

## **3: Land Use Policies and Strategies**

OVERALL LAND USE

RESIDENTIAL

COMMERCIAL

INDUSTRIAL

PARKS, GARDENS AND OPEN SPACE

CIVIC AND INSTITUTIONAL

TRANSPORTATION AND TRANSIT

SUSTAINABLE LAND USE



## OVERALL LAND USE LAND USE POLICIES AND STRATEGIES

The Land Use Policies and Strategies in this chapter are intended to promote mixed use development on a neighborhood scale that is compact, walkable and reinforces traditional neighborhood development (TND) design standards of efficiency, economy and interconnectedness.

The Land Use Policies and Strategies are described by land use category. They provide specific approaches to achieving well integrated pedestrian oriented districts and corridors, preserving the character and purpose of special districts with unique design features, conserving desirable and marketable neighborhood characteristics, conserving irreplaceable environmental resources, and implementing efficient sustainable strategies for urban growth and redevelopment.

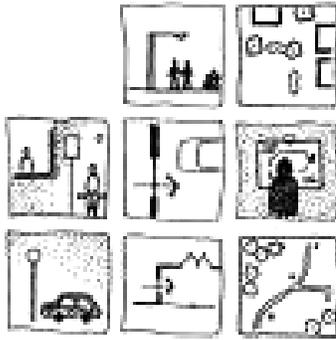
### GOALS

- A.** Build community as a way to empower businesses to create jobs and residents to shape the neighborhoods and commercial districts where they live, work, and invest.
- B.** Adhere to “Livable Cities” standards for all new development: compact, walkable, well-integrated land use; transit-oriented corridors; street-friendly buildings; context-sensitive urban “infill”; and urban-to-rural transect standards of place making that add value, enhance districts and preserve local history and culture.
- C.** Provide family-supporting jobs and reinvest in key sectors of the local economy to build wealth and create upward momentum for Milwaukee’s poor and disenfranchised populations.

### OVERALL STRATEGIES:

1. Target or focus public resources to preserve, enhance or transform neighborhoods based on that neighborhood’s vision for itself as defined by a participatory public process.
  - Build on existing assets and expand upon recent investments.
  - Identify and enhance places of special significance to the community through community-based initiatives.
  - Establish Neighborhood Conservation Districts as a way of helping special districts establish and maintain their own urban, architectural and landscape character.
  - Reinforce the character and purpose of special districts with unique or “signature” design features. For example, a cultural and entertainment district might have street art, custom benches or shelters, designer walls, parks or streetscape, seasonal indoor/outdoor cafés, etc.
2. Develop public-private community partnerships to coordinate and maximize investment.
  - Develop comprehensive plans with community partners that provide a clear and coherent framework for investment.
  - Enlist the community from all walks of life, ages, incomes, etc. in planning and visioning for the future of neighborhoods, commercial districts, industrial centers, parks and transit.
3. Develop catalytic projects to spur large-scale investment, leverage resources, maximize assets, and enhance the identity of important districts and corridors throughout the city.
4. In land use decisions requiring public support or subsidy, new taxable uses are generally preferred over non-taxable uses. Exemptions include instances where there is a compelling reason or a strong case can be made that the non-taxable use supports the quality of life of the surrounding community, enhances its value in an indirect way, or may lead to investment that spurs economic development. For example, parkland is a non-taxable use that enhances property values and quality of life of the surrounding community.
5. The Redevelopment Authority of the City of Milwaukee (RACM) should assemble land for public purposes with broad public support, such as neighborhood improvement, redevelopment projects, elimination of blight, remediation of environmentally contaminated lands, and long-term reinvestment in the city. Preservation and conservation goals should be incorporated in decisions regarding land assembly, so that the redevelopment projects represent context sensitive design solutions and not “urban removal” or “scrape-off” approaches to redevelopment..
  - Offer vacant city owned lots for sale to adjacent owners, except when there is a greater priority for the land, such as creating infill development that adds to the tax base, or land assembly for a project that will benefit the surrounding neighborhood.
6. Consider historic buildings, sites and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts.
  - Exercise architectural “best practices” in adaptation of historic buildings for reuse.
  - Follow U.S. Department of Interior guidelines for restoration or repair of buildings in National Register and Local Landmark Districts.

## OVERALL LAND USE POLICIES AND STRATEGIES



**Figure 3.1:** Crime prevention through environmental design - examples of safe built environments.

- Do regular property condition reports or surveys for historic properties. Prevent the kind of deferred maintenance that leads to eventual demolition by neglect.
  - Historic buildings (sites and districts) should be designated and protected so their eventual redevelopment potential can be realized.
  - Whenever possible, channel new development to vacant and underutilized land (e.g. surface parking lots) before allowing tear-downs of historic and noteworthy buildings.
7. Permit selective demolition of structures that act as a blighting influence on the neighborhood or can no longer be restored to a safe condition for use or occupancy.
  8. Promote green infrastructure (network of parks, trails, wildlife habitat, environmental corridors, greenways, urban gardens, tree canopy, etc.) as a critical part of sustaining a healthy urban environment for all citizens. Conserve what already exists of this network and build new developments to support and extend it where feasible.
  9. For all new development and redevelopment projects, minimize parking as a component of the overall use or mix of uses. Reduce or eliminate parking requirements where good transit options are available. As a city-wide initiative, couple parking area reductions with transit improvements over time.
  10. To create safer neighborhoods, employ Crime Prevention through Environmental Design (CPTED) strategies in all new development and redevelopment projects.
    - Make the most of surveillance opportunities in building design. Maintain good visibility and sightlines between buildings and their surroundings. The standard or target should be that all streets,



**Figure 3.2:** Historic Building - Charles Allis Art Museum



**Figure 3.3:** Example of Concertina Wire - Avoid this negative type of security measure.

yards, parking lots and parks are visible from adjacent buildings.

- Encourage a direct physical and visual sense of ownership and responsibility for public, private and semi-private spaces. Discourage common areas that end up as a “no man’s land,” i.e. where there is no obvious connection to an “owner” or responsible party.
- Avoid security measures that send a message that the area is unsafe and should be avoided, such as steel grates and roll-down shutters, fences topped with barbed or concertina wire, threatening signs, etc.
- Create “clean” neighborhoods after the “broken glass” theory that neighborhoods that appear to tolerate less disorder, criminal activity and anti-social behavior will in fact, experience less disorder, criminal activity, and anti-social behavior. To the extent possible, eliminate physical signs of disorder,

## RESIDENTIAL LAND USE POLICIES AND STRATEGIES

such as board-ups, broken windows, graffiti, litter, unkempt vacant lots, illegally parked or abandoned cars, etc.

11. To create safer neighborhoods, employ community policing.
  - Police assigned to neighborhoods work with community partners to develop analysis of area crime problems and strategies to address them (Neighborhood Policing Plan).
  - Create dedicated patrols to eradicate a variety of criminal activity affecting quality of life.
  - Empower residents to take control in restoring health, stability and order to the district.
  - Develop long-lasting relationships between neighborhood residents and community police.
  
12. Support and promote Safe Streets initiatives (enforcement strategies with prevention and intervention projects). Use citizen patrols such as Safe Walkers to increase neighborhood awareness of potential problems and decrease opportunity for crime to occur.
  - Support programs and ongoing police efforts to reduce number of firearms in Milwaukee.
  - Use existing data resources, such as COMPASS (Community Mapping and Analysis for Safety Strategies) which provides crime, housing, education, and economic development data to Milwaukee citizens and identifies crime patterns and trends by location and category
  - Support programs for teens and young adults, particularly summer jobs and recreation programs.
  - Create an active block watch program (one that meets regularly, covers every block in the neighborhood and involves both renters and homeowners) that works as a cooperative effort to increase safety, strengthen neighbor-to-neighbor contact and prevents crime.
  - Help local schools, churches, libraries and youth centers to provide a safe place for after-school activities (age-appropriate, supervised, recreational and educational activities).

The following residential policies address: land use compatibility; design for the redevelopment, rehabilitation and preservation of existing housing stock; and the development of a sense of ownership (vested interest) and loyalty to the neighborhood.

### GOALS

**A.** Throughout all neighborhoods and districts, create housing options that accommodate a diversity of households and incomes.



**Figure 3.4:** Upper East Side Residential Neighborhood

**B.** Reinforce and re-assert traditional patterns of development characteristic of older Milwaukee neighborhoods, specifically with regard to: the public realm; layout of streets and blocks; traditional design elements of sites, buildings and districts; and all the various and diverse social/cultural and anthropological characteristics that add up to and create a sense of place.

**C.** Where neighborhood character has been eroded, new infill development or redevelopment should return these areas to economic health and social well-being, and in so doing, restore a sense of belonging and a sense of place.

### Residential strategies:

1. In impoverished neighborhoods, cluster new development to have the greatest positive impact on surrounding property values. Concentrations of higher values will have a greater impact than the same higher values widely dispersed throughout the neighborhood.
2. Couple new construction with rehab, renovation and preservation of surrounding properties to maximize benefit to the neighborhood.
3. Preserve traditional neighborhood use patterns and adapt and update to fit changes in households, markets, lifestyles, etc. Design infill development and new construction to blend in with the existing context.
4. Support the creation of National Register Housing Districts in order to make property owners eligible for state and federal historic tax credits.

## RESIDENTIAL LAND USE POLICIES AND STRATEGIES

5. Use Neighborhood Conservation Districts to preserve and enhance neighborhood character while rehabbing older structures, and adding new or infill development. Add financial incentives if possible.
6. Incorporate green space in all new development. Use parks and open space as a way of adding value and increasing the impact of housing reinvestment on the neighborhood.
7. Seek to retain and increase owner occupancy for all building types. People who are vested in neighborhoods are more likely to take care of precious assets and care about its future. Encourage homeowners, landlords and tenants to work together to improve neighborhoods and strengthen personal investment in neighborhoods.
8. Use a Target Investment Neighborhood (TIN) strategy to reverse signs of neighborhood decline at the earliest recognition of those signs. (TINs include grants for home rehab, assistance for home loans, aggressive enforcement of building code violations, nuisance properties, tax delinquencies, etc.).
  - Work with homeowners to repair, rehab and improve properties
  - Work to turn stable long term tenants into homeowners.
  - Target absentee landlords who depreciate properties and disinvest, resulting in devaluation of surrounding properties. In these cases, address issues at the earliest opportunity or as soon as the nuisance can be documented and addressed.
  - When code enforcement actions accumulate for a given property, work with the property owner to resolve. If necessary, use spot acquisition to prevent damage to surrounding property values.
  - Accelerate the timetable for acquiring tax delinquent properties in an area with a high percentage of tax delinquencies.
  - Coordinate information and actions of various city departments in a better effort to correlate the whole range of negative occurrences that may be affecting a neighborhood or subarea within a neighborhood.
9. Public housing and subsidized housing should be evenly distributed throughout the Milwaukee metro area. Avoid over concentration of public and subsidized housing in one part of the metro area, the City of Milwaukee, or in any single neighborhood.
  - Continue efforts to reduce the density and isolation in all public housing developments.



**Figure 3.5:** Modern Infill In Traditional Neighborhood



**Figure 3.6:** King Commons I - Mixed Income Housing



**Figure 3.7:** Walnut Way Conservation Corporation - Garden to Market Program

## RESIDENTIAL LAND USE POLICIES AND STRATEGIES

- Continue to apply community building (New Urbanism and “HOPE VI”) principles to the redesign of public housing projects to make them more humane, desirable, and family-friendly places to live.
  - Place subsidized family housing on scattered sites. Continue to add scattered site subsidized housing throughout the metro area, without over concentrating subsidized housing in any one area. Design should conform to existing neighborhood character.
  - Develop mixed income housing (in addition to existing public housing units) at public housing developments and at new areas throughout the metro area.
10. Return vacant lots to productive uses as soon as possible. Unimproved vacant lots, while they may be an interim or temporary use of property, may be a safety hazard for neighborhood children. As such they should be kept free of junk and litter, closely monitored and if possible, assigned to a responsible party (could be a neighborhood association or block watch, church or faith-based organization, or civic-minded non-profit organization).
11. Support urban farming (small scale intensive farming, an updated modern version of “victory gardens”) in residential and mixed use neighborhoods as a way to:
- Build self reliance for those who grow healthy, fresh food for themselves and their families.
  - Provide extra family income for those who create food for sale in neighborhood farmers markets.
  - Advance community building, as neighbors enjoy the beauty of urban farms and gardens, participate in growing community and food together, and provide gainful work for neighborhood residents, especially the young and the old.
12. Use empowerment as an economic development tool. Empowerment, defined as the collaboration between citizens, businesses, government and non-profits to achieve common goals, can be a means of improving quality of life, preserving assets, and increasing the desirability and marketability of neighborhoods. For example, the personalization of public space with public art and functional elements that serve the local population (e.g. kiosks, bike racks, benches) presents a positive image to potential home buyers of a community that is working together to achieve common goals. It also helps retain existing residents and businesses.
13. Use a Neighborhood Improvement District (NID)
- as a way to finance public improvements (such as lighting, distinctive signage, park equipment, landscaping and streetscaping) that will improve quality of life, upgrade property values, and provide amenities over and beyond what can be provided by city government.

## COMMERCIAL LAND USE POLICIES AND STRATEGIES

The following commercial policies and strategies address: land use compatibility, design for the redevelopment and revitalization of existing commercial corridors, and the development of new ways to increase market share for those commercial corridors while serving the needs of neighborhood residents.

### GOALS

- A.** Create revitalized neighborhood shopping streets and commercial districts by using a Main Street type approach to redevelopment-preservation/design, organization, economic restructuring, marketing/promotion.
- B.** Redevelop and revitalize commercial corridors to increase destination retail and market share while also serving the needs of neighborhood residents (e.g. hardware stores, grocery stores, dry cleaners, banks, etc.).
- C.** Design new structures (or rehab existing structures) to reinforce and build upon the successful traditional development patterns and existing assets of historic districts.
- D.** Make automobile-oriented corridors with big box retail such as Capitol Drive, greener (better landscaped) and friendlier to pedestrians (walkable connections where possible).

### COMMERCIAL STRATEGIES:

- 1. Maintain and enhance existing commercial corridors and neighborhood shopping streets as continuous street-active street-friendly facades. Provide incentives for business owners such as facade improvement grants, low interest loans, streetscape improvements, etc.
- 2. Employ a "Park Once" concept, where customers may park once and walk to multiple stores or destinations within a commercial or mixed use district.
- 3. Create a Business Improvement District program or Main Street strategies to create a balanced mix

of uses, improve the image of the commercial district, address problems for merchants within the district like parking, security, etc., recruit new desirable tenants, sponsor events, and determine overall direction that redevelopment should take.

- 4. Preservation, adaptive reuse, and infill of context-compatible buildings (in that order) are the preferred approaches to vacant buildings and lots on commercial corridors.
- 5. Avoid concentration of high traffic, automobile-oriented commercial uses such as gas stations, convenience stores, liquor stores, and drive-thru establishments (general standard of no more than one per block).
- 6. Avoid concentration of marginal businesses, e.g. payday or title loan, check cashing, convenience, dollar, junk or low end second hand stores that give an area, block or street a negative image or the appearance of being economically unstable or in decline.
- 7. Avoid concentration of institutional and social service uses on commercial corridors, e.g. day cares, storefront churches, medical service facilities, etc.
- 7. Introduce high-density multifamily housing to commercial districts (in keeping with the scale and character of those districts) as a way of adding a stable market for commercial goods and services, and a stable population of "regular customers" that brings



Figure 3.8: Riverwest Co-op Grocery and Café



Figure 3.9: Northeast Side Commercial Corridors: Center Street., Historic Martin Luther King Drive, North Avenue, Downer Avenue and Brady Street

## COMMERCIAL LAND USE POLICIES AND STRATEGIES

morning-to-evening activity to the street.

8. Encourage streetscape elements that improve and add value to the area: public art, way-finding devices, kiosks, benches, pedestrian lighting, planters paving patterns and added infrastructure elements. Streetscape elements should be unified by district, but may be individualized by property owners who want to create a particular marketable image.
9. Discourage creation of gaps in commercial blocks, i.e., surface parking, vacant lots; and promote more substantial investment in vacant or underutilized properties. Residential demolition for building commercial surface parking lots is discouraged.
10. Demolition of buildings that are blighted, deteriorated or damaged beyond repair is acceptable, and may be necessary to protect existing investment in the surrounding area.
11. Restrict parking to the minimum number of spaces necessary to accommodate customers/visitors to the commercial corridor.
12. Promote shared parking as a way to minimize the number of surface lots.
13. Parking should be placed to the rear or side of commercial corridor buildings, not in front of the building creating a separation between the pedestrian and the storefront façade or front facade (whichever the case may be).
14. Keep older commercial buildings embedded within neighborhoods if the use and structure are still viable, and if existing activities do not cause a disturbance or nuisance to surrounding residents.
15. Continue the traditional pattern of residential uses on the upper stories and retail uses at the lower level. Office uses may be located at any level, but should have storefront windows / entry at street level .
16. For larger buildings consider a “mall pattern” of breaking up the interior into smaller pieces with a central atrium or court. Typically those buildings have a Main Street front entrance and a rear connection to shared parking.
17. Encourage the visual and physical extension of the main floor of shops and restaurants to the street in order to welcome and engage passersby, and to activate and enliven the street (e.g. outdoor cafes, sidewalk sales, etc.)



**Figure 3.10:** Park East Enterprise Lofts: Mixed Use Residential and Commercial



**Figure 3.11:** Café Hollander: Public Outdoor Seating and Planters



**Figure 3.12:** Historic Martin Luther King Drive: Side parking lot with trees as pedestrian buffer.

## INDUSTRIAL LAND USE POLICIES AND STRATEGIES

The following policies and strategies for industrial use are intended to create a desirable marketable workplace environment for employers, employees (both residents and non-residents of the neighborhood), industrial customers and visitors to the industrial corridor. These policies are also intended to increase the sense of security within the industrial corridor.

### GOALS

- A. Create jobs that create regional wealth. High multiplier, high “spin off” jobs are jobs that tap into emerging markets; or are part of growing sectors in the so-called global economy; or that generate demands that spur the local economy to respond by generating parts, products, services, supporting jobs.)
- B. Create a reinvented Riverworks Industrial Center that is on a par with new industrial centers in the metro area, provides a walk-to-work environment, and a mix of uses that is supportive of its historic manufacturing focus.
- C. Create an industrial center campus with marketable sites and a welcoming “campus” identity, that visibly exhibits a desirable marketable workplace environment for employers, employees, customers and visitors.
- D. Increase security, both real and perceived, within the Riverworks Industrial Center “campus” and in the surrounding neighborhoods.

### INDUSTRIAL STRATEGIES:

1. Provide areas such as the Riverworks Industrial Center where intensive industrial use can occur without conflict with other uses; buildings and parcels large enough and designed to accommodate industrial use; and infrastructure and services that support manufacturing and other related uses.
2. Develop an effective marketing strategy for the city’s industrial corridors and districts, that does not place them in direct competition with each other.
3. Create a campus master plan and a public-private partnership to assemble, “bank” or hold land within areas such as the Riverworks Industrial Center.
4. Develop landscape and site design features that create a more unified, marketable campus with consistent streetscape elements such as, pedestrian lights, paving details, benches, fencing, signage, etc.

5. Use existing resources (BIDs, TIFs, Industrial Center assessments) to green the industrial corridor, park or center, where effective landscaping can be achieved, such as landscape borders, screening, foundation planting, etc.
6. Extend high speed cable within the City of Milwaukee to improve the capability for computerized manufacturing.
7. Identify buildings and sites that blight the industrial corridor. Gradually rehab, replace, or remove these buildings that detract from the positive things that the area has to offer, and create a negative image that undermines marketing efforts.
8. Use available federal and state brownfield funds to remediate and market environmentally contaminated sites.
9. Remove, clean up or replace unsightly elements—rusted fences, barbed wire, broken glass, etc. Signs of disrepair give the wrong impression, and may inadvertently encourage negative activity. These should be addressed in as comprehensive a way possible in an effort to “clean up” the image of the district.
10. Consider a district-sponsored private security force to police the district during hours when there are very few active manufacturing operations, and consequently very few “eyes on the street.”



**Figure 3.13:** Riverworks Industrial Center Streetscape

## PARKS, GARDENS AND OPEN SPACE LAND USE POLICIES AND STRATEGIES

The following policies and strategies for gardens and open spaces create destinations and gathering places for residents, and amenities for customers and visitors. These policies are also intended to increase the sense of security in the public areas of the neighborhood.

### GOALS

- A. Provide accessible neighborhood open space for all residents.
- B. Use open space as an amenity and economic development tool.
- C. Support neighborhood success stories where local groups have designed different types of open space (varying sizes, amenities, approaches to public art and landscape treatment) to meet the recreational needs of diverse groups of people; to enhance streets and provide places of refuge on busy commercial corridors; and to serve different groups in the neighborhood—naturalists, birders, hikers, bikers, gardeners, etc.
- D. Increase overall sense of security in public parts of the neighborhood.

### OPEN SPACE STRATEGIES

1. Use parks, trails and open space to enhance surrounding property values, and add value to districts and corridors.
  - Create focal points and community gathering spaces within neighborhood parks, along urban trails, and as an integral part of other destinations popular with local residents (space permitting).
  - Locate public plazas or “art spaces” in the most intensely planned/developed districts and corridors to add value and market appeal to those districts.
  - Use open space (can be community gardens or urban agriculture if managed and maintained) to add balance to densely developed housing or mixed use complexes.
  - For an industrial campus or large-scale complex, include parks or plazas that serve area residents, visitors, and workers.
  - Private homeowner association owned and managed parks are acceptable ways of adding value to residential subdivisions.
2. Return city owned vacant lots to active neighborhood-supporting uses. Hold lots for the minimum time necessary to find a responsible owner and use that will add value to the neighborhood. All City of



Figure 3.14: Kadish Park: Neighborhood Open Space

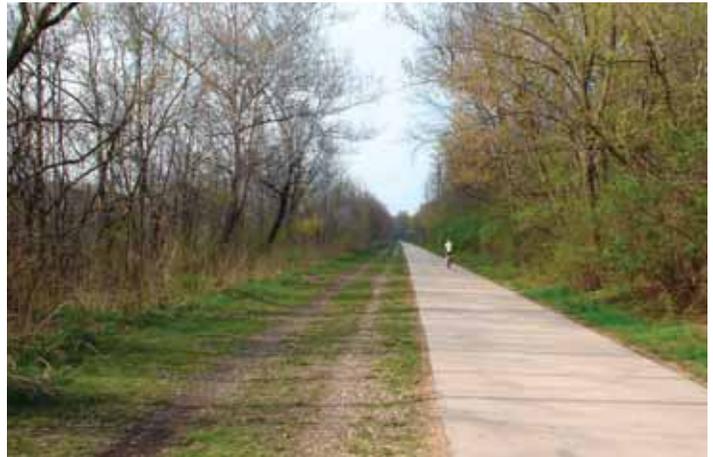


Figure 3.15: Oak Leaf Trail: County Park System Multi-Use Trail

Milwaukee land sales are subject to standards of neighborhood-compatible design and use.

3. Wild overgrown areas within urban neighborhoods are undesirable. Vacant land should be carefully maintained, and signs that imply lack of ownership or responsibility, should be promptly addressed. Exceptions would be nature preserves and environmental corridors which actually do require landscape programming and maintenance and add value to urban neighborhoods if they are properly cared for.
4. Consider urban agriculture a form of small scale farming and allow in neighborhoods where uses such as greenhouses or garden retail would be allowed (e.g. Kellner's Garden Center on Humboldt).

## CIVIC AND INSTITUTIONAL LAND USE POLICIES AND STRATEGIES

The following policies and strategies for institutional and civic uses establish a physical hierarchy that places civic uses at the center of the public realm, and also attempt to increase the compatibility between institutions and adjacent land uses.

### GOALS

- A.** Civic and institutional buildings should enrich the public life of cities.
- B.** Create or redevelop civic and institutional uses that are welcoming places for people to gather and that serve as landmarks for the community they serve.
- C.** Place civic buildings in prominent places, and give them distinctive architecture, site design, and landscape features that will enrich the public realm.

### CIVIC AND INSTITUTIONAL STRATEGIES

1. Develop civic and institutional uses that are welcoming places for people to gather, serve as landmarks for the community, and enrich public life.
2. Place major civic buildings at prominent locations (e.g. hill overlooking the city) or at natural hubs of activity, such as commercial nodes, central places within a district, or the intersections of well-trafficked streets. Give them distinctive or iconic architecture, site design, landscape features and public art that will enrich the public realm.
3. Where open space permits, create a well-landscaped park-like setting or square that sets off civic and institutional uses from their surroundings. This creates a public amenity and underscores the value and significance of the civic/institutional use.
4. The surface parking lots and parking garages that often accompany large civic/institutional uses should be hidden, buried mid-block or below-grade, or placed behind “liner uses” that are compatible with the surrounding area. A parking garage should never be the principal entry to a civic building.
5. As a way of blending civic and institutional uses into their surrounding districts and neighborhoods, incorporate gallery space, a gift shop or other retail, restaurant, educational/training space, or a community meeting room. Place supporting uses close to the street or visible from the main entry.
6. Decentralize civic uses such as schools, libraries, and community centers so that they are within walking



Figure 3.16: UWM: Chapman Hall



Figure 3.17: Urban Ecology Center

distance (or easy transit distance) of the majority of users.

7. Develop programs that reduce the negative impact of large institutions on surrounding neighborhoods, such as Resident Parking Permits for commuter-impacted areas.
8. Use cooperative forums for problem-solving such as the University Neighborhoods Association.

## TRANSPORTATION AND TRANSIT LAND USE POLICIES AND STRATEGIES

The following transportation and transit policies and strategies are intended to provide safe, pleasant, and efficient access to all land uses by enhancing and where necessary, recreating historic neighborhood traffic patterns.

### GOALS

**A.** Employ context-sensitive design. Strengthen the mutually reinforcing relationship between transportation and land use, i.e., streets that are designed to effectively support the character and intensity of the surrounding land use.

**B.** On major and minor arterials, create an effective multi-modal public right of way for pedestrians, bicycles, automobiles, and mass transit.

**C.** Where feasible, recreate historic neighborhood traffic patterns that reinforce existing land use, such as old streetcar routes lined by compact mixed use development.

**D.** Establish the value of automobile-alternative modes of travel for neighborhood residents, i.e., the right to have good efficient affordable transportation choices.

**E.** Employ transportation options as both a neighborhood asset and an economic development tool.

**F.** Ensure good transit connections to major employers and large traffic generators, such as large health and educational institutions, e.g. the Riverworks Industrial Center, Milwaukee, Columbia St. Mary's, etc.

### STRATEGIES

1. Emphasize the movement of more people, rather than the movement of more vehicles, when making public investment decisions.
2. Transit should connect people to jobs; get the majority of transit users to major employment centers in the most efficient way possible. To gain the most ridership, transit routes should travel through compact walkable densely developed neighborhoods and travel along major commercial corridors.
3. Develop a fixed-route transit system with street-embedded guideway or rail for speed, efficiency and smoothness of travel.
4. Develop a fixed-route transit system with street-embedded guideway or rail as an economic development tool that provides an enhanced development environment along transit routes and confidence for investors that the route is fixed for long-term cumulative investment; that it is there to stay.
5. Transit should connect people to jobs by getting the majority of transit users to major employment centers in the most efficient way possible.
6. Transit should include features that reinforce marketing and economic development.
  - Define routes and transit nodes with special paving features, signage, bus shelters, benches, historic markers, public art, etc.
  - Incorporate tourist and city-wide travel information as part of the transit shelter. Design (advertising may also be incorporated, but is secondary to tourist and travel information).
  - Incorporate tourist destinations or other special points of interest as called-out stops along transit routes
  - Create a marketable logo and look to buses, trams and trolleys that travel historic or tourist-oriented routes.
  - Place Intelligent Transportation System Technology in bus stations along heavily traveled transit routes. This technology includes monitors that identify the time of arrival of the next bus.
7. Transit-oriented development should be placed along transit routes.
  - Include a mix of uses in transit-oriented development (intensified development and enhanced streetscape at transit nodes and transfer points).
  - Use Business Improvement Districts to fund and maintain special amenities.
8. Develop an integrated, overlapping system of connections from one mode of travel to another, so that people can easily transfer for example, from tram or streetcar to bus, taxi, automobile, bicycle or foot travel without encountering gaps or obstacles.
9. Prohibit increasing the traffic capacity of street rights-of-way if expansion would negatively impact investment in transit, or adversely impact the viability of the adjacent land uses. Use scarce infrastructure dollars wisely by prioritizing reinvestment in transit over expansion of roadway.
10. Traffic circulation should be multi-option (choice of multiple routes) and multi-modal (transit, automobile, bicycle and pedestrian).
  - Maintain and restore the multi-option and hierarchical street grid system ("discipline" of streets and blocks) as effective traffic management.
  - Design public rights-of way to jointly and effectively serve the needs of mass transit, automobiles, bicycles and pedestrians.

## TRANSPORTATION AND TRANSIT LAND USE POLICIES AND STRATEGIES

- Context sensitive street design should fit the surrounding land use (e.g., For quiet residential streets, narrow the R.O.W. and add traffic-calming measures; for neighborhood shopping streets, add curb bump-outs and streetscape amenities; for auto-oriented commercial districts use generous streetscape and well-defined landscaped parking areas; for industrial areas, use boulevards, landscaped entrances and identity features).
- Use a Main Street model for major arterials that also serve as commercial corridors. Create a high activity pedestrian friendly zone (that includes residential or mixed-use blocks surrounding a commercial district) with significant traffic calming, two lanes both directions with parking on both sides, limited curb cuts, and shared parking.
- On all commercial corridors, maximize shared parking and pedestrian connections to adjacent uses.
- Gradually improve the rights-of-way of all streets with neighborhood input regarding traffic calming and amenities.
- Use an assessable menu of public works improvements to enrich and customize public rights-of-way for neighborhoods, special districts and corridors, and parkways.

11. Maintain and promote two-way automobile travel in neighborhoods and retail districts.

12. Encourage shared parking. Create a menu of varied shared public parking options and design standards that will work for different land uses (residential, commercial, industrial, park, civic, etc.).

13. Create better way-finding throughout city neighborhoods. Orient people to routes, urban trails and neighborhood destinations by a coordinated system of public infrastructure, streetscape and signage.

14. Use public art as a means of establishing neighborhood identity and creating visible landmarks that define public spaces and pathways.

15. Expand and improve bike lanes. Address issues for design and accommodation of bike lanes.

- Use pavement color or more visible brighter reflective markings for bike lanes so that they are more visible to automobiles.
- Promote bike racks on busses to maximize transit usage.
- Design streetscape so as not to impede bike lanes. For example, where curb bump-outs might cause bicyclist to weave out into traffic as in the example of Holton Street, design the bike lane to intersect or go through the curb bump-out.

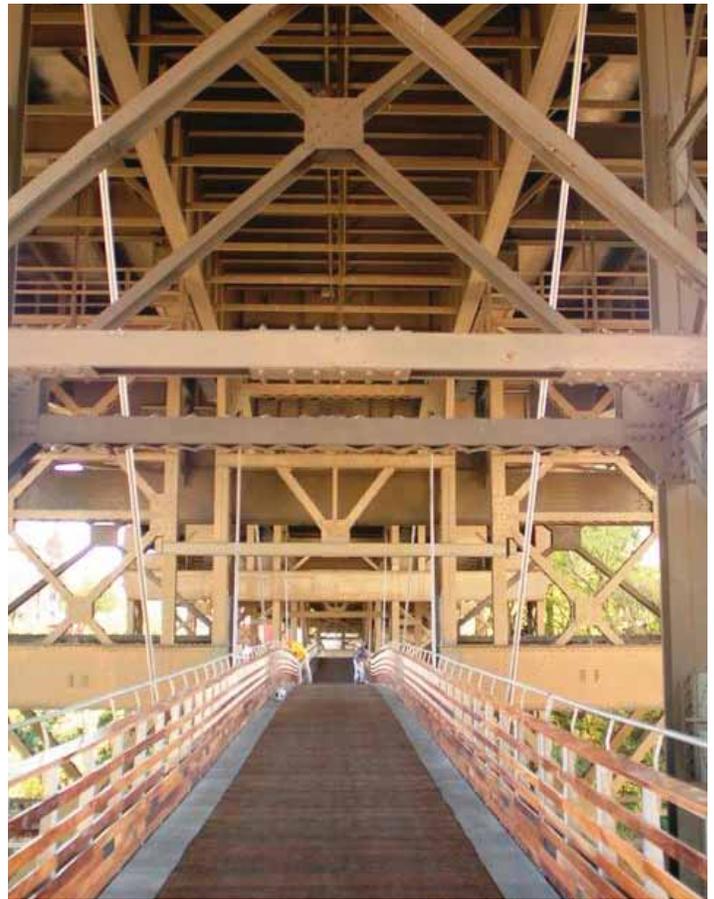


Figure 3.18: Marsupial Bridge Under Holton Street Viaduct



Figure 3.19: Bike Lane , Madison Wisconsin

- Implement more buffered bike lanes. Consider placing buffered bike lanes on the inside rather than the outside of parking lanes.
- Provide bike lanes on all major arterials to increase bicycle usage as alternative mode of transportation through the Northeast Side Plan.

## SUSTAINABLE LAND USE POLICIES AND STRATEGIES

Source: Sustainable Design Guidelines for the Menomonee River Valley <http://design.renewthevalley.org/>

### GOALS

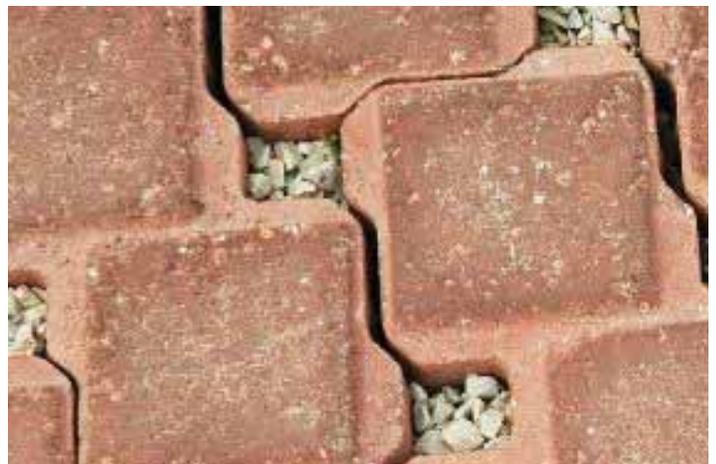
- A.** Throughout all neighborhoods and districts, use sustainable development practices in order to reduce environmental impact and improve the ecological and economic sustainability of the Northeast Side.
- B.** Promote use and adaptive reuse of lands that recognizes ecological context, river influence, existing landmarks, neighborhood and cultural context, and existing building stock.
- C.** Design for energy efficiency to generate environmentally responsible building operations and cost savings.
- D.** Reduce impact on natural resources to achieve cost reductions, increased performance and improve aesthetics of exterior and interior environments (e.g. renewable materials, daylighting).
- E.** Improve construction and demolition waste management practices to reduce wastes, costs, and environmental impacts of demolition.
- F.** Reclaim and remediate contaminated brownfield sites.
- G.** Increase tree canopy. Tree cover is directly related to environmental quality. Maintaining a robust enough tree cover to function as green infrastructure reduces the need and expense of building infrastructure to manage air and water resources. A greater tree canopy represents tremendous energy savings for an urban area. Trees improve air quality, reduce stormwater flow and conserve energy.

### STRATEGIES

1. Stormwater Management: Use green roof systems, rain gardens, drought resistant plantings, vegetated swales, rain barrels, and permeable pavement for on-site stormwater management.
2. Natural Landscape:
  - Consider, preserve, and protect natural environmental corridors, such as the Milwaukee River corridor, when planning and implementing redevelopment or new development.
  - Landscape with native plant and tree species whenever possible. Use deciduous shade trees, vegetative cover, and exterior structures such as

arbors and trellises to provide shade over non-roof impervious areas.

- Whenever possible, utilize green infrastructure to connect green spaces, open spaces, natural areas, wetlands, agricultural land and park spaces. Green infrastructure is an interconnected network of lands that protects native plants and animals and unique landscapes, improves water quality, manages stormwater, provides paths for wildlife, protects natural ecosystems and fosters a stronger sense of community cohesiveness.
3. Parking and Transportation:
    - Encourage transportation alternatives for residents, employees, and visitors by providing bicycle racks, covered bus shelters, and pleasant and accessible walkways.
    - Incorporate green spaces into parking areas where possible to break up large expanses of concrete.
    - Consider using porous paving systems to extend the life of the pavement, allow for stormwater infiltration, reduce maintenance costs, and reduce the urban heat island effect in summer.
    - Include on-street and shared parking wherever possible. Consider concrete pavement rather than asphalt to keep parking areas cool.
  4. Site Planning:
    - Ensure scale, design, and use of new buildings are compatible with adjacent buildings and uses.
    - Design parking facilities and open spaces to work together to manage stormwater.
    - Preserve and enhance cultural resources that may exist on or near development site.



**Figure 3.20:** Josey Heights Porous Pavers

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### 5. Site Lighting:

- Use high efficiency lighting (metal halide or high pressure sodium lamps) and try to maintain an overall “low-lighting profile”
- When calculating or assessing lighting for public spaces or rights-of-way, take into account indirect sources of lighting such as storefronts in commercial districts, porch lighting in residential districts, etc. to reduce dependence on direct, high-wattage electrical lighting.

### 6. Building Design:

- Consider the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) environmentally sustainable standards when constructing new buildings.
- Design to accommodate areas for recycling of waste materials.
- Where possible, orient buildings along an east-west axis for maximum daylighting benefits.
- Promote “healthy buildings” that minimize potential environmental hazards. Indoor environmental quality issues should be addressed when redeveloping, renovating, or upgrading existing structures (e.g. material emissions, lead paint abatement, thermal comfort, and air ventilation).

### 7. Energy Efficiency:

- Design for energy performance that improves upon Wisconsin State Building Code. Use thermal mass such as masonry or concrete to moderate interior temperatures.
- Use Energy Star equipment and appliances when rehabbing an old building, or constructing a new building.

### 8. Alternative Energy:

- Purchase power generated from renewable sources (e.g. solar, wind, biomass, or low-impact hydro).

### 9. Materials and Resources:

- Utilize local, recycled, sustainable materials when possible (e.g. brick, fly ash concrete, wood, recycled glass). Use Wisconsin Green Building Alliance’s ‘Wisconsin Built Directory’ to locate sources for these materials.
- Selection of building materials and resources should take into account available and renewable natural resources in addition to more cost, durability, performance, and aesthetics.
- Reuse existing building shells and components where feasible.



Figure 3.21 Department of City Development - Green Roof



Figure 3.22: Rain Garden



Figure 3.23: Rainbarrel

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- For historic buildings, make changes to exterior in accordance with US Department of the Interior Rehabilitation Guidelines.

### 10. Construction & Demolition:

- Reduce, reuse, and recycle construction and demolition waste to protect on-site materials and reduce environmental impacts.

### 11. Tree Canopy:

Build ecosystem services and economic value of trees into public policies and programs. Increase trees planted on private property, public right of way, open spaces, parking and other paved areas. Milwaukee's tree canopy is close to 16%. Set a city-wide target of increasing the tree canopy to 25-40%.