



# Fond du Lac and North Neighborhood Comprehensive Plan

## Appendix C: National Projects

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PLANNING AND DESIGN INSTITUTE

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**NATIONAL TRENDS AND MODELS: Housing**

**Project Name:** Garibaldi Square

**Location:** Chicago, Illinois

**Date Project Completed:** March 1990



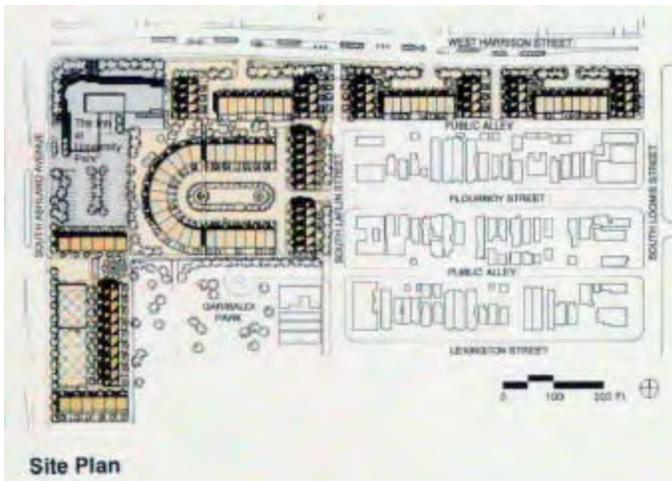
**Context of the Project Site**

Garibaldi Square covers 7.5 acres at a major intersection about two miles from the heart of downtown Chicago. Directly to the west is a medical center, including three major hospitals; a 300 unit apartment complex is located to the north; to the south and west of the development are established residential neighborhoods with a mix of working-class Italian families, students, medical personnel and other professionals working downtown. An Inn is located on one corner of the site and a park on another corner. The site was acquired by the City of Chicago in the late 1960's and cleared as part of an urban renewal program. Until 1987, when it was purchased by the development company, it was used as a parking lot for the medical center.

**Impetus for the Project**

The project involved three goals.

1. Develop a financially successful urban residential project
2. Work with active community groups to ensure that the project was compatible with and enhanced the existing urban fabric—spur additional development and renovation in the area (new development was needed to stabilize the community)
3. Lend support to the medical center adjacent to the proposed site by offering housing and other services to the center's faculty, staff and visitors



## Action Taken

To draw the desired middle and upper-income homebuyers to the area, a high-quality, attractive product at a competitive price was planned. Because of the reasonable land cost, the developers were able to relax densities and provide amenities uncommon in urban housing. A mix of product also had broad market appeal. New houses were designed that were comparable in size, scale and design to existing ones. Suburban amenities like open greenspace, off-street parking and a high level of security were integrated into the project while being distinctly urban. The project was built in three phases: Phase I consisted of 48 three-story townhouses with greenspace courts separating the houses from the street and creating limited-access drives leading to ground-level garages; Phase II included a crescent of 38 townhouses; Phase III included 42 condominium units with first-floor garden apartments and two-story townhomes above.

## Outcome of Project Actions

The built project includes a high-density urban residential community on 6.5 acres just west of downtown Chicago. The development consists of 86 fee simple townhouses and 42 condominiums with high quality public greenspace, private garages and high quality designed units. Low land costs provided affordable housing prices.

The architect used similar materials as surrounding houses so it fit in with the context of the neighborhood. All units are three stories with patios, individual entrances and entry-level garages for privacy and security.

Site Area: 6.5 acres  
 Total Dwelling Units: 128  
 Gross Density: 19.7 units/acre  
 Maximum Number of Stories: 3

Total Parking Spaces: 252  
 Uncovered: 108  
 Garage: 144

## Potential for Milwaukee

New residential developments can succeed in marginal urban areas if the developer and the community can wait until the market is ready to absorb the product. Developments of high-quality housing can spur surrounding renovation and development by inspiring confidence in the viability and overall improvement of the

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neighborhood. This type of development can be applied where sites can be clustered or contiguous vacant land can be utilized.

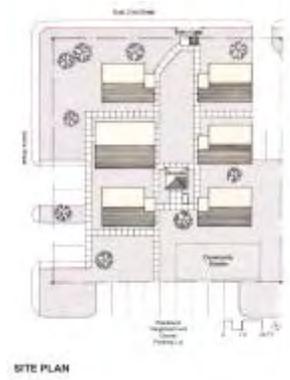
*Source: [www.uli.org](http://www.uli.org)*

## NATIONAL TRENDS AND MODELS: Housing

**Project Name:** Shaw Village

**Location:** Austin, Texas

**Date Project Completed:** July 1987



### Context of the Project Site

Shaw Village is located on an 18,850 square foot lot, leased from the city, that occupies a quarter of a city block. The University of Texas owns vacant lots on the eastern half of the block; Blackland Community Development Corp. (BCDC), in conjunction with the university, recently relocated seven small bungalows to these lots to provide transitional housing for the homeless. The surrounding area is composed primarily of small established single-family houses. The site is located in the heart of the 38 block Blackland neighborhood, several blocks east of the campus of the University of Texas and downtown Austin. In the 1960s the neighborhood was the site of the first urban renewal project in Austin.

### Impetus for the Project

The BCDC had several planning objectives regarding the project and the neighborhood.

1. Overcome the idea that Blackland would exist only until the university decided to acquire the remainder of the area for expansion. Because the fabric of the community had been seriously damaged by demolitions, they wanted the new housing to reinforce Blackland's Craftsman architectural style and be durable.
2. Improve housing opportunities for the elderly since many had been displaced by university acquisitions.
3. Adapt the ECHO (Elder Cottage Housing Opportunity) model by locating cottages for elderly people in the middle of a residential neighborhood. This allows them to live in the kind of neighborhood they are accustomed to, yet be surrounded by other elderly people.

### Action Taken

The planning concept adapted the ECHO model by locating cottages for elderly people in the middle of a residential neighborhood. Cottage entrances were oriented toward each other across a common courtyard to achieve a sense of community. The cottages are set back on both streets to give the impression of a front yard. A property manager cottage is also in the cluster but faces the street to give the unit some privacy and to increase the visual interaction with the surrounding neighborhood. A four-foot fence along the property line distinguishes the property from adjoining uses. A waiver of a five-acre minimum acreage requirement allowed the project to be reviewed as a Planned Unit Development and a variance was obtained to reduce the two-vehicles-per-unit parking ratio to one per unit.

### **Outcome of Project Actions**

A vest-pocket cluster of six small cottages providing an affordable housing opportunity for elderly individuals. Five of the six cottages are 440 square feet and contain a bedroom, a bathroom, living room and kitchen with a dining area. The housing design is based on the ECHO model – the “granny flat” concept. The project is considered low-income affordable housing and funding for the project was provided completely by a Community Development Block Grant from HUD.

Site Area: 18,850 square feet  
Total Dwelling Units: 6  
Gross Density: 13.9 units/acre  
Gross Building Area: 2,750 square feet  
Total Parking Spaces Provided On-site: 6

### **Potential for Milwaukee**

The cluster concept can be utilized in areas where large amounts of vacant land, or an entire block, are not available. The concept of elderly housing can be applied as found necessary for the market.

*Source: [www.uli.org](http://www.uli.org)*

## **NATIONAL TRENDS AND MODELS: Housing**

**Project Name:** City Homes

**Location:** Milwaukee, WI

**Date Project Completed:** 1996



### **Context of the Project Site**

The City Homes site is located on four blocks in central city Milwaukee, surrounded by housing to the east, north and west. A major traffic arterial with a few commercial uses is the southern boundary. The site is located several blocks northeast of downtown Milwaukee. Houses in the neighborhood are two stories, many with detached garages accessed from an alley.

### **Impetus for the Project**

The City of Milwaukee wanted to initiate redevelopment of the neighborhood and encourage investment in surrounding properties. A neighborhood redevelopment master plan identified this as one of approximately 30 opportunities for redevelopment and/or new development. All projects were to be linked together via streetscaping improvements.

### **Action Taken**

A cluster of vacant properties, boarded-up units and units unable to be renovated were purchased by the City of Milwaukee to provide 58 lots for new development. The houses range in value from \$75,000 to \$100,000 with a minimal subsidy provided to initiate sales. Phase I and II quickly sold out, with construction being completed in 24 months.

### **Outcome of Project Actions**

58 traditional single-family units were built with a central public green space. The plan faces inward along two internal streets, as well as out towards the adjacent blocks. One of the project goals was to encourage investment in the neighborhood, not turn the project inward. All garages are accessed from alleys and houses have front porches to encourage resident interaction and increase security. The public green space, surrounded by an iron fence and landscaping, serves as a feature for the neighborhood while slowing traffic on the streets.

**Potential for Milwaukee**

The success of this project can be duplicated and built upon in adjacent blocks or in different neighborhoods. Property values are increasing and new housing opportunities are provided in close proximity to the downtown.

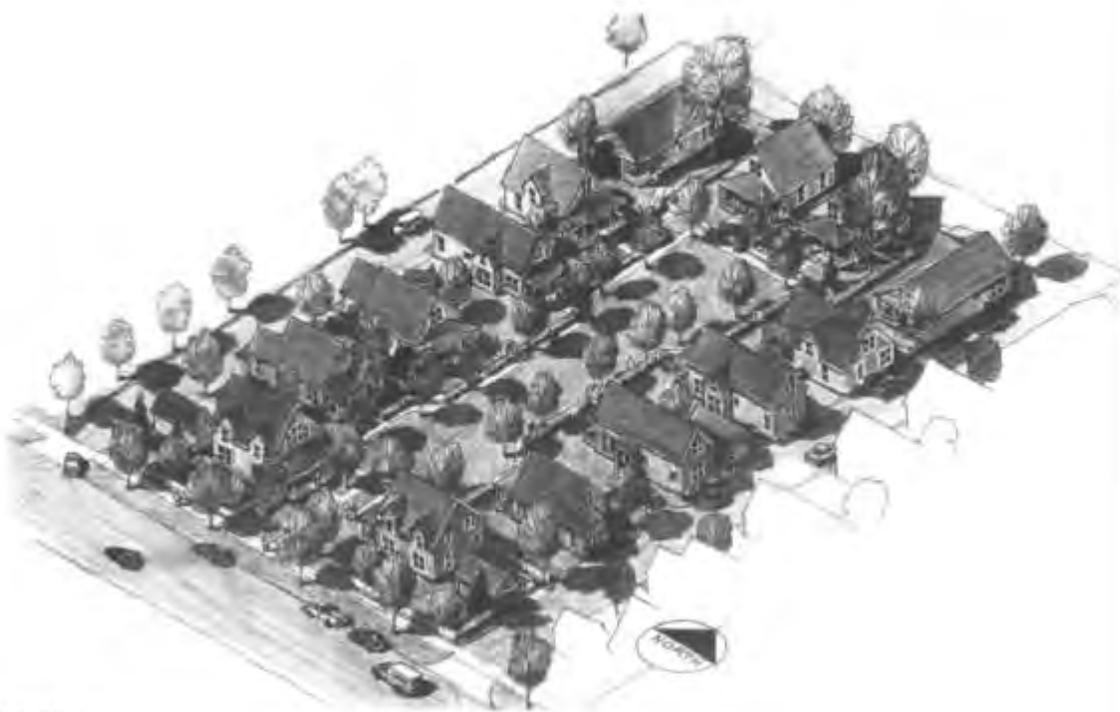


## NATIONAL TRENDS AND MODELS: Housing

**Project Name:** Poplar Project

**Location:** Boulder, Colorado

**Date Project Completed:** April 1996



Site Plan

### Context of the Project Site

The project is located on one of last undeveloped parcels in the Forest Glen planned unit development, a subdivision near the Boulder's northern boundary. The area consists of custom-built single-family homes, townhomes, condominiums, a Montessori school, and a few small businesses.

### Impetus for the Project

A group of citizens formed the Affordable Housing Alliance (AHA) to address Boulder's housing problems. The AHA utilized this project to address several housing concerns:

1. Provide homeownership opportunities to low-income families through the adoption of several strategies, including sweat equity to reduce costs while fostering a sense of community.
2. Select an urban infill site with major infrastructure already in place to ensure that the neighborhood would not be physically isolated.
3. Create a sense of community through innovative site and architectural design features.
4. Improve the political climate for future affordable housing efforts.



### **Action Taken**

The AHA applied design principles that would ensure that the neighborhood would remain viable and attractive for many years to come. The project also needed a minimum density of eight units per acre to improve affordability and provide the mass and scale required to promote a sense of neighborhood. Two formal public hearings and several small group meetings were conducted to gather feedback on the plan and design of the units. NIMBY issues were resolved through this process and buyer selection process was established for families earning between 45% and 75% of the median area income for Boulder (\$50,000 for a family of four in 1993). Restrictions were also imposed on the resale of the homes and future income earnings of the occupants.

### **Outcome of Project Actions**

Poplar Project was the first publicly assisted homeownership project developed in Boulder. It's an affordable housing development of 14 single-family homes built on an infill parcel leased from the city of Boulder's housing authority. The small, owner-occupied homes incorporate many traditional design features, including front porches and rear parking. The units are situated in a horseshoe configuration on a 1.4 acre site and face a common lawn that enhances the sense of neighborhood and place. Affordability was achieved through the use of sweat equity, donations of labor and material and public grants.

Site Area: 1.4 acres  
Total Dwelling Units: 14  
Gross Density: 9.7 units/acre  
Gross Square Feet: 15,413

### **Potential for Milwaukee**

Affordable, high-density, development of small, single-family homes can be developed if designed properly. A variety of incentives and programs can be utilized to bring down the cost of the land and units while developing a sense of community. These models can be utilized in areas of the neighborhood where new housing already exists or large tracts of land are not available.

*Source: [www.uli.org](http://www.uli.org)*

## NATIONAL TRENDS AND MODELS: Safety and Security

**Trend Name:** Crime Prevention Through Environmental Design (CPTED)

### Context

CPTED is an approach to crime prevention that can be applied anywhere in the built environment. The National Crime Prevention Institute reports, "The proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime, and an improvement of the quality of life." CPTED is essentially design that eliminates or reduces criminal behavior and at the same time encourages people to "keep an eye out" for each other.

### Impetus

Policies for dealing with crime have traditionally focused much less on prevention than on arrest and punishment; measures that cannot be taken until after a crime has been committed. CPTED is a means to deter crime.

### Strategies

There are four basic strategies:

1. Natural Surveillance: *keeping intruders easily visible*
2. Territorial Reinforcement: *distinguishing private spaces from public*
3. Natural Access Control: *clearly indicating public routes and discouraging access to private areas.*
4. Target Hardening: *Including features that prohibit entry or access (window locks, dead bolts, etc.)*

### Industrial

1. Natural Surveillance
  - All entrances should be well lit, well defined, and visible to public and patrol vehicles
  - Parking areas should be visible to patrol cars, pedestrians, parking attendants and/or building personnel
  - Parking attendant should be positioned for maximum visibility of property
  - Reception areas should have a view of parking areas
  - Walls should be used only where necessary and should be high enough to prevent circumvention
2. Natural Access Control
  - Dead ends should be avoided
  - Site entrances should be easily securable
  - Entrances to parking areas should be controlled by fence, gate, or attendant
  - Parking should be assigned by shifts and planned to favor late workers with spaces near the building
  - Pedestrian and vehicular access to railroad tracks should be restricted
  - Storage yards should be planned for vehicular access by patrol car
  - Access to roofs via dumpster, loading docks, poles, stacked items, etc. should be restricted
  - Building entrances should be kept to a minimum

- Delivery entrances should be separate, well-marked and monitored
  - Employee entrance should be close to employee parking and work areas
  - Night parking should be separate from service entrances
  - Access to one area of building should not allow access to others
  - Access should be provided to both front and back so that building can be patrolled
3. Territorial Reinforcement
    - Gateway effect or formal entrance should be created with planting, fences, gates, etc.
    - Delivery hours should be limited to daytime
    - Vehicle entrances should be defined by different paving materials and signage

### **Commercial**

1. Natural Surveillance
  - Windows should face rear parking lots for increased visibility
  - Window signs should cover no more than 15% of windows
  - Exterior of buildings should be well lit
  - Loading areas should not create hiding places
  - Clear visibility should be maintained from the store to the street, sidewalk, parking areas and passing vehicles
  - All areas should be under visual surveillance or monitored electronically
2. Natural Access Control
  - Public paths should be clearly marked
  - Signs should direct patrons to parking and entrances
  - There should be no easy access to the roof
  - Rear access to stores should be provided through the rear parking lots
3. Territorial Reinforcement
  - Property boundaries, where possible, should be marked with hedges, low fences or gates
  - Private areas should be easily distinguishable from public areas
  - Stores should be identified with wall signs for those parking in the rear
  - Awnings should be installed over rear doors and windows

Parking area should be clearly visible from the street

### **Single-Family Residential**

1. Natural Surveillance
  - All doorways that open to the outside should be well lit
  - The front door should be visible from the street
  - Windows on all sides of the house provide full visibility of property
  - Sidewalks and all areas of the yard should be well lit
  - Properly maintained landscaping provides maximum viewing to and from the house
2. Natural Access Control
  - Walkways and landscaping direct visitors to the proper entrance and away from private areas
3. Territorial Reinforcement
  - Front porches or stoops create a transitional area between the street, and the home

- Property lines and private areas should be defined with plantings, pavement treatments or fences

### **Multi-Family Residential**

1. Natural Surveillance
  - Exterior doors should be visible from the street or by neighbors
  - All doors that open to the outside should be well lit
  - All four facades should have windows
  - Parking spaces should be assigned to each unit located adjacent to that unit, and not marked by unit numbers
  - Visitor parking should be designated
  - Parking areas should be visible from windows and doors
  - Parking areas and pedestrian walkways should be well lit
  - Recreation areas should be visible from a multitude of windows and doors
  - Dumpsters should not create blind spots or hiding areas
  - Elevators and stairwells should be clearly visible from windows and doors
  - Shrubbery should be no more than three feet high for clear visibility
  - Buildings should be sited so that windows and doors of one unit are visible from another
  - Stairwells should be well lit and open to view; not behind solid walls
2. Natural Access Control
  - Balcony railings should never be a solid opaque material or more than 42 inches high
  - Entrances into parking lots should be defined by landscaping, architectural design, or monitored by a guard
  - Dead end spaces should be blocked by a fence or gate
  - Hallways should be well lit
  - No more than four units should share the same entrance
  - Elevators and stairwells should be centrally located
3. Territorial Reinforcement
  - Property lines should be defined by landscaping or post and pillar fencing
  - Low shrubbery and fencing should be visible from the street
  - Building entrances should be accentuated by architectural elements, lighting and /or landscaping
  - Common doorways should have windows and be key controlled by residents

### **Outcome**

Violent crime has been reduced by as much as 40% in some areas due to improved environmental design and a greater sense of community.

### **Potential for Milwaukee**

The following policies can contribute to creating safer neighborhoods and a greater sense of community through land use planning and design:

- Neighborhoods should be designed to be self-policing
- Require common space in new development and retrofit existing neighborhoods with such elements as pocket parks or community gardens
- Mix uses and housing types

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- Ensure that windows face the street in residential and commercial projects
- In dense, multi-family housing, provide semi-private courtyards shared by no more than 20-30 people
- Design new streets to be narrow
- Initiate traffic calming projects to slow traffic and make streets safer for pedestrians
- Revitalize vacant and under-maintained properties

*Source: [www.cpted-watch.com](http://www.cpted-watch.com)*

## **NATIONAL TRENDS AND MODELS: Safety and Security**

**Project Name:** Chicago Alternative Policing Strategy (CAPS)

**Location:** Chicago, Illinois

**Date:** Officially began in 1993 / Currently operational in every community in the City

### **Context of the Project**

CAPS brings the police, community, and other City agencies together to identify and solve neighborhood crime problems and improve the quality of life. It's a proactive approach. Implementation began in 1993 within five police districts. Implementation within the remaining 20 districts began in 1994.

### **Impetus for the Project**

The Chicago Police Department made the change to CAPS because the City decided it was time for a change in the way policing was done. Over the last 30 years, the department was handling more calls for service, arresting more offenders, and helping to clog the courts and prisons, yet crime in Chicago remained high, and the public's fear of crime continued to grow. A more lasting impact on both crime and citizen fear had to be made.

### **Action Taken**

- Beat officers work the same beat (In squads, on foot, and in neighborhood meetings) on the same watch for at least a year to allow the community to get to know their officers, and officers to get to know their beat (its residents, crime problems, and resources to solve those problems)
- Teams of rapid response officers answer many of the emergency calls in the district, so beat officers have more time to spend in the neighborhood
- The Neighborhood Relations office continues to coordinate CAPS activities in the district, but residents work directly with beat officers in addressing neighborhood crime problems
- The City has hired more than 2,000 new police officers since 1993, increasing the force to approximately 13,500.
- CAPS is supported by other City agencies in addressing graffiti, abandoned vehicles and buildings, malfunctioning streetlights and spotlights, and other neighborhood problems that can contribute to crime
- Special procedures in all 25 police districts give priority to those requests for City services that have an impact on crime and safety
- Each district has a District Advisory Committee, which is comprised of residents, business owners, and other members of the community. This committee meets to address district-level concerns such as youth and family issues, business and economic development, and senior citizen safety.
- Each district also has a Court Advocacy Subcommittee. The purpose of this is for volunteers from the community to identify, track, and attend court cases that are of concern
- Beat Community Meetings are also held at least quarterly on all beats where officers and residents identify and prioritize neighborhood crime problems, and begin the process of solving them

- The Joint Community Police Training project gives residents of all 279 beats the opportunity to learn about CAPS and how to work with the police in solving neighborhood crime problems

### **Outcome of Project Actions**

The following number represent changes from 1992 (the year before CAPS began)-1997 in the City:

- 39,000 fewer victims of serious crime
- Violent crime declined by 19%
- Burglary crime declined by 17%
- Vehicle thefts declined by 25%
- Arrests remain constant

### **Potential for Milwaukee**

This approach brings together the neighborhood, police, and the City to identify, analyze, and solve problems. This strategy was tested on 5 districts with various demographic compositions before expanded to the entire City.

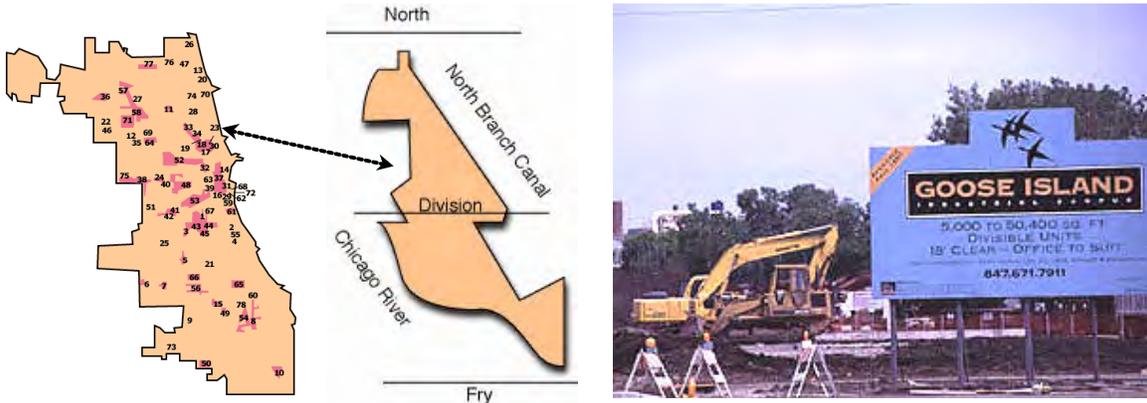
*Source: [www.ci.chi.il.us](http://www.ci.chi.il.us)*

**NATIONAL TRENDS AND MODELS: Urban Industrial**

**Project Name:** Goose Island TIF

**Location:** Chicago, Illinois

**Date Project Completed:** Ongoing



**Context of the Project Site**

Goose Island is a 94-acre industrial and commercial area on Chicago's Near North Side. It is one of the City's 112 TIF areas. Goose Island served as a thriving industrial district since the 1860s until the late 1970s.



**Impetus for the Project**

During the 1970s and eighties, the general state of the economy and competitive pressures forced many businesses to move out of Chicago or cease operations. By the mid-eighties, Goose Island was largely vacant and blighted.



### Action Taken

The City of Chicago created the Goose Island TIF in 1986. Other Industrial TIF areas in Chicago include the Stockyards, and 73<sup>rd</sup> and Kedzie. Industrial TIFs have helped the City clean, clear, and assemble land to make it available for industrial expansion and relocation.

### Outcome of Project Actions

Goose Island is once again a booming industrial area. Companies such as Federal Express and Republic Windows and Doors have built new, modern facilities, creating hundreds of jobs for Chicagoans. Goose Island TIF funds are also being used to train residents in the area for permanent positions in these companies.

### Potential for Milwaukee

TIF funds can be used for remediation, clearing, and assembly of industrial land for redevelopment.

*Source: [www.ci.chi.il.us](http://www.ci.chi.il.us), [www.finkl.com](http://www.finkl.com)*



## NATIONAL TRENDS AND MODELS: Urban Industrial

**Project Name:** Phalen Corridor Initiative

**Location:** St. Paul, Minnesota

**Date Project Completed:** Project ongoing (phase I to be completed by 2004)



### Context of the Project Site

In the 1800's railroad tracks were laid from downtown to the northeast and beyond bringing industry and jobs to the East Side of St. Paul. This was traditionally a robust blue-collar area filled with factories and heavy industry. The neighborhood boasts well-built homes, a mix of businesses, and access to most of the Twin Cities' major roadways. The corridor contains over 100 acres of brownfields.

### Impetus for the Project

Trucks began to replace trains as the principal method of commercial transportation, economic shifts and changing manufacturing methods forced several large manufacturers to leave the area. Over the past 25 years, the area has lost 2,500 jobs, causing as much as 17% unemployment in the area.

### Action Taken

Since the early 1990s, the Initiative has engaged more than 1,000 residents and business people and linked them with the City's planning department. Money has come from federal, state, and local government and non-profit sources.

Three priorities were set:

1. A transportation corridor
2. Job creation
3. Brownfield remediation

The corridor will be carved from a 2.5 mile strip of land bordering the tracks of the Union Pacific Railroad. A \$48 million boulevard will be the centerpiece.

Thus far, money has been spent on:

- Site remediation and infrastructure creation for the first industrial campus, Williams Hill

- Environmental impact statement for the corridor
- Wetland restoration
- Bike and pedestrian path linking the East Side with other systems

The new boulevard will also connect to I-35E in the near future.

### **Outcome of Project Actions**

Williams Hill Business Center, the first along the new corridor hosts over 650 jobs paying an average of \$15/hour with benefits. Westminster Junction, another business campus is currently being developed along the corridor with another 400 jobs expected.

### **Potential for Milwaukee**

The Phalen Corridor Initiative is accomplishing the following:

Job creation

Brownfield remediation

New housing developments surrounding revitalized industrial

Interstate access to urban land

Inner city infrastructure improvements

City tax base increase

*Source: [www.phalencorridor.org](http://www.phalencorridor.org)*

**NATIONAL TRENDS AND MODELS: Urban Industrial**

**Project Name:** Washington’s Landing

**Location:** Pittsburgh, Pennsylvania

**Date Project Completed:** 2000



**Context of the Project Site**

A 42-acre river island, previously the site of oil refining and storage, tube works, stockyards and rendering plant, scrap metal recycling, hotels and worker lodging houses.

**Impetus for the Project**

Once, one of the most prominent industrial areas in the City, the island became a blight after abandoned by industry.

**Action Taken**

In 1983, the Urban Redevelopment Authority began the long process of remediation in order to create an area that would serve a variety of complimentary industries – light industrial, recreation, commercial, and residential. All the uses were intended to support each other and create synergies.

Total public investment:	\$27,138,000
Total private investment:	<u>\$47,738,000</u>
	\$74,876,000

**Outcome of Project Actions**

- 200 new jobs were created; 300 jobs retained
- Light industrial manufacturing
- 3 new office buildings
- Marina and dry-dock
- Fitness center
- Public park
- 90 townhouses and detached homes on 7 acres
- \$1.2 million annual tax revenues

**Potential for Milwaukee**

Washington’s Landing has emerged as a burgeoning center for manufacturing, commerce, recreation, and housing. The proximity of these uses helps turn a once blighted area into a vibrant and valuable place.

*Source: www.city.pittsburgh.pa.us*

**NATIONAL TRENDS AND MODELS: Urban Industrial**

**Project Name:** Midtown Cleveland

**Location:** Cleveland, Ohio

**Date Project Completed:** Neighborhood revitalization ongoing



**Context of the Project Site**

Midtown is located to the east of Downtown Cleveland and offers eight major access points to the interstate system. Most Greater Cleveland suburbs are located within a 10-mile radius from the neighborhood. Most of the City's major manufacturing, service, and distribution companies and institutions began in the neighborhood.

**Impetus for the Project**

In the early 1980s, the area known as Midtown Corridor (now Midtown Cleveland) was a place of fleeing businesses, low employment, high crime, and visual clutter. In 1982, the Chairman and CEO of Premier Industrial Corp. and more than a dozen executives collaborated to assess the future of the area.

**Action Taken**

An organization with staff was set up for the purpose of revitalization. The public-private strategy relies on two elements: intervention to aid the private market work as it should and forging a partnership with the city, county, and state officials. Improvements range from simple façade makeovers to total rehab and new construction.

**Outcome of Project Actions**

Midtown is currently home to over 600 businesses comprised of a diverse core of industry and services. There has been over \$500 million in new investment since 1982. There is a renewed sense of community and crime has decreased making the neighborhood one of the safest in the City.

**Potential for Milwaukee**

Midtown is like a small town within the City. In addition to industry and business there are many other diverse uses. The neighborhood's central location, superior accessibility and proximity to downtown make it an ideal regional business destination.

*Source: [www.midtowncleveland.org](http://www.midtowncleveland.org)*

## NATIONAL TRENDS AND MODELS: Urban Mixed Use: Residential / Retail

**Project Name:** Del Norte Place

**Location:** El Cerrito, California

**Date Project Completed:** April 1993 (90% rental occupancy)

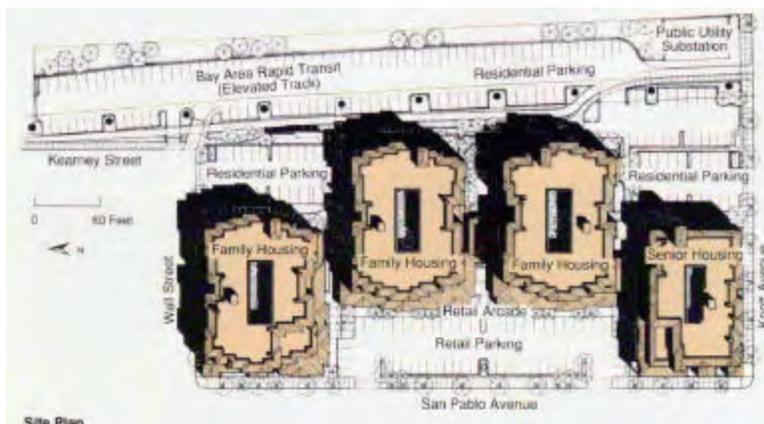


### Context of the Project Site

The site was 4.1 acres with a run-down motel, a variety of boarded-up commercial buildings and several vacant parcels. The site fronted on a major north/south commercial thoroughfare, and was bound at the rear by the elevated BART tracks. The site was assembled from 13 separate parcels by the redevelopment agency, which also managed the relocation of five businesses and six dwelling units.

### Impetus for the Project

The project was developed as a transit-oriented development. It strived to provide a product that would attract tenants in search of alternatives to the traditional routine of commuting by automobile. The developers didn't want the typical apartment building.



### **Action Taken**

The developer/architect team was one of eight proposals responding to a request for proposals put out by the City Redevelopment Agency. The team's winning proposal was attractive to the city because it offered more than a token mix of uses and affordability. It included a substantial retail arcade, a significant commitment to senior housing and affordable units and a realistic financing plan.

### **Outcome of Project Actions**

The plan includes 135 apartment units located in four different buildings, each with its own entrance and elevator system. 21,000 square feet of commercial space is located on the street side of the ground floor of each building, and it opens onto a broad metal roofed arcade. Retail parking is located in front of the two center buildings, and residential parking runs the length of the site at the rear. Twenty percent of the units are allocated to seniors and 20% to low-income households. The site for Del Norte was acquired for \$3 million by the El Cerrito Redevelopment Agency through the issuance of "qualified redevelopment bonds," and is leased to the project owner for a period of 65 years. The redevelopment agency in return will receive 20% of the net project cash flow (after the 5<sup>th</sup> year) and a 20% share of eventual sale proceeds.

Site Area: 4.1 acres

Total Dwelling Units: 135

Gross Density: 33 units/acre

Off-street Parking Spaces: 234 (retail and residential)

### **Potential for Milwaukee**

The mix of uses and income levels could be utilized at key intersections along the Fond du Lac corridor. The public/private partnership could also be explored by RACM.

## **NATIONAL TRENDS AND MODELS:      Neighborhood Shopping**

**Project Name:** New Community Neighborhood Shopping Center

**Location:** Newark New Jersey

**Date Project Completed:** 1990



### **Context of the Project Site**

A 55,000-square-foot shopping center located in the central ward, an inner-city neighborhood of Newark. The Pathmark supermarket, which anchors the center, is the first to be built in the central ward since civil disturbances in the summer of 1967. Pathmark owns one-third of the joint-venture market and operates it under a management agreement between Supermarkets General, the parent company of Pathmark, and New Community Corporation (NCC), the nonprofit developer and sole owner of the shopping center. Franchises of several national retail establishments have located in the center.

The site is located at the intersection of South Orange Avenue, a main east/west artery, and Bergen Street, a main north/south artery; the shopping center faces South Orange Avenue. Across Bergen Street to the east of the shopping center is the University of Medicine and Dentistry of New Jersey and University Hospital. Small-scale commercial development largely characterizes the uses to the east and south of the site. To the north and west, uses are primarily residential.

### **Impetus for the Project**

In January 1968, residents, led by Queen of Angels Catholic Church, incorporated as the New Community Corporation (NCC), a nonprofit community development corporation. Improving the neighborhood's quality of life has been the driving force behind all the projects undertaken by NCC. The first project, in 1975, that the corporation took on

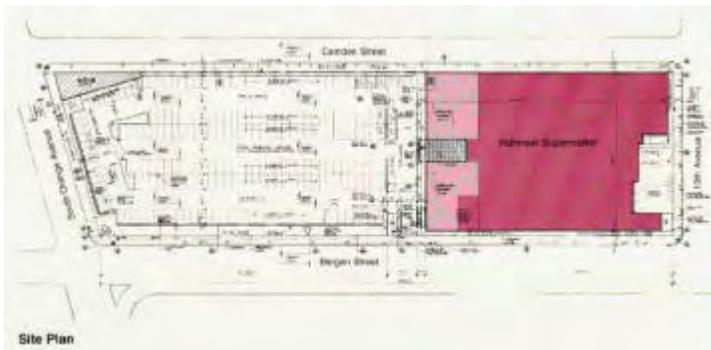
## FOND DU LAC AND NORTH NEIGHBORHOOD COMPREHENSIVE PLAN

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responded to the desperate need for good -quality, affordable housing that broke the typical public housing mold. Since 1975, NCC has built or managed over 3,000 units.

Job creation was the another goal of NCC. NCC is now one of Newark's largest employers, one of only ten organizations and companies in the city that employ more than 1,000 people. NCC also has its own security force, which grew out of the need to provide security services for its many housing complexes; the security force now provides protection for the patrons of New Community Neighborhood Shopping Center and other NCC facilities.

It was the need for high-quality, affordable food that gave rise to the New Community Neighborhood Shopping Center. The Pathmark supermarket has meant not only affordable food but also jobs with a career path for nearly 250 employees, most of them Newark residents.



### Action Taken

Between 1980 and 1984, NCC assembled land for the shopping center. The site comprised 62 parcels, 15 of which were owned by the city; 25 others had buildings on the property. The relocation of owners who were willing to relocate required extensive research and negotiation on the part of NCC.

In 1985, NCC began to acquire individual lots for the site, acquiring 56 lots without resorting to condemnation. Condemnation of the remaining six parcels was sought because of the extremely high sales prices asked by their nonresident owners. The zoning also had to be changed before breaking ground for the new shopping center.

In the early 1980s, NCC approached Supermarkets General, the parent company of Pathmark, about the possibility of locating a store in the central ward. Pathmark, which remained a strong partner throughout the ten-year development campaign, agreed; it looked like a good business proposition, given the population density and lack of competition in the area. Pathmark also benefited from the site's location in an urban enterprise zone, which allows Pathmark to charge half the state sales tax and eliminates the sales tax on the store's equipment purchases. The company was also entitled to \$1,500 tax credit for each hiree from Newark who had been unemployed for three months.

NCC owns two-thirds of the joint-venture market, which is managed by Pathmark, ensuring that it will be run like any other in the chain. Supermarkets General owns one-third of the market. Community Supermarkets Corporation was formed to be the

decision-making entity. The satellite stores are mostly national chain franchises that are owned and operated by NCC.

### **Outcome of Project Actions**

The focal point of the New Community Neighborhood Shopping Center is the Pathmark store, which accounts for 47,000 of the center's 55,000 square feet. The prototype of the Pathmark store the model for all Pathmark stores; the design had to be adapted slightly because the New Community store is somewhat smaller than Pathmark's suburban stores. Pathmark originally thought that perhaps it could do without the fresh seafood and deli departments, but community surveys indicated that these were precisely the departments in which the residents were most interested. Today, the fresh seafood department is thriving, just as the surveys predicted. At only 3.3 acres, the site is smaller than the five to eight acres typical of many such centers in a suburban setting. Security is an increasingly important issue for shopping centers, in both the inner city and the suburbs. At the Pathmark store, security costs constituted about 1.4 percent of operating expenses in 1996. As in most supermarkets, customer safety is maximized by a sophisticated in-store surveillance system. The entire center is protected around the clock by at least three NCC security guards; in addition, at least one Newark city policeman is always on duty. The parking lot is illuminated by extra outdoor lighting and is completely fenced, making for very limited access to the center. But the most important feature of the shopping center's security system is the watchful eyes of its patrons.

### **Potential for Milwaukee**

Quality inner city retail development can be achieved through joint ventures between community non-profits and private developers. Incentives and programs can be used to encourage private developers to locate in economically depressed areas. However, the economics must be favorable in order for a retailer to come to the inner city, no matter how strong the retailer's commitment. This joint-venture supermarket has been an unmitigated success for Pathmark. Its initial sales projections have been far surpassed, and sales per square foot have catapulted the store to the ranks of the top 10 percent of supermarkets in neighborhood shopping centers throughout the United States. Commitment and patience are key to realizing commercial development in inner-city neighborhoods. Construction on the New Community Shopping Center was expected to begin in fall 1984. In fact, ground breaking did not occur until May 1, 1989—nearly five years later.

*Source: [www.uli.org](http://www.uli.org)*

**NATIONAL TRENDS AND MODELS: Neighborhood Shopping**

**Project Name:** Greenway Plaza

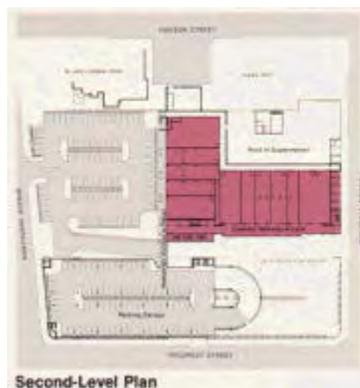
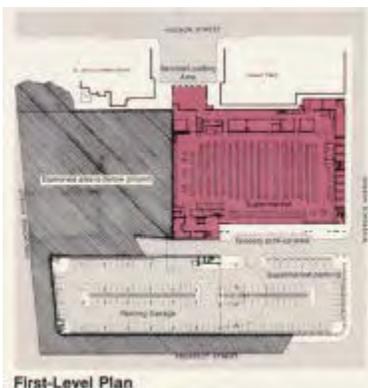
**Location:** Yonkers, New York

**Date Project Completed:** 1986



**Context of the Project Site**

An 80,000-square-foot neighborhood shopping center located on a 4.2-acre redevelopment site in downtown Yonkers, New York. Greenway Plaza occupies one city block bounded by Hudson Street on the north, Riverdale Avenue on the east, Prospect Street on the south, and Hawthorne Avenue on the west. The center is most clearly visible from the intersection of Riverdale Avenue and Prospect Street. Greenway Plaza is one block west of City Hall and one block east of the planned Pierpointe-on-the-Hudson project—a \$400 million, 2,000-unit residential development being built on the Hudson River. High-rise apartment buildings and strip commercial development occupy the immediate area surrounding the plaza. Within a mile the neighborhoods consist of large, single-family homes selling for over \$200,000.



## **Impetus for the Project**

The Greenway Plaza is more than an urban neighborhood shopping center. This publicly supported private venture is intended as the hub of the community and an anchor for the revitalization of downtown Yonkers, New York. It serves as an example of how to attract retail and commercial activity to a stigmatized and neglected city center. The project site was declared an urban renewal area in the early 1970s. It was hoped that new retail uses would bring about a revitalization of Yonkers's west side. The project is the result of the city's coordination of several federal, state, and local government programs in collaboration with a cooperative developer.

Greenway Plaza contrasts markedly with the often drab surroundings of the older industrial city in which it is located. The project combines a decked parking garage with a two-story retail facility. The center is anchored by a supermarket—a northeastern chain owned by Big V—which saw this project as an opportunity to enter an area with high future economic potential, obtain a share of the market, and preempt competition.

## **Action Taken**

Although the developer and the architect were aware of the generally poor performance of two-story, neighborhood retail centers, they felt that this unusual site would allow two-story retail to work. The center avoids the usual access problems because the sloped site allows street-level access to both levels. The upper-level on-grade parking is adjacent to Hawthorne Avenue, and the lower-level on-grade parking is off Riverdale Avenue.

Greenway Plaza was conceived as an architecturally vital neighborhood structure possessing the sense of theater typical of good retailing. The materials, predominantly masonry with exposed steel framing as contrast, blend with neighborhood structures. The focal point of the complex is a colorful arcade that spans the length of the center. Reminiscent of a large, 19th century train station canopy, it provides a public statement and identifies the center to passersby.

The low profit margin, high sales volume, and high traffic of the supermarket and other neighborhood uses required inexpensive construction with materials that could withstand heavy use. The materials are those generally used in a strip center, but they are used here in a more creative fashion. The unifying reddish-brown concrete block material ties the center together and allows it to blend with the predominantly brick building material found in the neighborhood. The dark color of the concrete block was selected in part because it provides a poor canvas for graffiti artists. In addition, the walls are coated with a graffiti-resistant material that allows for easy cleanup of spray-painted messages.

## **Outcome of Project Actions**

Visible political support from elected officials was important to the success of the project. Government assistance in financing through the UDAG and the local government's below-market interest loans through Industrial Development Bonds made it possible to create a project that was more complex and provided more services than originally planned.

Anchoring redevelopment with a well-designed retail complex can stimulate development. Partly, because of Greenway Plaza, a \$400 million residential complex is being developed two blocks away. Other sites in the immediate area are quickly being optioned and sold after years of inactivity in the real estate market.

### **Potential for Milwaukee**

Public and private partnerships can be used to encourage retail re-development. Structured parking and two-story retail offer a solution to overcome space constraints in dense urban areas. Retail catalytic projects can often spur other development in the immediate area.

*Source: [www.uli.org](http://www.uli.org)*

## NATIONAL TRENDS AND MODELS: Neighborhood Shopping

**Project Name:** Tanner Market

**Location:** Pasadena, California

**Date Project Completed:** 1988

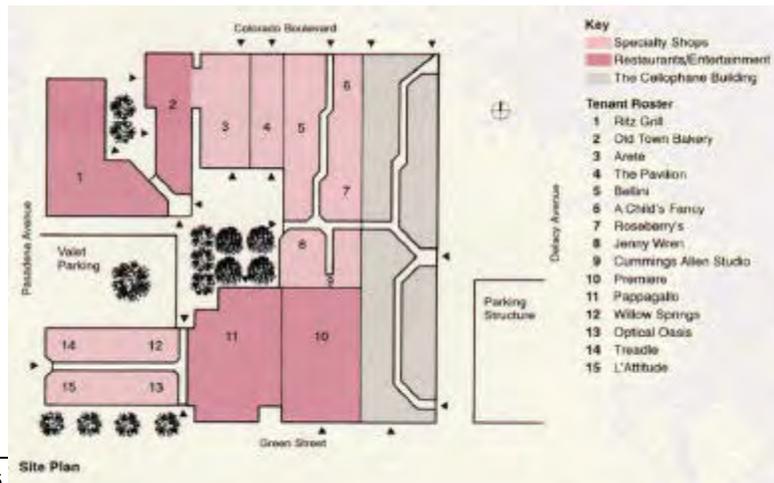


### Context of the Project Site

Tanner Market is in Old Pasadena, a 14-block historic area in the National Register of Historic Places that was the city's first downtown and shopping district when the town was known as the Indiana Colony in the 1880s. The project serves as the gateway to Old Pasadena, marking the transition from the cultural facilities and luxury car dealers on the west to Pasadena's regional shopping, governmental, and financial districts to the east. Tanner Market fronts on Colorado Boulevard and is adjacent to the Long Beach Freeway and within several miles of the juncture of the Foothill, Ventura, and Long Beach freeways.

The project is part of an entire block master-planned by the architects of Tanner Market. A parking garage in the middle of the block faces its eastern edge; numerous existing low-rise commercial buildings surround the garage on the north and south; the Cellophane Building borders the garage on the east; and Tanner Market fills out the eastern end of the block.

The Cellophane Building, a separate 14,000-square-foot retail project focusing on home furnishings and fashion clothing, has been functionally integrated with Tanner Market.



### Tanner

Market has an easement through the Cellophane Building to the parking garage; the Cellophane Building has an easement to the central patio of Tanner Market. The two projects form a unified complex of nearly 60,000 square feet.

The Tanner Market site was occupied by two large livery stable buildings dating to the 1880s, a 1920s office building, and a 1930s gas station, one of Pasadena's first, that was prototype Spanish Revival.

### **Impetus for the Project**

The developer of the project—Tanner Market Partnership—was formed by three individuals who were also the principals of the Arroyo Group, an architectural/planning firm in Pasadena that had been integrally involved in planning the redevelopment of downtown Pasadena.

As the Arroyo Group and its principals continued to be active in the community, they developed community contacts, an understanding of the direction of the market, and expertise in the design aspects of renovating older buildings, as this was a considerable portion of their practice. Their involvement in the community also included the purchase of a building for their offices in downtown Pasadena. One of the firm's principals served for a time as president of the Pasadena Central Improvement Association, a group of property owners and business people in the area supporting the historic preservation plan. All this activity contributed to the later success of the project.

### **Action Taken**

Tanner Market itself consists of approximately 42,000 square feet of GLA in four existing buildings. The project is organized around two open patio areas: one is an entrance off Colorado Boulevard and an open-air eating area for the restaurant, and the other is a valet turnaround and central courtyard onto which many of the Phase II shops open. Altogether, the developer obtained and restored approximately 30,000 square feet and built an additional 14,280 square feet, including infill structures and mezzanine levels within the historic structures.

The old gas station, now the Ritz Grill, and the Old Pasadena Bakery, together with the commercial building to its west, housing Arete and The Pavilion, make up the first phase of the project. The former livery stables in which Phase II of the project is located now house a children's toy store, children's furniture and clothing stores, two high-end clothing and jewelry stores, a banquet/nightclub facility, and an Italian restaurant operated by the owner of the Ritz Grill. An open-air walkway off Colorado and the courtyard provide entrances on the north and east.

Providing adequate parking, a major challenge in planning the project, was particularly critical in Phase I, as the public parking garage was not yet built. The developer first went to CalTrans, which owned the right-of-way along the Long Beach Freeway just across the street from the project, to obtain a ground lease. The proposed parcel was subsequently used for valet parking only, to maximize the number of cars that could be parked. The central court facing Pasadena Avenue also provided 17 parking spaces during the first phase. It was converted to a valet turnaround and plaza in Phase II. Once the 535-car public parking garage was completed, the developer was required to purchase the rights to 148 spaces to meet the city parking requirements for the project, although no specific spaces are reserved for use by the patrons of Tanner Market.

The Phase II approach involved continuous construction, starting at the north and moving south and east, thus allowing stores to open as their construction was completed.

### **Outcome of Project Actions**

Renovation of these historic buildings has resulted in a viable specialty shopping center. The developer's first efforts in leasing involved a large national brokerage firm but, after six months, the developer determined that this firm was not well suited to specialty retail leasing in a pioneer area, and it began leasing efforts of its own. The leasing plan was not well defined at the outset, although the developer knew the preferred anchor tenant would be a restaurant. Thus, the initial leasing effort involved talking to nearly 20 different restaurant operators and finally identifying an entrepreneur with extensive experience in opening and operating a series of chain restaurants.

The project has proven to be a financial success and was appraised at \$9.5 million in 1989, well above its \$5.9 million development cost. Its value continues to rise as the surrounding area continues to improve. The project's rents range from \$24 to \$36 per square foot, the highest in Old Pasadena and as high as any in the city.

### **Potential for Milwaukee**

Adaptive reuse of historically significant buildings can result in successful retail development. Developers engaging in their first retail project often find that developing a small specialty center is easier than developing a neighborhood center because, as novices, it is more difficult to establish relationships with traditional anchor tenants. Moreover, most major developers are not willing to engage in such high-risk and untested ventures. Such projects are unlikely to provide massive financial returns, but they do provide a good learning opportunity on which to build.

*Source: [www.uli.org](http://www.uli.org)*

**NATIONAL TRENDS AND MODELS: Urban Big Box Retail**

**Project Name:** Sycamore Plaza at Kenwood

**Location:** Cincinnati, Ohio

**Date Project Completed:** 1994



**Context of the Project Site**

The 31.1-acre, football-shaped site enjoys an excellent location in Cincinnati's northern suburbs, in one of the fastest-growing and most desirable retail markets in the city. It is bordered by Interstate 71 to the south and east and by two major arterials, Montgomery Road and Kenwood Road, to the north and west. More than 96,000 vehicles per day pass the site on Interstate 71, and two I-71 interchanges are located just to the north and south of the center. The site slopes from north to south with a change in grade of approximately 19 feet.

Surrounding uses include a strip center to the west, an office building and a strip center to the north, and the 1.15 million-square-foot Kenwood Towne Center regional mall located directly across Montgomery Road to the north. Surrounding this commercial hub is a mix of single- and multifamily residential neighborhoods. The center's trade area includes Cincinnati's most affluent suburbs. The trade area population of 617,748 accounts for 239,580 households with an average income of \$43,700 and a median age of 39.

**Impetus for the Project**

Developed in 1966 as a one-anchor regional mall. In 1988, the sole anchor department store, Lazarus, left to become a new anchor in the expanded Kenwood Plaza (now known as Kenwood Towne Center). In-line tenants with expiring leases also began to leave, preferring instead to locate in Kenwood Towne Center, the upscale super regional mall located across the street. Rather than compete directly with the new center, the developers of Sycamore Plaza decided to redevelop the center as a power center with a vertical component.

**Action Taken**

The chief renovation objectives were to provide an environment that would work for both big-box and some smaller tenants; to increase the center's critical mass and visibility (both from I-71 and the local community) and provide a strong, unique identity for the

project; and to use as much of the existing building as possible. Retaining the existing structure was a primary factor in the project's economic feasibility. The renovation turned the structure "inside out" by eliminating the existing mall's interior common areas and reorienting the storefronts to the center's exterior. To give the 28-year-old center a more contemporary look, the exterior was re-clad with brick and tan Dryvit plaster. An inviting, landscaped pedestrian plaza constructed at the center's main entrance to the west accommodates smaller tenants and restaurants and increases the center's visibility from Montgomery and Kenwood Streets. The center's opposite side to the east accommodates large space users and attracts shoppers from the 96,000 cars passing by daily on Interstate 71.

### **Outcome of Project Actions**

Sycamore Plaza at Kenwood now boasts five large national and regional big-box merchants as anchor tenants and a host of non-anchor tenants. Its orientation was virtually turned inside out during the \$18.7 million conversion.

### **Potential for Milwaukee**

While the project offers a blueprint for resurrecting a devalued retail property into a viable asset, de-malling is not the solution for every ailing retail area. Successful de-malling requires demand from power center tenants, an appropriate location, good trade area demographics, and the ability to undertake the project in an economically reasonable manner.

*Source: [www.uli.org](http://www.uli.org)*

**NATIONAL TRENDS AND MODELS: Urban Big Box Retail**

**Project Name:** Dadeland Station

**Location:** Miami, Florida

**Date Project Completed:** 1996



**Context of the Project Site**

Dadeland Station is located next to the Dadeland North Metrorail station on a 7.25-acre triangular parcel, formerly the site of a surplus county-owned parking lot. The site had been designated as a "metropolitan diversified activity center" in the Dade County comprehensive master development plan. The property is located within the Dadeland subzone in a rapid transit zone, which permitted a wide variety of mixed uses including retail, residential, hotel, and office.

The site is bordered on the south by the Metrorail station, a three-acre land parcel used for surface parking, the Snapper Creek Canal, and a 2,000-car county parking garage; on the north by the Snapper Creek Expressway (SR 878); and on the east by U.S. Route 1. To the west the site is bordered by SW 70th Avenue and Dadeland Mall, one of the area's premier super regional shopping centers, with 1.5 million square feet of space. Its owner, the Equitable Life Assurance Society of the United States, is planning to expand the mall's footprint eastward, with an additional 800,000 square feet of retail space and 4,000 new parking spaces.

U.S. Route 1, a six-lane, divided highway with average daily traffic of 91,500 cars, offers convenient access to south Dade County as well as to Interstate 95 (I-95) to the north. The Snapper Creek Expressway handles approximately 30,000 daily trips. The Palmetto Expressway (SR 826) runs on the west side of Dadeland Mall. It also links I-95 and north

Dade County and ends at U.S. 1 just south of the Dadeland station site. Substantial changes are planned to the Palmetto Expressway due to the Dadeland Mall expansion. A new roadway design will allow for a direct route from the Palmetto Expressway not only to Dadeland Mall directly but also to the Dadeland North Metrorail station and the Dadeland Station shopping center.

In 1993, there were 217,000 households within a seven-mile radius of Dadeland Station, which is considered to be the trade area, and that number is projected to increase to 246,000 households in 1998. Average annual household income for 1993 has been estimated at \$51,000. Within a three-mile radius, average household income is more than \$70,000. The population is well educated—50 percent have had some college education or have graduated from college, and 67 percent of the working population have white-collar occupations. The average age is 37.

### **Impetus for the Project**

The Green Companies were the successful bidder to a request for proposals issued in the 1980s by Dade County seeking developers for the 12-acre property. Green negotiated unsuccessfully for many years to acquire a ground lease with the county. In 1995, after the county had initiated efforts to terminate its negotiations with the Green Companies, Berkowitz Development Group acquired the development rights to the retail portion of the development and successfully negotiated a 90-year unsubordinated ground lease with the county. A special county requirement mandated that 25 percent of design contracts, 20 percent of construction contracts, and 50 percent of the smaller shopping center spaces be reserved for minority or woman-owned business enterprises.

The shopping center, a joint development of Berkowitz Development Group and the Metro-Dade Transit Authority, is only one of the components to be built on the 12-acre site. The entire site had been used as the primary surface parking lot serving the Metrorail station; the surface lot subsequently was replaced by a 2,000-car parking structure, developed by Dade County with state and federal funding, adjacent to the station itself. With the shopping center occupying a little over seven acres, the Green Companies retained the development rights for the office and hotel portions of the project on the remaining three acres, which must be completed within a period of ten to 15 years.

The ground lease with Berkowitz Development was approved in June 1994, development approvals obtained by April 1995, and construction started in September 1995. The shopping center officially opened in October 1996, having been 100 percent preleased. Dade County provided significant support throughout the lease negotiation, planning, and permitting phases of the project. During construction, the county was instrumental in assisting the developer in securing a major new signalized intersection, opening access to the site from U.S. Route 1 (South Dixie Highway) under the existing elevated Metrorail tracks. In addition, the county paid 20 percent of the development costs for such items as project signage and the intersection at U.S. 1.

The project generated more than \$1,000,000 in impact and permit fees during the construction phase and is estimated to produce in excess of \$100,000,000 over the 90-year lease term. The project has generated approximately 600 permanent jobs and better than \$5 million in net operating income for the owners.

### **Action Taken**

Dadeland Station, in Miami, Florida, is an effective marriage of two concepts previously thought to be inconsistent: value-oriented retail and urban infill development. Five big-

box retailers have been stacked vertically in a three-story structure that is connected to a six-level parking facility for 1,470 cars. A six-story canopied galleria provides direct access from the three shopping levels to the six-level garage.

The shopping center incorporates a pedestrian link to the Metrorail, a 21-mile, electrically powered, elevated, rapid-transit rail system that extends from the Dadeland area to Hialeah, built at a cost of \$1.03 billion. Ridership totaled 13,701,606 in 1992; average weekday ridership at the Dadeland North station has approached 5,000.

### **Outcome of Project Actions**

Leasing commenced in May 1994 and essentially was complete before construction started in September 1995.

All the major tenants have reported strong sales exceeding their sales projections. The Dadeland Sports Authority store is presently the number-two store in the south Florida area and ranked ninth of all the chain's stores in sales per square foot. Likewise, the Target store ranks second in sales within its district.

### **Potential for Milwaukee**

Linking big-box development to regional transit centers, as well as vertical stacking of tenants can help support retail big box urban infill development. Public/private partnerships can be a critical component for big box development to be successful.

*Source: [www.uli.org](http://www.uli.org)*