

KING DRIVE K

TODCONNECTS

EQUITABLE GROWTH
THROUGH TRANSIT
ORIENTED DEVELOPMENT

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

MOVING MILWAUKEE FORWARD

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the milwaukee
STREETCAR

SOM



CODE STUDIO



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

City of Milwaukee

Office of the City Clerk

200 E. Wells Street

Milwaukee, Wisconsin 53202

Certified Copy of Resolution

FILE NO: 180931

Title:

Resolution approving the Equitable Growth Through Transit Oriented Development Plan and amending the Near South Side Area Comprehensive Plan, the Harbor District Water and Land Use Plan, the Downtown Area Comprehensive Plan and the Northeast Side Area Comprehensive Plan to include the Transit Oriented Development Plan as part of Milwaukee's Overall Comprehensive Plan, in the 4th, 6th and 12th Aldermanic Districts.

Body:

Whereas, Common Council File No. 141313, adopted on February 10, 2015, authorized construction and operation of the Milwaukee Streetcar System and noted that the Phase I Starter System and Lakefront Line are part of a broader long-term vision for a comprehensive, City-wide, multimodal transit system, including expanded streetcar service in the center city area; and

Whereas, Common Council File No. 141313 contained a map of potential future route extensions that included the Historic King Drive/Bronzeville area and the Walker's Point/Harbor District area; and

Whereas, Common Council File No. 160954 authorized acceptance and expenditure of a Federal Transit Administration Pilot Program for Transit Oriented Development Planning Grant that provided funding for the Department of City Development ("DCD") to partner with the Historic King Drive Business Improvement District ("King Drive BID") and the Harbor District Inc. ("HDI") to carry out a comprehensive planning effort to examine ways to improve economic development and ridership, foster multimodal connectivity and accessibility, improve transit access for pedestrian and bicycle traffic, engage the private sector, identify infrastructure needs and enable mixed-use development near transit stations; and

Whereas, Engaging in Transit Oriented Development Planning in the areas of the proposed streetcar extensions allowed the City of Milwaukee ("City") and its community partners to determine how to best leverage Transit Oriented Development to advance existing economic development efforts to revitalize these corridors that are directly to the north and south of Downtown; and

Whereas, DCD, the King Drive BID and HDI partnered with the Southside Organizing Center, WestCare Wisconsin, the Walker's Point Association, the Historic Brewers Hill Association, the Halyard Park Association and a robust consultant team to mobilize the businesses and other stakeholders along the corridors to ensure that there was substantial resident and private sector participation in the planning process to achieve community goals; and

Whereas, The Transit Oriented Development Planning Grant allowed the City to carry out a number of planning activities including: an assessment of the City's zoning code to ensure it supports higher-density, mixed-use Transit Oriented Development in the corridors; a housing market analysis; meaningful public engagement; development plans and policies for key sites along the corridors; a connectivity plan for infrastructure improvements needed to increase ridership, connect the streetcar stations to the surrounding neighborhoods and break down barriers to equitable access; and recommendations on locally viable innovative financing strategies that may be used to support Transit Oriented Development; and

Whereas, Individual neighborhood plans for the King Drive/Bronzeville and Walker's Point/Harbor District corridors have been prepared, which collectively are titled the Equitable Growth Through Transit Oriented Development Plan ("TOD Plan"), a copy of which is attached to this Common Council File; and

Whereas, The TOD Plan was closely coordinated with the creation of the Anti-Displacement Plan for Neighborhoods Surrounding Downtown Milwaukee, created by DCD as directed by Common Council File No. 171143 to provide recommendations for reducing the potential for displacement of current residents due to rising housing costs; and

Whereas, The creation of the TOD Plan involved extensive public outreach and input from area stakeholders consistent with the City's Procedures for Comprehensive Planning, including a properly noticed public hearing; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Equitable Growth Through Transit Oriented Development Plan, as recommended by the City Plan Commission, and amends the Near South Side Area Comprehensive Plan, the Harbor District Water and Land Use Plan, the Downtown Area Comprehensive Plan and the Northeast Side Area Comprehensive Plan, with the inclusion of the TOD Plan as an element of the City's Overall Comprehensive Plan; and, be it

Further Resolved, That the amended Area Comprehensive Plans, as approved, shall include, as an appendix, a text reference to consult the TOD Plan as a supplement to provide further guidance and serve as the basis for decision-making by the Common Council in its consideration of matters related to and located within the future transit corridors; and, be it

Further Resolved, That DCD, the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the TOD Plan; and, be it

Further Resolved, That the Commissioner of DCD is authorized to send copies of the TOD Plan to the parties identified as having responsibility for implementation of said TOD Plan for their reference and use.



I, James R. Owczarski, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on November 27, 2018, published on October 18, 2018.

James R. Owczarski

December 07, 2018

Date Certified

The first part of the paper discusses the importance of understanding the cultural context of the research. It highlights the need for researchers to be sensitive to the values and beliefs of the communities they are studying. This is particularly important in the field of education, where cultural differences can significantly impact learning outcomes. The paper then moves on to discuss the challenges of conducting research in diverse cultural settings. It notes that researchers often face difficulties in establishing rapport with participants and in interpreting their responses. To address these challenges, the paper suggests several strategies, including the use of local researchers and the development of culturally appropriate research instruments. The final part of the paper discusses the importance of ethical considerations in cross-cultural research. It emphasizes the need for researchers to obtain informed consent from participants and to ensure that the research is conducted in a way that respects the dignity and rights of all individuals.

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 King Drive and Bronzeville. 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: the Historic King Drive Business Improvement District, 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 Milwaukee Bucks Arena District, the new Pete’s Fresh Fruit Market, housing developments like the Griot and the re-opening of the America’s Black Holocaust Museum are just the start.

A handwritten signature in black ink that reads 'Tom Barrett'.

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 King Drive and Bronzeville 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 King Drive 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 Historic Dr. Martin Luther King Jr. Drive (King Drive) and the Bronzeville Cultural and Entertainment District, extending investment from Downtown into these neighborhoods.

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

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

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

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. King Drive has already seen dynamic change in recent years, with significant investment in new businesses, housing options, and cultural institutions. 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 this 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 transit investment can bring to the city, Milwaukee must develop strategies that weave these city-wide goals into the vision that existing

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.

residents and business owners have for their neighborhoods. The objective of this plan is to develop a robust neighborhood strategy for King Drive and Bronzeville with components that can be implemented over time and in phases, with transit investment serving as an accelerator.

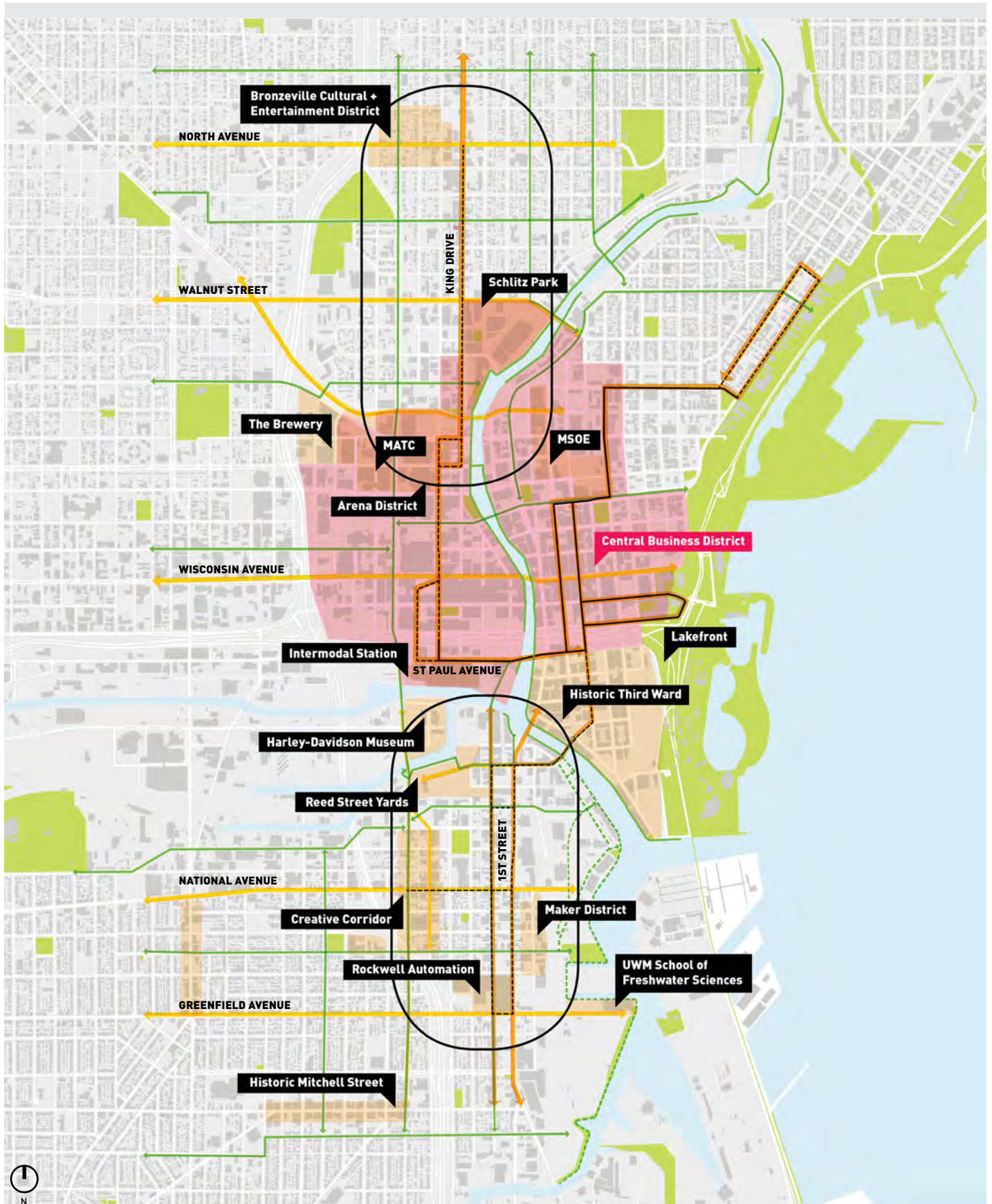
The fundamental goals of this plan are to:

- 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.

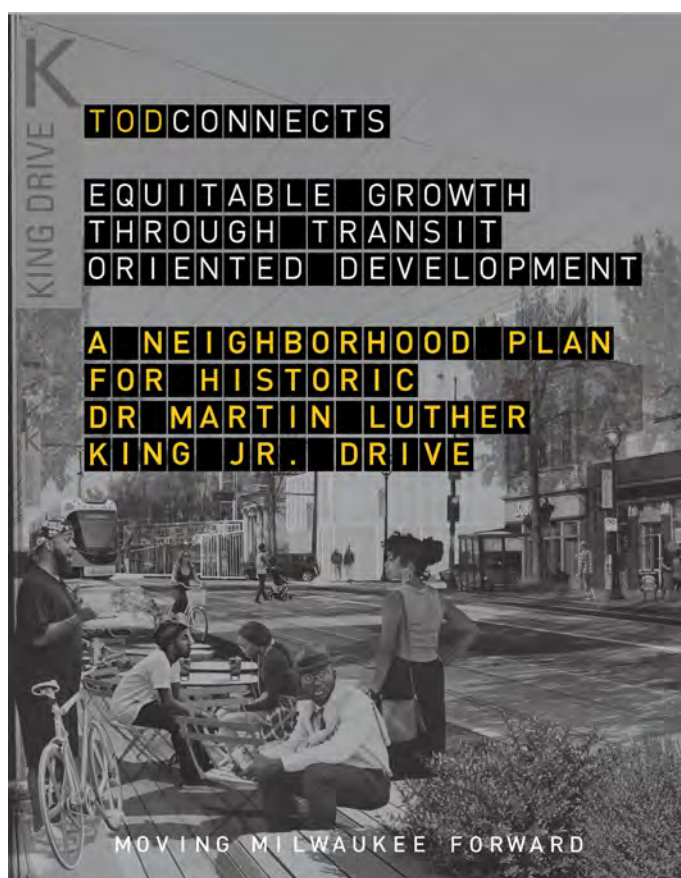
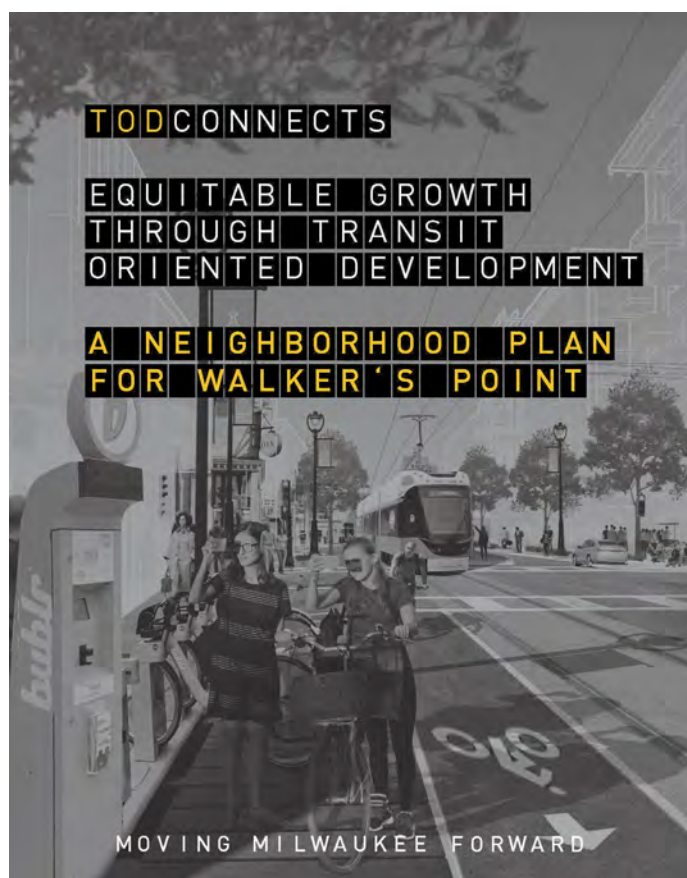
STUDY AREA



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 the plan illustrated here includes: 1,500 to 2,000 new housing units, between 20 and 30 new storefronts, space for 1,500 to 2,000 jobs and also space for three or four new civic, institutional or entertainment facilities.

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. 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 efforts to revitalize King Drive and Bronzeville and an implementation strategy to make that vision a reality. This document focuses on King Drive and Bronzeville. A similar report was prepared for Walker's Point and the Harbor District, for the planned street extension south of Downtown.



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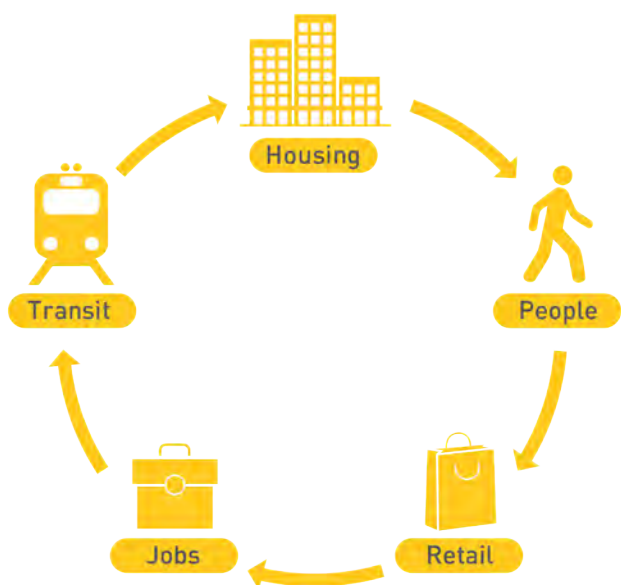
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WHAT IS
TRANSIT
ORIENTED
DEVELOPMENT?

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
- 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 floors 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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02

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 the Historic King Drive Business Improvement District for the King Drive study area and Harbor District, Inc for the Walker's Point/ Harbor District 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 advertised meetings through door to door outreach and spoke to community members about the study at community events. The Halyard Park Association and the Historic Brewers Hill Association represent the residents of the neighborhoods directly adjacent to the proposed extension route and were also formal partners 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 King Drive and Bronzeville, multiple layers of engagement activity were carried out.

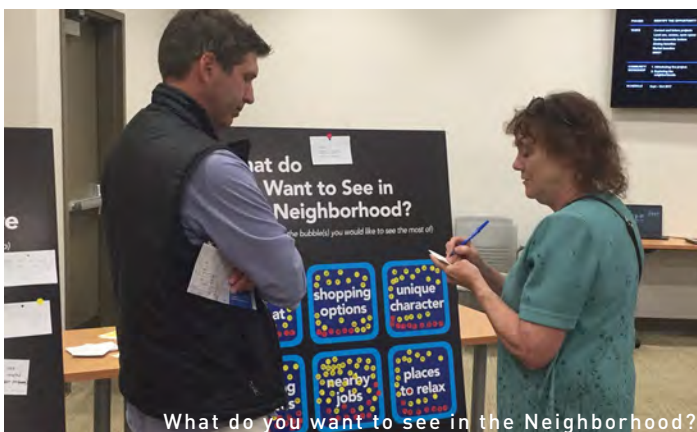
- Initial interviews with local leaders and organizations
- Formation of a Plan Advisory Group to review progress and provide input at key milestones
- A series of community workshops, tours and meetings to gather feedback through a range of techniques
- Sharing presentations and materials at community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



Bronzeville Week



Mapping the Neighborhood



What do you want to see in the Neighborhood?



WestCare and other Community Members

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
- 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
- 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



Building Community Consensus



Workshopping with Bronzeville Artists



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:

A Concert at Bronzeville Week



Affordable Housing in Chicago's Southside



The Milwaukee Bucks Arena District



Public Pavilion in Levy Park



A VALUED COMMUNITY CHARACTER

- The historic character of the neighborhood is valued and should be respected as new public and private investment comes to the area
- The long-standing African American identity of the area should be respected and maintained

DIVERSE HOUSING OPTIONS

- A range of housing types will be needed to meet the future needs of existing residents and a diverse income base
- There is a desire for balanced housing offerings, including market rate, workforce and affordable housing
- Opportunities to own or rent homes are both important
- Avoiding displacement of existing residents and preserving affordable units is critical

ECONOMIC GROWTH AND JOBS

- The economic energy to the south, at Schlitz Park, the Milwaukee Bucks Arena District and nearby entertainment district should be leveraged
- Attract more businesses and retail into the neighborhood
- The revitalization of existing storefronts and business buildings is encouraged. In some cases, renovation will be required
- Investment should advance the arts, culture and entertainment focus in Bronzeville

STRENGTHENED PUBLIC REALM

- The neighborhood should be walkable
- More green spaces and public gathering spaces are needed

DEVELOPMENT STRATEGY

- There is a range of infill development opportunities
- Support the re-use and renovation of existing buildings and storefronts
- Promote development of vacant lots
- Development should respect local context, but there are opportunities for taller buildings south of Walnut and intensification of activity at North Avenue and King Drive
- Development between Vine Street and Lloyd Street on King Drive should be especially sensitive to existing heights and scales

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 King Drive and Bronzeville
- Using 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 with redevelopment sites
- Growing retail and services that 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. 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



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

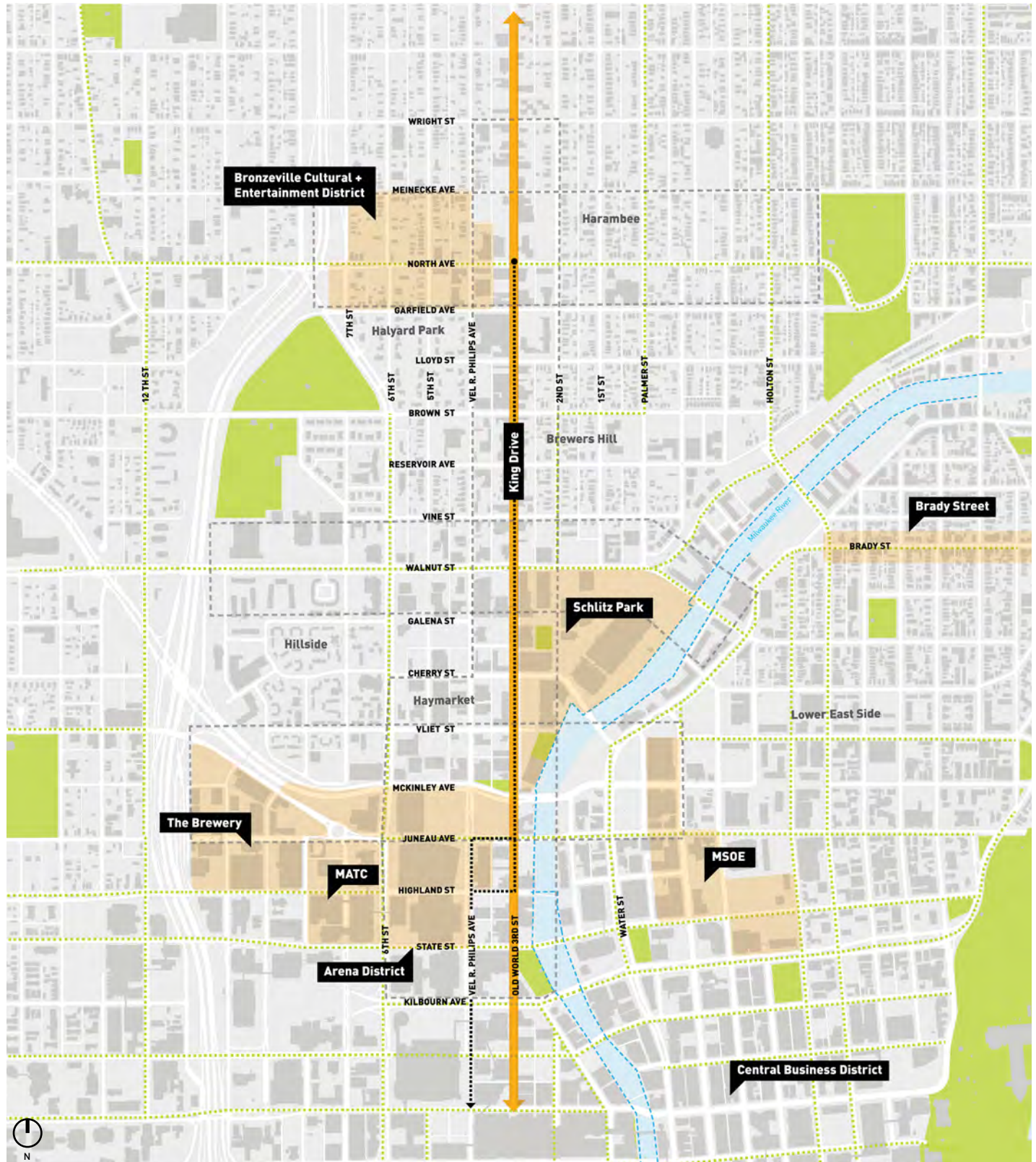
Upon Adoption by the Milwaukee Common Council, this plan will serve as an amendment to the City’s Comprehensive Plan and amend the Northeast Side and Downtown Area Plans.

TODCONNECTS

03

CREATING THE
KING DRIVE
TRANSIT
ORIENTED
DEVELOPMENT
PLAN

BRONZEVILLE + THE DR. MARTIN LUTHER KING JR. DRIVE CORRIDOR TODAY



The following provides a summary of key conditions in the King Drive and Bronzeville area that serve as the foundation and context for the recommendations of this plan.

THE NEIGHBORHOOD ON THE DOORSTEP TO DOWNTOWN

For the purposes of this study, the King Drive area is bounded by the I-43 freeway to the west, Downtown Milwaukee to the south, North Avenue to the north, and the Milwaukee River and Holton Street to the east. The neighborhood is within walking distance of the Milwaukee River and within a 5-minute drive of Downtown. Schlitz Park, a major office park is within the King Drive corridor along the river. The area to the immediate south

includes several larger employers, institutions, the Wisconsin Center and the new Milwaukee Bucks stadium and Arena District. King Drive has a strong historical character and is the central street in the neighborhood, serving as its main commercial street and as a spine to the neighborhoods on either side. King Drive also parallels I-43 and serves as a main route to and from downtown from the near north side.

The study area generally falls within a one-half mile boundary of the proposed King Drive extension of the Milwaukee Streetcar and offers opportunities to carefully leverage investment energy as it expands from Downtown and the Milwaukee River to the community's advantage.



NEIGHBORHOODS WITH STRONG HISTORIC IDENTITIES

The King Drive corridor and its surrounding residential neighborhoods is a historic area that was primarily developed in the late 19th and early 20th Centuries. The neighborhood retains a strong historic character today, reflected in the design of streets, storefronts, homes, schools and churches. Housing stock includes a significant number of historic single-family homes. King Drive itself has a largely intact historic frontage, with a mix of two and three-story buildings. There are also historic mid-rise mixed use and residential buildings close to North Avenue.

It is also important to recognize the African American social, economic and cultural history of the neighborhood. King Drive has historically been home to many African American-owned businesses, a tradition that continues today.

There are three very distinct residential neighborhoods adjacent to King Drive area: Brewers Hill, Halyard Park, and Harambee. Historic Brewers Hill is located to the east of King Drive and is generally considered to be bounded by Holton Street, North Avenue, the Milwaukee River, Pleasant Street, and King Drive. The area is known for beautifully maintained and restored, turn-of-the-century housing stock. Impressive vistas of Downtown can be seen from several points. Since the 1990s and 2000s, the area has seen a steady influx of reinvestment and new residents who value the historical housing stock, the convenient locations, and the diverse community.

Halyard Park is another unique neighborhood, located west of King Drive, opposite of Brewers Hill. Sixth Street forms its western boundary. Most of the homes were built in the 1970s and 1980s in a more suburban layout that includes larger

lots and attached garages. The neighborhood is named after Ardie and Wilbur Halyard who founded Columbia Savings and Loan in 1924 with the goal of providing mortgages to African Americans as an alternative to traditional lending agencies that racially discriminated against non-whites. When Halyard Park was built, the neighborhood attracted many middle-class African Americans. Many of the current Halyard Park residents are the original owners who pride themselves on their quiet and well-maintained neighborhood.

Harambee is the neighborhood directly north of North Avenue, bounded by I-43 to the west and Holton Street to the east. The current Streetcar extension under consideration would end at North Avenue and King Drive, thus connecting the southern portions of Harambee and allowing the neighborhood to benefit from the expansion of transit to serve the neighborhood. Harambee means “all pull together” in Swahili. The neighborhood has a strong history of social activism. Harambee has not yet seen the same levels of reinvestment as areas of the city closer to Downtown. Some current residents have expressed concern that development pressure from Riverwest (to the east) and Brewers Hill (to the south) may spill over into the neighborhood and cause rising housing costs that may displace existing residents.

At the intersection of all three of these neighborhoods sits the Bronzeville Arts and Cultural District, which is located along North Avenue from I-43 to King Drive. Bronzeville is a city-led redevelopment initiative to reestablish the vibrant arts and cultural amenities that were destroyed by the construction of I-43. A recent City initiative is attracting local artists to own homes in the area.



Neighborhood Structure

Haymarket is a small neighborhood that, as its name suggests, was once was home to the main hay market square for the City. Later on, the area became an open-air market. The neighborhood is generally considered to be between McKinley Avenue, King Drive, Walnut Avenue, and Sixth Street. Today, Haymarket is a mostly industrial area with some residential. Institutions like Golda Meir School and Boys and Girls Club also call this area home.

Hillside Terrace is a public housing development for families, owned and operated by the Housing Authority of the City of Milwaukee, located just west of the study area, west of Sixth Street and just north of McKinley Avenue. It is one of the largest public housing developments in the City and was the first one to be racially integrated.

Schlitz Park is an office park between King Drive and the Milwaukee River, on the southern end of the study area. At the site of the former Schlitz Brewery, it now hosts more workers than when it was a brewery.

THE DEMOGRAPHIC CONTEXT

Over 20,000 residents from 9,000 households live within the King Drive area (defined as a ½ mile from the potential alignment and adjacent tracks for the streetcar expansion). Population densities are generally lower to the north and western portions of the study area. These locations also have fewer local jobs.

The study area saw population growth between 2000 and 2015 of 1,565 people overall. Changes were not uniform, with different areas experiencing growth or declines. The African American population decreased by 1,200 people overall, while the White population increased by 2,300 people, primarily in Brewers Hill and the eastern portion of Harambee. The Study Area has higher levels of poverty (33%) than the City (25%) as a whole.

A STRONG STRUCTURE WITH KING DRIVE AS A MAIN STREET

The historic and cultural character of the area is valued by residents and any future changes will need to carefully respond to that context. The neighborhood is mostly organized as an urban grid with traditional blocks. King Drive and North Avenue are both arterial streets. Both are already key transit routes for Milwaukee Country Transit System. Where they meet is a historic focal point for the neighborhood and a place of high visibility to the large numbers of people traveling through the intersection. There are some vacant lots on the corridor as well as within neighboring blocks, primarily north of North Avenue and west of King Drive. Surface parking lots and other underutilized sites also present opportunities for the future.

King Drive has a strong two and three story historic

commercial main street frontage which is largely intact, although there is a cluster of larger buildings as it reaches North Avenue. King Drive also rises in elevation as it moves to a ridge at North Avenue, creating different perceptions of height for people traveling north versus south. The area to the south of Walnut, closer to the river and Downtown shifts from a neighborhood scale to larger schools, institutions and industrial and business uses.

In 2017, the Wisconsin Economic Development Corporation designated King Drive, as a Wisconsin Main Street. King Drive was the first Wisconsin commercial district to be designated under the new Urban Main Street initiative, which is reserved for older and historically under-resourced commercial districts. Participation in this program connects the BID with technical support and training.



Neighborhood Figure Ground

Transit Oriented Development can use the neighborhood structure to focus future potential development. This means encouraging commercial development along King Drive and North Avenue, particularly at high-visibility intersections while maintaining the historical character of the neighborhood by encouraging contextually-sensitive infill housing.

THE DEVELOPMENT CONTEXT

Bronzeville and the King Drive corridor are beginning to feel development influences as a result of redevelopment activity occurring in adjacent neighborhoods to the south and southeast. In recent years, the Arena District, the Beer Line, Water Street, and Schlitz Park have all benefited from significant investment in residential, office and entertainment uses. The catalytic impact of these investments has resulted in some spin-off redevelopment within the King Drive area, particularly on the south end of the King Drive corridor. Recently, Pete's Fruit Market, a full service grocery store specializing in fresh produce, opened on the northwest corner of King Drive and North Avenue. The Griot and restored Garfield Avenue School is a mixed-use development at Fourth Street and North Avenue, which will house America's Black Holocaust Museum when it reopens in Fall of 2018. These recent developments, along with a number of new business openings or expansions have garnered renewed enthusiasm and interest in revitalization efforts.

While the northern portion of King Drive and Bronzeville has seen some recent large-scale developments, these developments have frequently been subsidized through City Tax Incremental Financing and/or has leveraged state and federal

ADVANCING MKE UNITED



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 King Drive and Bronzeville 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,

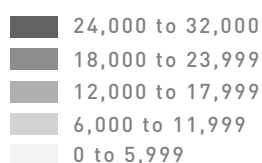
This Equitable Growth through Transit Oriented Development Plan was designed to build on the Transformative Directions set by MKE United and identify and implement a set of specific strategies and recommendations for how TOD can help achieve the goals of MKE United.

tax credit programs. These strategic public investments have set the stage for further private investment, which will be important as the availability of redevelopment sites to the south and southeast of the study area becomes limited and reinvestment pushes north along King Drive.

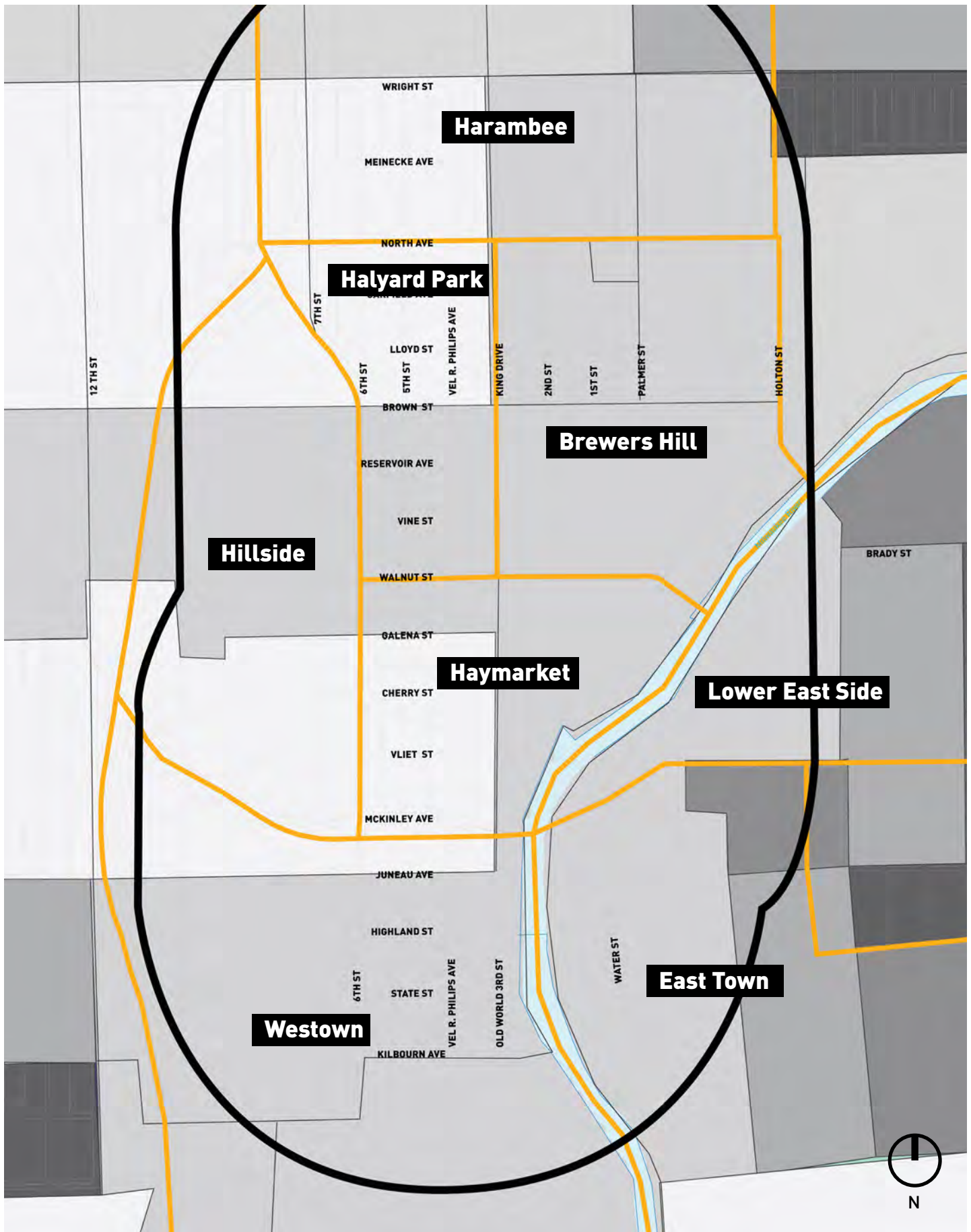
The varied real estate market conditions from south to north means there is a significant rent gradient in the corridor, with rents decreasing as you head north along King Drive. Within large portions of the study area, it is unclear if high enough rents can currently be achieved for new construction market rate projects to be financially feasible in the near term. The Historic King Drive Business Improvement District has been successful in attracting

new businesses, reducing vacancies, offering support to existing businesses, and creating a cohesive image of the district.

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)


One of the key ways the City and the community



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

2017 Population Density (Residents per Square Mile)

THE ZONING CONTEXT

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 the King Drive area is characterized by two different patterns of existing land use and zoning.

Starting at the south on W. McKinley Avenue and extending northward to Vine Street is the Haymarket area. This area is currently mostly light industrial IL2 zoning. However, due to its proximity to the downtown and the Schlitz Park office development, a zoning designation that allows for more residential, office, and commercial uses may be more appropriate. To the north along Dr. Martin Luther King Jr. Drive and also along North Avenue, the area is dominated by local business LB2 zoning with its small commercial businesses. LB2 is a very flexible zoning district. It permits a wide variety of residential and commercial uses and allows buildings between one story and about five stories. There is also some commercial services CS zoning with its more suburban pattern of large-scale commercial uses. Off the commercial corridors,

residential areas in Brewers Hill and Harambee are mostly zoned RT4 residential to accommodate single-family homes and duplexes on small lots. There is one pocket of lower density RS3 residential zoning for the Halyard Park neighborhood.

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 residential areas. Those recommendations are included in Chapter 7.

LEGEND

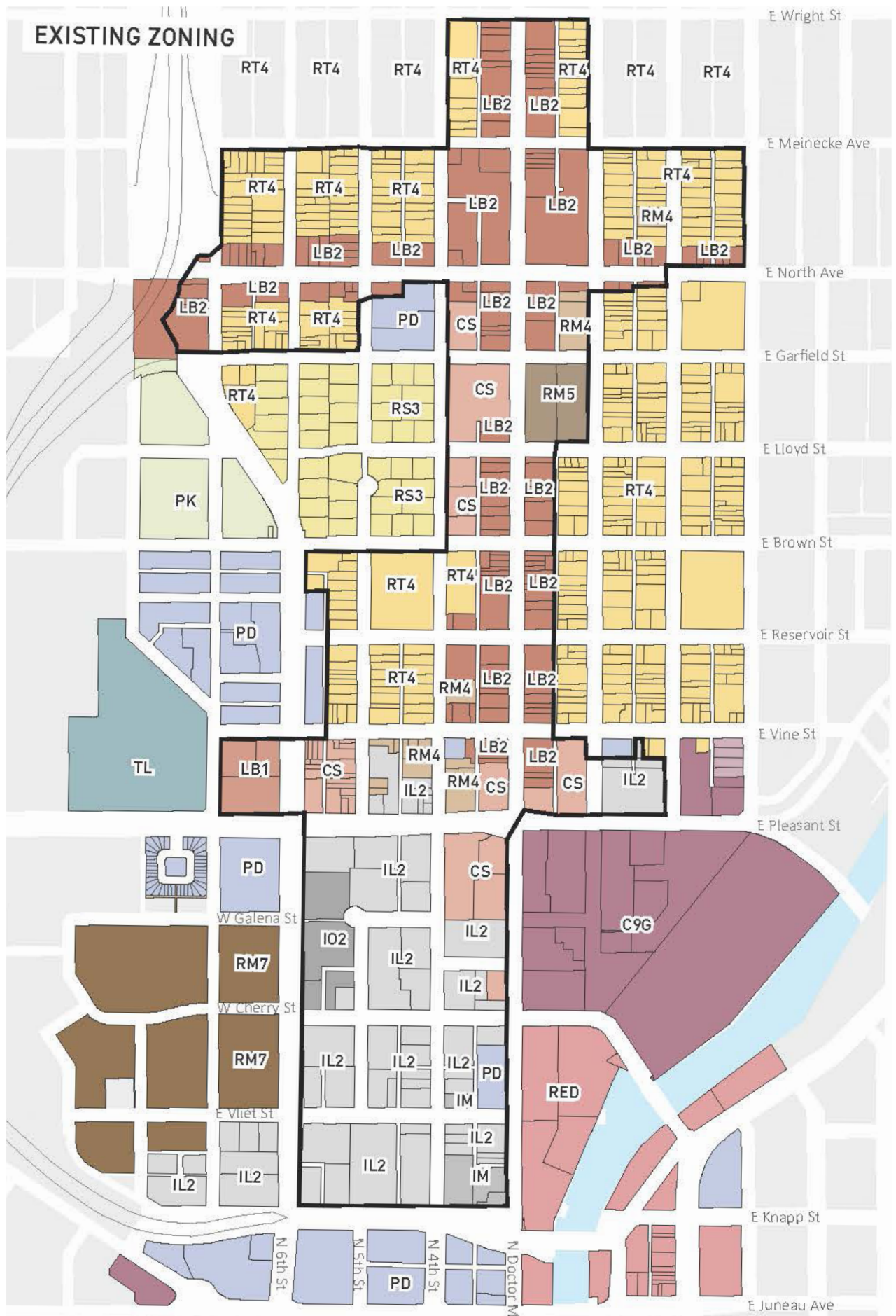
RS3	C9B (A)
RT4	C9G
RM4	I02
RM5	IL2
RM7	IM
LB1	PD
LB2	RED
CS	

Single Family Homes on Small Lots



Office Buildings in Schlitz Park





TODCONNECTS

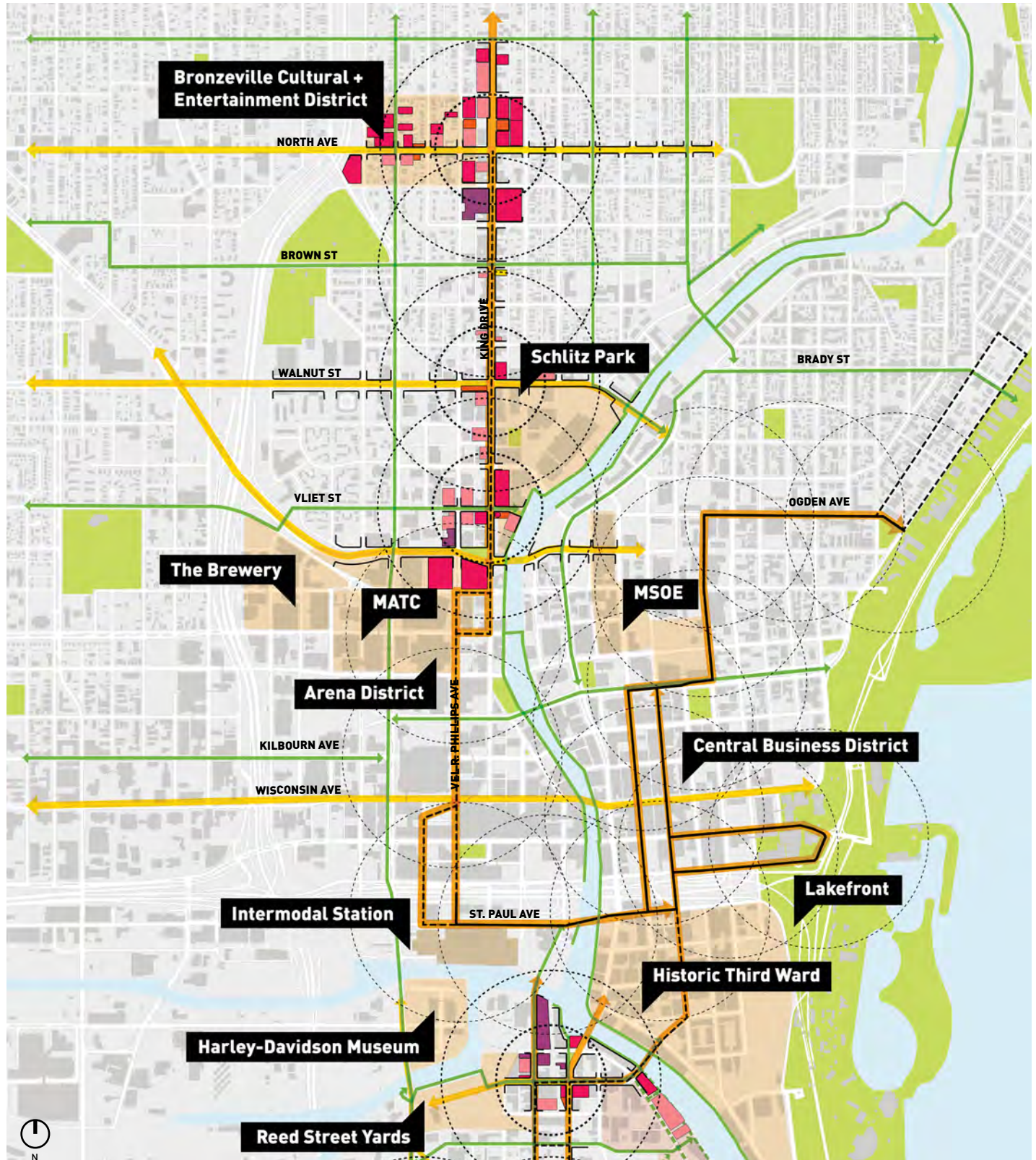
04

STRATEGY:

A CONNECTED

KING DRIVE

A STRATEGY OF CONNECTIVITY



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

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

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 King Drive area, 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 King Drive and connecting streets meet, they will be marked by high quality streetscapes, transit facilities and a cluster of active street-level uses.

Customers Line Up at Gee's Clippers



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

CORRIDORS AND CONNECTORS

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

Dr Martin Luther King Jr. Drive is the primary corridor through the neighborhood. It is the most heavily traveled north-south route, with significant movement to and from Downtown. This is also where the future streetcar extension would be focused.

Connectors are the most significant east-west traffic streets and transit routes through the neighborhood. They also connect it to other neighborhoods, the River Corridor and the Lakefront. They also intersect directly with King Drive.

Bronzeville Week Activity



BIKE BOULEVARDS

This plan also identifies other 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 to the King Drive Corridor.

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, 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 organizing future development is that where the north-south King Drive corridor and east-west connectors meet at planned

streetcar stops, they create places to focus.

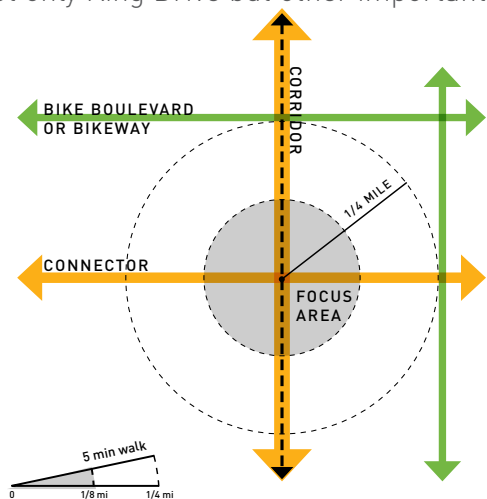
These are the places with the highest number of people starting or ending their journey, passing through, changing routes and switching how they are traveling. This creates an opportunity to focus retail services, entertainment, arts and culture and concentrations of housing or jobs.

This framework means that King Drive can grow as a linked and distinctive family of neighborhood centers. Focus Areas will be linked to each other by King Drive with a rich mix of retail, entertainment, office and residential uses. Transit will play a central role in reinforcing the linkages among the different points of focus.

The King Drive area more generally will offer a vibrant place to live, with a wide range of activities, a full range of local amenities and community services and clear connections to the rest of Milwaukee.

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 King Drive but other important streets.



A Strategy of Connectivity Diagram

T O D C O N N E C T S

0 5

T H E

N E I G H B O R H O O D

F R A M E W O R K :

C O R R I D O R S +

C O N N E C T O R S



KING DRIVE CORRIDOR

King Drive is the primary corridor through the neighborhood. There is also a framework of east-west connectors, some of which play significant roles in transit and traffic. Some residential streets are lightly trafficked and offer quiet routes for walking and biking – and have the potential to become Bike Boulevards, linking parks and open spaces. The following describes the role of each:

Linking downtown to Milwaukee's northside neighborhoods, King Drive is a largely intact historic main street, particularly between Walnut and Lloyd Streets.

King Drive will continue to serve as a connection between downtown and northside neighborhoods, but King Drive should be rebalanced in favor of people walking, biking and using transit while making sure motor vehicle traffic 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.

This attractive street will 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 office and workspaces towards the south of the Corridor.

Following are the most important east-west connections. 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 along King Drive. The Department of City Development, the Department

of Public Works, and the King Drive BID should work together collaboratively to implement these recommendations as funding becomes available.

STREETSCAPING

What is Streetscaping?

Streetscaping describes an approach to enhancing streets which focuses on public spaces. This means it can include 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.

Dr. Martin Luther King Jr. Drive



KING DRIVE CORRIDOR

STREET AND PUBLIC REALM IMPROVEMENTS

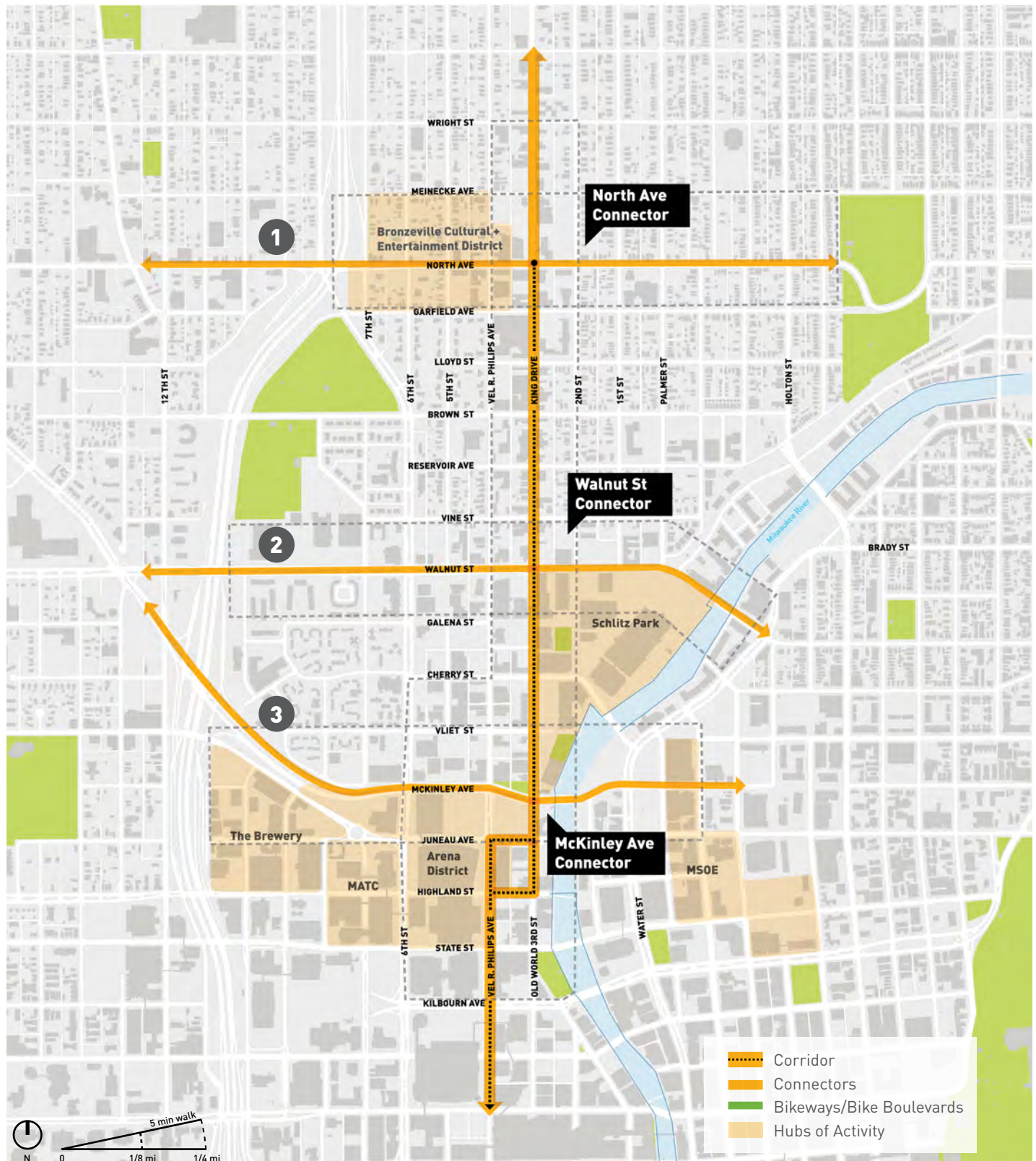


EXISTING



CONNECTORS:

NORTH AVENUE, PLEASANT STREET/WALNUT STREET,
MCKINLEY AVENUE



1

NORTH AVENUE

The connectors include North Avenue, which stretches across Milwaukee from Lake Michigan to the western city limits and intersects with the interstate along the way. This is a major travel and transit connector for the city. It also sits at the crest of King Drive.

This busy connector provides an opportunity to encourage people to stop at the intersection with King Drive and support retail, entertainment, arts and culture. The intensity of activity can also support a new generation of housing and public spaces. As the Bronzeville Arts and Cultural District gains momentum, improvements to identify this stretch of North Avenue as an arts and cultural district should be continue to be implemented. This could include branding, gateway and wayfinding signage, improved landscaping, and improved crosswalks.

2

PLEASANT STREET / WALNUT STREET

Walnut Street/ Pleasant Street connects King Drive to the I-43 freeway and to downtown via Water Street and is the beginning of a concentration of historic storefronts on King Drive. Walnut Street also connects people from the Milwaukee River Corridor on the east, through Bronzeville Cultural and Entertainment District and then to Milwaukee's northwest side neighborhoods. This is an important east-west street used by many traveling to the jobs on the northern edge of downtown or at the growing jobs hub at Schlitz Park because of the interchange at I-43. The width of Walnut Street encourages speeding and erratic passing. While Walnut Street serves as an important route from the freeway, consideration should be given to improvements that will signal to drivers to slow down and respect the neighborhood.

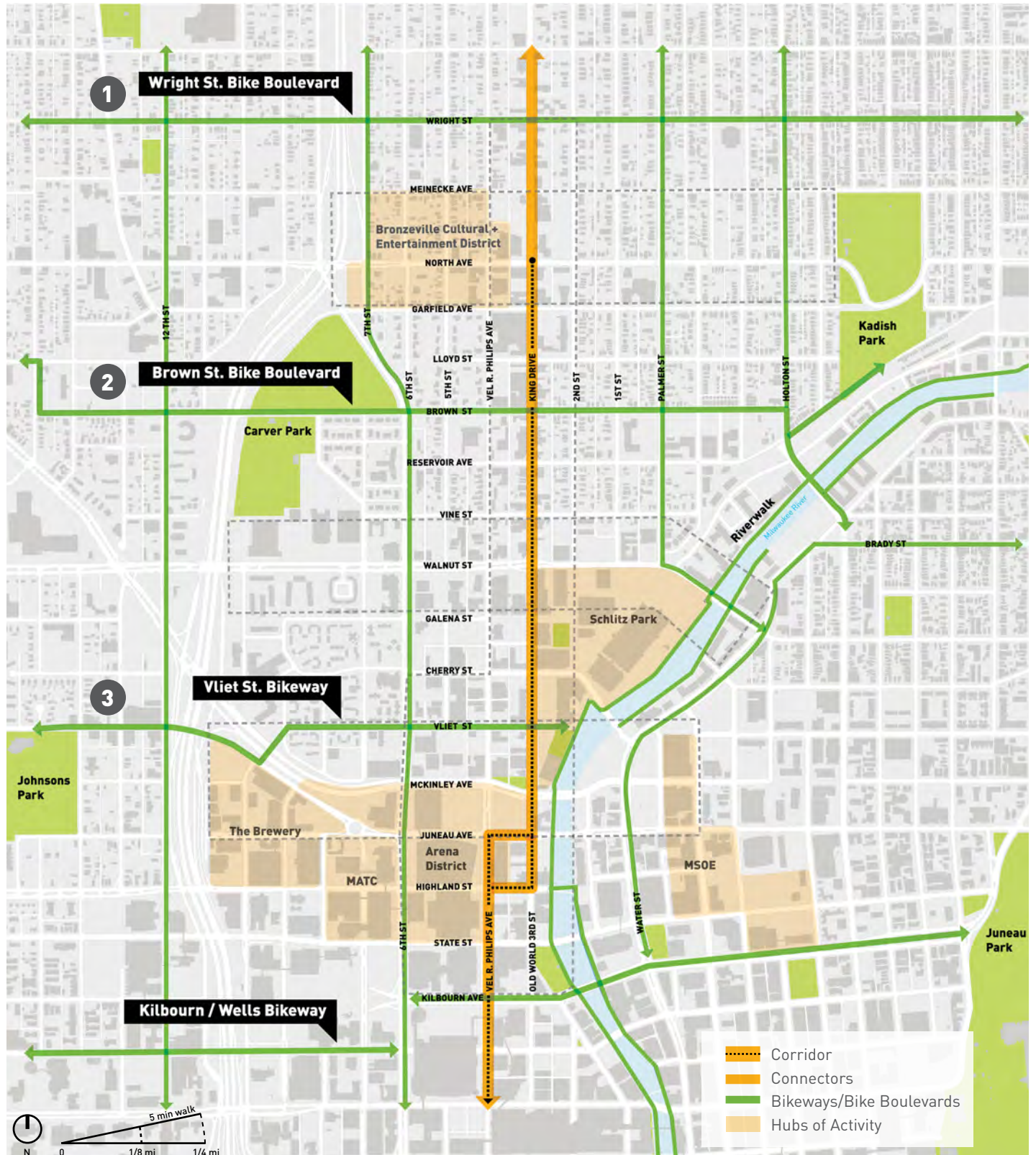
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MCKINLEY AVENUE

McKinley Avenue is a major gateway and access route into Milwaukee's central business district from the interstate and provides access to the new Milwaukee Bucks Arena District. The street currently features an attractively-landscaped median. While the street is generally attractive, its width and the fact that it provides access to an interchange, makes it difficult for pedestrians to cross. The street creates a clear delineation between Downtown and the King Drive area. Consideration should be given to enhance connections across McKinley Avenue, especially at King Drive and Vel R. Phillips Avenue (formerly 4th Street).

BIKE BOULEVARDS + BIKEWAYS:

WRIGHT STREET, BROWN STREET, VLIET STREET



While all the streets colored green are important for biking and should be considered for improvements, two streets should be upgraded to bike boulevards, Wright Street and Brown Street. Bike boulevards are typically low-speed streets that are prioritized for bicyclists even though they allow automotive traffic. Bike boulevards are most often implemented in residential areas and feature traffic calming measures to discourage speeding.

1

WRIGHT STREET BIKE BOULEVARD

The first “bicycle boulevard” in the City is currently being developed on Wright Street, just east of the study area. This shared roadway will be a mile long and connect residents to the Beerline Trail along the Milwaukee River. Wright Street Bike Boulevard will include traffic calming measures and treatments such as, pavement markings, wayfinding devices, landscaping, and other upgrades that support the idea of a low-volume street where motorists and bicyclists share the same space. These upgrades should be continued to the west across King Drive to create a connection between the Harambee neighborhood and the river.

2

BROWN STREET BIKE BOULEVARD

Brown Street is an attractive, lightly trafficked, residential street. It connects Carver Park on the west with eastside neighborhoods. Brown Street bridges I-43 making it a good bicycling route to other neighborhoods in the City. It should be enhanced as a bike, pedestrian and recreation connector as part of Milwaukee’s future network of neighborhood bike boulevards. Relatively simple improvements such as pavement markings, for example shared lane markings, or signage could help identify this street as a bicycling route. More robust traffic calming improvements should be also considered as opportunities arise.

3

VLIET STREET BIKEWAY

Vliet Street is lightly trafficked east-west street which connects directly to the Milwaukee Riverwalk. There is some light industrial and storage activity west of King Drive. The street currently has wider traffic lanes in each direction, parking on both sides of the street, sidewalks, and terraces with trees. Future enhancements could include more space dedicated to landscaping and green space. This should be enhanced as a bike, pedestrian and recreation connector closer to downtown which has the potential to draw workers and visitors into the neighborhood to support retail, food and beverage activity.

BROWN STREET BIKE BOULEVARD

STREET AND PUBLIC REALM IMPROVEMENTS



EXISTING



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



Building Reuse

Trail Markers / Wayfinding

Stormwater Planting

Improved Curbs

GUIDING THE DESIGN OF KING DRIVE

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

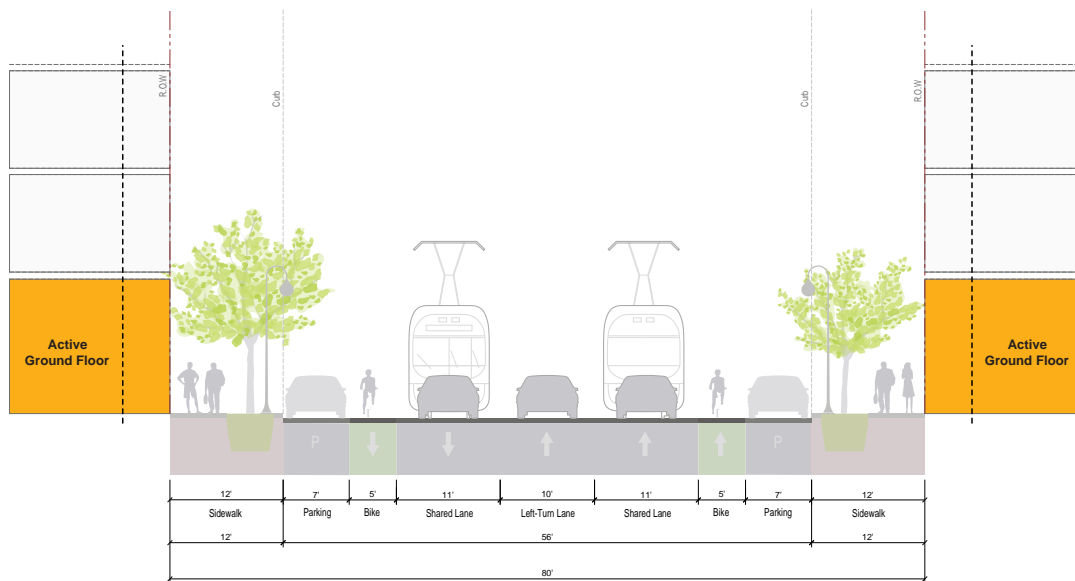
- Implement street design improvements that reflect the function of neighborhood streets and the type of development found on them. Street design elements include travel lane widths, streetcar lane locations and widths, bike lane locations and widths, sidewalk widths, street lighting, street furniture and transit shelters
- Improve the King Drive streetscape. Over the long term, streetscape improvements may include lighting, landscaping, green infrastructure, benches, trash receptacles, special paving and public art
- King Drive is currently two lanes in each direction with parking on both sides of the street. Traffic counts on King Drive average around 10,000 vehicles per day. One travel lane in each direction can likely accommodate that volume and may even improve traffic flow by with left-turn lanes at busier intersections, such as Walnut Street and North Avenue
- Improve sidewalk conditions, minimize the number of driveways and encourage parking lot landscaping, lighting and fencing improvements
- Use streetscaping such as banners, signage or overhead gateway identifiers to identify and promote the intersections of both King Drive and North Avenue, and King Drive and McKinley Ave as an anchor and gateway location
- Traffic management techniques, such as traffic signal synchronization, addition of stop signs, left turn lanes and traffic calming should be incorporated
- Study and implement methods for alleviating traffic and parking congestion
- Explore ways to manage speeding, such as reducing the design speed when the road is reconstructed

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

The first diagram shows a road diet scenario that would convert King Drive 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 is a problem on King Drive. Erratic passing maneuvers is another problem. Many residents commented that these factors discouraged walking and biking on King Drive. While it may seem counter-intuitive, road diets have shown, under the right circumstances, that one lane of traffic in each direction can move traffic just as, or more, efficiently and more safely than two traffic lanes.

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.

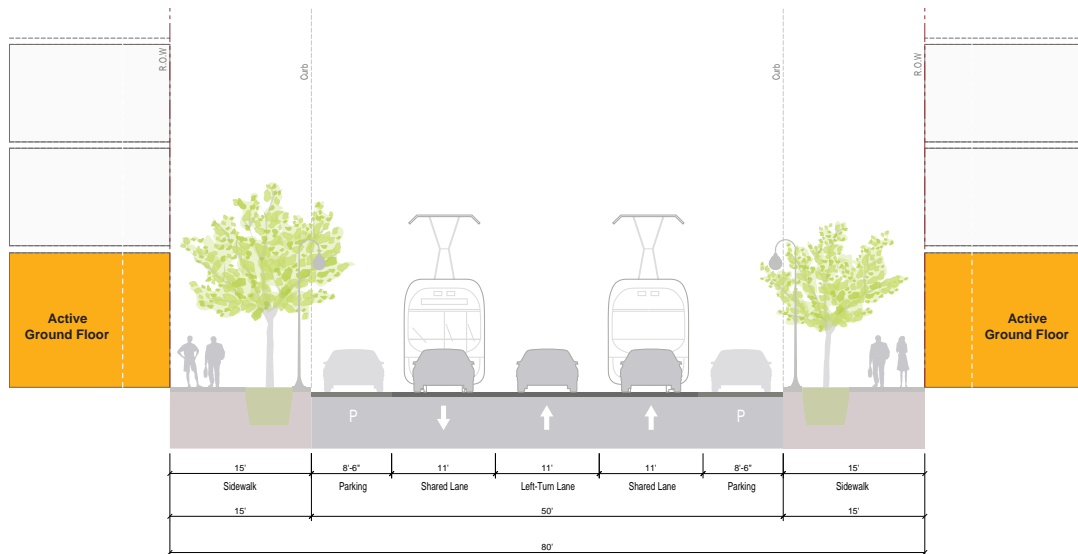
ROAD DIET CONCEPT



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

The second diagram shows a longer-term vision of what King Drive 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, or a raised bikeway adjacent to the curb. There are many possibilities to consider in the long-term, and the City's Department of Public Works should work collaboratively with other city departments and the community to implement the best possible solution to make King Drive a leading example of how to transform an auto-oriented street to a truly multimodal street where all users are valued.

WIDER SIDEWALK CONCEPT



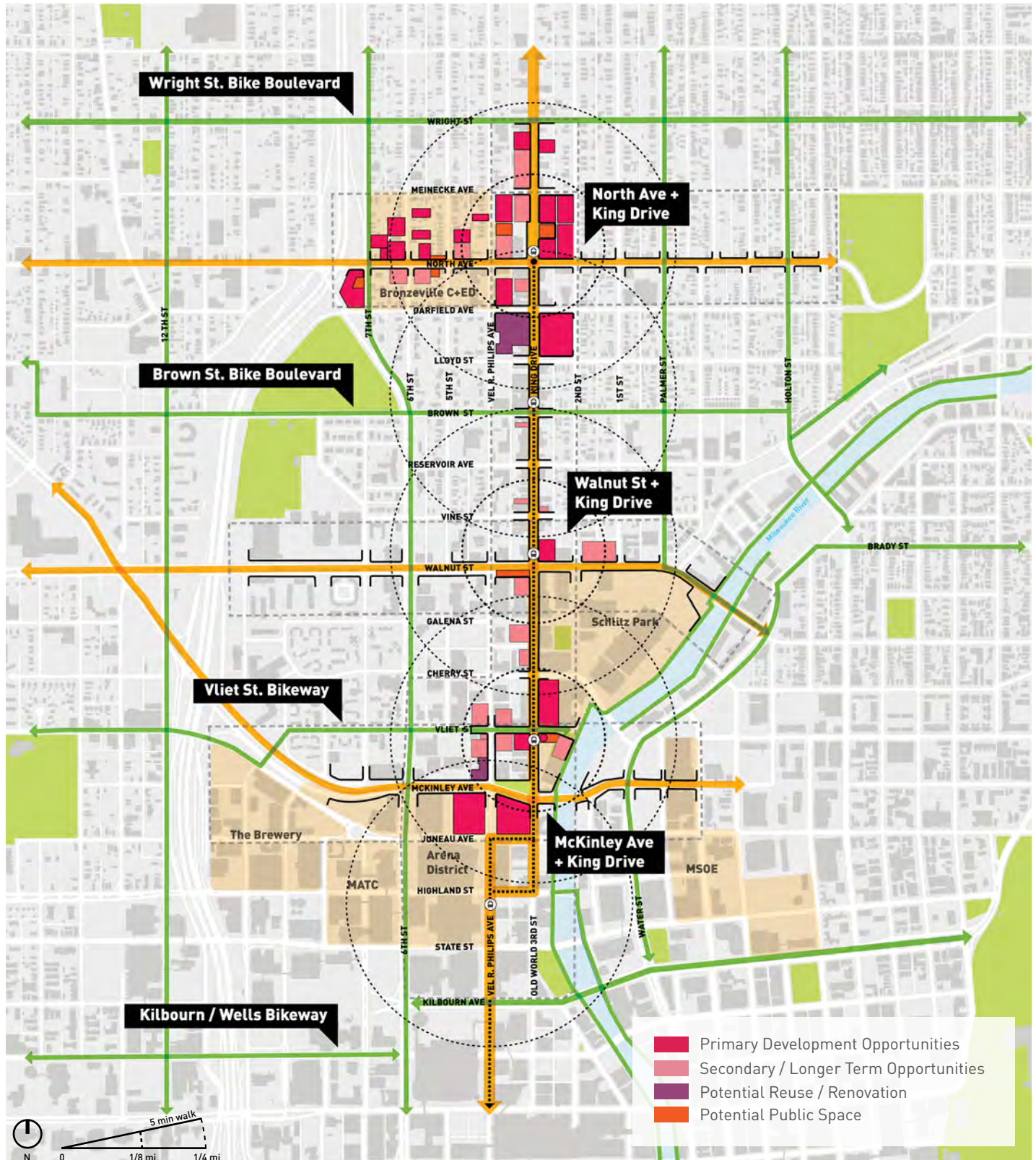
- Reduce to 2 lanes of shared travel lanes with dedicated left turn lanes where appropriate
- Wider sidewalks
- Maintain on-street parking
- Multiple bicycle and parking alignment options could be considered
- Would require full street reconstruction narrowing curbs
- Longer term option

T O D C O N N E C T S

0 6

P L A C E S T O
F O C U S

PLACES TO FOCUS



WHERE KING DRIVE CORRIDORS AND CONNECTORS MEET

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

Each of the places identified is described in turn 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 follow 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 new regulations will ask for new development to reflect 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.

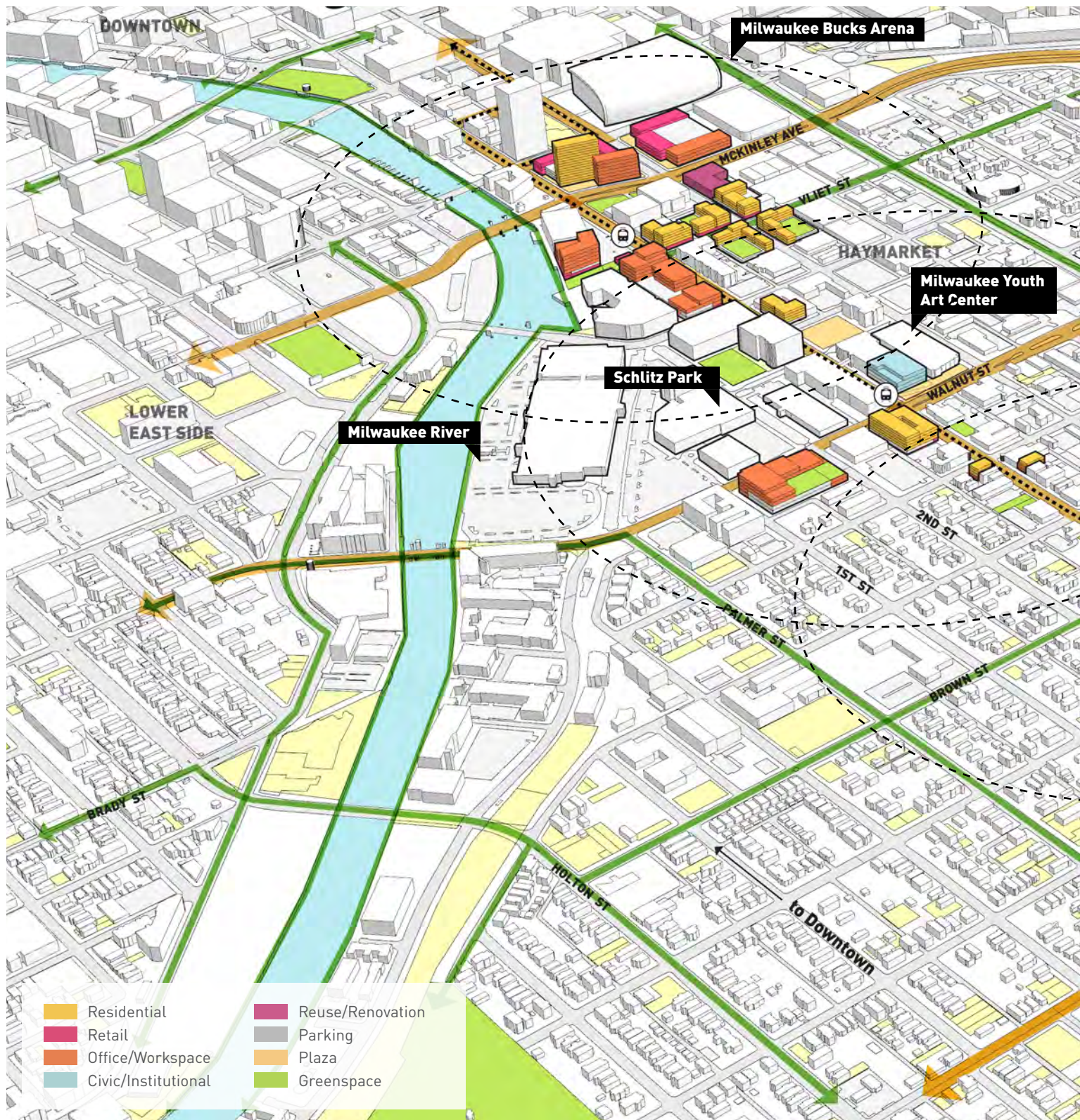
There are opportunities for smaller scale renovation and re-use along the length of King Drive and on North Avenue. There are also smaller scale infill opportunities across this area.

More significant redevelopment opportunities are clustered around the intersection of King Drive and North Avenue and to the south where King Drive meets Vliet Street and McKinley Avenue.

In all cases there is a strong expectation that new investment and development will engage, be marketed towards and reflect the long-standing role of the African American community in the area. While the neighborhood will evolve over time, there is a strong desire to see this linked with initiative to prevent the displacement of long term residents. New housing opportunities should be accessible to a wide 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, including the King Drive BID, will continue to play a major role in steering the nature of development in the area and ensuring a local voice in key decisions.

WHERE KING DRIVE CORRIDORS AND CONNECTORS MEET



This framework of corridors and connectors point to places where the King Drive neighborhood 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.



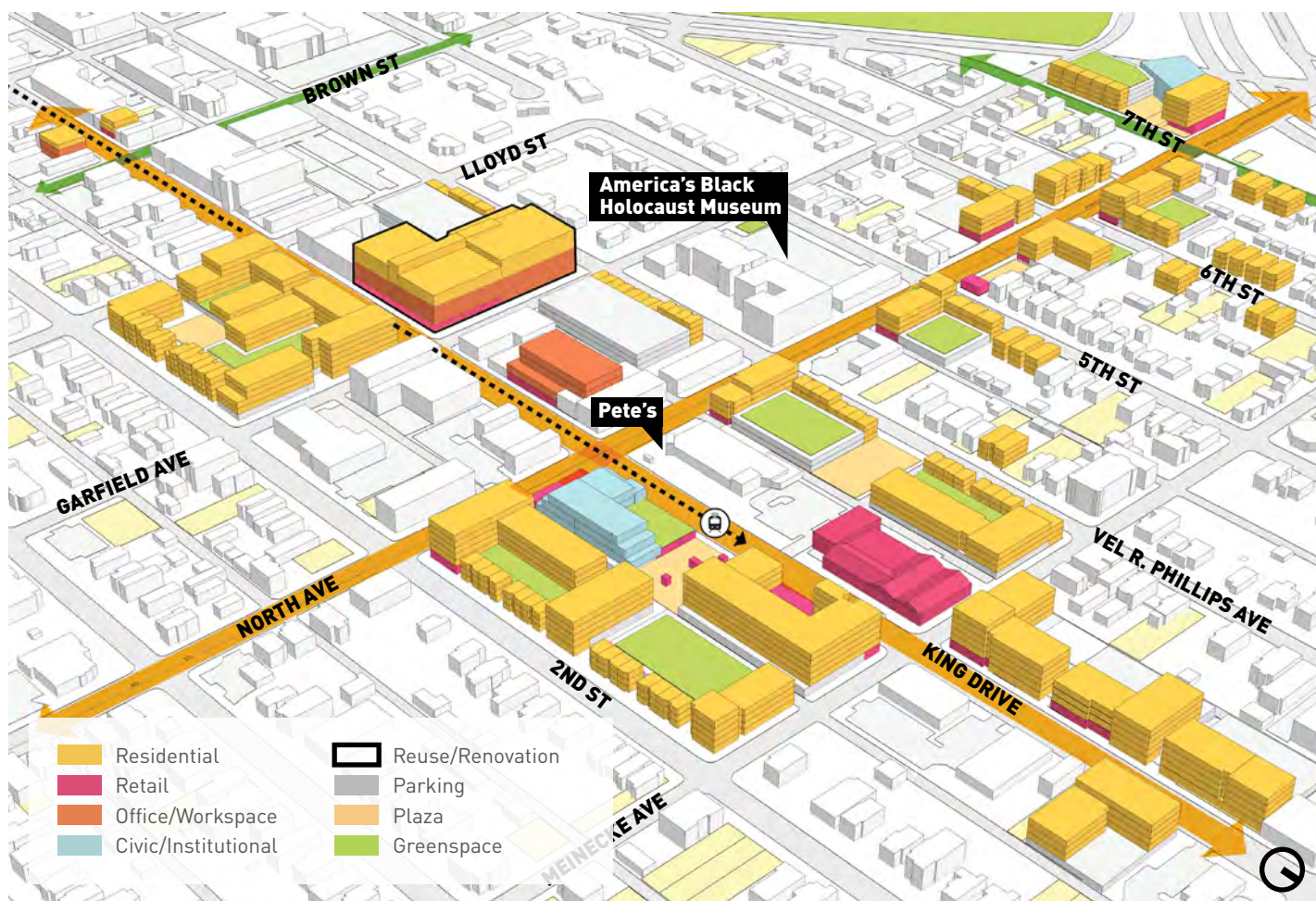
FOCUS AREAS: KING DRIVE AND NORTH AVENUE

FOCUS AREA

This intersection is a focus for the neighborhood, with a cluster of businesses and entertainment venues which serve residents and draws visitors from across the city.

It is now seeing a generation of new investments at North and Vel Philips Avenue with refurbishment of the Historic Garfield School and the addition of a new mixed-use development called The Griot which includes the re-opening of a major institution with America's Black Holocaust Museum and the addition of new commercial space. The new Pete's

Food Market provides a full range of fresh food at the northwest corner of North and King Drive. This area also encompasses the Bronzeville Cultural and Entertainment District. This is a redevelopment area bounded by Garfield Avenue, Meinecke Avenue, King Drive and 7th Street, located adjacent to Dr. Martin Luther King Jr. Drive. This initiative leverages the legacy of Milwaukee's primary African-American hub, while focusing cultural and economic development within the District and along the Bronzeville Commercial Corridor.



During the first half of the 20th Century Bronzeville brought all ethnicities together to celebrate African-American culture – highlighting jazz, blues and the arts. Notable venues included nightclubs such as Metropole Club and the Moon Glow and notable performers included Billie Holliday, Duke Ellington, Count Basie, Dizzy Gillespie, and Nat “King” Cole.

This cultural, arts and entertainment legacy will be reflected in approaches to attracting investment and business activity to the area.

VISION

King and North will serve as a thriving mix of activities with people living, working, learning and being entertained in a setting with a vibrant street scene. This intersection will serve as the primary eastern gateway to the Bronzeville Cultural and Entertainment District, reinforcing the African-American cultural and entrepreneurial history of the neighborhood. Existing storefronts and buildings will be fully occupied with a range of retail, professional service, arts and workshop operations. Larger buildings in the area will accommodate office-based jobs. Enhanced transit service, including a streetcar stop, will provide a focus for business activity.

A new generation of high quality residential development will offer housing opportunities to existing residents, the next generation and also people who have moved to the neighborhood.

New development will be integrated with the existing neighborhood. Where taller buildings are developed on King Drive than what is currently present, they should be designed to be of a high quality and to fit within the context of neighboring uses. A range of housing types, from town homes to mixed-use apartments of about four to six stories, will occupy currently

vacant sites and provide housing opportunities across a variety of income levels.

New public spaces will serve as high visibility landmarks and places for people to relax, gather and participate in special events. Any future redevelopment of the Department of Natural Resources site at King Drive and North Avenue will include a community gathering place.

King Drive itself will also be improved, with investment in sidewalks, furniture, street trees and lighting which will enhance the sense of destination.

Arts and culture will be woven into the identity of the area, with opportunities for temporary and permanent installations, as well as offering spaces for artists and arts-based businesses. More detailed recommendations are included in the Bronzeville Public Art Strategy appendix.

Opportunities extend beyond development to include creation of attractive streets encouraging people to walk and new public spaces for residents to gather and celebrate.

There will be more residents, workers and visitors through the week and evenings and weekends, adding bustle, activity, and people on the streets.

KING DRIVE CORRIDOR

POTENTIAL DEVELOPMENT



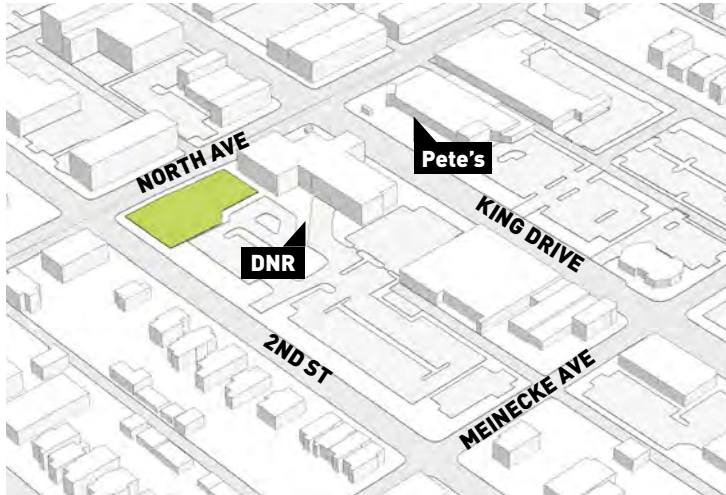
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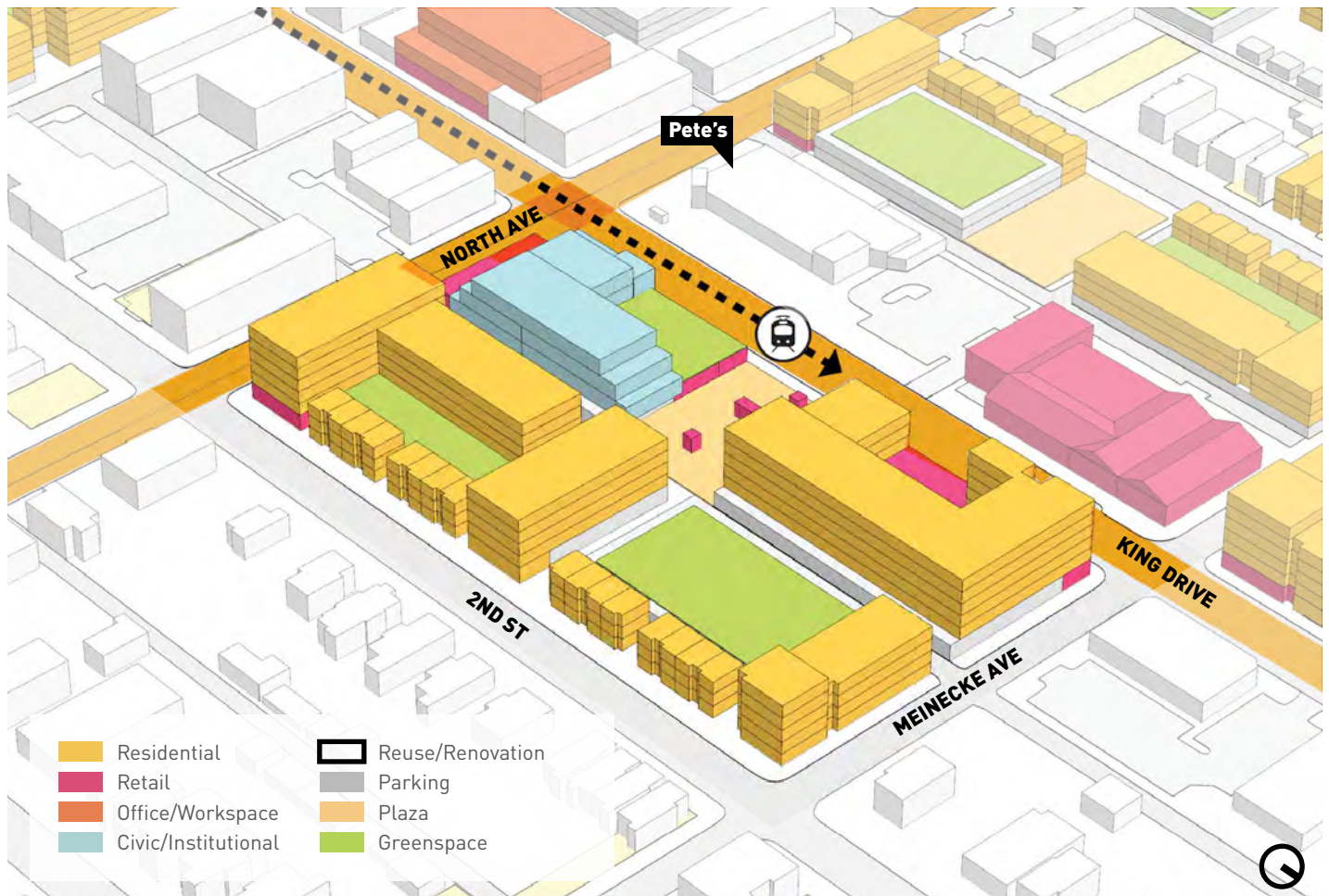
“This Focus Area will be a thriving mix of activities with people living, working, learning and being entertained in a setting with a vibrant street scene.”

KING DRIVE AND NORTH AVE - NORTHEAST

EXISTING



POTENTIAL DEVELOPMENT



VISION

This high visibility location will send a message about the City's pride and level of investment in the Bronzeville neighborhood. It will host new housing, business, retail and cultural space in a signature new development following the planned relocation of the Wisconsin Department of Natural Resources. Residents, workers and visitors will be able to directly access the streetcar from here.

RECOMMENDATIONS

This is the largest single site in this area. A successful new development is a high priority for the City of Milwaukee and the community. Because of its highly advantageous location at the corner of two busy streets, this is a prime site for retail and housing, as well as community uses.

The scale of the opportunity also allows options for a new high quality public space which can be used for public gatherings, outdoor performance and public art. A plaza or gathering space, perhaps directly visible from the streetcar stop, would add to the attractiveness and vitality of the site. A retail, civic or cultural anchor next to this site provide the opportunity for indoor and outdoor activities

to work seamlessly together. Given its importance as a community focal point, public arts should be incorporated into the site.

A range of heights should be encouraged at this site. Buildings could range from 4 or 6 story mixed-use apartments along King Drive to three story townhomes on 2nd street.

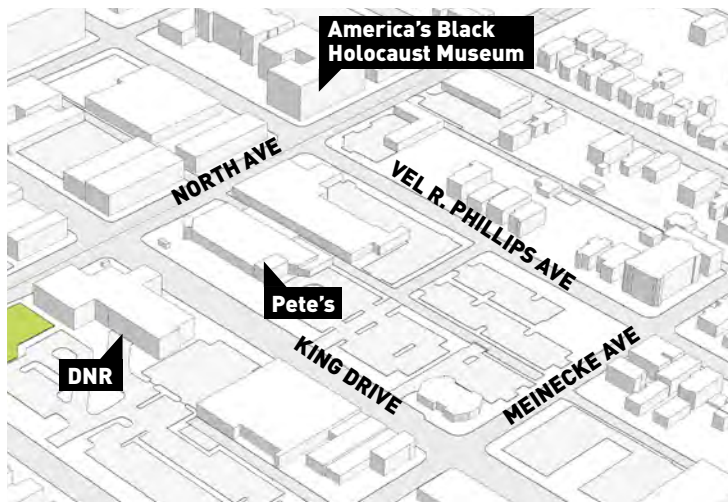
The future streetcar stop should be iconic, signaling that it is a terminus stop. In the interim, the City can work with MCTS to improve the existing bus stop so that it is more welcoming.

OUTCOMES

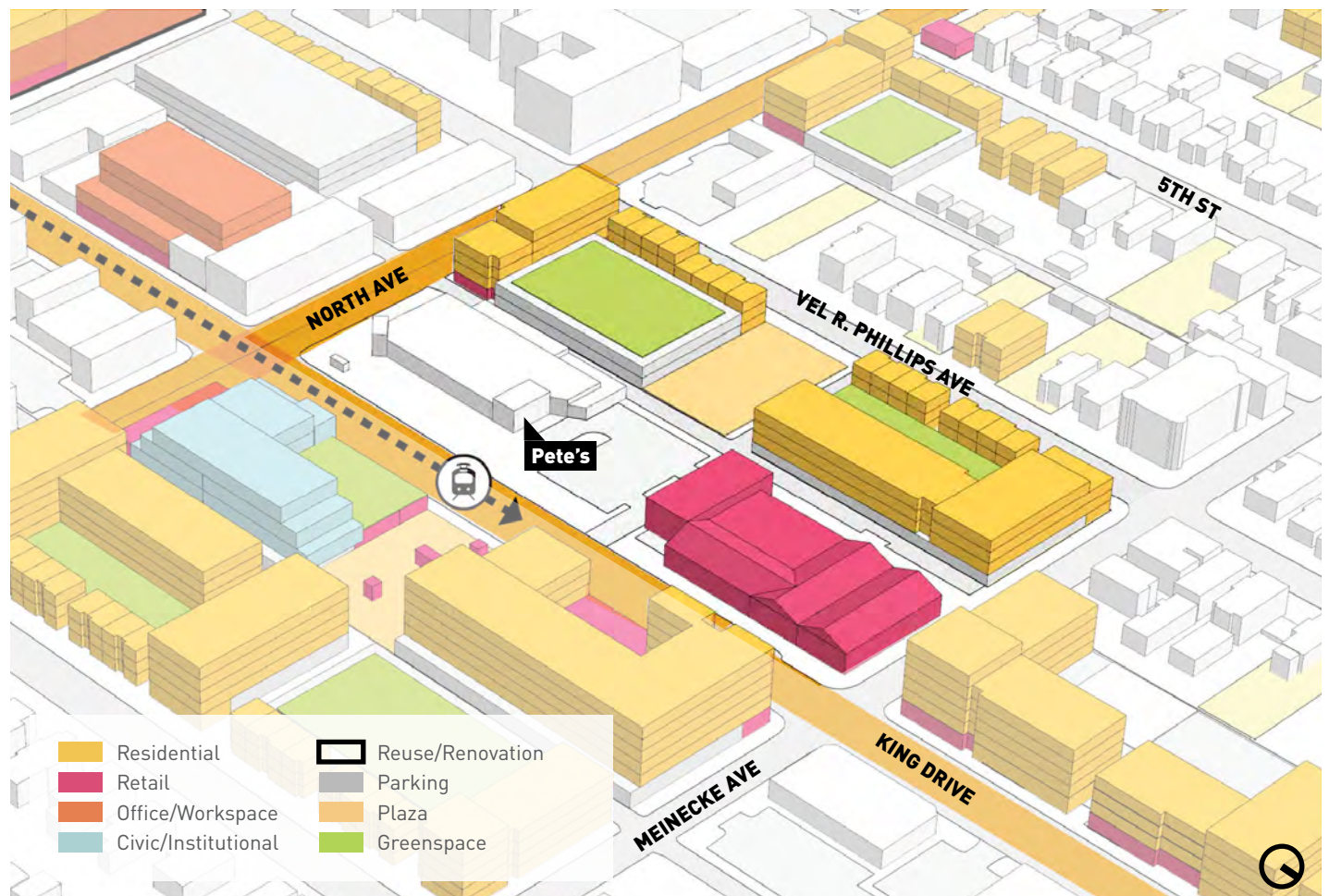
This location has the potential for 250-300 new housing units and space for 20,000-30,000 sq. ft. of new businesses as well as providing space for new community and cultural facilities.

KING DRIVE AND NORTH AVE - NORTHWEST

EXISTING



POTENTIAL DEVELOPMENT



VISION

This site can reach its full potential as a retail and residential block, building off of the retail anchor provided by Pete's Fruit Market.

RECOMMENDATIONS

Pete's Fruit Market is a tremendous addition to the neighborhood. A grocery store, especially one that specializes in fresh fruits and vegetables, achieved a long-standing neighborhood goal. Pete's is an excellent fit for the neighborhood. However, the typical single-story grocery store and attached surface parking lot could evolve into a higher density development opportunity over time, particularly with enhanced transit and the arrival of the streetcar.

In the long-term, with stronger retail and residential demand, there may be the potential to see greater density on this site. The surface parking

lot could be redeveloped with additional housing or retail development, with parking shared among users.

A food and entertainment related business could locate on some of the parking north of the Pete's store. The block to the west of this at Meinecke and 4th Street could see townhomes or lower rise apartment buildings completing this block.

This location, with its larger scale infrastructure setting lends itself to a taller building, of up to 6 stories.

OUTCOMES

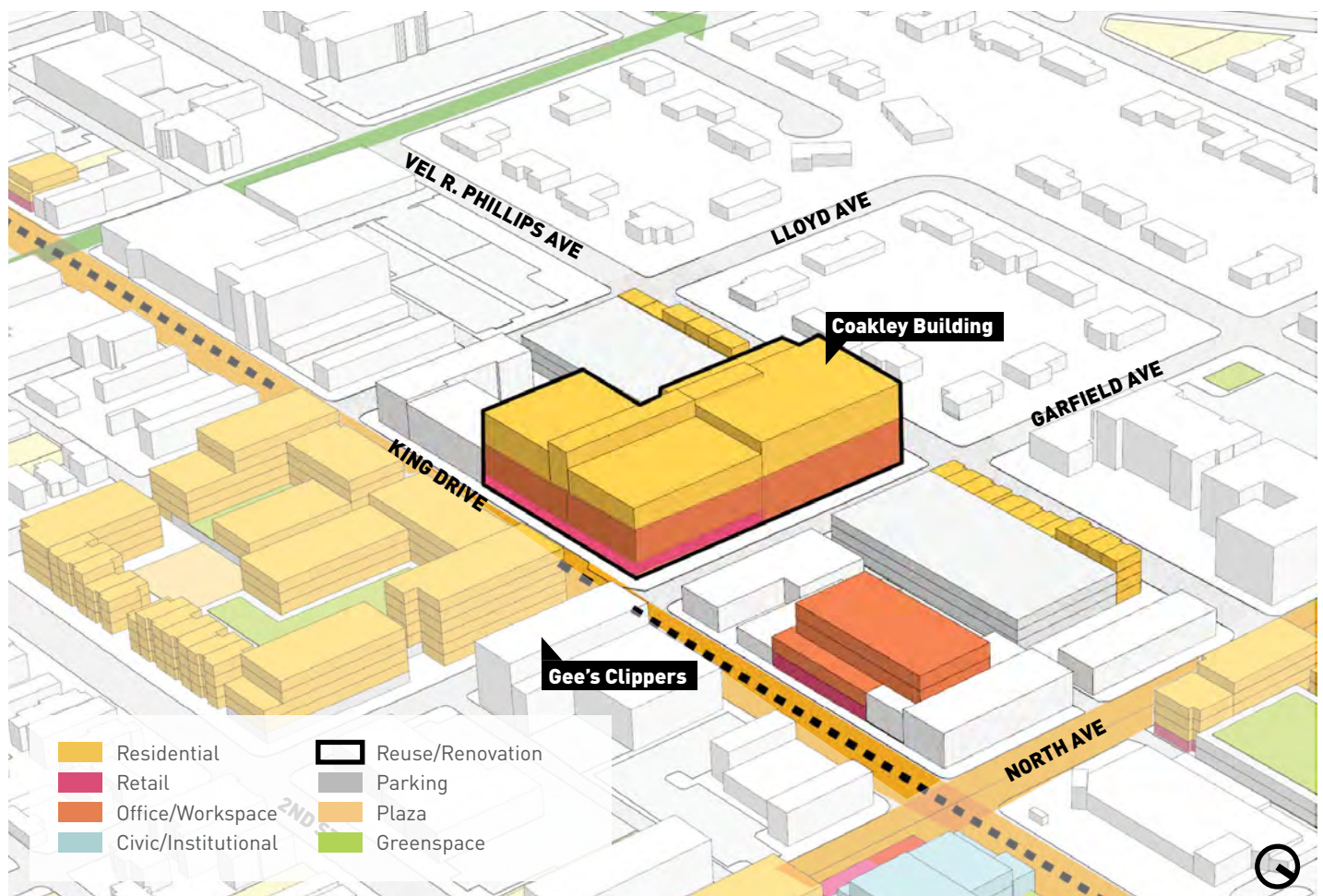
This location has the potential for 200-300 new housing units and space for 35,000-40,000 sq. ft. of new businesses.

KING DRIVE AND NORTH AVE - SOUTHWEST AND THE COAKLEY BUILDING

EXISTING



POTENTIAL DEVELOPMENT



VISION

The revitalization of the Coakley Building will inject new energy into this area, making full use of its substantial floor space and site. This anchor building has the potential to host a range of new uses including office, workspace, maker spaces and housing.

RECOMMENDATIONS

A large anchor tenant will be catalytic for the King Drive corridor, bringing employees to the area in the daytime, which will spur demand for services such as casual restaurants. A developer wishing to lead a comprehensive multi-tenant strategy would achieve the same effect. Apartments or condos would bring renewed energy to the area, reinforcing demand for more retail and service options.

Exterior renovations will reveal windows and the historic façade, creating a highly visible new landmark on King Drive. Doors, lobbies and windows facing King Drive will provide daytime eyes and evening light onto the street and sidewalks.

There are also opportunities to create a layer

of activity and visibility on the Garfield Avenue side of this building, creating a two-sided street and extending activity from the Garfield School renovation.

Some modest infill on Garfield Avenue could also mean two sides of residential activity on Vel R. Phillips Avenue. As transit access is increased and parking options evolve, consider a mixed-use redevelopment for the city owned parking lot on King Drive south of North Avenue.

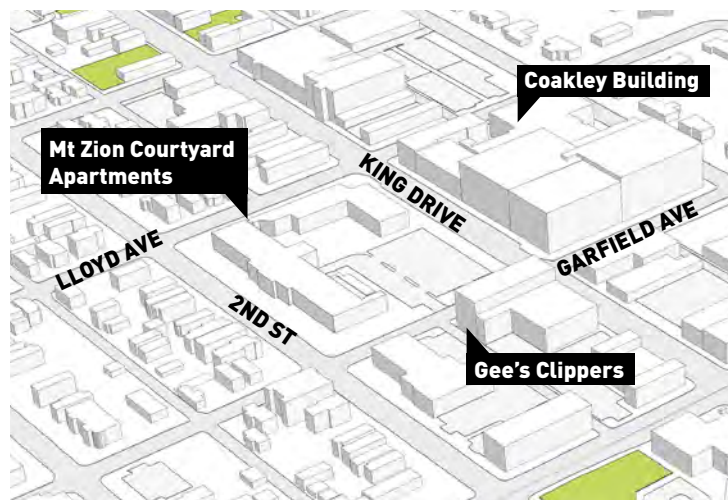
The City of Milwaukee will take a flexible approach to the mix of uses at this location, with the focus on reactivation of the building.

OUTCOMES

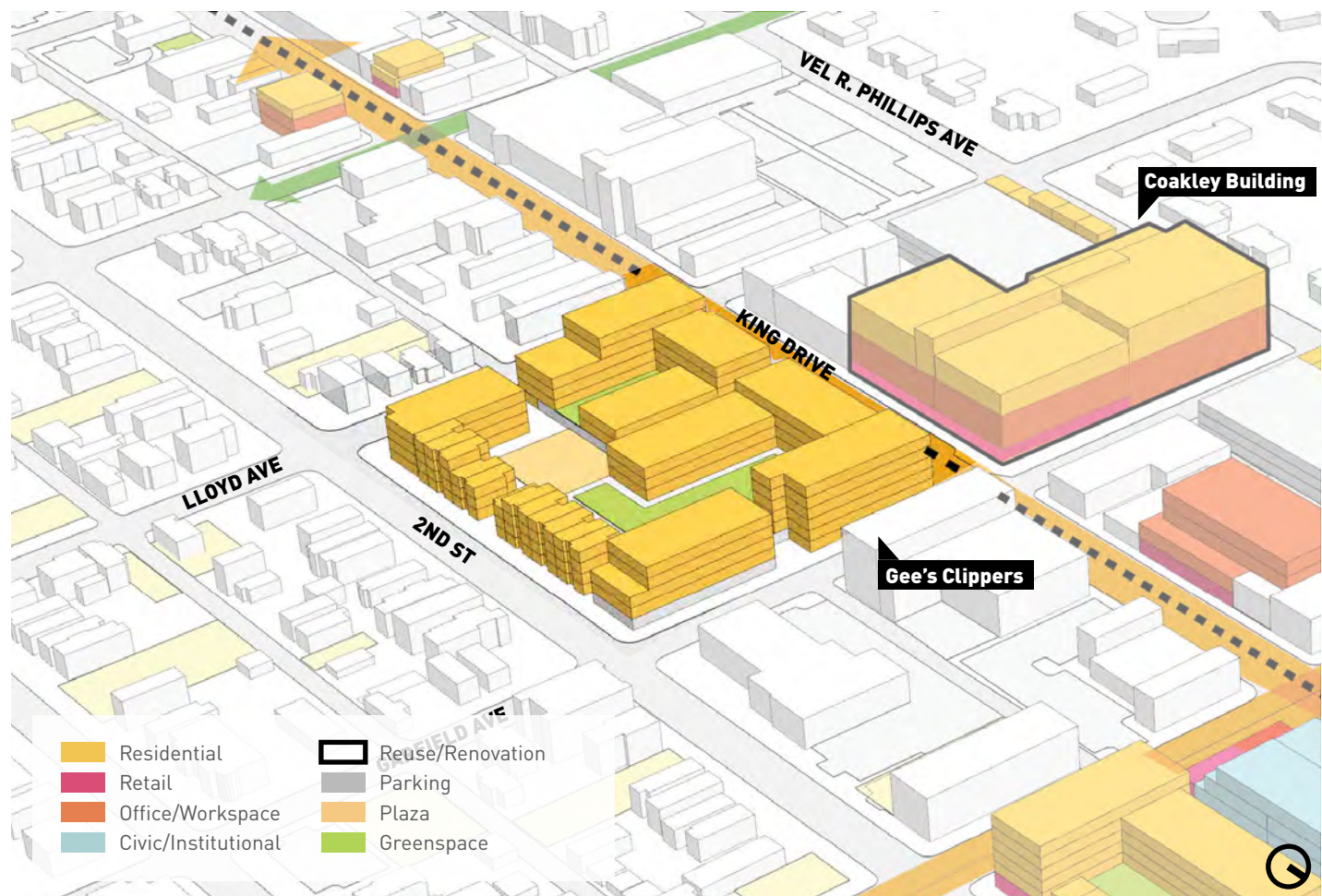
The Coakley Building has the potential for 150-200 housing units or 600-700 jobs or a mix of these two uses. The adjacent sites have the potential for shared parking, along with an additional 30-50 homes and 65,000-75,000 sqft for retail/office space.

KING DRIVE AND LLOYD AVENUE - SOUTHEAST

EXISTING



POTENTIAL DEVELOPMENT



VISION

The site is currently an affordable senior housing facility owned by Mount Zion Baptist Church, which has expressed interest in redeveloping the site in a way that maintains its current commitment to senior and affordable housing while bringing additional development to the area.

With a larger surface parking lot, there is an opportunity to phase development, adding new residential development and business spaces and potentially replacing existing garden apartments over time with new housing for current and future residents. This location, opposite the Coakley Building, has the potential to intensify its activity over time, helping to create a two-sided street on King Drive and to extend businesses along the east side of the street.

RECOMMENDATIONS

Six-story mixed-use or residential buildings at the corner of Garfield Avenue and King Drive could reflect the scale of the Coakley Building to west and the Historic King Place apartments to the immediate north. Heights can step down to 2nd Street to allow a transition to the larger single-family homes on this residential block.

The outcome could be a new mix of townhomes and apartments to accommodate a range of families and household types as well as a mix of market, workforce and affordable housing. This would also add to demand for retail services in the area and create pedestrian traffic to enliven the street scene.

The amount of affordable units currently available at this location should be preserved or expanded as part of any mixed income redevelopment that occurs at this site.

OUTCOMES

This location has the potential for 250-300 housing units, a net gain of 200-250 units, along with the potential for 5,000-6,000 sqft of retail space.

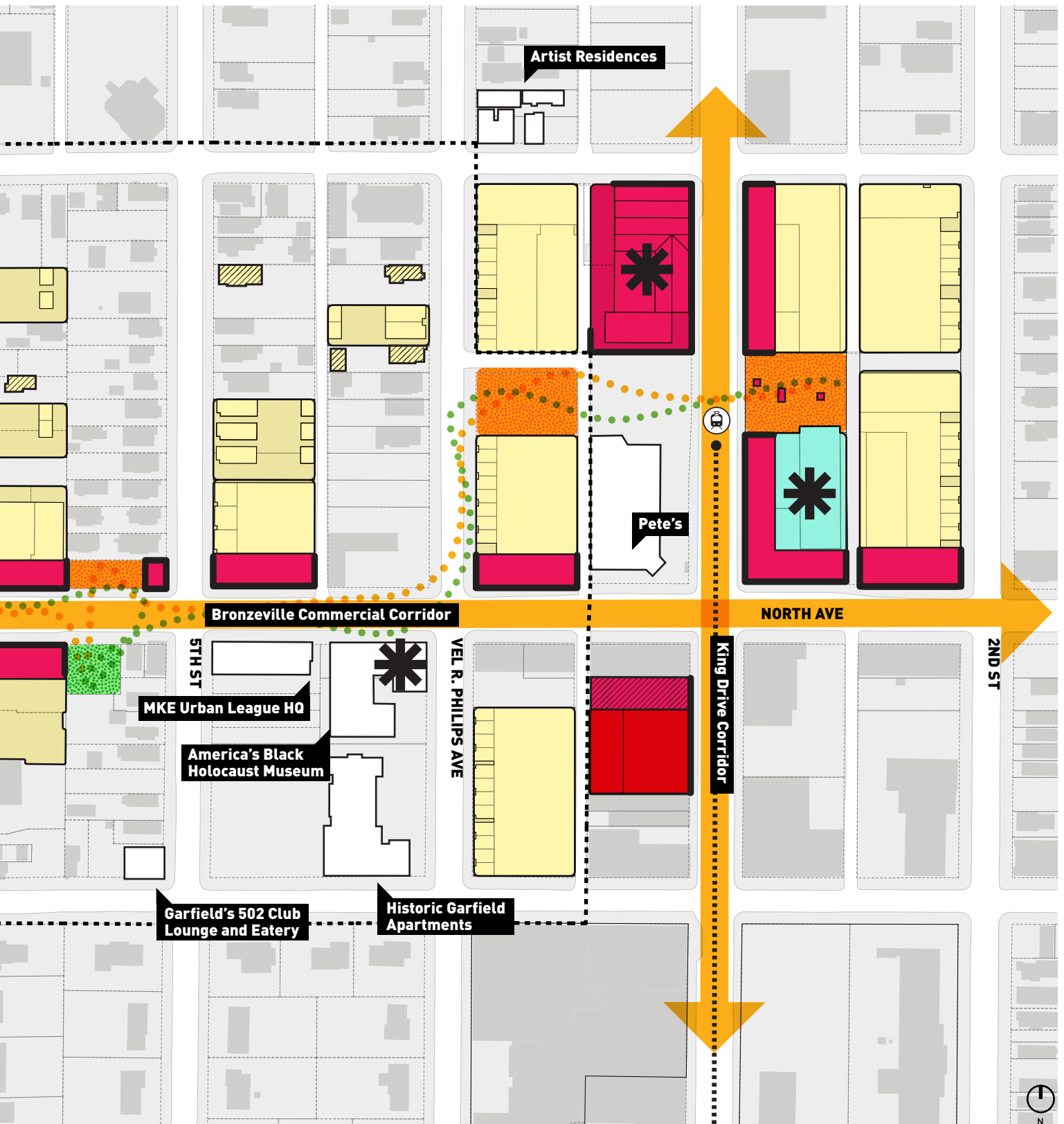
BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

The Bronzeville Cultural and Entertainment District is a redevelopment area bounded by Garfield Avenue, Meinecke Avenue, King Drive and 7th Street, located adjacent to Dr. Martin Luther King Jr. Drive. This initiative leverages the legacy of Milwaukee's primary African-American hub, while focusing cultural and economic development within the District and along the Bronzeville Commercial Corridor.

During the first half of the 20th Century Bronzeville brought all ethnicities together to celebrate African-American culture – highlighting jazz, blues and the arts. Notable venues included nightclubs such as Metropole Club and the Moon Glow and notable performers included Billie Holliday, Duke Ellington, Count Basie, Dizzy Gillespie, and Nat “King” Cole. This initiative will be carried forward by this plan, with new investment in transit, public spaces and retail, restaurant and entertainment expressing this history.

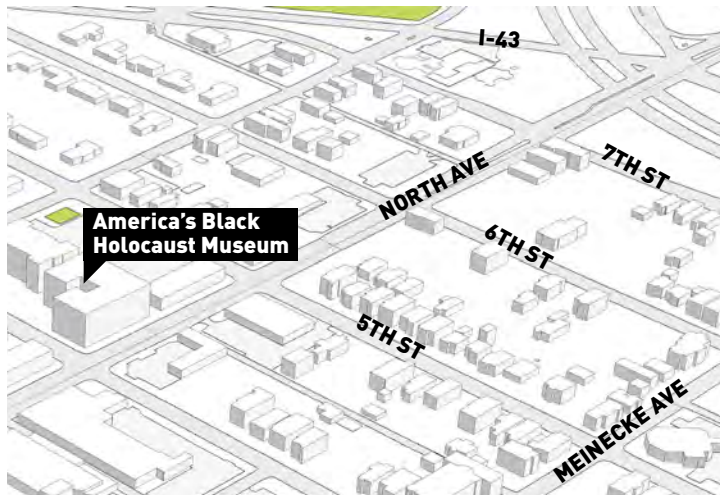
The Bronzeville Redevelopment Plan was adopted in 2005 to facilitate the development of an African American cultural hub for not only the City, but the region. The plan put forward a number of land use, urban design, and infrastructure recommendations to advance this goal. The goals and recommendations are very much in line with the goals of this plan. A future streetcar line would help bring more people and energy to the area, supporting the desired mix of cultural and retail amenities.



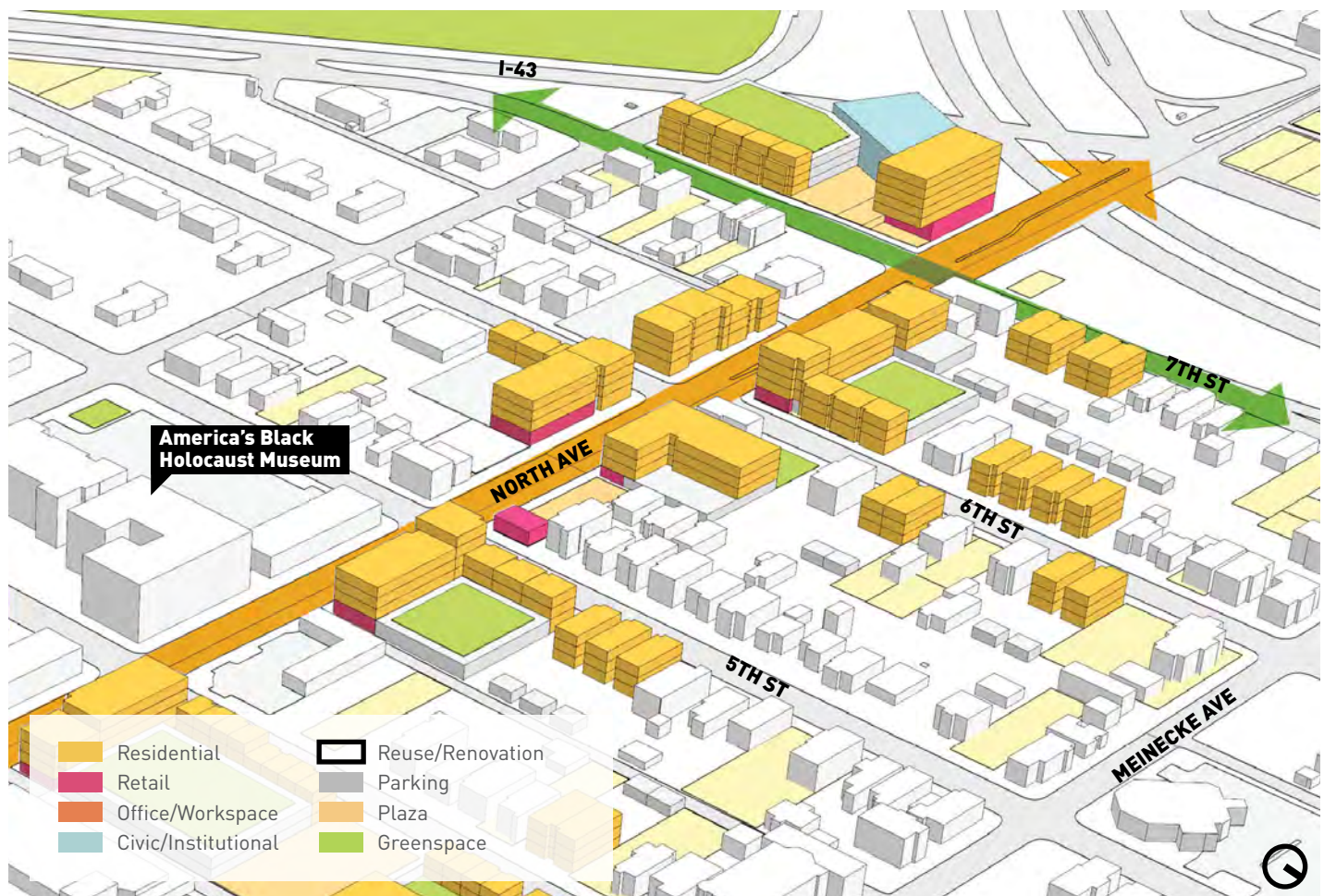


BRONZEVILLE CULTURAL AND ENTERTAINMENT DISTRICT

EXISTING



POTENTIAL DEVELOPMENT



VISION

Bronzeville will build on the recent successes of the renovation of the historic Garfield School, and the creation of new grocery, housing and cultural assets with a new generation of housing, storefronts and cultural and entertainment uses. This section of North Avenue will symbolize and communicate the strength of the neighborhood as people enter from the west. A range of opportunity sites will see new infill development, extending the housing, retail and entertainment opportunities in the neighborhood.

RECOMMENDATIONS

The northern side of North Avenue currently has a number of vacant lots between buildings and businesses. Many of these lots are City-owned, providing an implementation platform for attracting investment and realizing new development.

To bring more vitality and potential customers to the arts and cultural district, encourage new residential development. Discourage single story buildings and low-density development along North Avenue. To encourage walkability in this retail area, discourage auto oriented uses like drive throughs.

There is a range of opportunities for townhomes, apartments and mixed-use developments on 4th, 5th, 6th and 7th Streets where these blocks meet North Avenue.

On north-south residential streets, infill with single family of townhomes will integrate a family housing model into these blocks. Apartments and mixed-use buildings will create a new four to five story street-wall along North Avenue. This will also enhance the sidewalk environment for people by creating a stronger sense of enclosure for the street.

Ground floor uses should be targeted that reinforce the theme and vision of the Bronzeville Cultural and Entertainment District. Uses such as galleries, performance or cultural venues, eating and drinking establishments, and other specialty uses that reinforce Bronzeville as a regional destination are desired.

There is a particular opportunity for a signature new development at the gateway site at North Avenue and 7th Street will welcome people to the neighborhood. This can also send a highly visible message to passing traffic on I-43 that Bronzeville is open for business. Ideally, this site would incorporate a destination entertainment use that would support the goals of the Bronzeville Arts and Cultural District. Other uses, such as a hotel, banqueting, restaurant or a residential component could also enhance prospects for implementation here. This location, with its larger scale infrastructure setting lends itself to a taller building, of up to 6 stories.

The intersection of King Drive and North Avenue, centered around a potential future streetcar stop, should serve as a dense hub for that gateway area. See page 58 of the Neighborhood Plan for Martin Luther King Jr. Drive for additional recommendations for that gateway area.

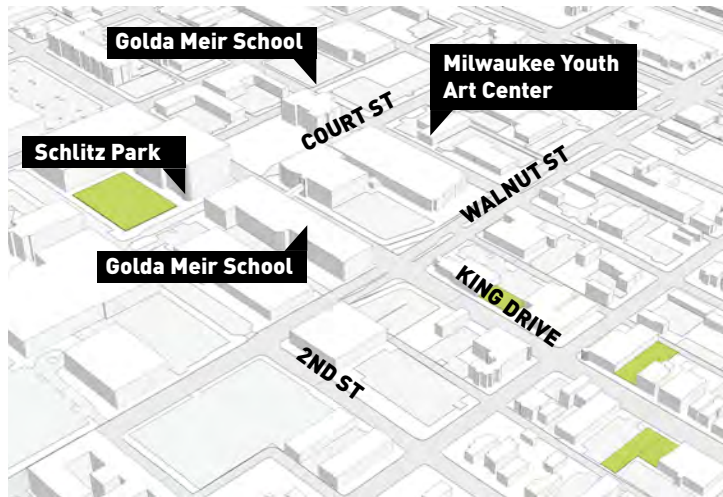
The design guidelines outlined in the 2005 Redevelopment Plan are still relevant and should be referenced to inform new development, as well as, the reuse and renovation of existing buildings in the district.

OUTCOMES

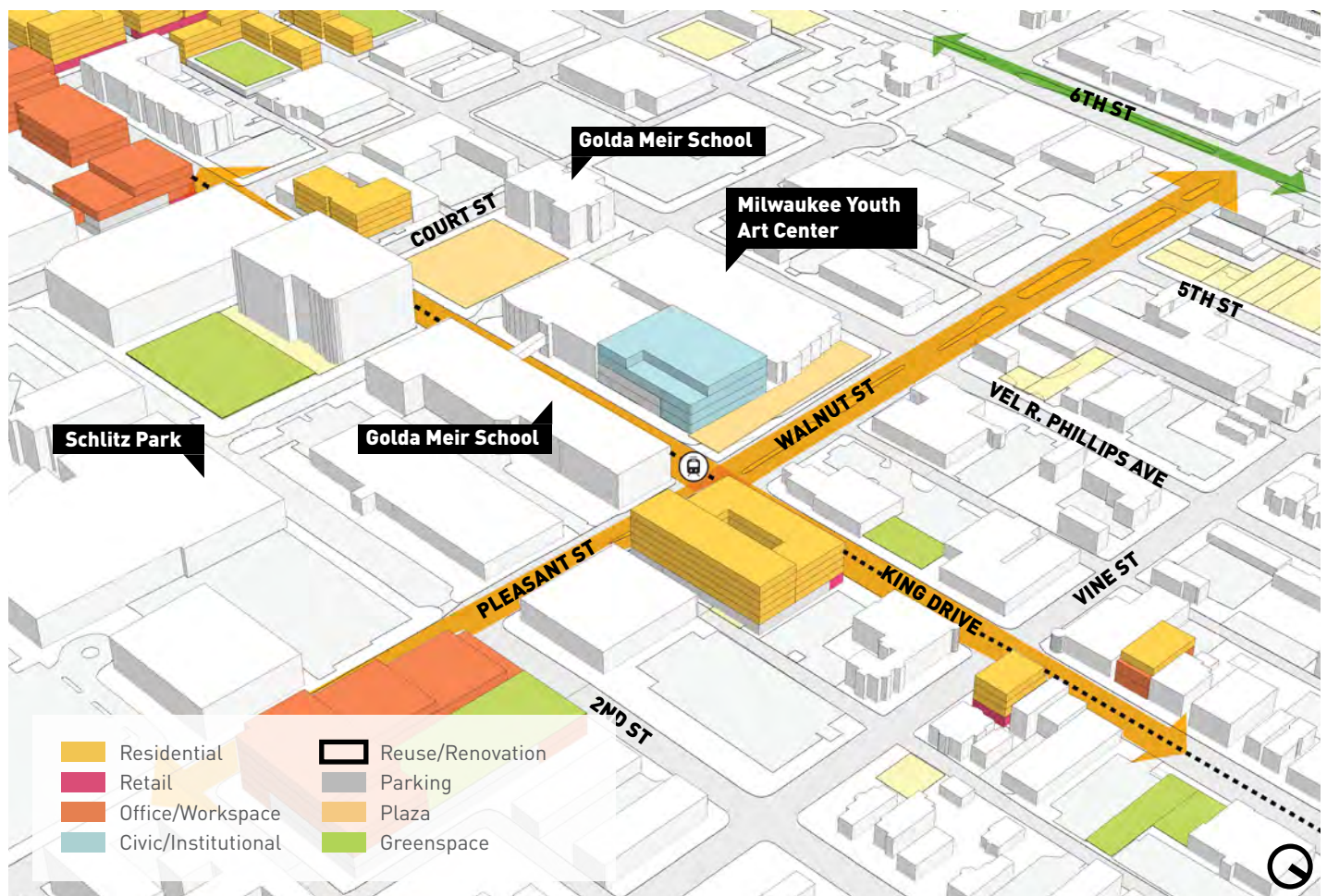
This location has the potential for 250-300 new housing units and space for 20,000-25,000 sqft for new business, community or cultural facilities.

FOCUS AREAS: KING DRIVE AND PLEASANT / WALNUT

EXISTING



POTENTIAL DEVELOPMENT



VISION

This future streetcar stop will offer a new focus for retail and community services at the intersection of King Drive and Walnut Street. People will access these services from across the neighborhood and also current job locations along the Milwaukee River corridor.

RECOMMENDATIONS

New community and civic services can be hosted at the southwest corner, with the opportunity to create a new public space for relaxation, arts and smaller outdoor community gatherings and events. The desire to respect the neighborhood context and the gradient of King Drive means that buildings could start at three stories on Walnut and the add a floor as the site moves south.

The northeast corner can be a mixed-use building with residential on upper floors. This building could be 5 stories addressing King Drive to reference other

heights on the street and step up to 6 stories at the rear.

There is also an opportunity for significant office or commercial development east of the intersection between 1st Street and 2nd Street. These surface parking lots are within minutes walking of the Schlitz Park office district. Employment at this location would also support retail and restaurant demand on King Drive.

OUTCOMES

These sites have the potential to offer 200-250 new housing units and 150,000-250,000 sq ft of new commercial/retail space as well as new community and cultural facilities.

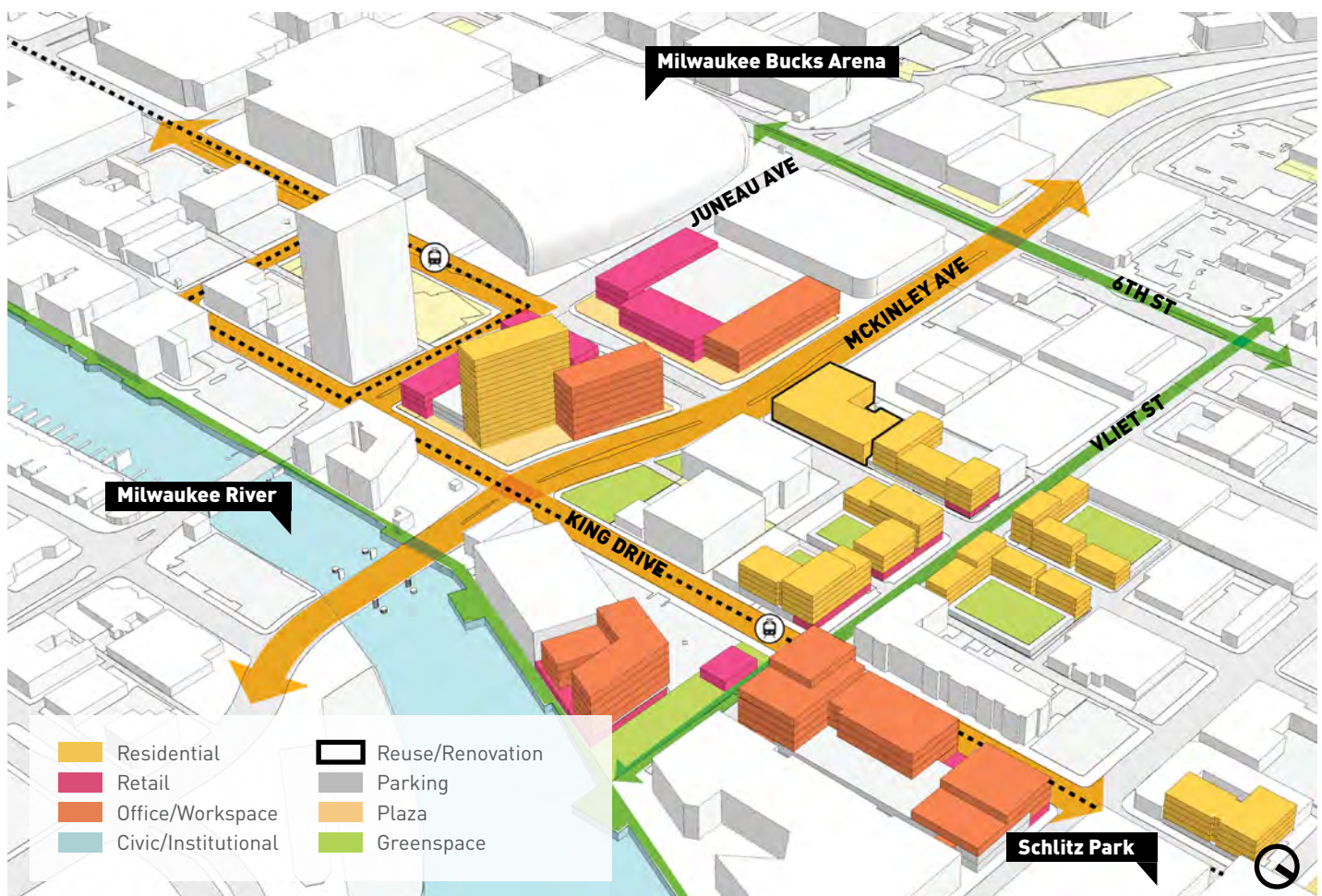
Existing buildings which are vacant or under-used will be brought back to full use as retail, restaurant, small local office and professional services or as small art-spaces or workshop activities.

FOCUS AREAS: KING DRIVE AT VLIET AND MCKINLEY

EXISTING



POTENTIAL DEVELOPMENT



VISION

This area will serve as the gateway between the Arena District and the King Drive corridor, providing an opportunity for significant new mixed-use developments including uses such as offices, hotel and housing.

RECOMMENDATIONS

Vliet Street west of King Drive around 4th Street can become a mid-rise residential community close to downtown. This would see surface parking lots and other underutilized site being brought back into full use. The Haymarket neighborhood has significant potential for new development because of its proximity to Downtown and the new arena.

Office and workspace can be a focus on a collection of sites to the east of this between Dr Martin Luther King Drive and the Milwaukee River. Over time, office use should be considered along King Drive north of Vliet Street, where there is currently surface parking. Heights would be in the four to six story range in this area. The redevelopment of these surface parking lots and other sites continues the jobs focus of this area south from Schlitz Park.

On McKinley Avenue there is an opportunity for a higher density mixed-use cluster with housing, hotel, retail and office. This location represents a transition from the King Drive area to downtown and particularly the entertainment district around the Milwaukee Bucks Arena and the Convention Center.

Retail uses could cater to nearby employees at the Schlitz office park and visitors coming to sporting events.

This location presents the strongest location for taller buildings. Recent market trends and proximity to downtown and the Arena District suggest buildings of eight stories or higher. This location as a gateway and the potential visibility of taller buildings means that high quality design, expression and materials will be an absolute requirement.

Where Vliet Street meets the Milwaukee River, along the Riverwalk, there is an opportunity for open space for workers and residents to gather and enjoy. This is an opportunity for a signature design, with a high-quality balance of landscape and hardscape features. With limited opportunities for open space and parks in the corridor, this location could be a pleasant stop on the Riverwalk, and also connected to the wider neighborhood.

OUTCOMES

These sites have the potential to offer 450-500 new housing units and 550,000-650,000 sqft of space for new businesses.

T O D C O N N E C T S

0 7

I M P L E M E N T A T I O N
S T A T E G Y

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: 1,500 to 2,000 new housing units, between 20 and 30 new storefronts, space for 1,500 to 2,000 jobs and also space for three or four new civic, institutional or entertainment facilities.

Achieving the vision for the King Drive 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 along King Drive and in Bronzeville 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 Milwaukee Bucks arena redevelopment, the growth of Schlitz Park, the Griot and the renovation of individual homes all demonstrate this. There are also active economic development and arts organizations working to advance the initiatives described in this plan.

While there are market constraints in some areas, coordinated public and private efforts, including investments in the public realm and the extension of the streetcar, will leverage more private development in the area and facilitate the goals of this plan.

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 82)*

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 86)*

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 88)*

The future King Drive 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 on King Drive should not follow a “cookie cutter” or one-size-fits-all approach, but should be tailored to King Drive and Bronzeville. 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.

LEADING WITH PUBLIC ART *(page 96)*

The place of African-American arts, culture, and artists themselves has been central to the planning and development of the Bronzeville Cultural and Entertainment District. Moving Milwaukee Forward proposes the implementation of a comprehensive Bronzeville public arts strategy to advance these efforts as an element of transit oriented development. The Bronzeville Public Art Strategy is included as an appendix to this plan.

ZONING

THE ZONING CONTEXT

One of the key ways the City and the community can shape future development and implement the King Drive Transit Orientated Development (TOD) policies and strategies 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. Zoning in the King Drive area is generally characterized by two different patterns of existing land use and zoning. The Department of City Development will take the lead on updating the zoning code. Implementation will likely occur incrementally and will depend, in part, on the timing of the streetcar extension and additional engagement with property owners.

Starting at the southern end, on W McKinley Avenue and extending northward to Vine Street, is the Haymarket area. Historically, the Haymarket area predominately included manufacturing uses and this area is currently mostly IL2, or light industrial zoning. However, while this area still has some light manufacturing uses, a mixed-use zoning might be more appropriate due to its proximity to the downtown and the Schlitz Park office development. The Haymarket area is also directly north of the new Bucks arena and entertainment district and future development is anticipated to extend to the Haymarket area.

To the north along King Drive and along North Avenue, the area is dominated by LB2, or local business commercial zoning, which is an urban commercial zoning district that also permits a wide range of residential uses. There is also some CS commercial services zoning with its more suburban pattern of large-format commercial uses. The commercial corridors are surrounded by residential areas mostly zoned RT4, or two family residential and includes single-family and

duplex homes on small lots. There is one pocket of lower density RS3, or single family residential zoning for the Halyard Park neighborhood.

As the streetcar is extended to the King Drive 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 are included below.

ZONING ISSUES / STRATEGY

One key factor shaping commercial corridors is the limited market demand for retail. City-wide and nation-wide, the retail environment has changed dramatically over the last few decades, starting first with the decline of traditional shopping malls and large format "big box" shopping, in favor of large "lifestyle" centers, followed by the rise of internet shopping. All of these changes have decreased demand for smaller, traditional shopfronts that were once the hallmark of neighborhood shopping. This demand for retail is detailed in the market analysis developed for this study. The requirements of the LB2 District in place in much of the King Drive area, while not requiring ground-level retail, set an expectation that there will be retail space or other active use on the ground floor of every new commercial and mixed-use building. In the interest

of increasing the number of people living along the streetcar extension and to geographically focus retail to key nodes, one possibility is to revise the existing zoning to differentiate between those areas where retail and residential uses are most suitable.

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 remove 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 leverage better 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.

ZONING DISTRICTS

Two Family Residential, RT4 – Primarily for 2-family dwellings but also permits multi-family dwellings of 3 or 4 units.

Multi-Family Residential, RM4-RM5 - High-density multi-family residential uses.

Commercial Service, CS – Businesses and personal service establishments are accommodated but where extensive retail activities are not warranted by city plans.

Local Business, LB1 – This is a more suburban development pattern, with larger lots and deeper setbacks.

Local Business, LB2- The district tends to be more urban than the LB1 district, with smaller lots and smaller setbacks.

Industrial Office, IO2 – As portions of IO zoning district they provide a buffer between residential areas and more intensive industrial districts.

Industrial Light, IL2 – As portions of IL zoning district they are industrial corridors. Heavier uses than the IO district.

Industrial Mixed, IM – This district is intended to provide for the orderly conversion of certain older industrial and warehousing areas with multi-story buildings to residential, commercial or office uses.

Planned Development, PD – The planned development district is intended to: a) allow flexibility in land development b) promote creativity, variety and environmental sensitivity c) Encourage development compatible with its surroundings and consistent with the City's comprehensive plans.

KEY ZONING RECOMMENDATIONS

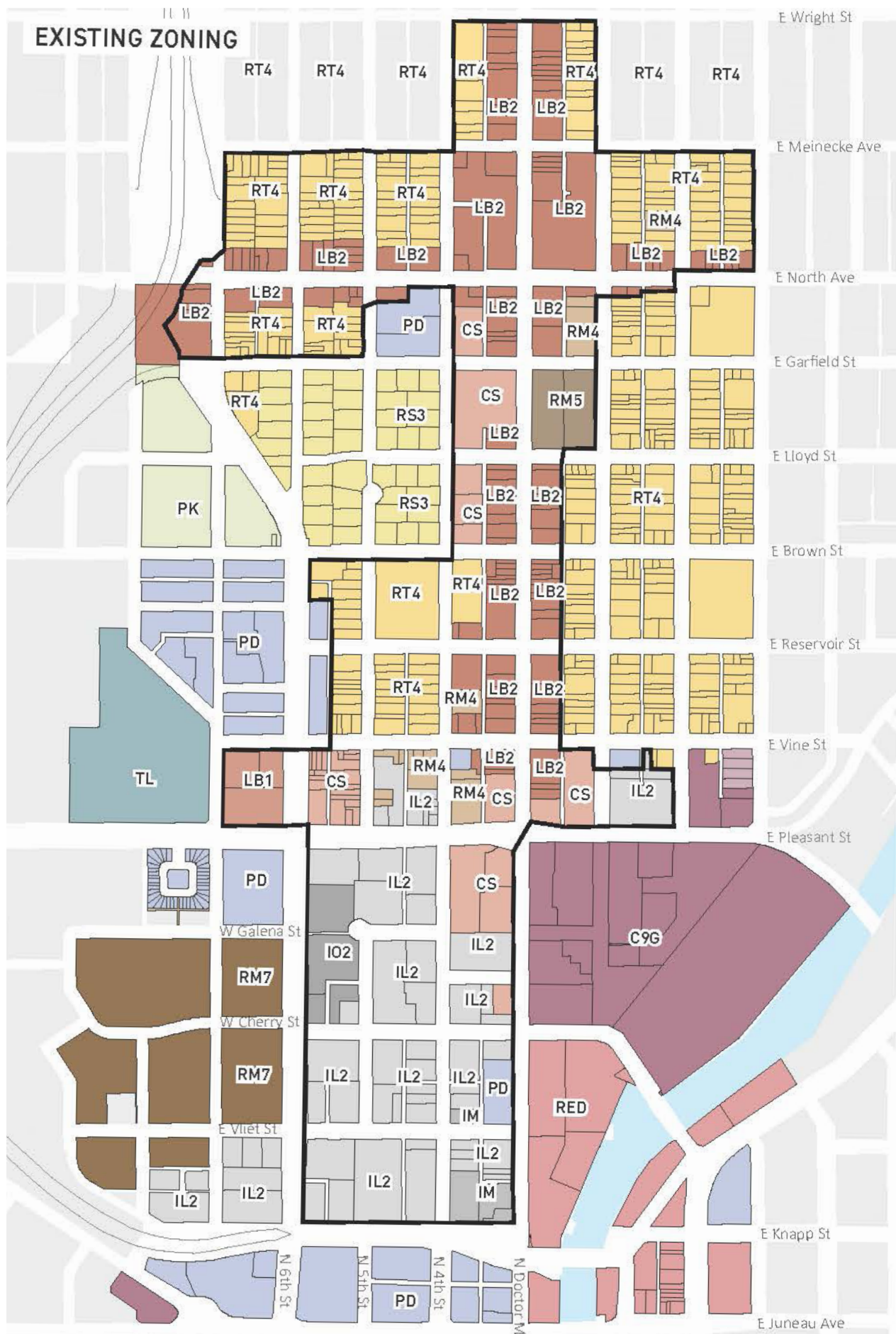
- Improve Document Format, Illustrate Districts
- Reduce Lot Area/Unit (increase density)
- Restrict Future Vehicle-Related Uses
- New Taller Mixed-Use District Option
- Additional Housing Types (in RT4 areas)
- Expanded Live-Work, Home Occupations (in RT4)

PROPOSED ZONING DISTRICT CHANGES

EXISTING	PROPOSED
RT4	RT4X: Residential Two-Family - Mixed Use
RM4, RM5	No Change - remove from study area when on edge
CS, LB1, LB2	LBX: Local Business - Mixed Use LBS: Local Business - Shopfront; apply in limited settings at key nodes or selected areas
IO2, IL2, IM	IMX: Industrial Mixed - Mixed Use
PD	No Change - remove from study area when on edge

LEGEND

RS3	C9B (A)
RT4	C9G
RM4	IO2
RM5	IL2
RM7	IM
LB1	PD
LB2	RED
CS	



URBAN DESIGN GOALS

GUIDING DEVELOPMENT FOR KING DRIVE

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 KING DRIVE CONTEXT

New infill development and building renovations should be of high architectural quality and be sensitive to the historic King Drive context. New buildings should reference the scale, orientation and character of existing surrounding buildings on the street. However, there are opportunities for sensitive approaches to taller and higher density buildings, particularly at North Avenue at the north and around McKinley at the south.

By following some simple guidelines, new buildings can become vibrant, contemporary additions to the neighborhood, while reflecting the positive qualities so valued by earlier generations. These guidelines apply not just at the focus areas but also between.

USES ON CORRIDORS AND CONNECTORS

Corridor and connector streets may host retail, 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 with privacy, which includes residential. Uses that are automobile oriented, such as drive-throughs or repair shops, should be prohibited.

BUILDING SETBACKS

Most buildings on King Drive and local corridors are built to the property line. Buildings should typically be built to the property line at the ground. Retail and office buildings should be built to the property line. Variations can be considered where this adds to the sidewalk environment or creates public spaces. For example, allowing a few feet for landscaping in front of multifamily developments may be appropriate. On local residential streets, homes are typically set back and have front yards. New residential buildings may follow this pattern if they mirror existing examples.

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

GROUND FLOOR FLEXIBILITY AND TRANSPARENCY

Many buildings along King Drive have been homes, storefronts or workshops over the course of their life. King Drive has several buildings which reflect this history. To allow for future adaptation in case of the 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 King Drive and east west connectors regardless of use. Buildings with ground floor parking should wrap the front with active uses so that the parking is not visible from the street.

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.

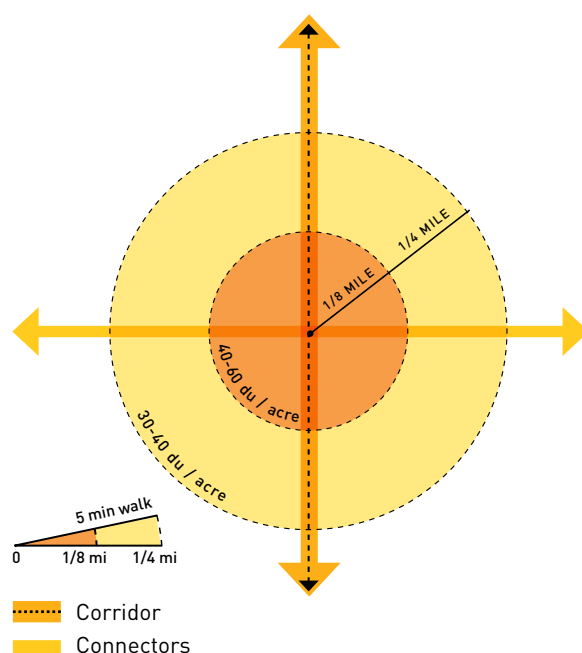
To support transit ridership, as well as the community's vision for a more walkable and amenity-rich neighborhood, the City should assess future development proposals adjacent to and near transit stops in terms of the increased number of people that can be supported in the area. New development should 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.

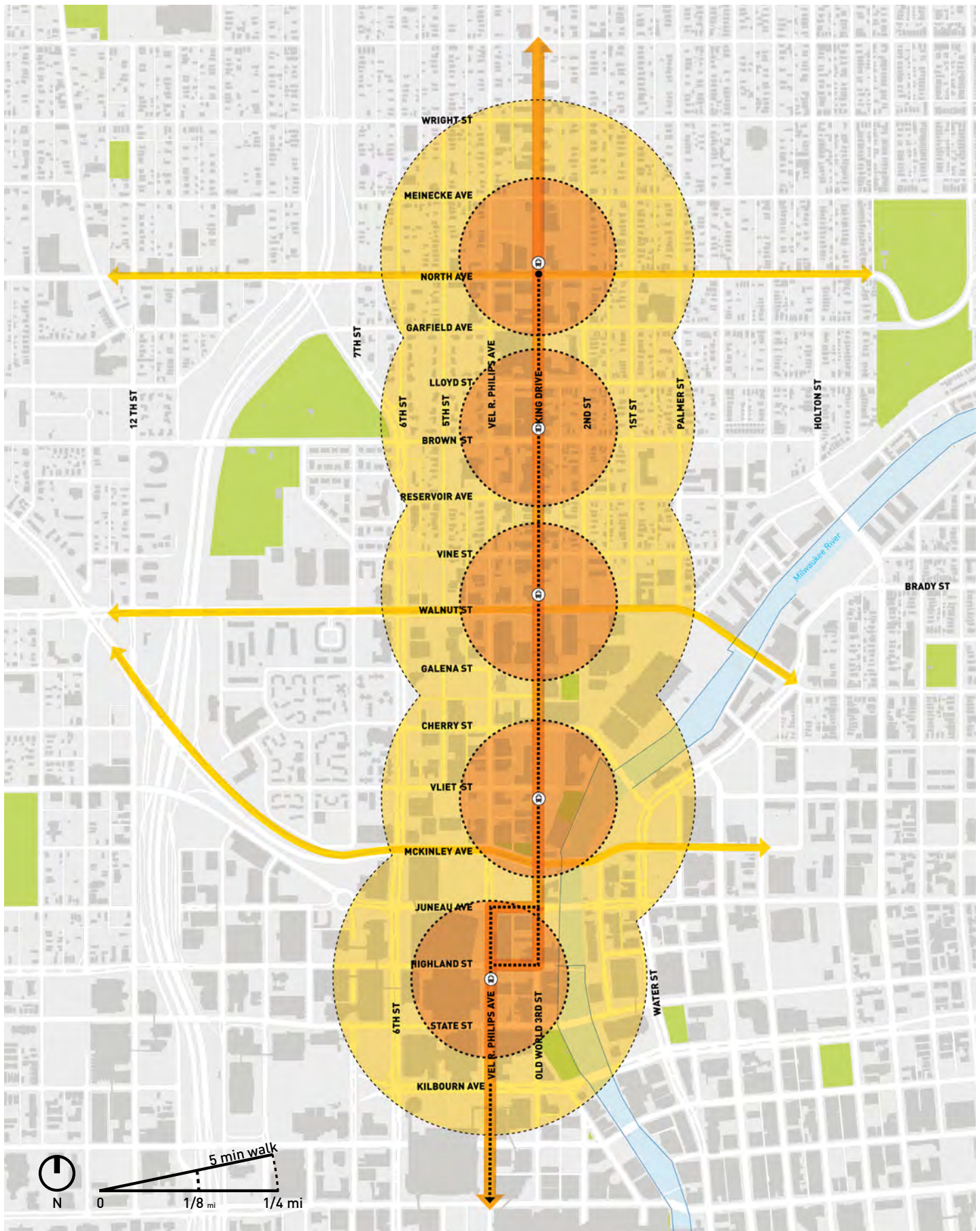
In response, a set of minimum densities have been established. For residential developments, this means considering the number of dwelling units per acre. Dwelling units per acre are higher at transit served locations and where arterial streets intersect, and then step down further away.

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

AT THE DOORSTEP OF DEVELOPMENT

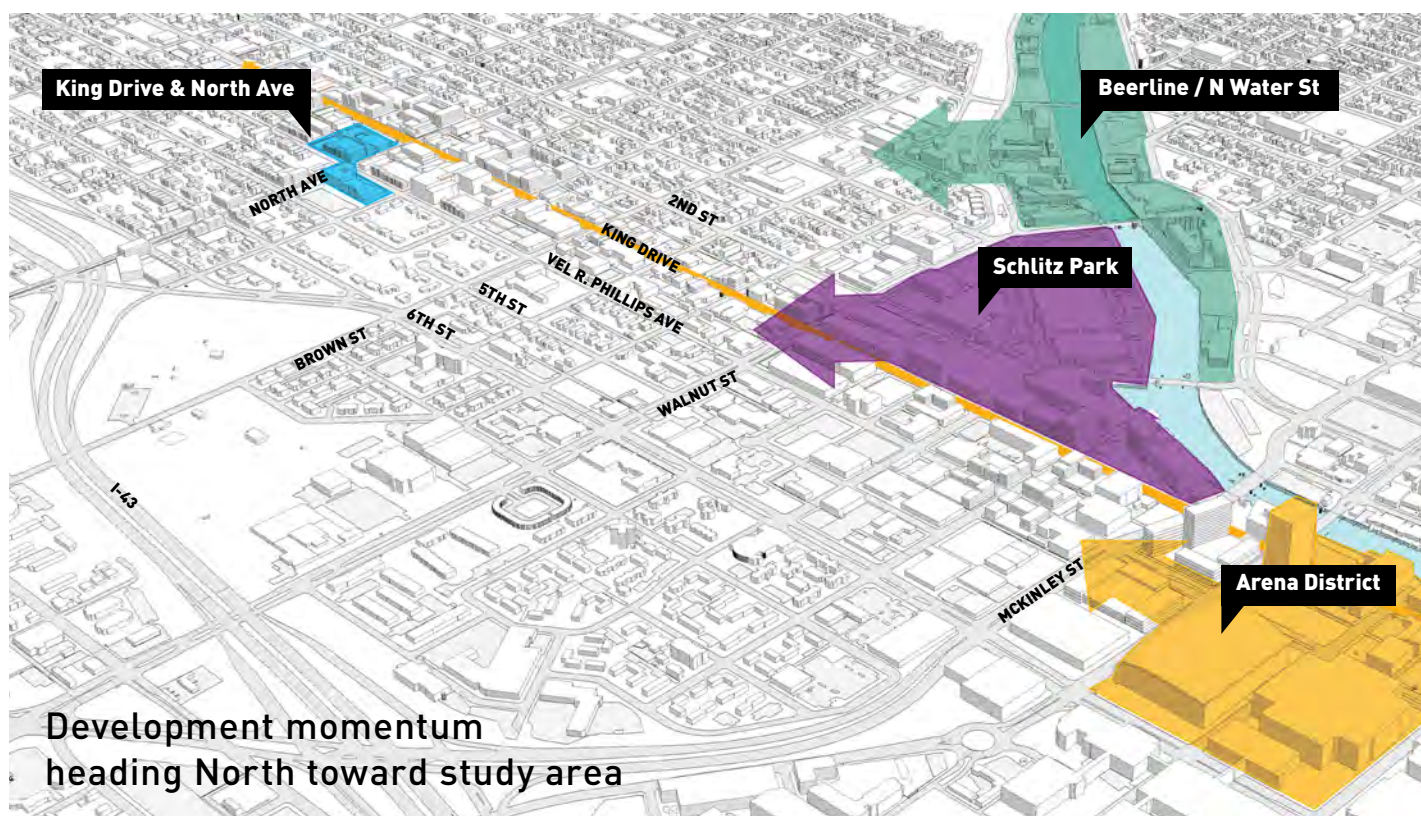
Bronzeville and the King Drive corridor are beginning to feel development pressures as a result of redevelopment activity occurring in adjacent neighborhoods to the south and southeast. In recent years, the Arena District, the Beer Line/ Water Street Corridor, and Schlitz Park have all benefited from significant investment in residential, office and entertainment uses.

The catalytic impact of these investments has resulted in some spin-off redevelopment within the study area, particularly on the south end of the King Drive corridor. However, reinvestment activity has been limited as you travel north along King Drive towards Bronzeville. New development on the north end of the corridor has been largely subsidized by the City through its Tax Incremental Financing (TIF) program and/or has leveraged state and federal tax credit programs (i.e., Historic Tax Credits (HTC),

Low-Income Housing Tax Credits (LIHTC), and New Markets Tax Credits (NMTC)). These strategic public investments have set the stage for further private investment, which will be important as the availability of redevelopment sites to the south and southeast of the study area becomes limited and reinvestment pushes north along King Drive.

CHALLENGING INVESTMENT ENVIRONMENT

Currently, real estate markets in the south end of the study area are performing much like their revitalizing neighbors; however, given the high number of tax credit-supported projects on the northern end of the corridor, the market for new market-rate residential and commercial development is largely unproven. This creates



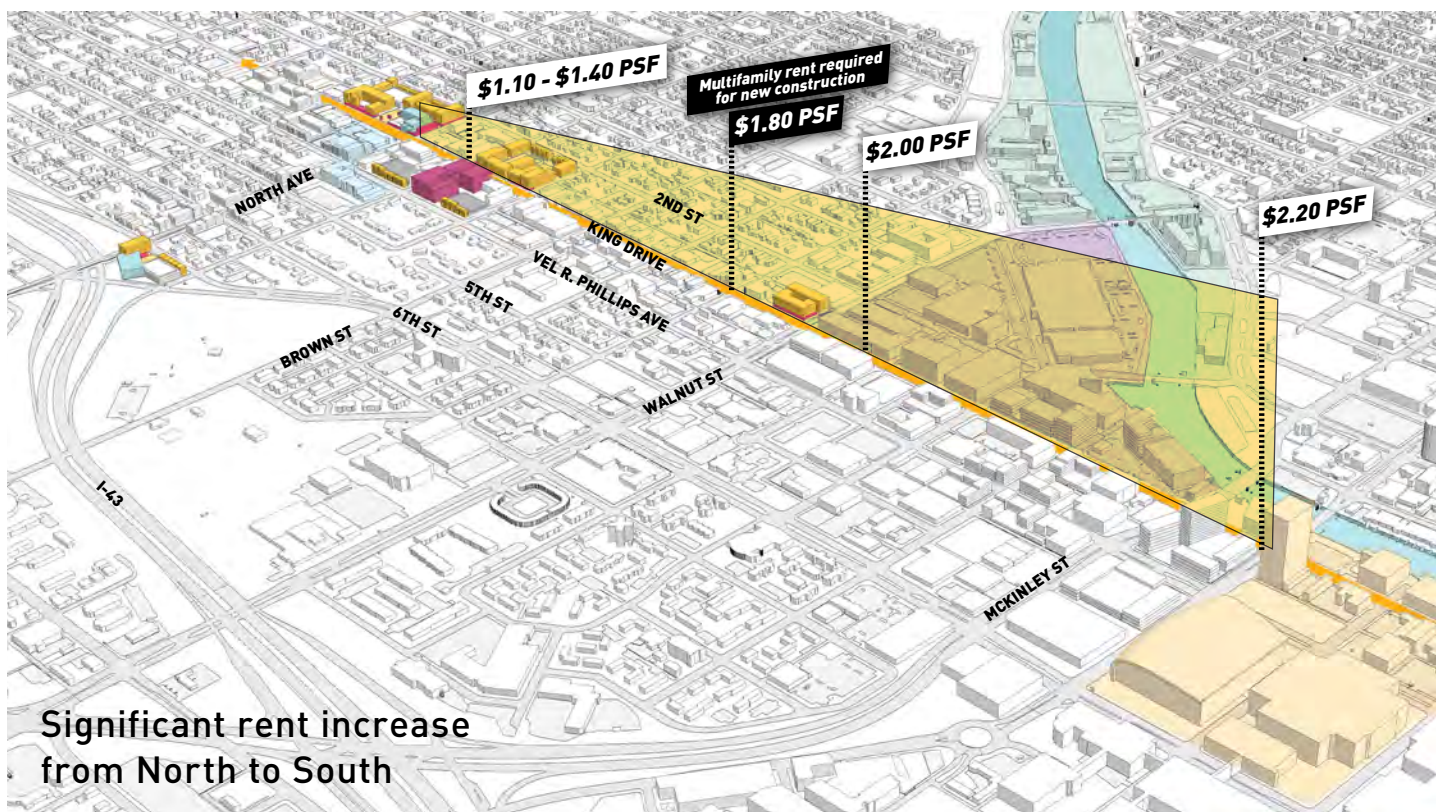
a challenging investment environment as developers, lenders, and equity investors are unable to rely on market rent and absorption data when evaluating project feasibility. The varied real estate market conditions from south to north have resulted in a significant rent gradient in the corridor, with rents decreasing as you head north along King Drive. Within large portions of the study area, it is unlikely that high enough rents can currently be achieved for new construction market-rate projects to be financially feasible.

STRATEGIC INTERVENTIONS TO REVITALIZE BRONZEVILLE & KING DRIVE

While existing real estate markets are challenging in much of the study area, 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.

FACILITATE MIXED-INCOME HOUSING TO ESTABLISH MARKET RATE HOUSING

While some in the neighborhood have indicated a preference for limited new tax credit residential development, tax credits and other public assistance programs can be leveraged as a means to prove a market for market-rate development. This can be accomplished by structuring new construction projects as mixed-income, meaning that a portion of the units are set aside as workforce housing, while the remaining units are offered at or near market rents. Inclusion of workforce housing allows the project to leverage programs, such as TIF, LIHTC and Wisconsin Housing and Economic Development Authority (WHEDA) financing, that enhance the financial feasibility of the overall project. The market rate units can then be monitored as a way to evaluate the strength of the real estate market, particularly in terms of pricing and absorption. As part of the strategy, developers should be encouraged to push rents for the market rate component such that component of the development is financially feasible and



requires little to no public financial assistance. If the market-rate units perform in a manner that would indicate new construction, fully market-rate units could be feasible, developers may be encouraged to invest in market rate projects.

PRIORITIZE AVAILABLE RESOURCES TO DEVELOP ANCHOR USES

In recent years, a number of strategic investments have been made in the Bronzeville area, including the Pete's Fruit Market grocery store, The Griot mixed-use project and the Welford Sanders Historic Lofts apartments. Available resources should be prioritized to continue to invest in neighborhood anchors like these that have the potential to generate activity and catalyze further reinvestment. One such priority should be the redevelopment of the former Schuster's department store/Coakley building into a job-generating use. A major employer in this location could catalyze both residential and commercial development, as employees will likely frequent nearby restaurants and retailers and may potentially choose to live nearby. Given that federal and state HTCs have already been committed to the project, efforts should be focused on identifying anchor tenants and the financing sources needed to initiate the project. The redevelopment of the DNR building also has catalytic potential to attract more residents to the area.

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

The market value of land is expected to follow a similar gradient from south to north as market-rate rents for new construction. Market data suggests that site values on the south 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. 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. Financial feasibility analyses suggest that transferring a potential redevelopment site to a developer at no-cost could reduce the monthly per square foot rent required to achieve economic feasibility for market-rate, new construction residential development in Bronzeville.

OPTIMIZE PARKING SOLUTIONS TO REDUCE DEVELOPMENT COSTS AND INCREASE DENSITY

Transit typically reduces demand for parking. Efforts should be made to maximize existing parking. A visual 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 .

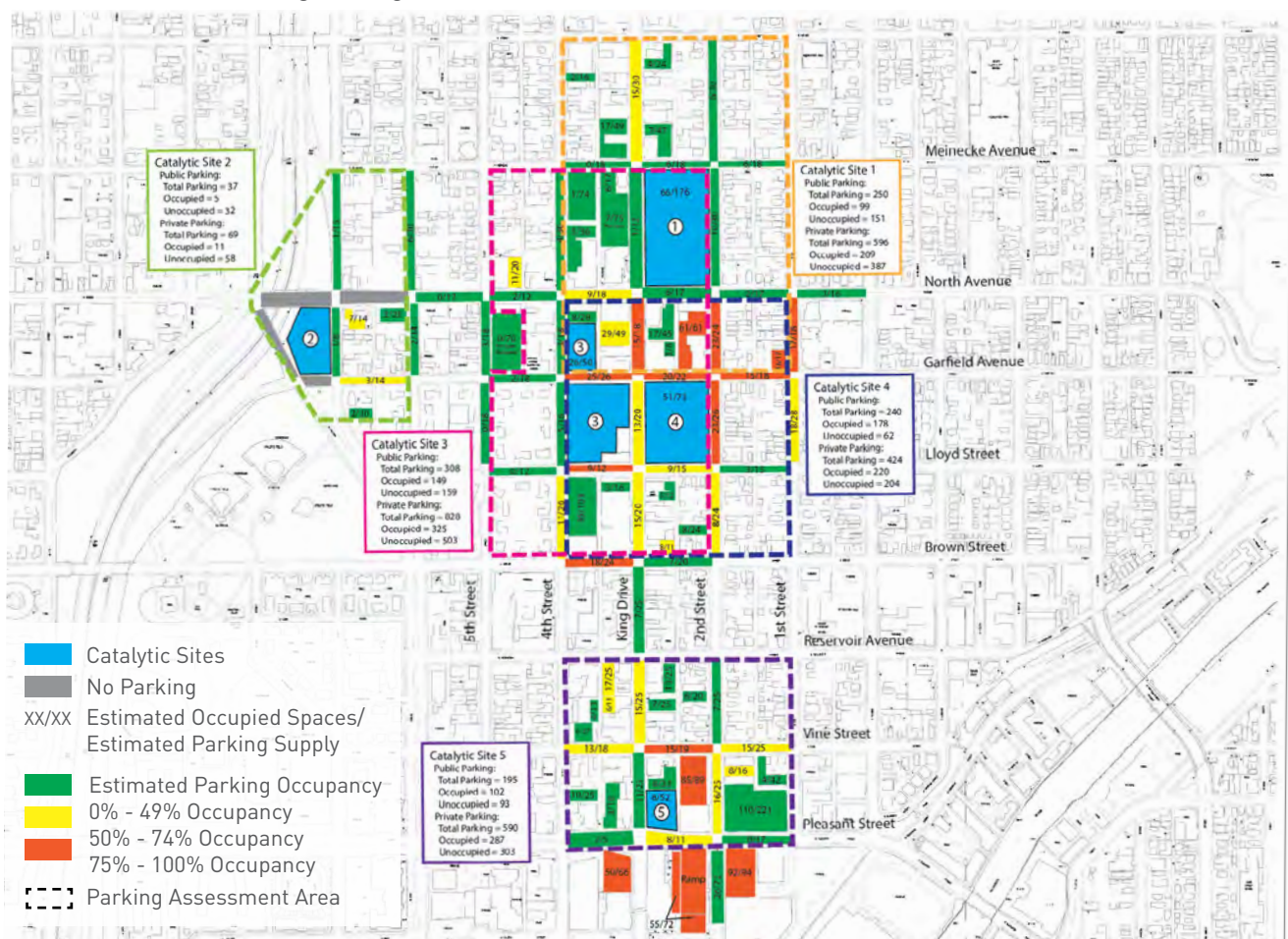
As development in Bronzeville comes on line and demand for parking increases, strategies for shared parking structures that can serve a number of nearby projects and allow for sharing

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. There is also national evidence that car ownership is declining among people in their teens and 20's. This reflects lifestyle choices, as well as a shift to the use of walking, biking and transit. The

use of ride-share services has also decreased the demand among individuals to own cars. All of these factors have led to a reduction in the demand for on-site accessory parking spaces, and where parking is provided it is expected to have spaces shared among retail, employee and residential uses to some degree. There are regional differences in how this is playing out across the United States, but it is a long-term background trend which can influence parking requirements for future development in Milwaukee.

LEVERAGE PROGRAMS 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.



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 King Drive and Bronzeville 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

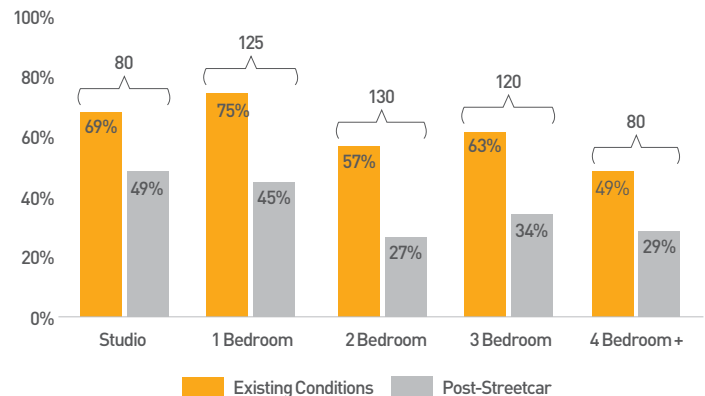
The Anti-Displacement Plan found that while the majority of neighborhoods surrounding downtown Milwaukee are NOT exhibiting the signs associated with gentrification and displacement, indicators are present in King Drive and Bronzeville that suggest that development trends may be causing housing price 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 540 housing units that are currently affordable to low and moderate income residents becoming unaffordable in the next 10 years. The affordable and mixed income housing development strategies proposed in this plan must strive to create or preserve at least an equivalent number of affordable housing units in order to avoid the displacement of existing residents.

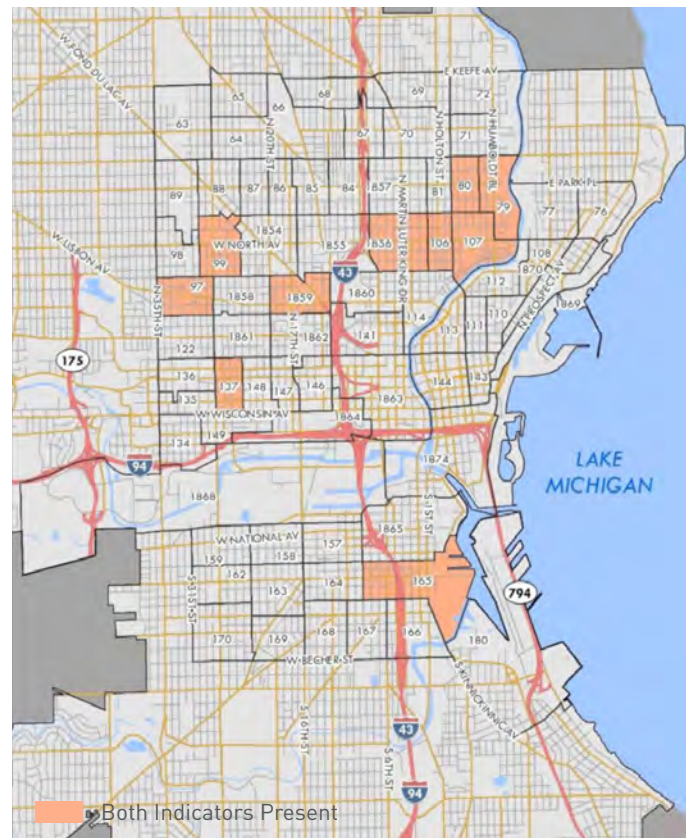
RESIDENTIAL ANALYSIS: AFFORDABLE HOUSING

Based on historic rent trends and the estimated impact from the streetcar, ~540 existing naturally affordable units are expected to become affordable at the 50% of AMI level over the next 10 years.

NATURALLY AFFORDABLE RENTAL UNITS



Notes: Unites 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.

LEADING WITH PUBLIC ART

ARTIST ENGAGEMENT SESSIONS AND RECOMMENDATIONS

GOAL

Identify themes, opportunities and ideas for Bronzeville public art and art engagement

PROCESS

Visioning session with 11 area artists across genres and experience. Responses to discussions about mood, message and objective have been distilled into recommendations for the neighborhood aesthetic, proposed messaging, the built environment and initial list of projects and next step recommendations.

DESIGN

Overall Neighborhood Aesthetic

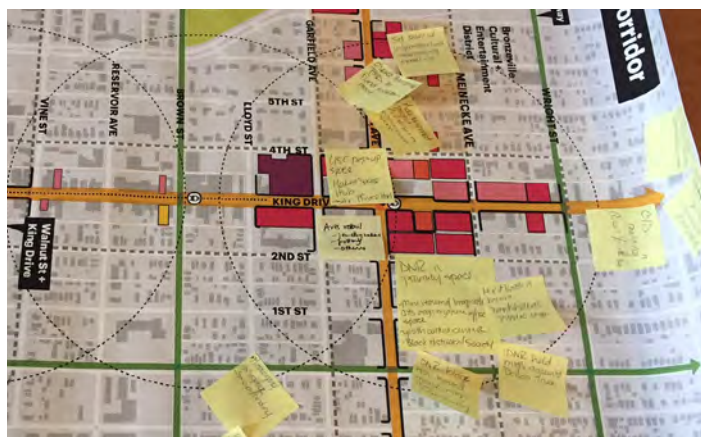
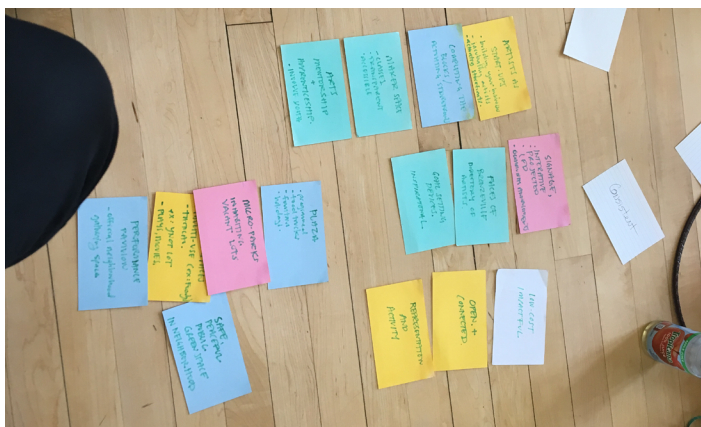
- Vibrant
- Colorful
- Trendy, now, happening and cutting edge
- Unique, one of a kind style
- Stylish, jazzy, Hip, fly

Overall Art & Engagement Messages about the Neighborhood

- Art oasis
- Genuine, authentic
- Inviting, approachable, down to earth
- Everyday amazing
- Catalyst, Gateway community, birthing grounds
- Active, Intentional, Grounded
- Resourceful, her own self, economic stability, respected
- Spontaneous, fun
- Culturally aware

RECOMMENDATIONS

The following pages layout the recommendations made by the local artists during the two Artist Engagements sessions. This guidance includes opportunities to attract and promote African American arts, entertainment and culture to the Bronzeville Cultural and Entertainment District. The artists suggested a series of buildings, art commissions, initiatives and projects.



ARTISTS ENGAGEMENT RECOMMENDATIONS



EVENTS

- Artist's parade
- Craft on display
- Soiree Sage: Happy hour mixers in vacant buildings
- Food truck festival
- Maker's Market
- Public performance art
- Creativity series



COMMUNITY COLLABORATIONS

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



TEMPORARY USES /POP-UPS

- Take what you need signs: Short-term engagement for passersby to take "joy, courage, clarity, etc"
- SpeakEasy: Pop-up mentorship inviting youth to speak freely with a caring adult about ideas, issues, emotions, ideas.
- Live performances at existing laundromat



TEMPORARY INSTALLATIONS

- Big Bang: Position instruments in a public space in the neighborhood for spontaneous pedestrian jam sessions
- Collectibles: Local makes create items and encourage patrons to visit other businesses to collect
- Park(ing) Day, Parklets



MURALS

- Use public feedback to determine themes
- Make them interactive, collaborative



PUBLIC SPACES

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



ARTIST COMMUNITY ORGANIZATIONS

- Artist bureau
- Artist residencies
- Neighborhood Co-Op: Investment infrastructure for shared initiatives and resources.
- Mini version of Imagine MKE Arts Organization office space in the neighborhood
- Youth culture center



FACILITIES FOR ARTISTS & COMMUNITY

- Reuse buildings
- Artist residences
- Express Library
- Arts Center
- Pavilion /Theater
- Arts retail along North Ave: Jewelry, pottery, etc
- Maker spaces

IMPLEMENTATION PLAN

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

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

SOM

