations

Painted Shared Lane Markings





Improved Crosswalks

Stormwater Planting

Trail Markers / Wayfinding

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



# GUIDING THE DESIGN OF 1ST & 2ND STREET

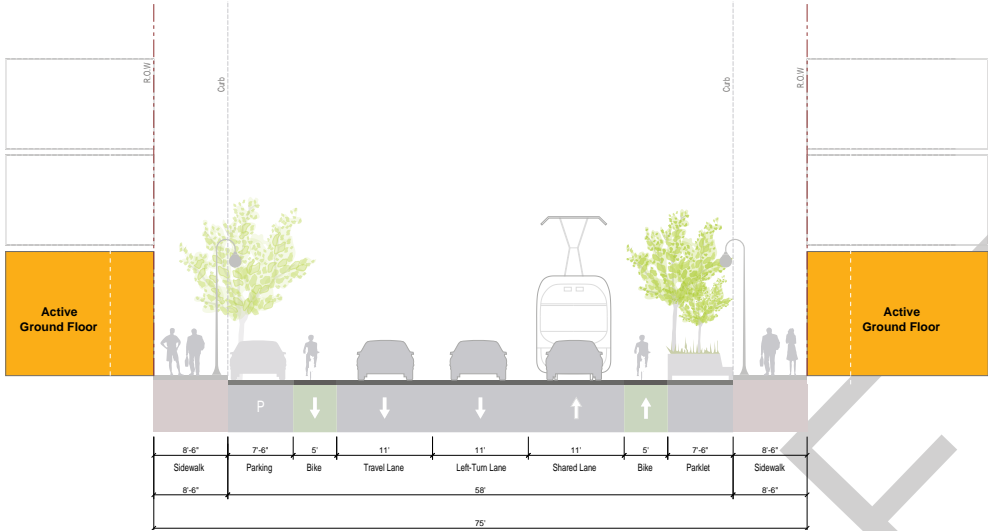
Over time, the design of corridors, connectors, bike boulevards and bikeways should be upgraded to better facilitate transit oriented development and improve the experience of all users, especially people walking, biking, or taking transit. While future engineering will be required to finalize any designs, 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, improvements that achieve these goals should be pursued.

- Enhanced sidewalks
- The introduction of bike lanes on 1st Street which will require trade-offs with parking, travel and turning lanes for cars
- Traffic safety improvements

There are many possibilities for reconfiguring 1st Street OR 2nd 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.

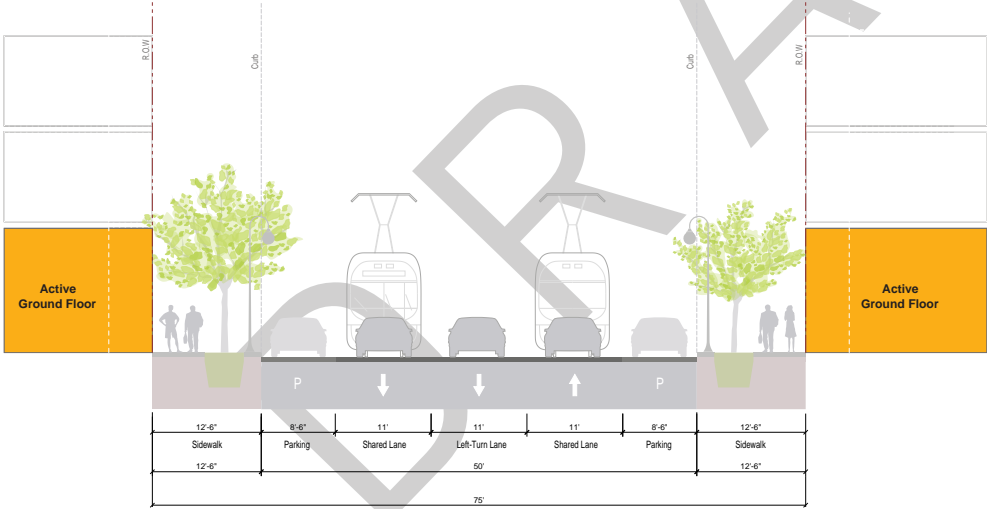
ROAD DIET CONCEPT FOR 1ST STREET

- 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



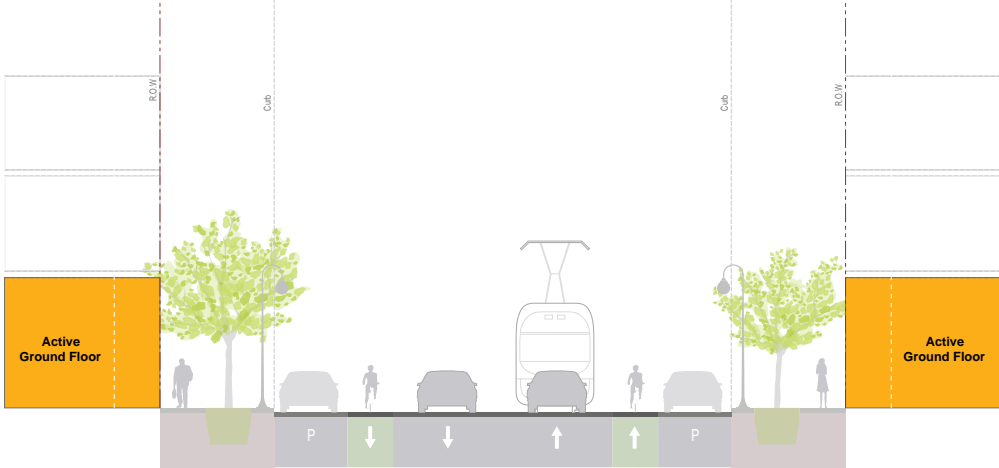
WIDER SIDEWALK CONCEPT FOR 1ST STREET

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



ONE-WAY STREETCAR CONCEPT FOR 2ND STREET

- One way streetcar
- Maintain existing on-street parking
- Maintain bike lanes

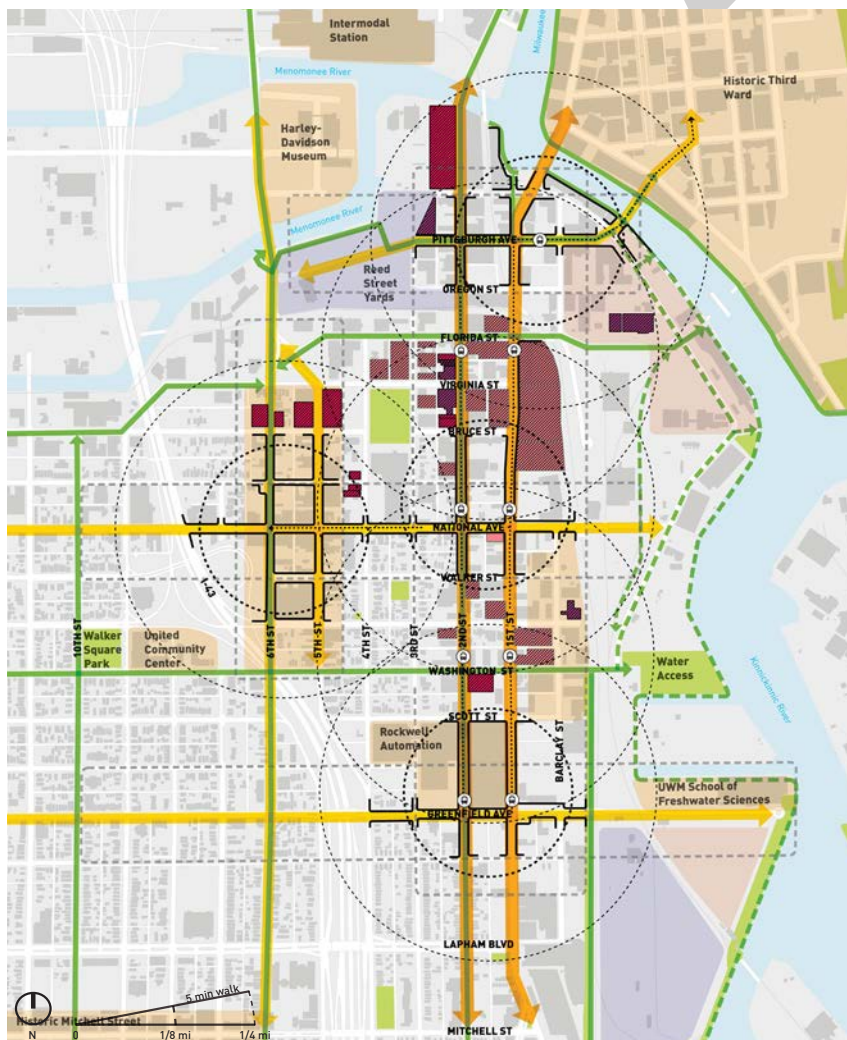




# EXTENDED SITES

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, 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

# IMPLEMENTATION

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

## ZONING STRATEGIES

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

## DEVELOPMENT STRATEGIES

Strategies to Maintain Affordability

- Allow greater density in defined areas in exchange for affordability commitments
- Prioritize the use of public resources to support affordable housing

Strategies to Enhance Project Feasibility

- Optimize parking solutions
- Leverage programs to enhance project feasibility

## URBAN DESIGN GOALS

Reflecting the Walker's Point Context

- New buildings and building renovations should be high quality and reflect the historic Walker's Point Context
- There are opportunities for sensitive approaches to taller and higher density buildings at key intersections, particularly at 1st Street and National Avenue

Building Setbacks

- Buildings should typically be built to the property line, but consider variation to create public space and add to streetscape
- Upper level setbacks for terraces are encouraged

Parking and Service Access

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

Uses on Corridors & Connectors

- Main streets may host a mix of uses: retail, restaurant, entertainment, cultural, community, office, workshop and/or residential
- The ground floor should always have active uses fronting the street

Ground Floor Flexibility & Transparency

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

## A COMMITMENT TO ANTI-DISPLACEMENT

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

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



# IMPLEMENTATION PLAN

Activities	Timeframe			Lead Implementer	Potential Partners
	1-2 yrs	3-5 yrs	5+ yrs		
<b>Community Engagement</b>					
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	
<b>Land Use and Development</b>					
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
<b>Facilitate Mixed-Income Housing</b>					
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	
<b>Minimize Displacement</b>					
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: <a href="https://city.milwaukee.gov/Anti-DisplacementPlan">https://city.milwaukee.gov/Anti-DisplacementPlan</a>					

<b>Streetcar Extension</b>					
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	
<b>Streetscape Improvements</b>					
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
<b>Parks and Open Spaces</b>					
Encourage greenspace to be integrated into large developments and redevelopments		x		Developers	DCD
<b>Zoning Code</b>					
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





the milwaukee  
STREETCAR



CODE STUDIO



Federal Transit  
Administration

SOM

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

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