



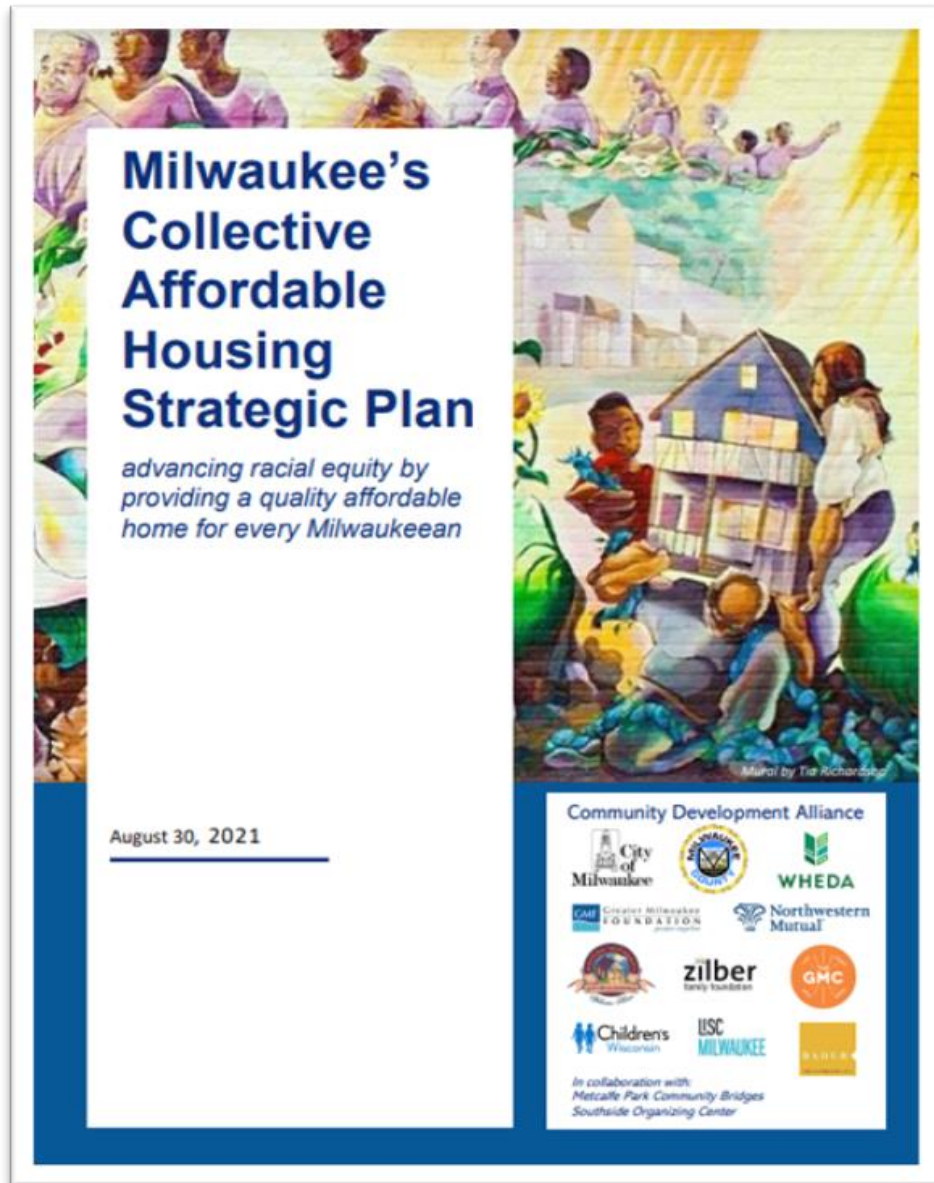
# Overview & Draft Plan Recommendations

*Community Development Alliance / Quarterly Allies Presentation*

3.19.2024





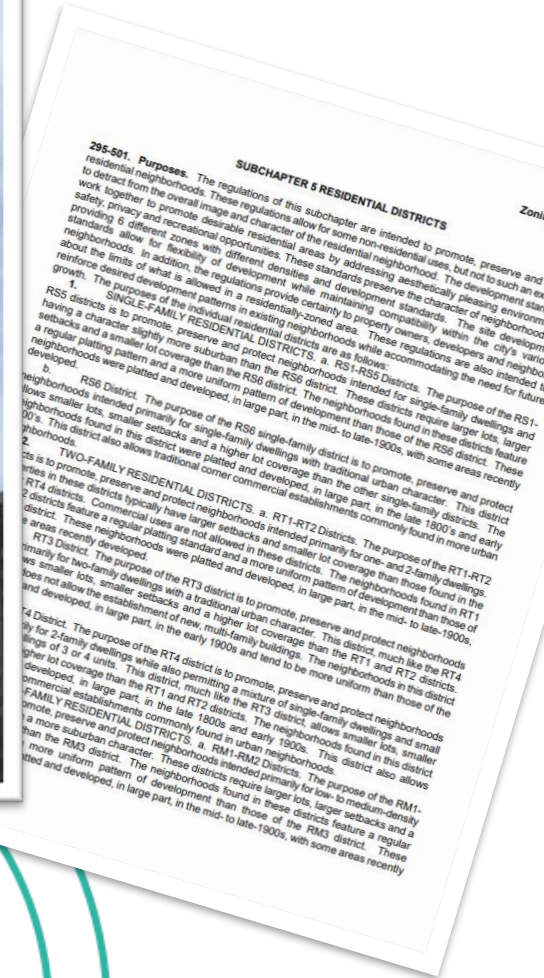
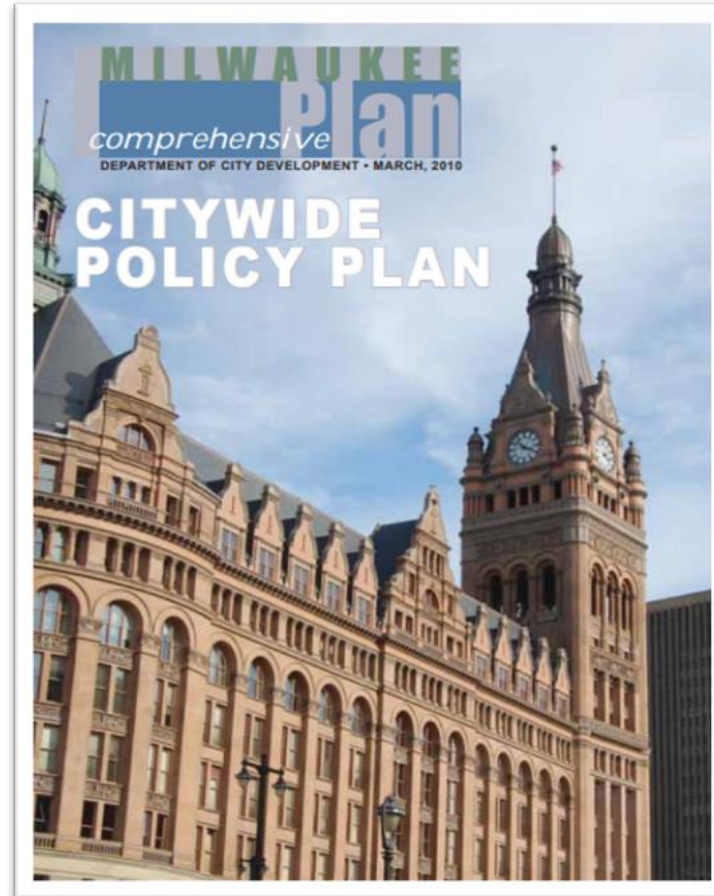


“At the heart of this Plan is the goal of **advancing racial equity by providing a quality affordable home for every Milwaukeean**...Changes to local zoning codes should be pursued that allow additional types of housing options and choices in a wider range of neighborhoods

*-Milwaukee's Collective Affordable Housing Strategic Plan (2021)*

# What is Growing MKE?

- A citywide planning process about housing
- **End Result?** proposed amendment the Citywide Policy Plan.
  - Will include policies and actions related to encouraging housing choice and growth
  - Recommendations to update the City's Zoning Code



# Why Growing MKE?



# We aren't starting from scratch....

Milwaukee's Zoning Code & Comprehensive Plan are tailored to support:

- walkable neighborhoods,
- mixed-use housing development, &
- housing choice.



**SUBCHAPTER 5 RESIDENTIAL DISTRICTS** Zoning 285-501

**Purposes.** The regulations of this subchapter are intended to promote, preserve and protect neighborhoods. These regulations allow for some non-residential uses, but not to such an extent as to detract from the overall image and character of the residential neighborhood. The development standards are intended to promote desirable residential areas by addressing aesthetically pleasing environments, different zones with different densities, and development standards. The site development standards are intended to provide certainty to property owners, developers and neighbors. In addition, the regulations provide certainty to property owners, developers and neighbors of what is allowed in a residentially-zoned area. These regulations are also intended to promote, preserve and protect neighborhoods while accommodating the need for future development patterns in existing neighborhoods.

**RESIDENTIAL DISTRICTS.** The purpose of the RS1-RS5 Districts is to promote, preserve and protect neighborhoods. The neighborhoods found in these districts feature slightly more suburban than the RS6 district. The neighborhoods found in these districts feature a more uniform pattern of development than those of the RS6 district. These districts feature a higher lot coverage than those of the RS6 district. These districts feature a higher lot coverage than those of the RS6 district. These districts feature a higher lot coverage than those of the RS6 district.

**RESIDENTIAL DISTRICTS.** The purpose of the RT1-RT2 Districts is to promote, preserve and protect neighborhoods. The neighborhoods found in these districts feature a higher lot coverage than those of the RT3 district. These districts feature a higher lot coverage than those of the RT3 district. These districts feature a higher lot coverage than those of the RT3 district.

**RESIDENTIAL DISTRICTS.** The purpose of the RM1-RM2 Districts is to promote, preserve and protect neighborhoods. The neighborhoods found in these districts feature a higher lot coverage than those of the RM3 district. These districts feature a higher lot coverage than those of the RM3 district. These districts feature a higher lot coverage than those of the RM3 district.



# Advancing Plan Recommendations and City Goals

"In this future I envision we will have one million residents and many more peaks to our skyline...[I will] **evaluate City zoning codes to support higher density development and economic growth.**"

*-Mayor Cavalier Johnson, Economic Prosperity Vision (2022)*

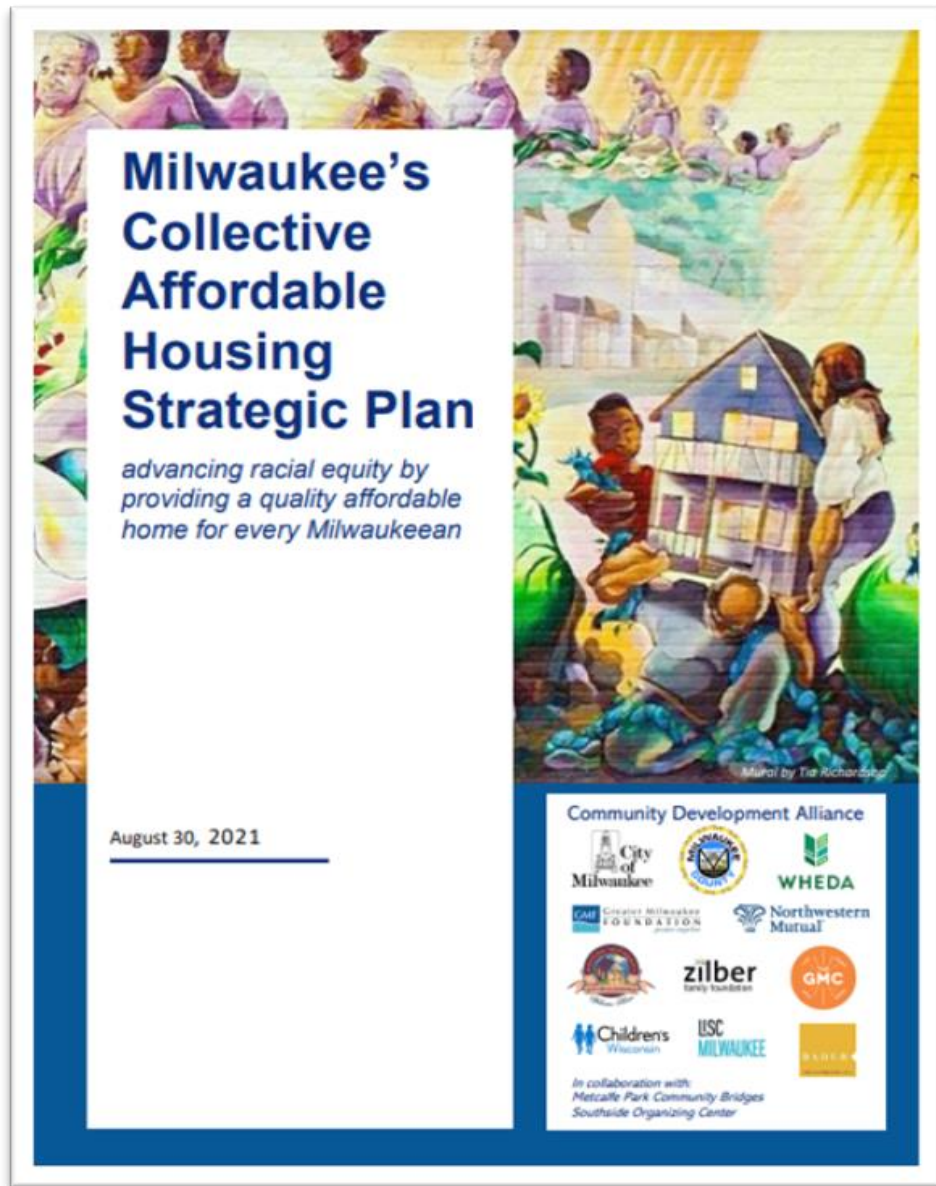




## Advancing Plan Recommendations and City Goals

**"Reduce Vehicle Miles Traveled: less parking, more transit oriented development; update zoning code to increase density (e.g. allow accessory dwelling units), eliminate parking minimums on development."**

*- Milwaukee's Climate and Equity Plan, (2023)*



# Advancing Plan Recommendations and City Goals

"At the heart of this Plan is the goal of **advancing racial equity by providing a quality affordable home for every Milwaukeean**...Changes to local zoning codes should be pursued that allow additional types of housing options and choices in a wider range of neighborhoods  
*-Milwaukee's Collective Affordable Housing Strategic Plan (2021)*





# Advancing Plan Recommendations and City Goals

“Cities must plan proactively for how to make it easy for people to move around and **embrace the growing demand for walkable urban neighborhoods...**

[Transit Oriented Development] 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. **Density is an Economic**

**Decision...** Updates to the City of Milwaukee zoning code will help facilitate the type of transit-oriented development envisioned by this Plan... Increase density... allow taller buildings... [and] creative enterprises in some residential districts.”

*-Equitable Growth through Transit Oriented Development Plan (2018)*



# **What is Zoning?**

## **Why are we talking about it?**



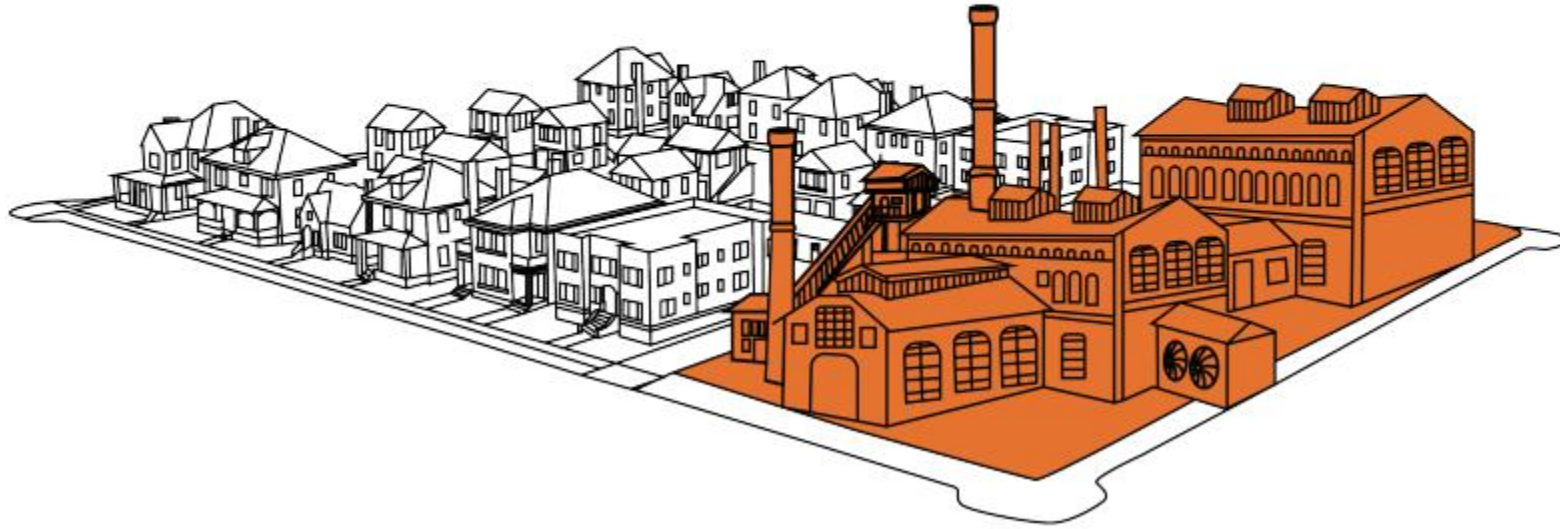
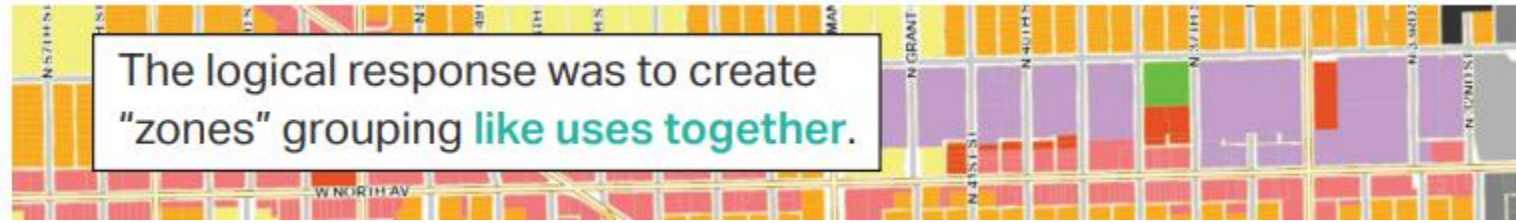
Zoning is a **relatively new concept**. Prior to the 1920s and 1930s, cities, towns and villages were built in similar ways **without it**. Patterns evolved organically to **meet basic needs**.



This compatibility allowed for a **diverse mix of housing types** that encouraged a **diverse mix of neighbors**.



But then the growth of industry brought **factories and other noxious uses** to the urban landscape.



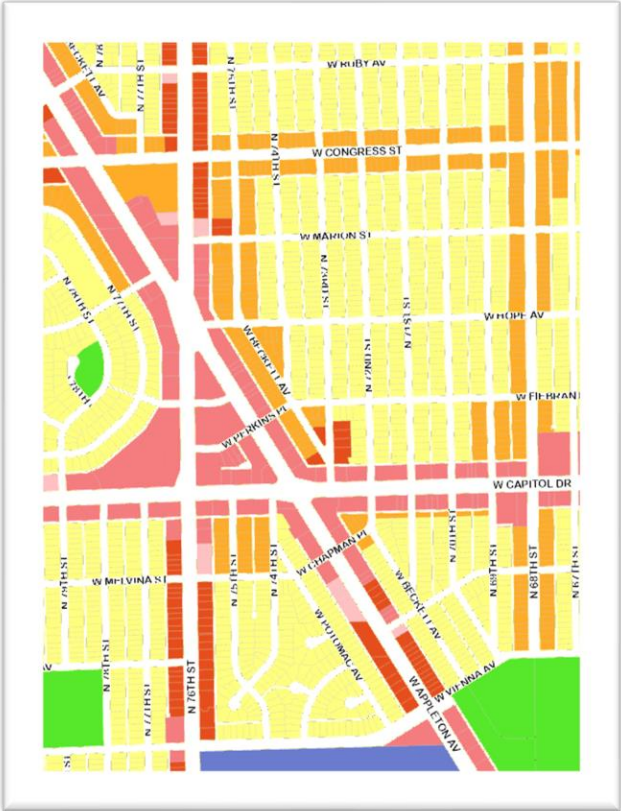
Historic housing types serving a diverse population are **no longer allowed** in most areas.



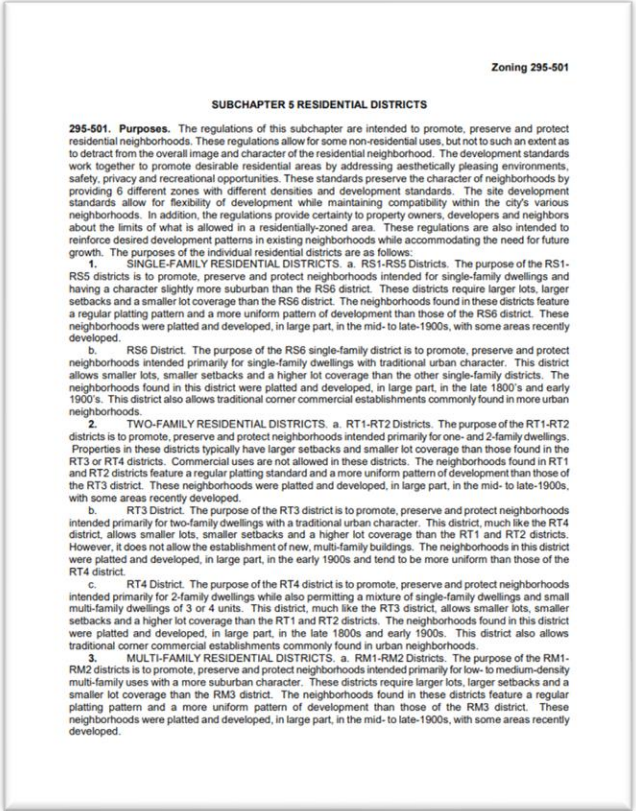


# Zoning Codes & Maps

- Zoning is a written document of rules and a map that shows what zone each piece of land is part of.
- Each zone has a unique set of rules that guide development – uses & sizes/shape of buildings.
- These zoning rules are laws adopted by the City’s Common Council.



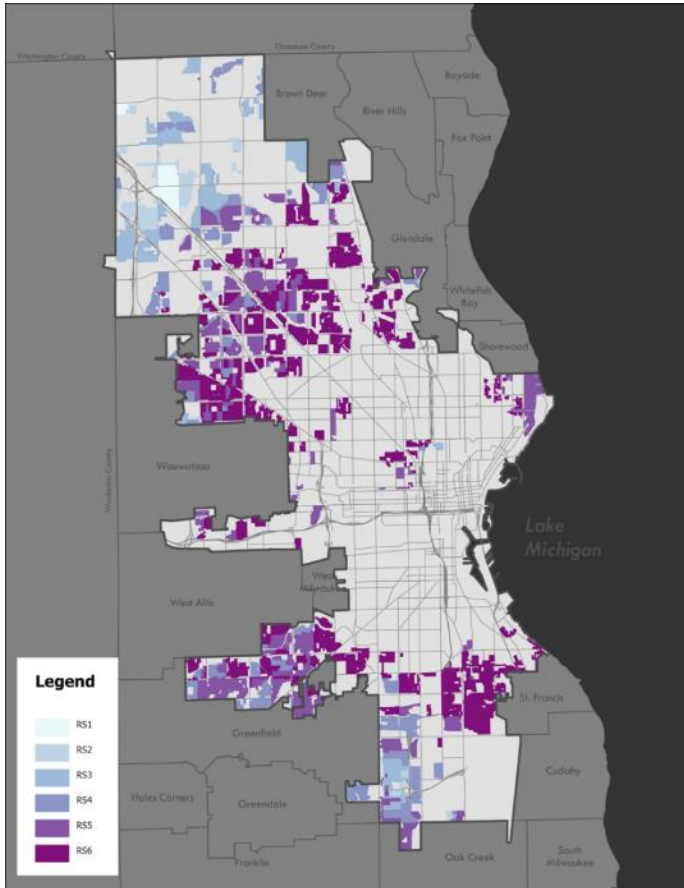
ZONING MAP



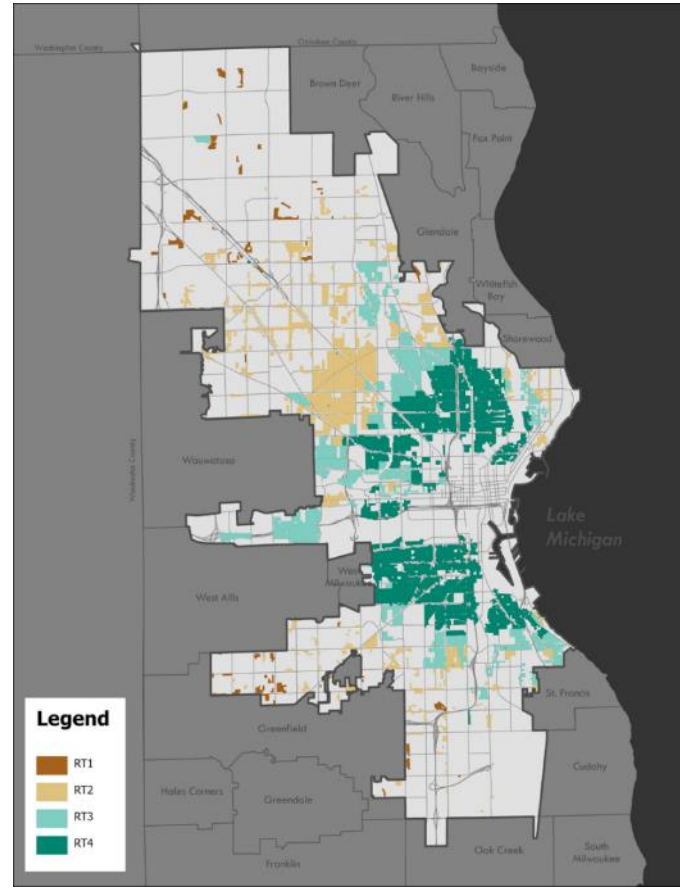
ZONING TEXT



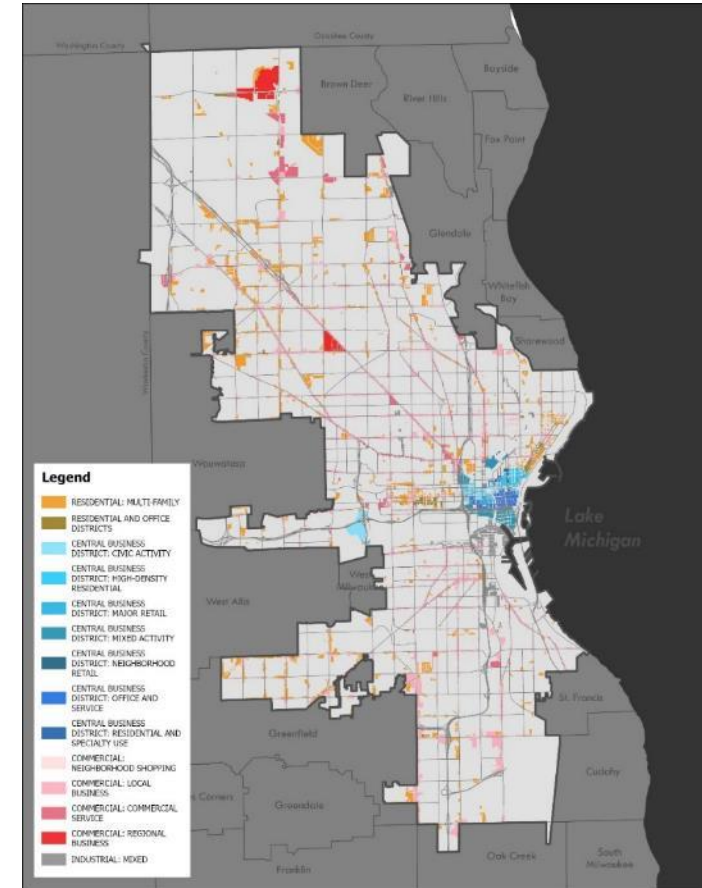
# What does zoning for housing look like in Milwaukee?



40% of residentially zoned parcels allow only one housing unit



More than 1/2 of residentially zoned parcels allow 2+ housing units, including areas of the City with the largest numbers of vacant lots



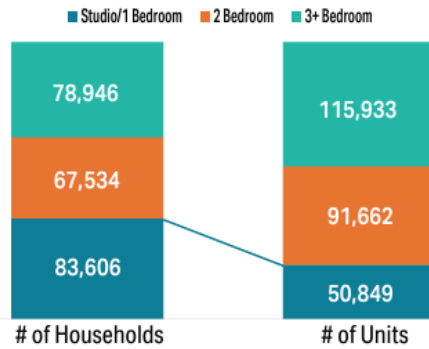
Multi-family housing is allowed in ALL commercial districts, corridors, and downtown.



## Despite lots of construction, Milwaukee still needs more 1-bedroom apartments

John Johnson - August 2, 2023 - Lubar Center / Milwaukee Area Project - 0 Comments

### Household Size vs. Unit Size



About 30,000 households that need a studio/1 bedroom housing unit are not able to find a unit of that size in Milwaukee.

# Market Trends



## Rent Increases In Wisconsin Among Top 10 in Nation

Demand outpaces supply in nearly every category, pushing prices higher and higher.



## America's Hottest Rental Markets at the Start of 2024: Miami Holds Leading Spot Amid Rising Competition in the Midwest

By Veronica Grecu - March 12, 2024

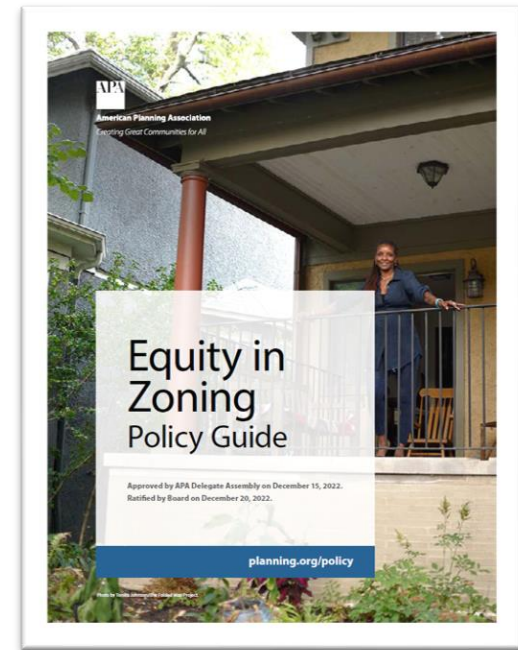


- The Midwest's shift from its "Rust Belt" past to tech and manufacturing has heightened its rental competitiveness, particularly in Milwaukee.

# Advancing Equity in Zoning

**“While fairer more inclusive zoning alone cannot end systemic racial and ethnic segregation, prevent the erosion of cultural communities that wish to remain intact, or dismantle long-established systems of privilege, it can be used as a tool to help achieve all of those goals.”**

***APA Equity in Zoning  
Policy Guide***

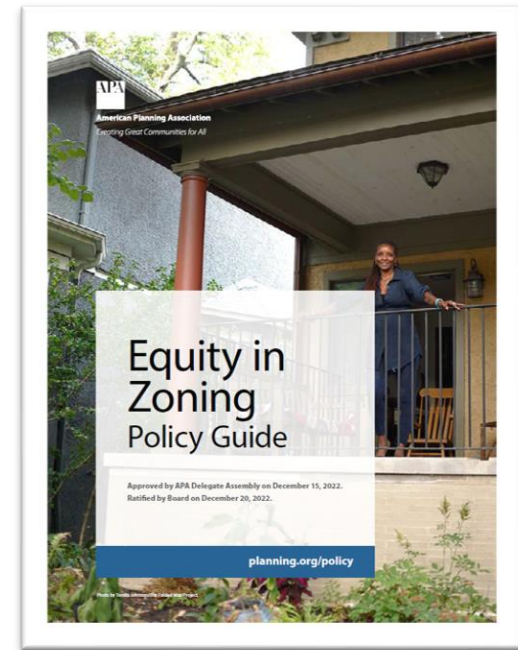




# Advancing Equity in Zoning

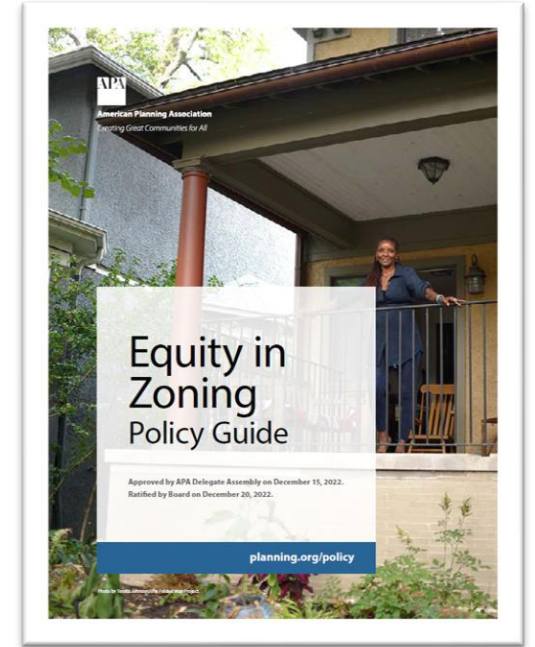
Growing MKE Plan recommendations incorporate several of the "substantive" recommendations in APA's Equity in Zoning Policy Guide:

- **ZONING DISTRICT - POLICY 1:** ...amend existing residential districts to allow more types of housing by right.
- **ZONING DISTRICT - POLICY 2:** ...allow a wider mix of residential and non-residential uses in existing zoning districts.



# Best Practices – Equity in Zoning (cont’d)

- **FORM AND DESIGN - POLICY 1:** Reduce or remove limits on single-household minimum lot size requirements for different types of housing and eliminate... [density]... standards.
- **FORM AND DESIGN - POLICY 2:** Reduce or remove limits on multi-household development density.
- **PERMITTED USE - POLICY 1:** ...expand the list of residential use types permitted ... to include one or more ... forms of non-traditional and “missing middle” housing.
- **PERMITTED USE - POLICY 2:** Allow accessory dwelling units (ADUs) without the need for a public hearing.





# Growth & Equity

Rigorous recent studies demonstrate that:

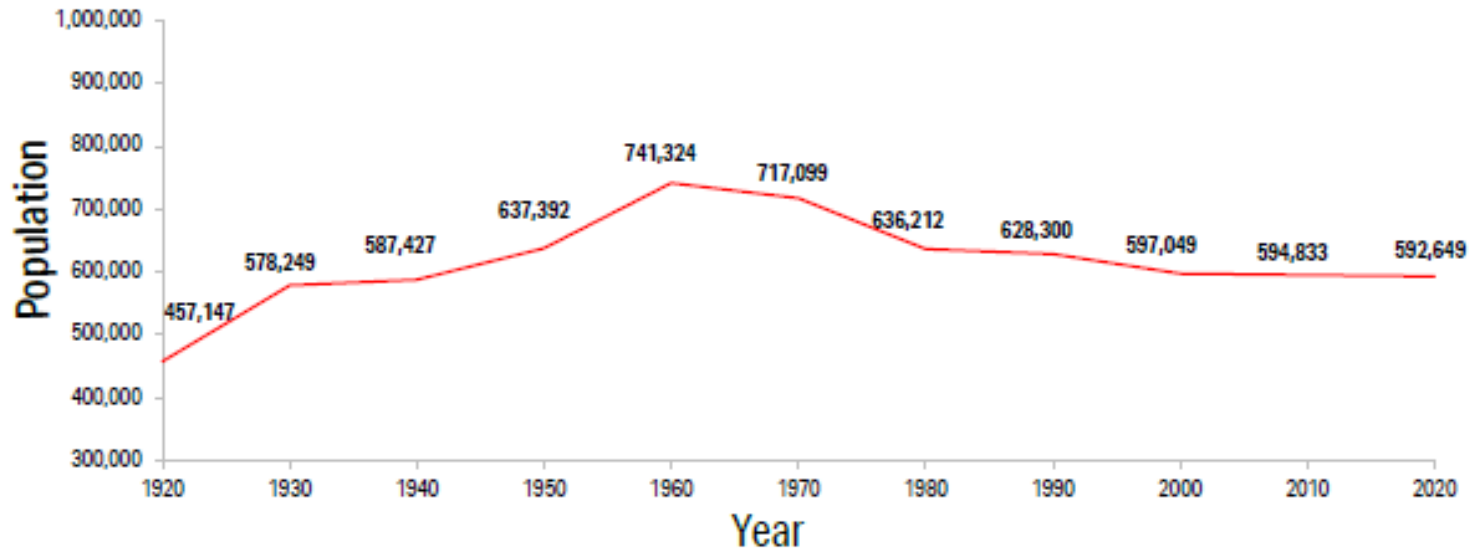
1. **Increases in housing supply slow the growth in rents** in the region;
2. In some circumstances, **new construction also reduces rents or rent growth** in the surrounding area;
3. The chains of moves sparked by **new construction free up apartments that are then rented (or retained) by households** across the income spectrum;
4. While **new supply** is associated with gentrification, it **has not been shown to cause significant displacement of lower-income households**; and
5. **Easing land use restrictions**, at least on a broad scale and in ways that change binding constraints on development, **generally leads to more new housing** over time, but only a fraction of the new capacity created because **many other factors constrain the pace of new development**.

# Density and Growth are Economic Decisions

Milwaukee's population reached its peak of 741,000 residents in 1960.

Since then, the city's population has declined to approximately 590,000.

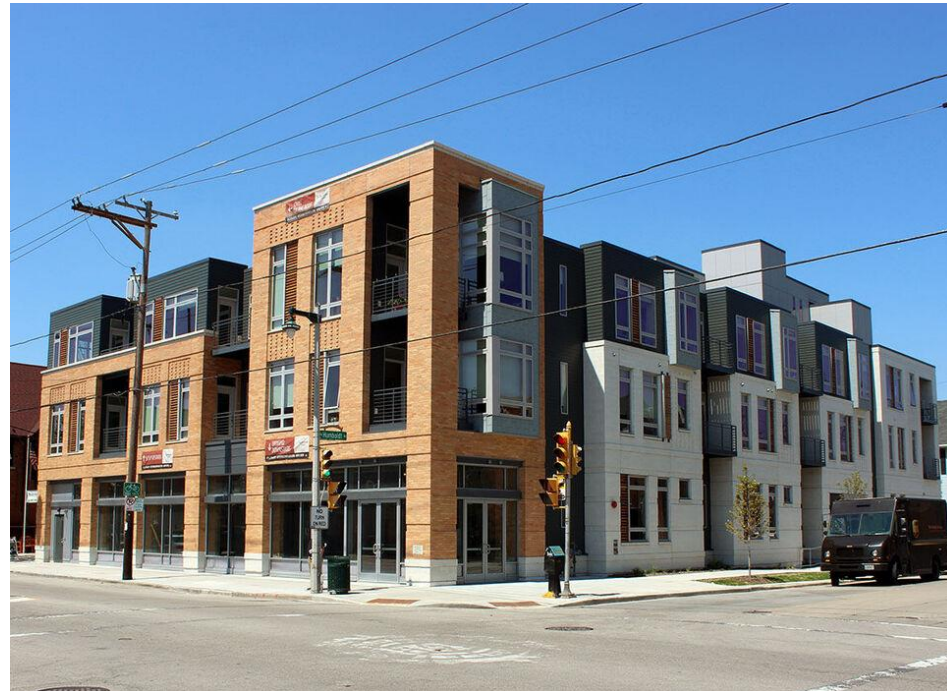
## Population Change in the City of Milwaukee, 1920 to 2020





# Density and Growth are Economic Decisions

- Recent developments with higher densities than currently allowed in majority of Milwaukee commercial districts generate **4-5x** more tax revenue than those with densities allowed under current code



# Density and Growth are Economic Decisions

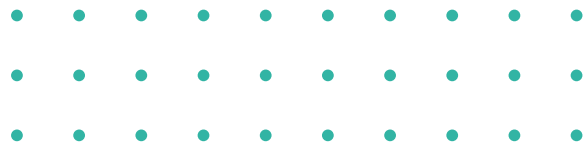
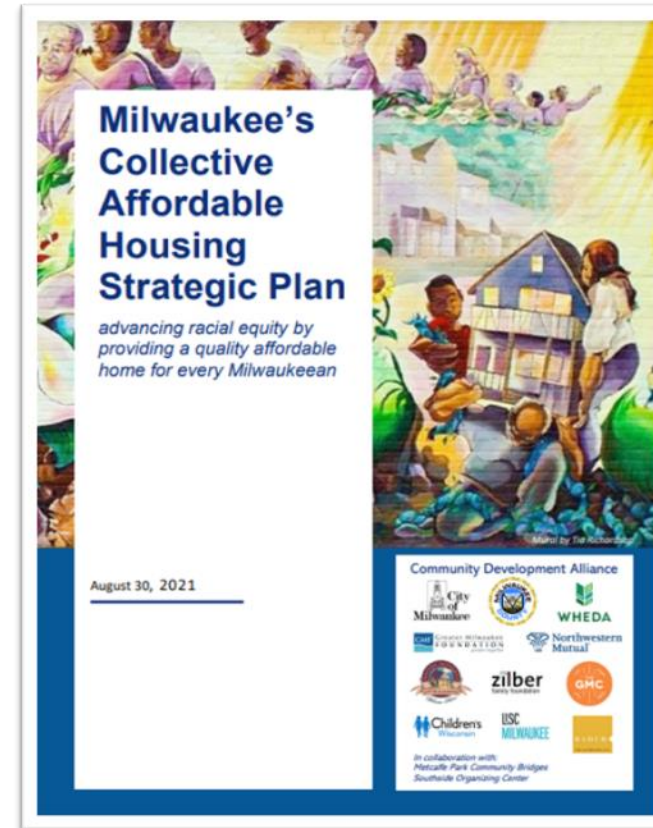
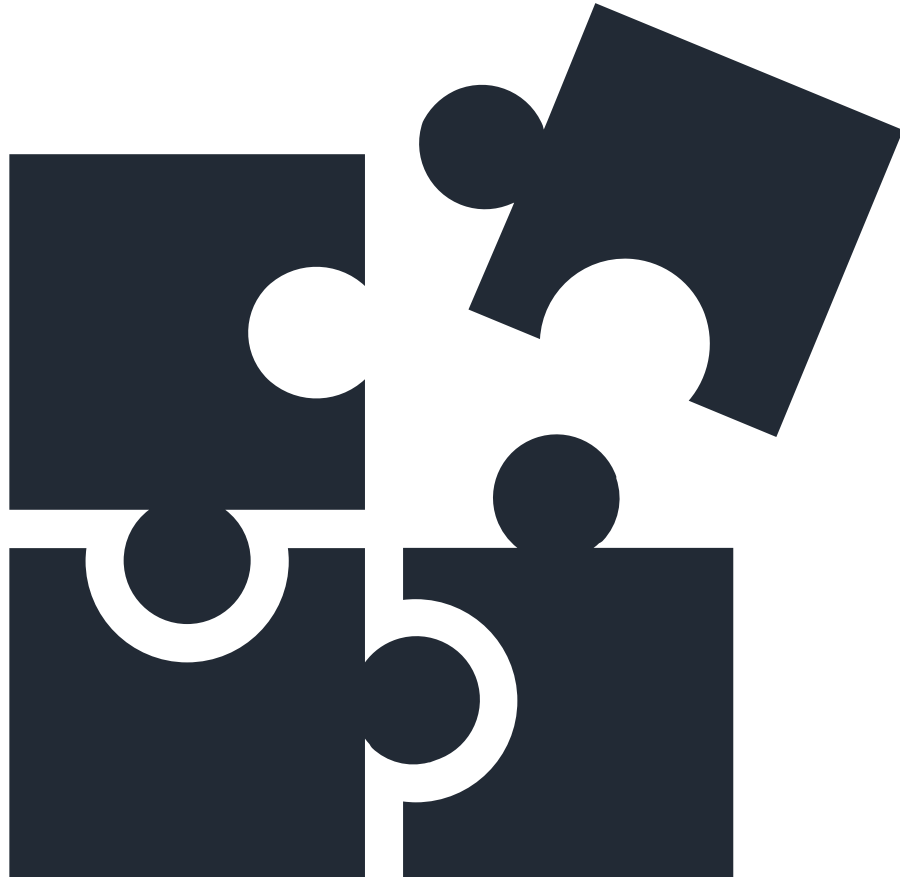
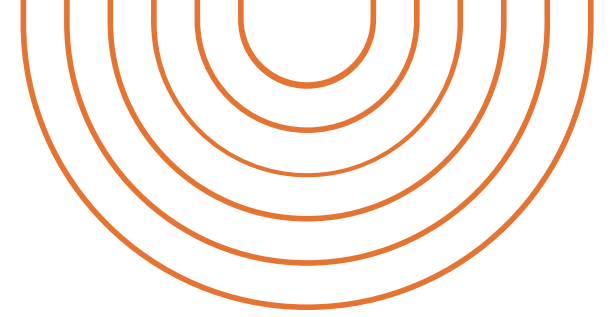
- Adding an ADU can increase property value by **~36%**





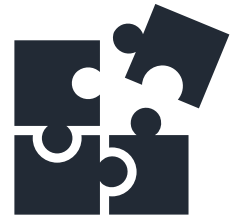


# This is just one piece of the puzzle





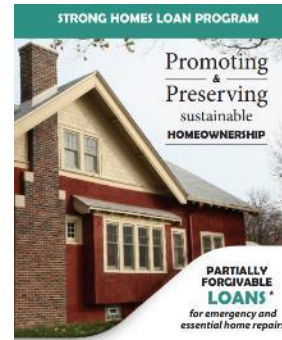
# Increasing and Preserving Black & Latino Homeownership



## Creating & Preserving Affordable Rental Housing

More than 15 new Tax Incremental Districts to support affordable housing developments.

**Anti-Displacement Preference Policy** for new City-assisted developments in neighborhoods at risk of displacement.





# In what ways does zoning currently impact your work?

(please respond in chat)





# Planning Process

# Overview of the Planning Process

## Phase 1: Develop Plan Amendment

## Phase 2

### Summer/Fall 2023 Part 1. Check-in & Set Goals

- ▶ Discuss the state of housing in Milwaukee & how zoning is a piece of the puzzle
- ▶ Check-in: Goals for housing have been set by numerous plans and initiatives. Is anything missing? How will we choose to grow?

### Winter 2023 Part 2. Draft Recommendations

- ▶ Continue to discuss how we will choose to grow
- ▶ Discuss draft recommendations for the plan amendment
- ▶ Recommendations will be based on feedback in Part 1 and previous planning efforts.

### Spring 2024 Part 3. Draft Plan

- ▶ Development and public review of the full draft plan amendment
- ▶ A final draft amendment will be proposed for adoption by Common Council in 2024.

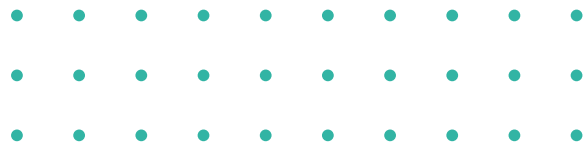
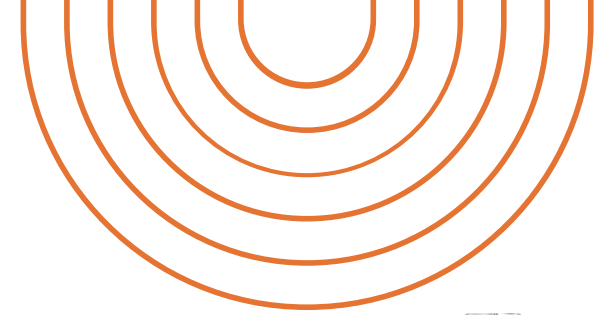
### 2024/25 Implementation

- ▶ After the plan is adopted by Common Council, staff will work on updates to the Zoning Code.
- ▶ Each update to the Zoning Code will also need to be adopted by Common Council.

# Collaborative Process



- Lead: City of Milwaukee, Department of City Development
- Support: Zoning Analysis Consultant
- Support: Engagement Consultant
- Community Advisory Committee
- Technical Advisory Committee
- City of Milwaukee Technical Staff Advisors



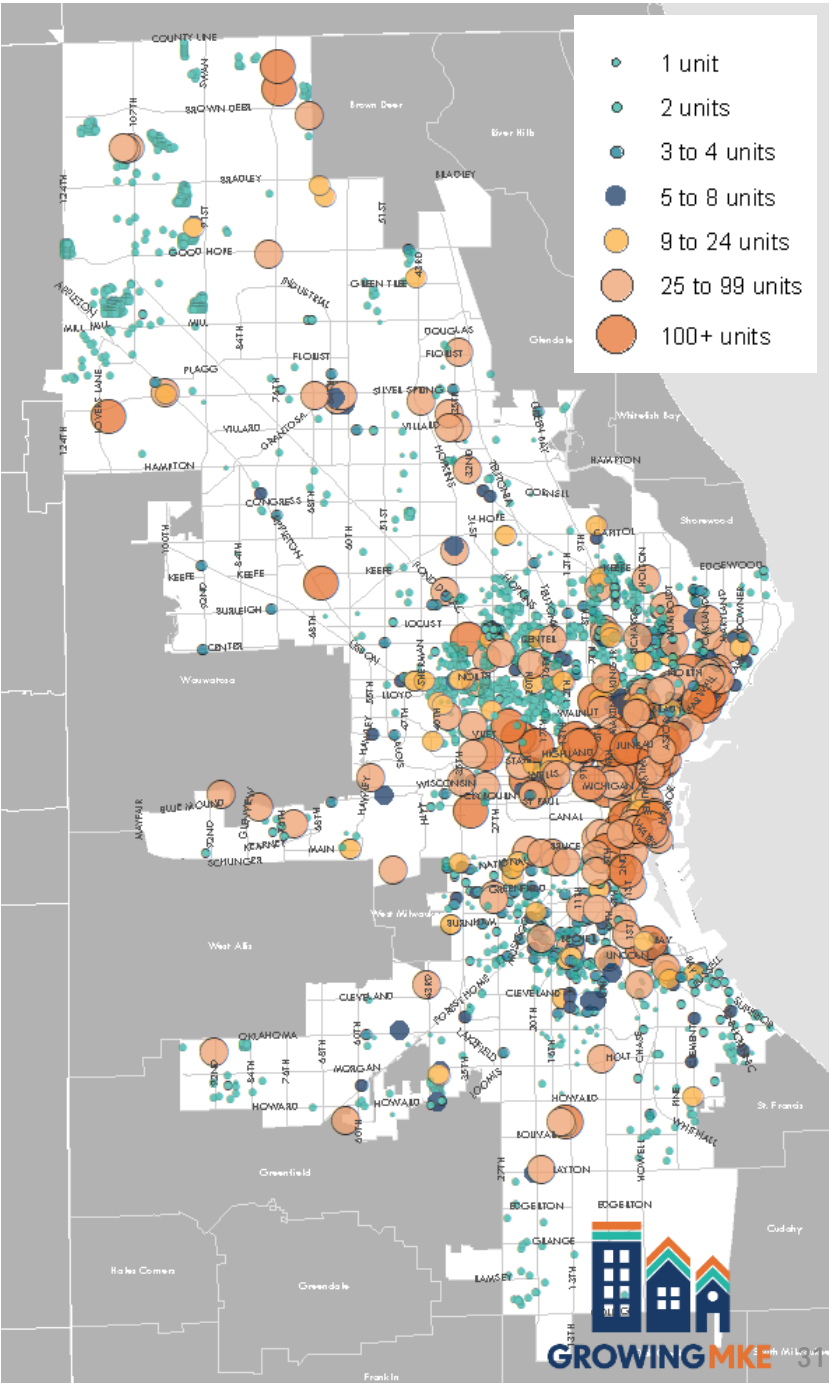
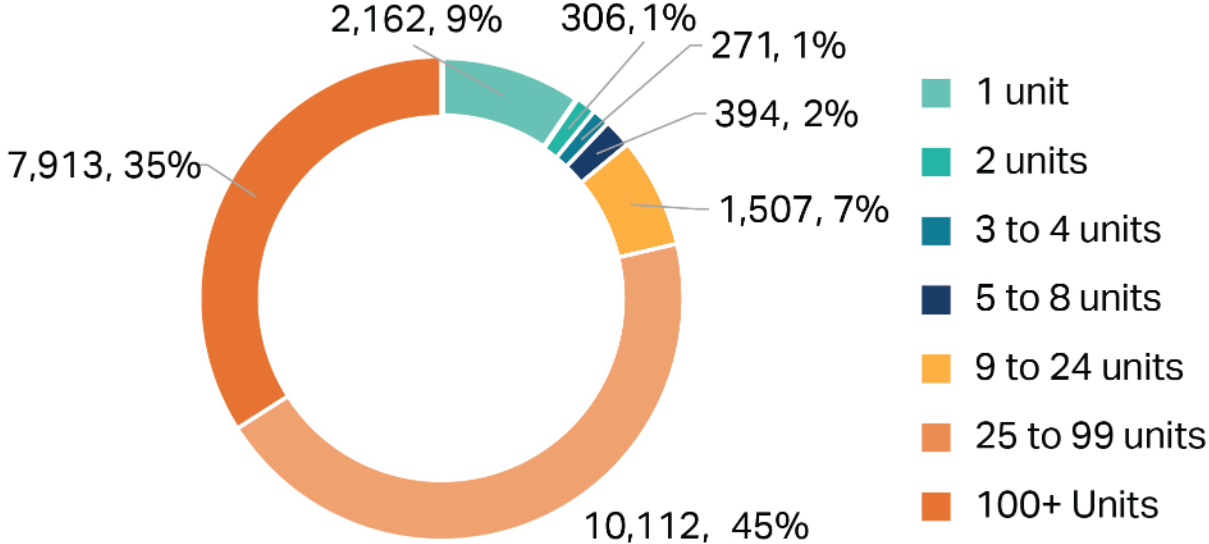


# Existing Conditions

# New Development: Two Decades of Housing Development

- New development from 2002 to 2023:
  - Includes all housing units built from ground up, alterations, additions, residential units)
  - Roughly 2,950 new developments with 22,670 housing units (and at the same time, about 9,800 housing units were lost)
  - Many single family homes and larger multi-family homes newly constructed

**New Development by Housing Units, 2002 to 2023**



# What We've Heard So Far



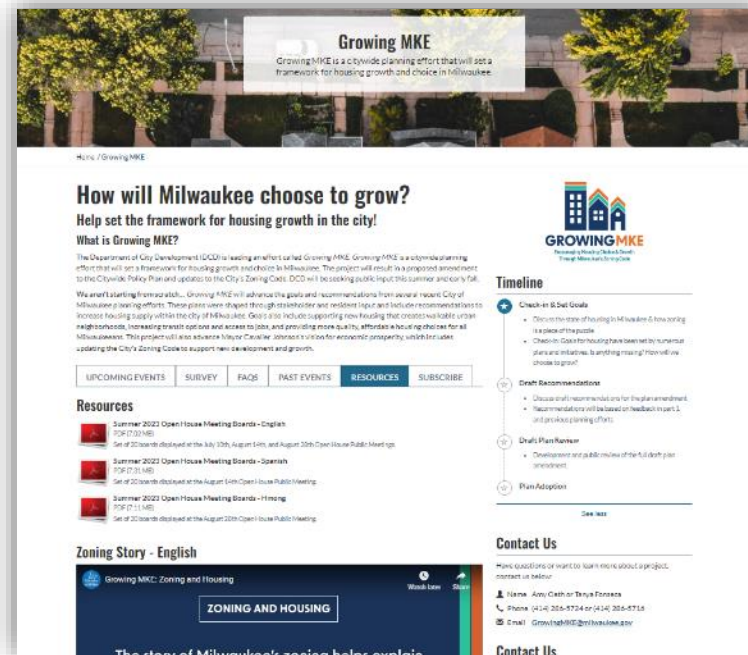
# 2023 Engagement

In-person - engaged directly with over 1100 people through...

- 22 "Office Hours" at libraries
- 5 Evening Open Houses
- 13 Pop-ups at events – Farmers' Markets & Community Festivals, etc.
- 6 Pop-ups at Senior Centers
- Focus Groups – residents, developers, designers

## Online

- 3,535 website visitors (as of 2/25/24)
- Survey respondents – over 750 for 1<sup>st</sup> survey and over 250 for 2<sup>nd</sup> survey



Engagement support and partnership from AARP and Community Development Alliance!







# Growing MKE Goals

## Housing Choice & Equity



Everyone, regardless of age or ability, has healthy, stable housing that they can afford.

## Economic Development



Milwaukee is an economically resilient with family-supporting jobs, and a strong tax base to support City services and thriving businesses.

## Walkable & Connected



Milwaukee is a city of vibrant neighborhoods with amenities that can be reached by foot, bike or transit.

## Sustainable & Resilient



Housing stock is resilient and new development helps reduce our carbon footprint through building design and location.

## Healthy & Thriving



Housing stock is healthy, and neighborhoods are safe with jobs and resources within a close distance.



# Recommendations

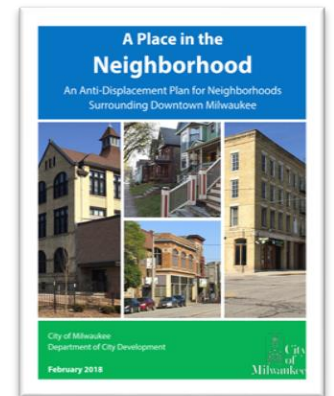
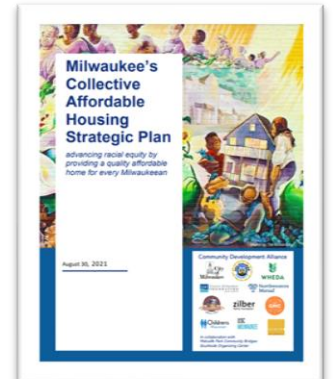
# Plan Amendment Policies

Increase Housing Choice & Access

Social Connections & Health

Neighborhood Development & Urban Design

Walkable Neighborhoods & Transit-Oriented Development







How do we  
encourage  
more housing  
diversity  
in more  
neighborhoods?



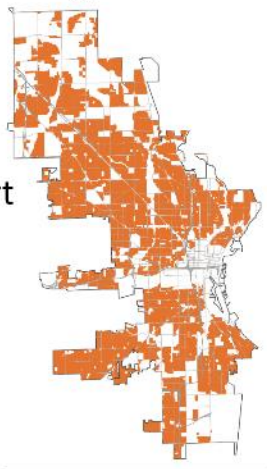
# Recommendation #1: Update the zoning code to allow more types of neighborhood-scale housing in more neighborhoods.

In summary, that means...



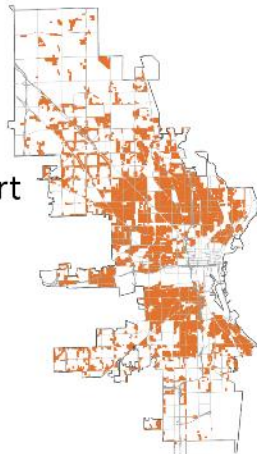
## In all residentially zoned areas, allow:

- ▶ Single Family home
- ▶ Accessory Dwelling Unit
- ▶ Townhouse
- ▶ Duplex
- ▶ Triplex
- ▶ Cottage Court



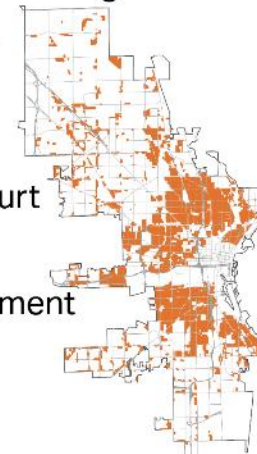
## In residential areas where duplex or other multi-unit housing was permitted historically, allow:

- ▶ Single Family home
- ▶ Accessory Dwelling Unit
- ▶ Townhouse
- ▶ Duplex
- ▶ Triplex
- ▶ Cottage Court
- ▶ Fourplex



## In denser residential areas where a wider mix of styles already exists and near transit, allow:

- ▶ Single Family home
- ▶ Accessory Dwelling Unit
- ▶ Townhouse
- ▶ Duplex
- ▶ Triplex
- ▶ Cottage Court
- ▶ Fourplex
- ▶ Small Apartment Building



Let's look at Recommendation #1 in a bit more detail...

# Recommendation #1-A

In all residentially zoned areas, allow:

- ▶ Single-family Homes
- ▶ Accessory Dwelling Units
- ▶ Townhouses
- ▶ Duplexes
- ▶ Triplexes
- ▶ Cottage Courts



Single-Family



Accessory Dwelling Unit



Townhouse



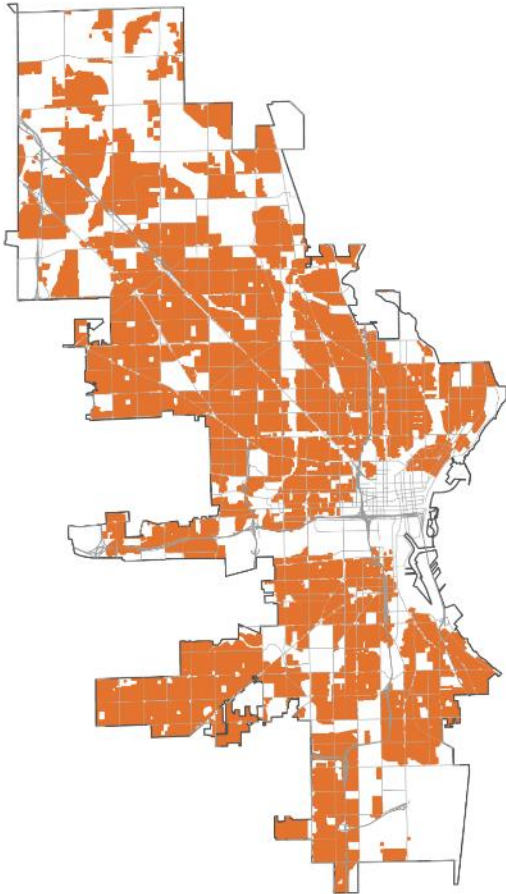
Duplex



Triplex



Cottage Court



▲ This map includes the RS1-6, RT1-4, RM1-6, and RO1-2 zoning districts

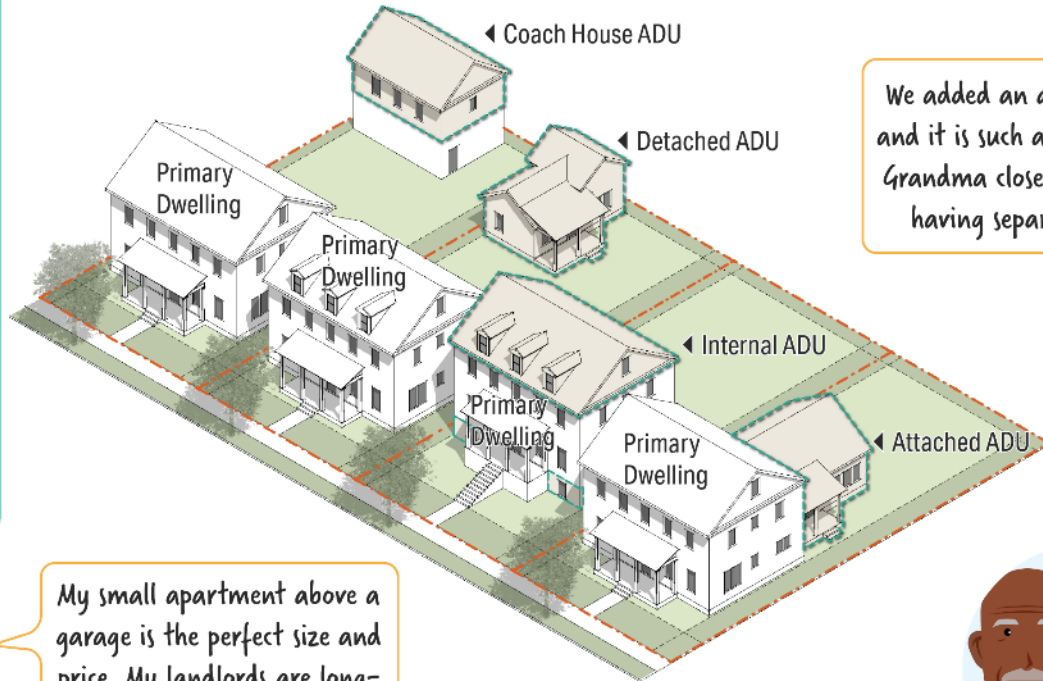


# Recommendation #1-A continued

## Accessory Dwelling Units – “ADUs”



**Accessory Dwelling Units can work for just about everyone!** Upsizing, downsizing, just starting out, single, divorced, or widowed. Families, adult children, aging parents, and extended family. ADUs can also provide additional income for homeowners.



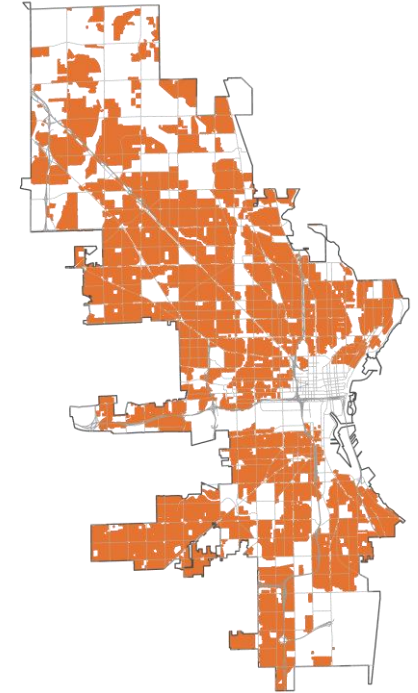
We added an attached ADU, and it is such a relief to have Grandma close by while also having separate spaces.



We are so happy to stay in our neighborhood! We were able to downsize into an accessible ADU in and rent the main house to a family.



My small apartment above a garage is the perfect size and price. My landlords are long-time Milwaukee residents and have welcomed me to the city.

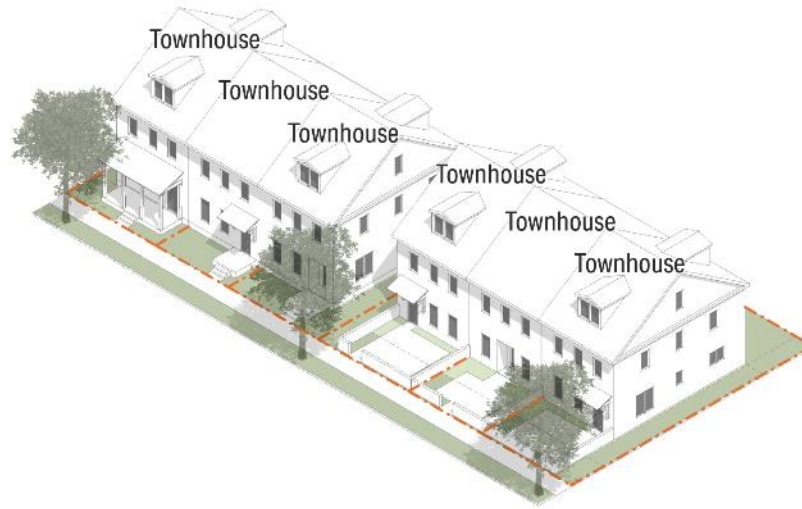




# Recommendation #1-A continued

## Townhouses

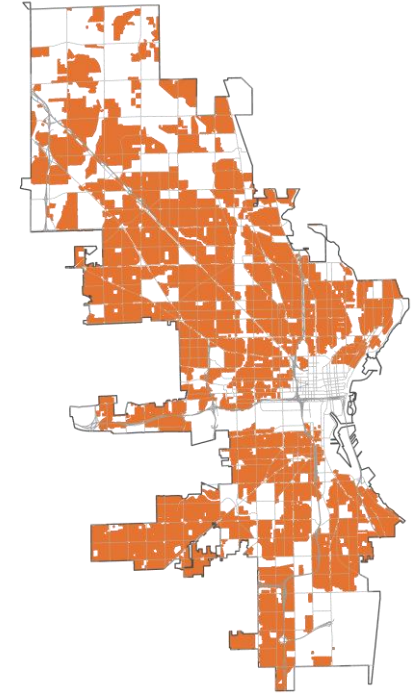
**Townhouses work for most types of households.** They can be owned or rented. They are more affordable due to reduced land, utility, and maintenance costs.



I love my townhouse!  
Limited yard space  
allows me to spend  
less time landscaping  
and more time  
with my kids.

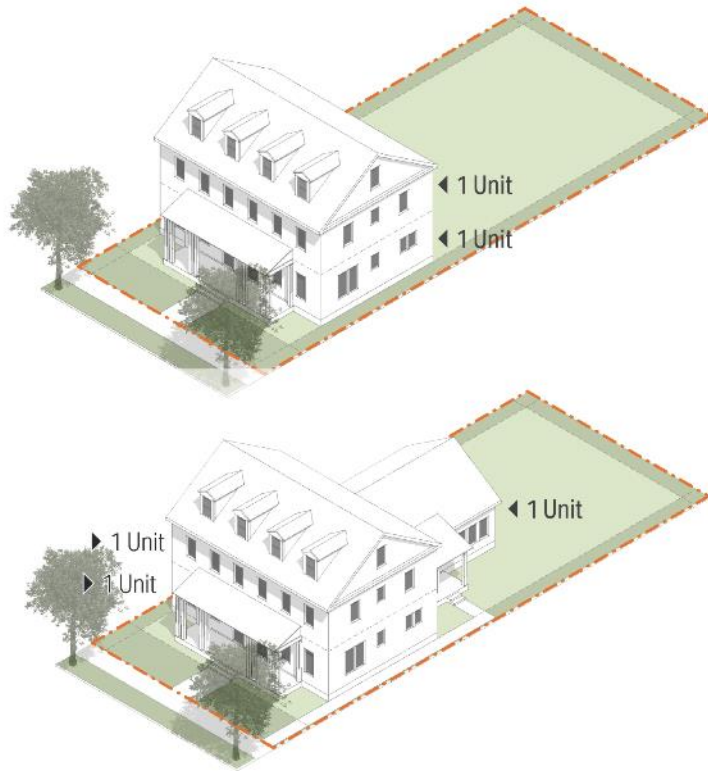


We thought this townhouse  
would be our starter home,  
but it's turned into our  
forever home. We love being  
close to transit and spending  
time in our front garden.



# Recommendation #1-A continued

## Duplexes & Triplexes



Duplexes and triplexes work for many household types, including first-time homeowners, 1-person households, families, extended families, and those with aging parents. There is also potential to support a mortgage with rental income.

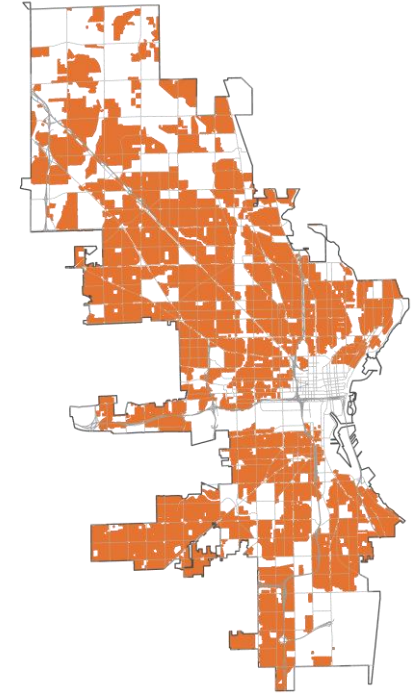
When we retired, we made our duplex rental property our primary home. We've reduced our housing expenses by renting out the upstairs unit for a little extra income.



I still needed a place to stay, 3 weeks before school started. I'm glad I found the perfect room in a triplex near campus, for a price I could afford.



Our duplex was more affordable than a single-family home because the rental income helped us afford the mortgage. Later on, we could also use the other unit for extended family.

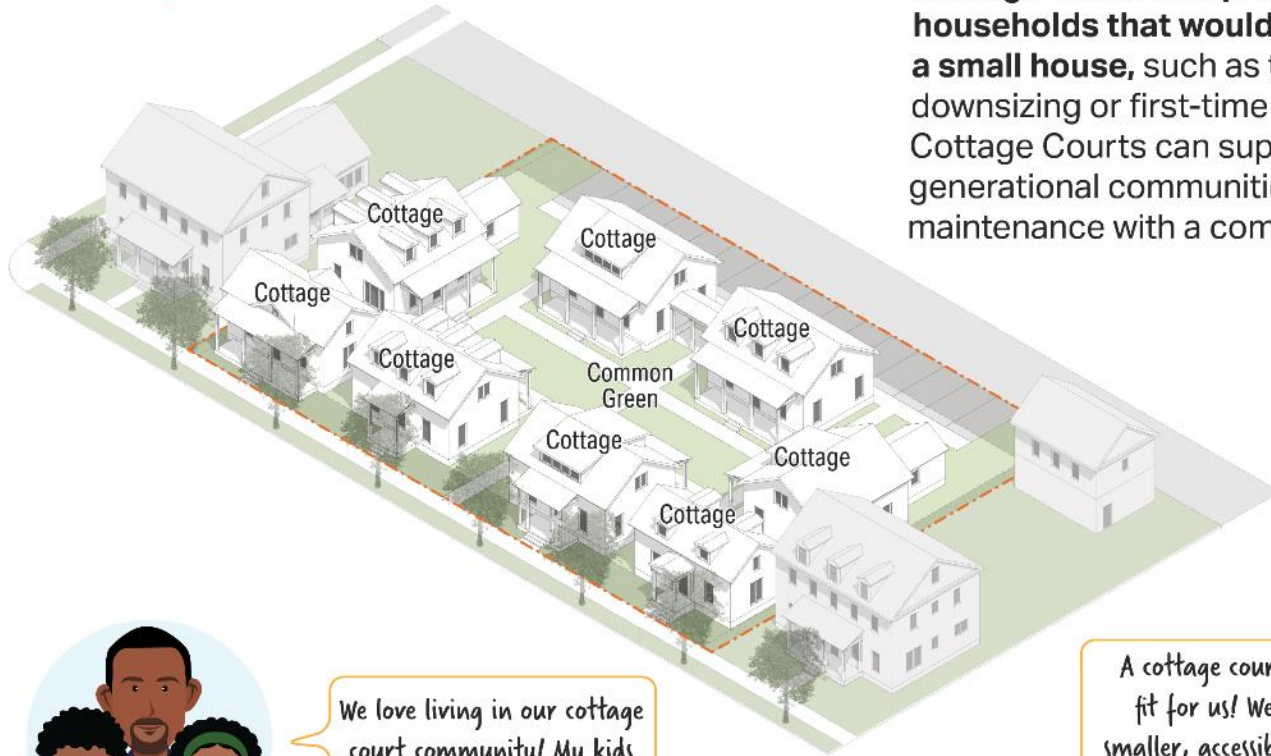
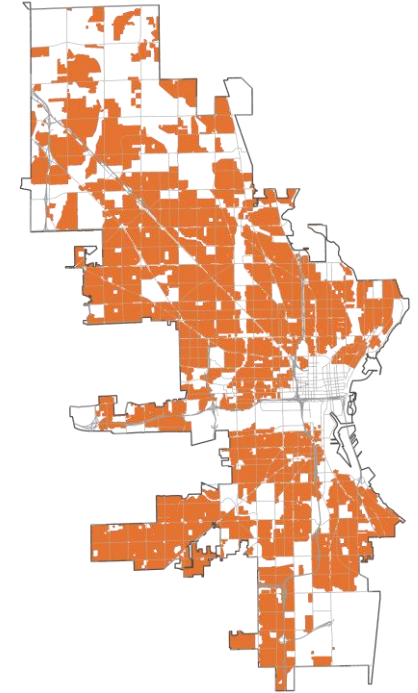




# Recommendation #1-A continued

## Cottage Courts

Cottage courts are perfect for households that would like to live in a small house, such as those who are downsizing or first-time homeowners. Cottage Courts can support multi-generational communities and reduce maintenance with a common green.



We love living in our cottage court community! My kids have a safe place to play with the neighbor kids.

A cottage court is a great fit for us! We wanted a smaller, accessible home with lower maintenance and a close-knit community.



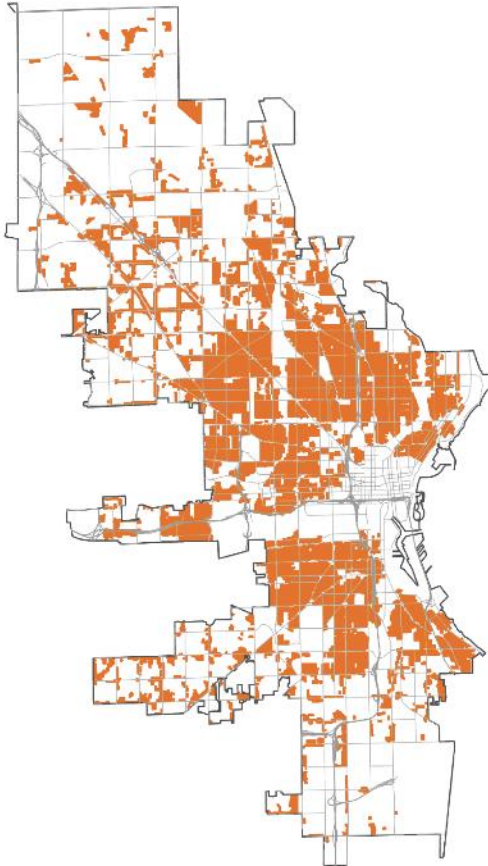
My new cottage is perfect! I didn't need much space, but I wanted my own front porch. I am excited to work in the community garden this summer!





# Recommendation #1-B

In residential areas where duplex or other multi-unit housing was permitted historically, allow fourplexes.



▲ This map includes the RT1-4, RM1-6, and RO1-2 zoning districts.

## Fourplex



Fourplexes fit within the scale of a neighborhood and provide affordability through a variety of unit sizes. They are usually close to amenities that are only a short walk or transit ride away – reducing transportation costs.

I love living by myself, and my unit is the perfect size for me. Plus, my church and workplace are just a quick walk away.



We love living in a smaller, more affordable unit that is just a short walk to our favorite coffee shop, park, and grocery store.

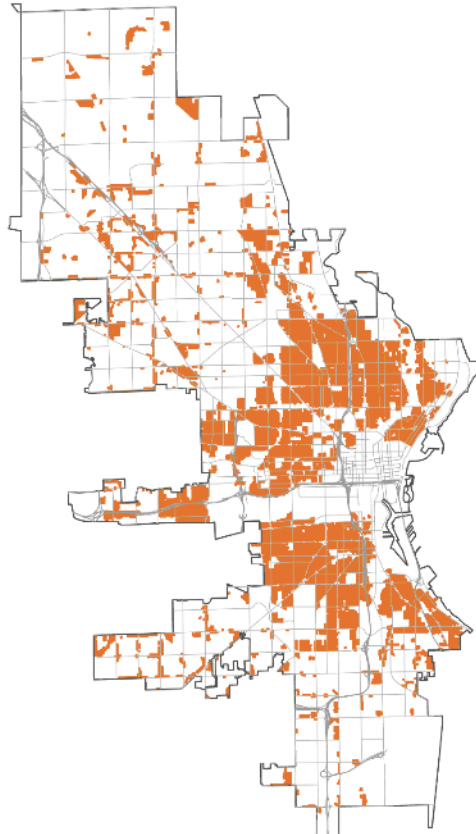


This fourplex is perfect! It's a good affordable size as I start my career, and it's easy to take the bus to work.



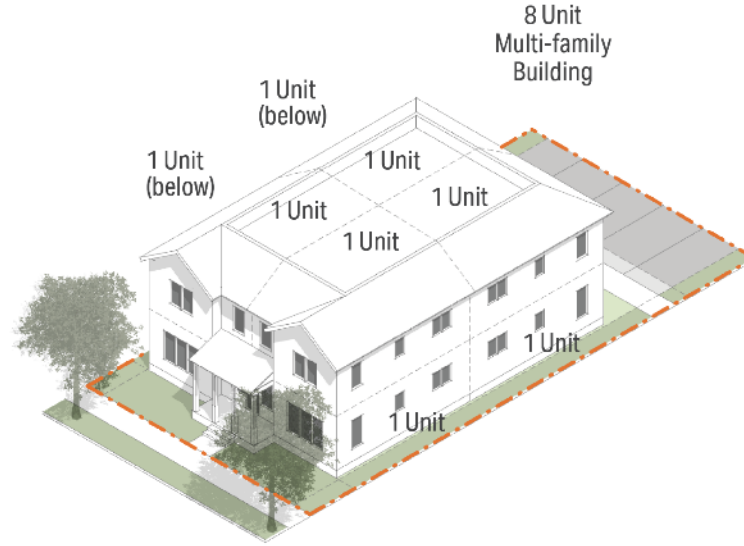
# Recommendation #1-C

In denser residential areas where a wider mix of housing styles already exists and near transit, allow Small Multi-Family Buildings.



▲ This map includes the RT3, RT4, RM1-6, and RO1-2 districts

## Small Multi-family Buildings



Small multi-family buildings provide affordability in a variety of unit sizes and fit in many neighborhoods. They are usually close to amenities which reduces transportation costs.

We have a first-floor accessible unit in small multi-family building near a park. It's a great fit for us!

I enjoy that it is just me and my dog, so a smaller, affordable unit close to the oak Leaf Trail is perfect for me!





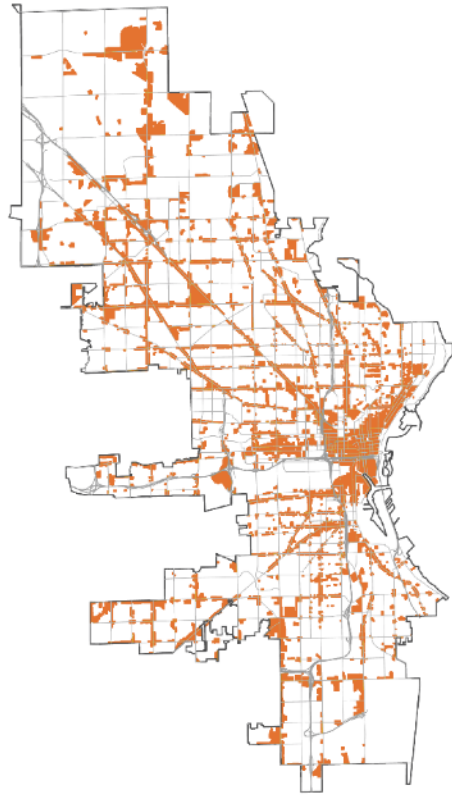


How else do we encourage housing diversity in more areas of the city?



# Recommendation #2: Encourage more housing opportunities in multi-family & commercial zoning districts

**How?** Adjust the zoning code to remove barriers to new housing on business corridors and multi-family zoning districts. **Rely on height limits, setback requirements, and design standards instead of mathematical equations** to control the number of housing units.

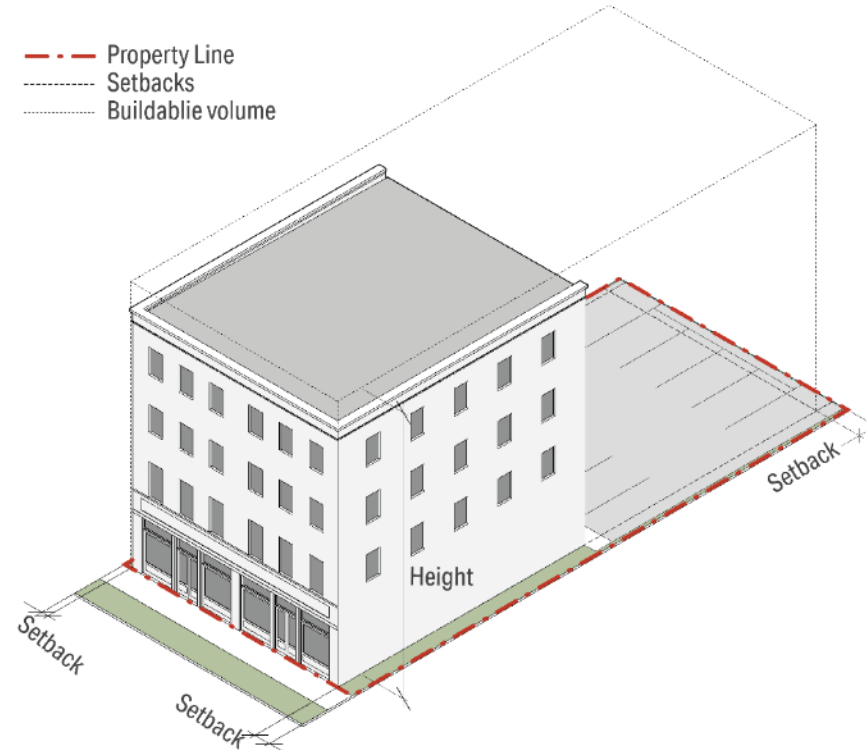


▲ This map includes the zoning districts that currently allow multi-family buildings - RM, RO, Commercial Districts, Downtown, and IM

## Multi-Family Buildings

**Setbacks, height limits, and design standards, provides predictability** for how a building will look.

- Property Line
- Setbacks
- ..... Buildable volume



**Multi-family buildings can provide affordability in a variety of unit sizes.** They are usually close to amenities which reduces transportation costs. When multi-family buildings are near businesses there are more customers to support those businesses.

We live in a 2-bedroom unit building with an elevator, where we can easily get to the park & grocery store. We love entertaining our family and friends here.



I live in a studio unit on my own - I love the neighborhood, building amenities, and the ability to travel without worry.







How do we  
make sure new  
development  
supports  
walkable  
neighborhoods?

# Update current design standards **to enhance livability.**

**Recommendation #3: Update the Zoning Code to make sure that building design standards support walkable urban neighborhoods and quality design.**

Facades

Windows

Composition

Building Widths

Parking Structures



# Process



## USER-FRIENDLY PROCESS

**Enhance customer service:** Process is efficient, fair, and responsive to current needs and goals for housing growth, choice, and predictability.

- Streamline review for certain types of approvals (e.g. DPD Minor Modifications)
- Increase accessible tools for applicants (graphical flow charts, etc.)
- Establish dedicated Zoning Section



# How do you see these changes impacting your work?

(please respond in chat)







# Do you have concerns?

(please respond in chat)



# How to stay engaged and give input

- Sign up for the email list at:

[engage.milwaukee.gov/GrowingMKE](https://engage.milwaukee.gov/GrowingMKE)

- Follow us on social media - @MilwaukeeDCD   

- Stay tuned for opportunities to provide feedback on the Draft Plan this Spring

- Talk to your friends and neighbors about this project and encourage them to participate.



# Thank you!



[growingmke@milwaukee.gov](mailto:growingmke@milwaukee.gov)

[engage.milwaukee.gov/GrowingMKE](https://engage.milwaukee.gov/GrowingMKE)



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