

M I L W A U K E E

# Plan

*comprehensive*

DEPARTMENT OF CITY DEVELOPMENT

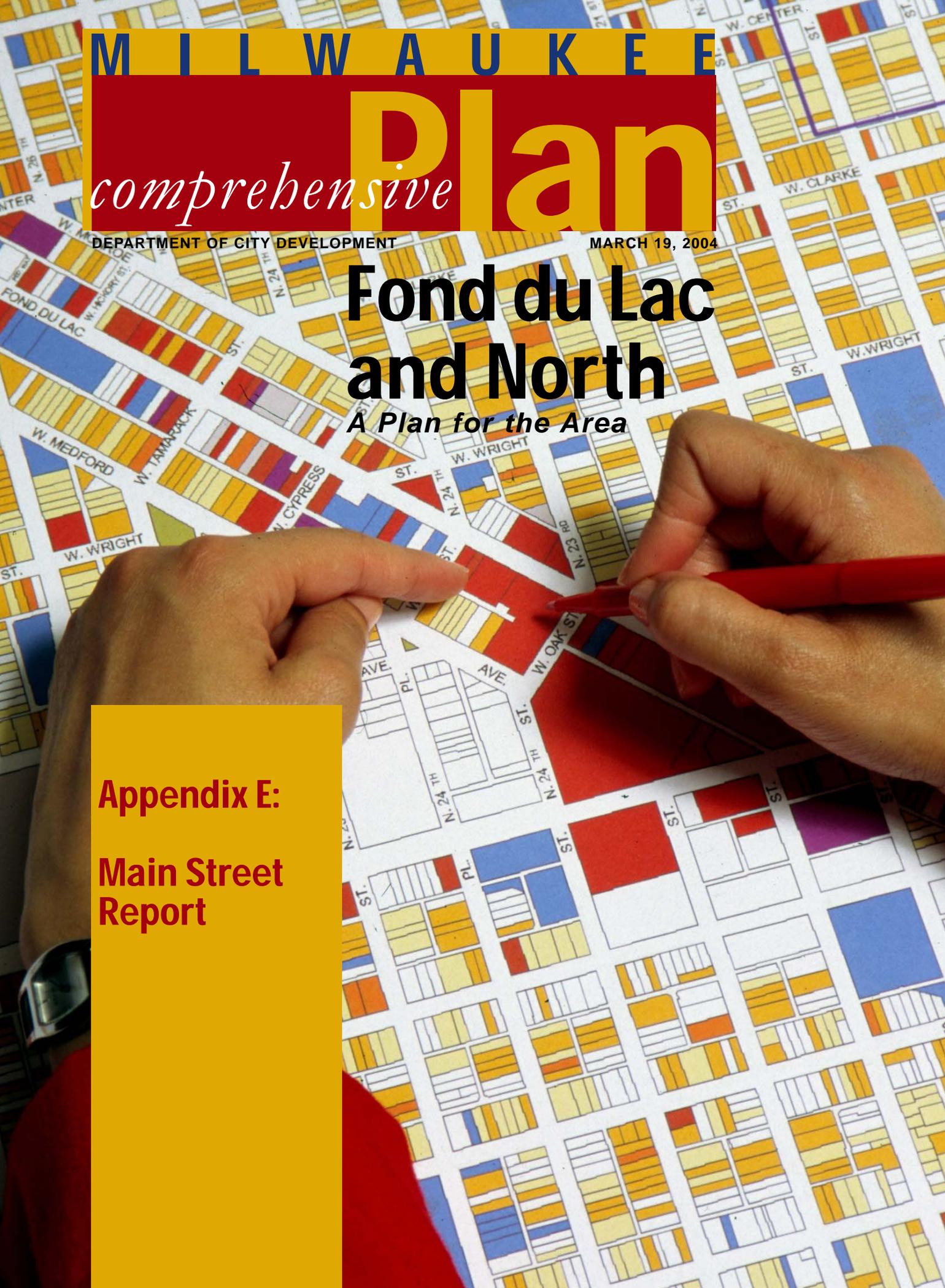
MARCH 19, 2004

## Fond du Lac and North

*A Plan for the Area*

**Appendix E:**

**Main Street  
Report**





**FOND DU LAC/NORTH  
AVENUE CORRIDORS  
VISIONING CHARETTE  
SUMMARY REPORT**

**OCTOBER 2002**

MAIN STREET



**NATIONAL TRUST**  
*for* HISTORIC PRESERVATION



**THE LAKOTA GROUP, INC.**

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# ACKNOWLEDGMENTS

This report is a summary of the proceedings of the three visioning charette sessions conducted in late June and early July 2002 by the National Main Street Center and The Lakota Group Inc., in cooperation with the City of Milwaukee Department of City Development and the Wisconsin Bureau of Downtown Development, Wisconsin Main Street. These charette sessions were conducted to provide local neighborhood stakeholders, business and property owners, leaders of local development corporations, and the City of Milwaukee, with a consensus vision, determined by the neighborhood, with how the corridors should be revitalized and developed in the future.

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# INTRODUCTION

In early summer 2002, the National Main Street Center (NMSC), a program of the National Trust for Historic Preservation, The Lakota Group Inc., the Milwaukee Department of City Development (MDCD), and Wisconsin Main Street (WMS), engaged stakeholders in the Fond du Lac/ North Avenue Corridors in a visioning process to determine possible scenarios for how these two major retail corridors could be revitalized and redeveloped in the future. The final result of that visioning process is this *Visioning Charette Summary Report*.

This visioning charette process is also the final major service to be provided by the National Main Street Center to Fond du Lac/North Avenue Corridor stakeholders as part of the partnership between the NMSC and the MDCD and WMS to deliver a comprehensive set of technical assistance services intended to prepare the neighborhood in establishing a Main Street neighborhood revitalization program. Starting in 2001, the NMSC delivered a Fond du Lac Avenue Street Reconstruction Resource Team service to assist the neighborhood mitigate adverse effects related to the reconstruction of Fond du Lac Avenue in the summer of 2002 and, an Assessment Team which was devoted to determining how a Main Street revitalization program could be structured and organized for the neighborhood.

The visioning process was offered to neighborhood stakeholders as a method to develop consensus and provide direction in dealing with the corridor's many physical planning and design issues. While Fond du Lac and North Avenues Avenue are major arterial roads in Milwaukee, deteriorating physical conditions, an unattractive and poorly maintained streetscape, vacant and underdeveloped sites, marginal land uses, and competition from other retail corridors in Milwaukee, have affected the their long-term economic viability and potential for revitalization.. The Lakota Group Inc., a team of city planners and landscape architects, was retained by the National Main Street Center to facilitate the visioning process and work with the NMSC and a variety of community organizations, city officials, and local residents to craft the revitalization scenarios and detailed design concepts.

It is hoped that the results of this visioning process will provide local neighborhood stakeholders, business and property owners, leaders of local development corporations, and the City of Milwaukee, with a consensus vision, determined by the neighborhood, with how the corridors should be revitalized and developed inn the future. Overall, the visioning charette service has five major objectives:

1. to identify areas in Fond du Lac and North Avenue Corridors by its major planning and design opportunities and needs;
2. to identify realistic revitalization and redevelopment scenarios for those identified areas;
3. to analyze how historic preservation and new development can be rationally accommodated in various revitalization scenarios;
4. to offer design options for streetscape improvements;
5. to properly articulate the ideas and visions for the Fond du Lac and North Avenue Corridors as expressed by the stakeholders who participated in interviews and charette sessions.

## National Main Street Center®

The National Main Street Center (NMSC) is a program of the National Trust for Historic Preservation. Created by a Congressional Charter in 1949, the National Trust is a leading advocate of historic preservation in the United States. The preservation movement involves more than saving historic buildings; economic growth, urban revitalization, and the creation of new jobs are all issues the National Trust addresses through the rehabilitation of historic structures.

Established by the National Trust in 1980, the National Main Street Center has worked in 43 states and Puerto Rico. Through these efforts 206,000 net new jobs have been created, \$15.2 billion has been reinvested in Main Street commercial districts, 52,000 new businesses have been created, 79,000 buildings have been rehabilitated, and 1,633 communities have built strong organizations to revitalize their commercial districts. The NMSC also sponsors the National Main Street Network™, a professional membership program for organizations interested in commercial revitalization. It produces publications, newsletters, and special reports on revitalization and preservation issues and serves as a clearinghouse for information on community redevelopment issues.

## The Lakota Group, Inc.

The Lakota Group Inc. is a full service landscape architecture and planning firm based in Chicago, Illinois. The firm has undertaken and completed downtown and comprehensive plans, charette studies and other projects throughout the Chicago metropolitan area and around the Midwest. Lakota is a Native-American word meaning "allies". It represents the firm's respect for land, sense of community and desire to bring people together to work as allies for positive change.

## METHODOLOGY

For this visioning charette process, one associate from the National Main Street Center and three firm members of The Lakota Group Inc., conducted extensive off-site research, a series of confidential interview sessions with key neighborhood stakeholders, and three public charette sessions. The purpose of the interviews was to determine and understand current revitalization, design and economic development issues facing the Fond du Lac/North Avenue commercial corridors. More than 15 people were interviewed, including the staff and volunteers of local organizations and cultural and social service associations, business and property owners, developers, and neighborhood residents. The charette team also met with and interviewed staff from the Department of City Development. Before arriving on-site, the charette team reviewed relevant economic development reports, design and market studies including the *Fond du Lac/North Avenue Corridors Street Reconstruction Resource Team Report* and the *Assessment Team Report*, both prepared by the National Main Street Center.

The first two of three of public charette sessions were held in the evenings of June 19 and 20, 2002, each attended by 50 to 60 neighborhood stakeholders and leaders to identify key issues including:

- revitalization and redevelopment opportunities;
- buildings of significant architectural and historic significance;
- neighborhood needs and desires for future revitalization and development direction and design character; and,
- ongoing or proposed community improvement/development projects.

Throughout the visioning process, critical design and planning issues were thoroughly examined to see how the neighborhood's goals and objectives could be realistically achieved. Issues analysis was conducted with the following results:

- general inventory and assessment of existing land uses and physical conditions;
- extensive photography of the area and documentation information relevant to the preparation of conceptual
- site plans and streetscape enhancements, and;
- additional interviews with local residents, community organizations, developers, and MDCD officials.

A third and final neighborhood visioning charette session was held on July 2, 2002 to present and review preliminary planning and design concepts for key sub areas of the corridors identified by charette participants, the charette team and the Milwaukee Department of City Development. The concepts are presented in 17 different revitalization/redevelopment scenarios in 5 sub areas with additional designs produced for various streetscape improvement schemes. These scenarios were generated by The Lakota Group, Inc., through this visioning process and highlight a variety of opportunities to change the corridors' physical environment for shopping, dining, working, and living. Considerations included neighborhood identity, pedestrian safety, traffic flow, parking, and various other amenities.

## REVITALIZATION SCENARIOS

The sub areas and revitalization/redevelopment scenarios identified in the visioning process are listed below. In some cases, the differences between scenarios are only slight and each one is only named by the additions or deletions to the previous scenario in the given sub area.

### *Sub Area A: Fond du Lac and North Avenues Retail Node*

- Scenario 1: Historic Preservation Emphasis
- Scenario 2: Historic Preservation and New Development
- Scenario 3: Big Box Retail
- Scenario 4: Redevelopment Emphasis

### *Sub Area B: Fond du Lac Avenue and Center Street Retail & Cultural Node*

- Scenario 1: Historic Preservation and New Development
- Scenario 2: New Housing, Historic Preservation and New Development
- Scenario 3: New African-American Cultural Center

### *Sub Area C: K-Mart Site*

- Scenario 1: Single-Family Home Emphasis
- Scenario 2: Row House Emphasis

### *Sub Area D: North Avenue/Teutonia District*

- Scenario 1: Senior Housing and Row House Emphasis
- Scenario 2: Dense Senior Housing Emphasis
- Scenario 3: Row House Emphasis

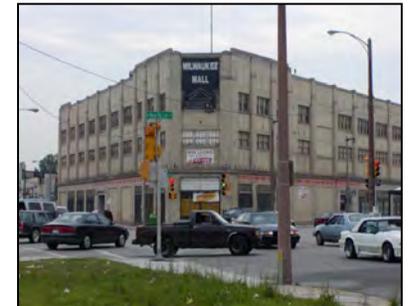
### *Sub Area E: Fond du Lac/Tamarack Street/Cypress Street District*

- Scenario 1: Infill Housing and Pocket Park Emphasis
- Scenario 2: Extensive Pocket Park Emphasis

# AREA A: Fond du Lac and North Avenues Retail Node

Sub Area A is generally defined by North Avenue to the south, Fond du Lac Avenue to the east, 24th Street to the west, and Ash Street to the north. As the southern gateway for the entire Fond du Lac Avenue Corridor, the area is a retail node with a number of existing activity generators including Lena's Grocery Store, Legacy Bank, and Fondy Food Market. A number of other existing retail stores and business enterprises have expressed interest in, or are in the process of, expanding their facilities. Therefore, the need to coordinate and enhance the synergy between these existing uses, as well as integrate future mixed uses, is critical to making the area commercially viable and competitive with other areas of Milwaukee.

There are several notable buildings in the area, including the former Sears, Roebuck Company Store and Woolworth's buildings that warrant strong consideration for rehabilitation and adaptive use. The preservation and rehabilitation of these buildings, especially the Sears Store, will help redefine and enhance the image of the entire neighborhood. These buildings also contribute architectural and historical interest in the area if properly integrated with future development. A mix of uses and redevelopment strategies should be considered for this area while stressing historic preservation and the proper rehabilitation of significant buildings for future generations.



Sears Store



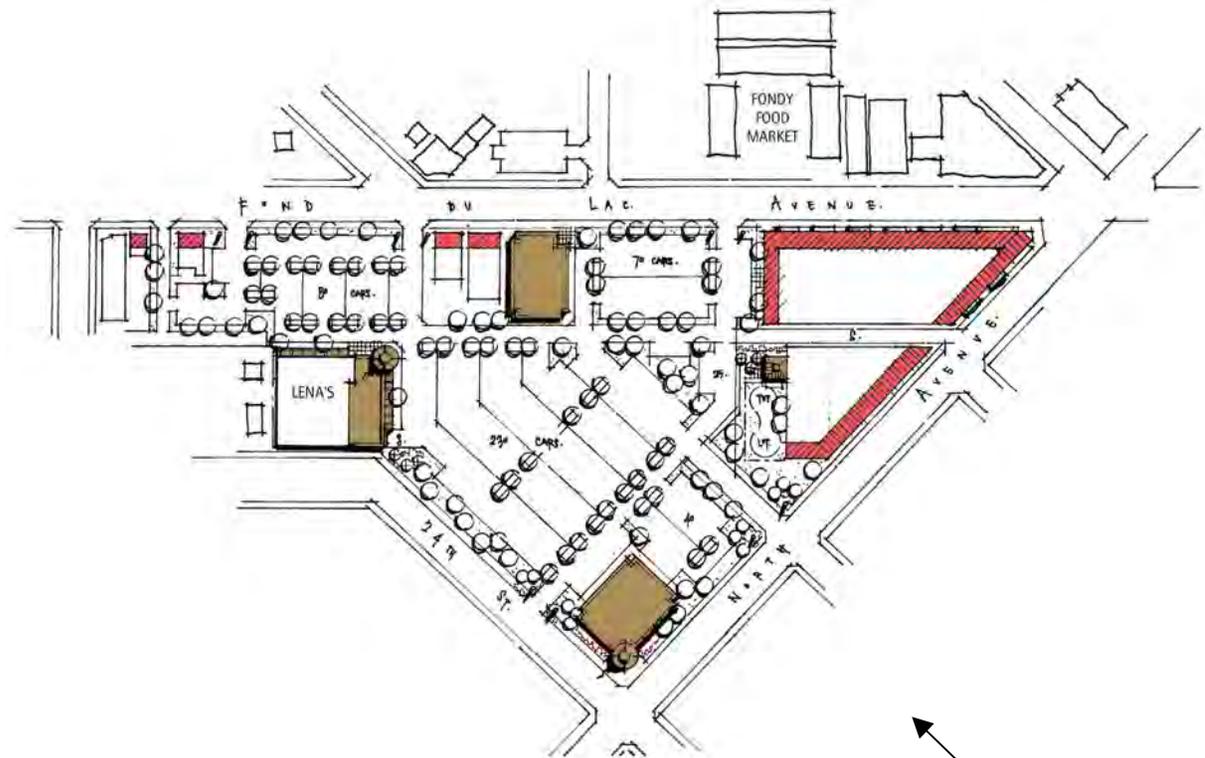
Lena's Grocery Store



Fondy Food Market

## Sub Area A, Scenario 1: Historic Preservation Emphasis

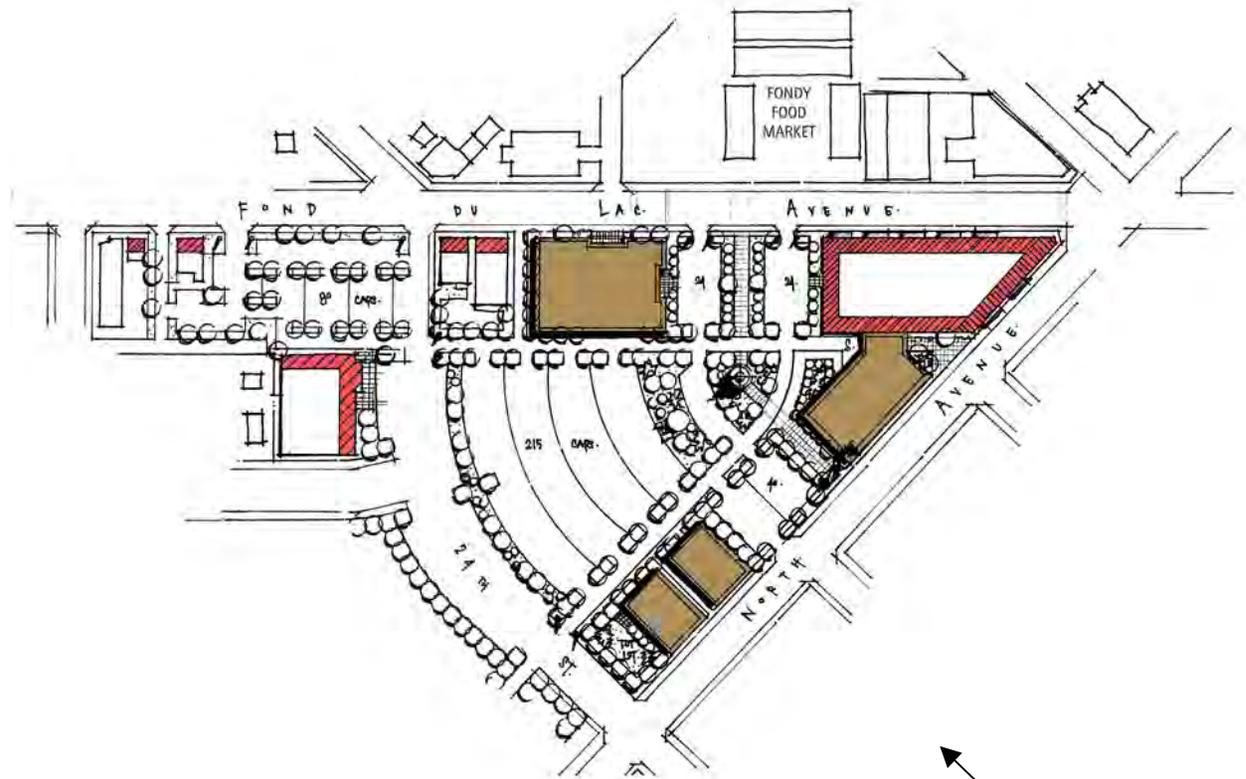
- A. Consider Facade Improvements to Existing Buildings
- B. Consider Facade Improvements to Existing Satin Doll's Lounge
  - Parking: 8 cars (2.5 cars per 1,000sf)
- C. Consider Rehab & Extension of Existing Lena's Grocery Store• Expansion: 5,000 sf (15,000 sf total) • Parking: 40 cars (2.5 cars per 1,000 sf)
- D. Develop 1-Story Retail (9,000 sf)
  - Parking: 24 cars (2.5 cars per 1,000 sf)
- E. Create Gateway Feature & Landscaping
- F. Consider Rehab & Facade Improvements to Existing Sears Build• First-Floor Retail: 40,000 sf
  - Second & Third Floor Mixed Use: 80,000 sf (Cultural Center, Offices, Clinics, Art Studios)
  - Parking: 300 cars (2.5 cars per 1,000 sf)
- G. Consider Rehab & Facade Improvements to Existing Woolworth's Building and Outdoor Tot Lot Area
  - First-Floor Retail (North Avenue): 10,000 sf
  - First-Floor Day Care: 10,000 sf
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- H. Develop 1-Story Retail (10,000 sf)
  - Parking: 25 cars (2.5 cars per 1,000 sf)



N  
Scenario 1

## Sub Area A, Scenario 2: Historic Preservation and New Development

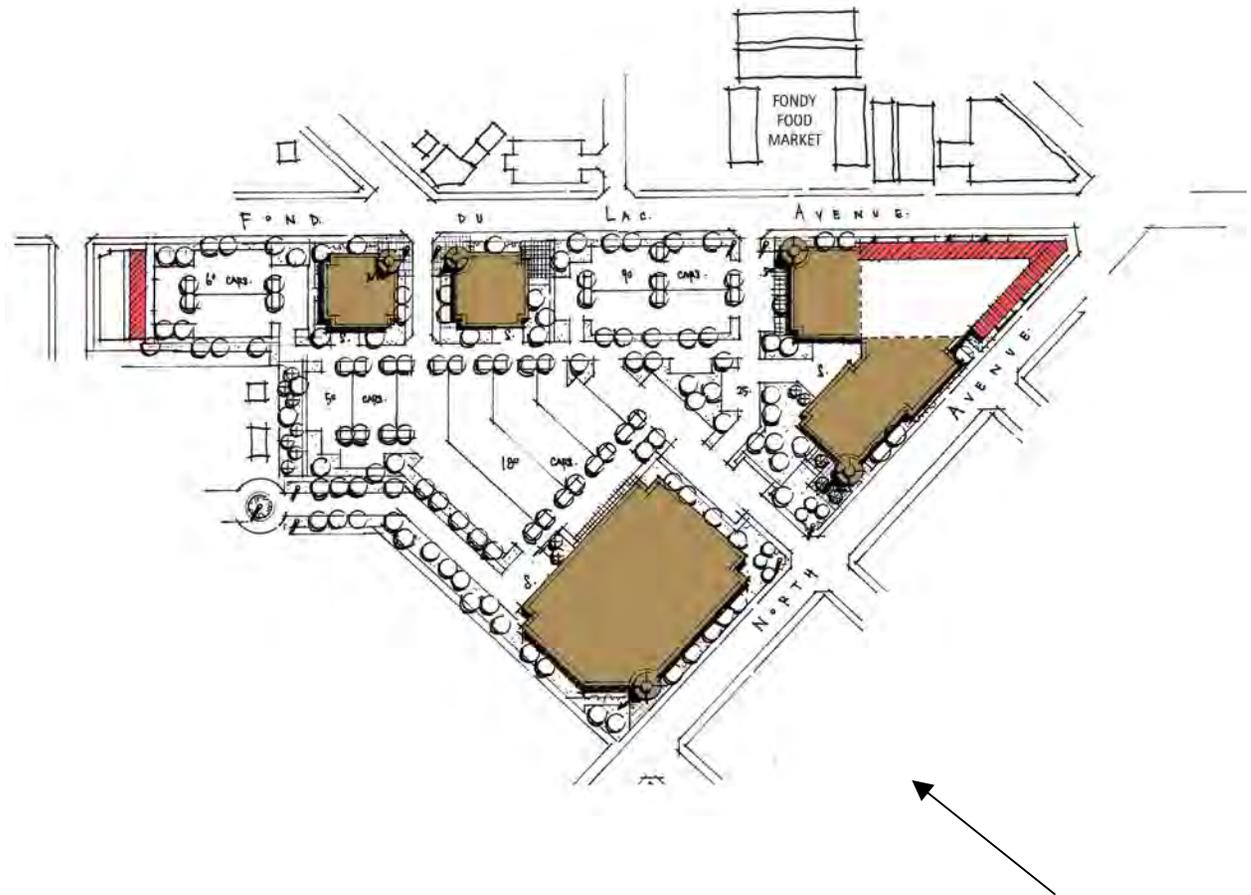
- A. Consider Facade Improvements to Existing Buildings
- B. Consider Facade Improvements to Existing Satin Doll's Lounge
  - Parking: 8 cars (2.5 cars per 1,000 sf)
- C. Consider Rehab of Existing Lena's Grocery Store for Retail (10,000 sf)
  - Parking: 25 cars (2.5 cars per 1,000 sf)
- D. Develop 1-Story Lena's Grocery Store (20,000 sf)
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- E. Create Shared Parking Lot & Plaza Feature with Central Focal Element
  - Parking: 48 cars
- F. Consider Rehab & Facade Improvements to Existing Sears Building with Existing Loading Docks Removed
  - First-Floor Retail: 30,000 sf
  - Second & Third Floor Mixed Use: 60,000 sf (Cultural Center, Offices, Clinics, Art Studios)
  - Parking: 225 cars (2.5 cars per 1,000 sf)
- G. Develop 1-Story Retail (15,000 sf)
  - Parking: 40 cars (2.5 cars per 1,000 sf)
- H. Develop 1-Story Retail (7,000 sf)
  - Parking: 18 cars (2.5 cars per 1,000 sf)
- I. Develop 1-Story Day Care Center with Outdoor Tot Lot Area
  - Day Care: 7,000 sf
  - Parking: 18 cars (2.5 cars per 1,000 sf)
- J. Reorient 24th Street and Create On-Street Parking Opportunities



N  
Scenario 2

## Sub Area A, Scenario 3: Big Box Retail

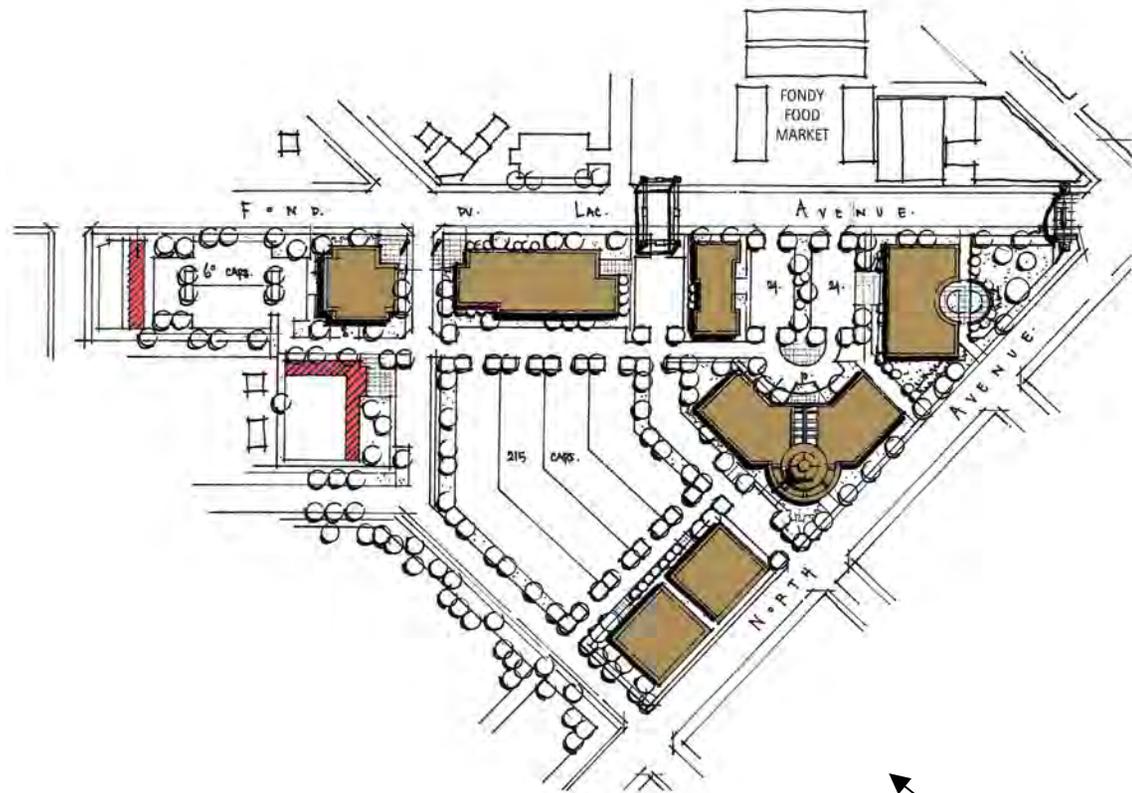
- A. Consider Expansion to Existing Church (2,500 sf)
- B. Create Gateway Feature & Landscaping
- C. Develop 1-Story Retail (10,000 sf each)
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- D. Develop 1-Story Lena's Grocery Store (20,000 sf) Integrated into Sears Building
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- E. Consider Rehab & Facade Improvements to Existing Sears Building with Existing Loading Docks Removed
  - First-Floor Retail: 25,000 sf
  - Second & Third Floor Mixed Use: 75,000 sf (Cultural Center, Offices, Clinics, Art Studios)
  - Parking: 250 cars (2.5 cars per 1,000 sf)
- F. Develop 1-Story Retail (20,000 sf) Integrated into Existing Sears Building
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- G. Develop Outdoor Terrace and Dining Areas
- H. Develop 1-Story "Big-Box" Retail (55,000 sf)
  - Parking: 140 cars (2.5 cars per 1,000 sf)
- I. Consider Vacating 24th Street Right-of-Way from Oak Street to North Avenue with a Round-a-Bout as Gateway Feature/Traffic Diverter



**N**  
**Scenario 3**

## Sub Area A, Scenario 4: Redevelopment Emphasis

- A. Consider Expansion to Existing Church (2,500 sf).
- B. Create Gateway Feature & Landscaping
- C. Develop 1-Story Retail (10,000 sf)
  - Parking: 25 cars (2.5 cars per 1,000 sf)
- D. Consider Rehab of Existing Lena's for Retail (15,000sf)
  - Parking: 40 cars (2.5 cars per 1,000 sf)
- E. Develop 1-Story Retail (16,000 sf)
  - Parking: 40 cars (2.5 cars per 1,000 sf)
- F. Consider Neighborhood Gateway/Archway
- G. Develop 1-Story Retail (9,000 sf)
  - Parking: 22 cars (2.5 cars per 1,000 sf)
- H. Create Shared Parking Lot/Central Plaza
  - Parking: 58 cars
- I. Develop 2-Story Retail/Office (20,000 sf)
  - First-Floor Retail: 10,000 sf
  - Second-Floor Office: 10,000 sf
  - Parking: 50 cars (2.5 cars per 1,000 sf)
- J. Develop 2-Story Retail/Office (30,000 sf)
  - First-Floor Retail: 15,000 sf
  - Second-Floor Office: 15,000 sf
  - Parking: 75 cars (2.5 cars per 1,000 sf)
- K. Create Corner Art Pocket/Neighborhood Gateway
- L. Develop 1-Story Retail (9,000 sf each)
  - Parking: 45 cars (2.5 cars per 1,000 sf)



N

Scenario 4

## Perspective: Sears Building/ Adaptive Reuse & Facade Improvements



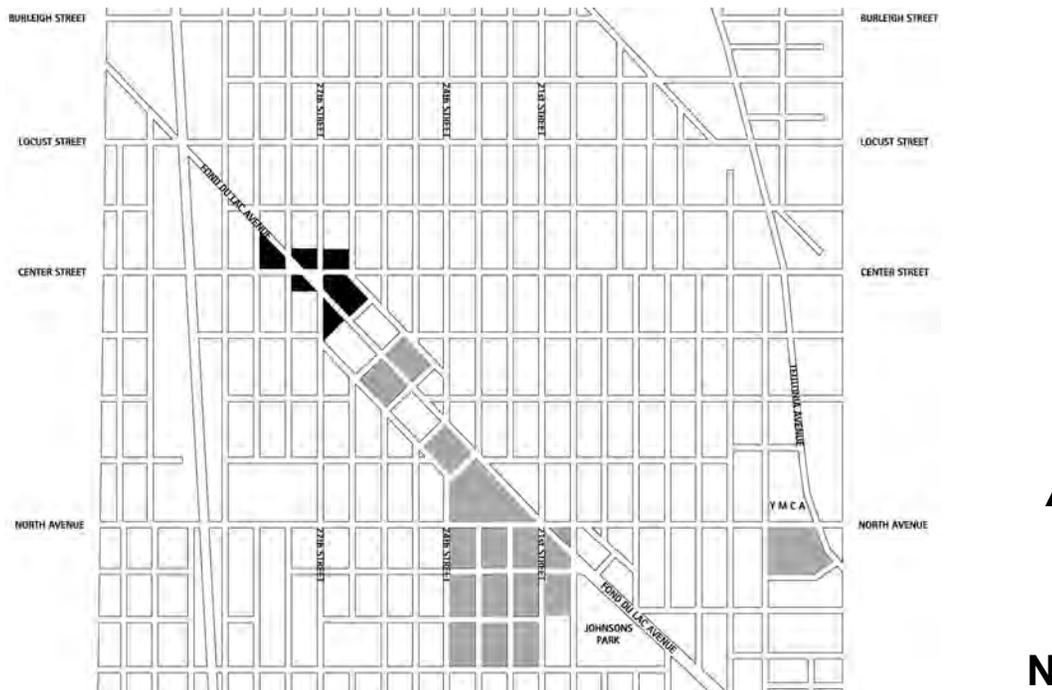
The existing Sears Building serves as a focal building for visitors entering the neighborhood. Consideration should be given to preserving the building and finding creative new uses to activate this key retail node. Opening "dead walls" with new windows, awnings, and signage are options for reactivating the retail street and making the building more conducive for today's retailers.



## SUB AREA B: Fond du Lac Avenue and Center Street Retail & Cultural Node

Sub Area B is generally defined as the intersection of Fond du Lac Avenue, Center Street, and 27th Street. As the northern gateway to the neighborhood, the area is a potential node for retail and cultural activities with a number of existing activity generators including the Wisconsin Black Historical Society, Center Street Library, and Clarke Street School. There are several notable buildings in the area, including the Kilbourn Bank Building on the northwest corner of Fond du Lac and Center, and the Van Els Building that warrant consideration for restoration and adaptive reuse. The preservation and restoration of these buildings should complement the existing area's character with new cultural and/or neighborhood retail uses.

There are a number of underdeveloped and undeveloped parcels clustered around the intersection that present redevelopment opportunities. The planned development of the Hope School, just north of Center Street on 27th, will further reinforce the potential character of this cultural and retail node and the surrounding neighborhood. There is also a need for useable open space in the area, and while larger parcels should be considered for development, smaller parcels of land present opportunities for art park pockets and small plazas. The recent completion of the Fond du Lac Avenue streetscape improvements has reduced the amount of on-street parking in the area, creating the need for shared off-street parking lots.



Van Els Building



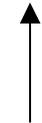
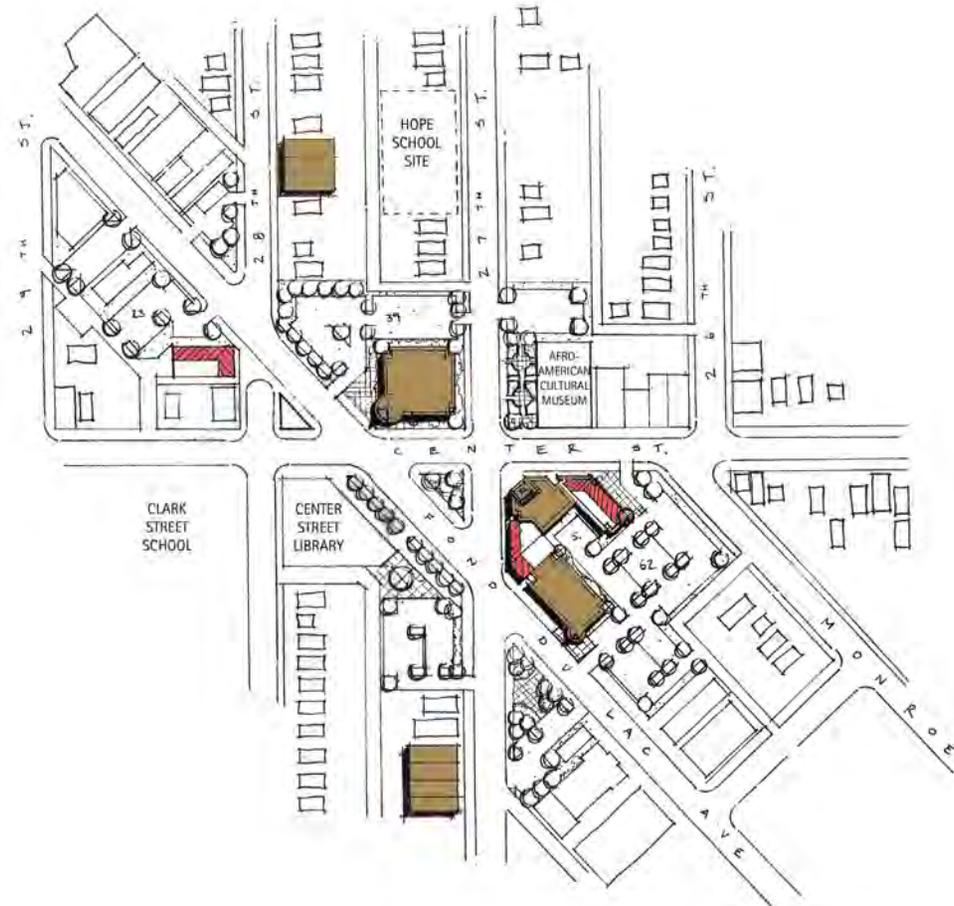
Kilbourn Bank Building



Center Street and Fond du Lac Ave.

# Sub Area B, Scenario 1: Historic Preservation and New Development

- A. Develop 2-1/2-Story Row houses (3 Units).
  - Parking: 6 cars (attached garages)
- B. Consider Facade Improvements to Existing Fond du Lac Supermarket.
  - Parking: 23 cars (4.6 cars per 1,000 sf)
- C. Consider Rehab of Existing Bank for Retail, Office, or Cultural Use.
- D. Develop 1-Story Retail (10,000 sf)
  - Parking: 39 cars (3.9 cars per 1,000 sf)
- E. Create Outdoor Exhibition Area for Existing Afro-American Cultural Center & Landscape Existing Parking Lot.
- F. Create Art/Landscape Pocket & Seating Area.
- G. Develop 1-Story Retail Around Existing Buildings.
  - New Retail: 13,000 sf
  - Rehabbed Retail: 9,000 sf
  - Parking: 62 cars (2.8 cars per 1,000 sf)
- H. Create Art/Landscape Pocket & Seating Area. Consider Shared Parking Lot.
  - Parking: 15 cars
- I. Develop 2-1/2-Story Row houses (4 Units).
  - Parking: 8 cars (attached garages)

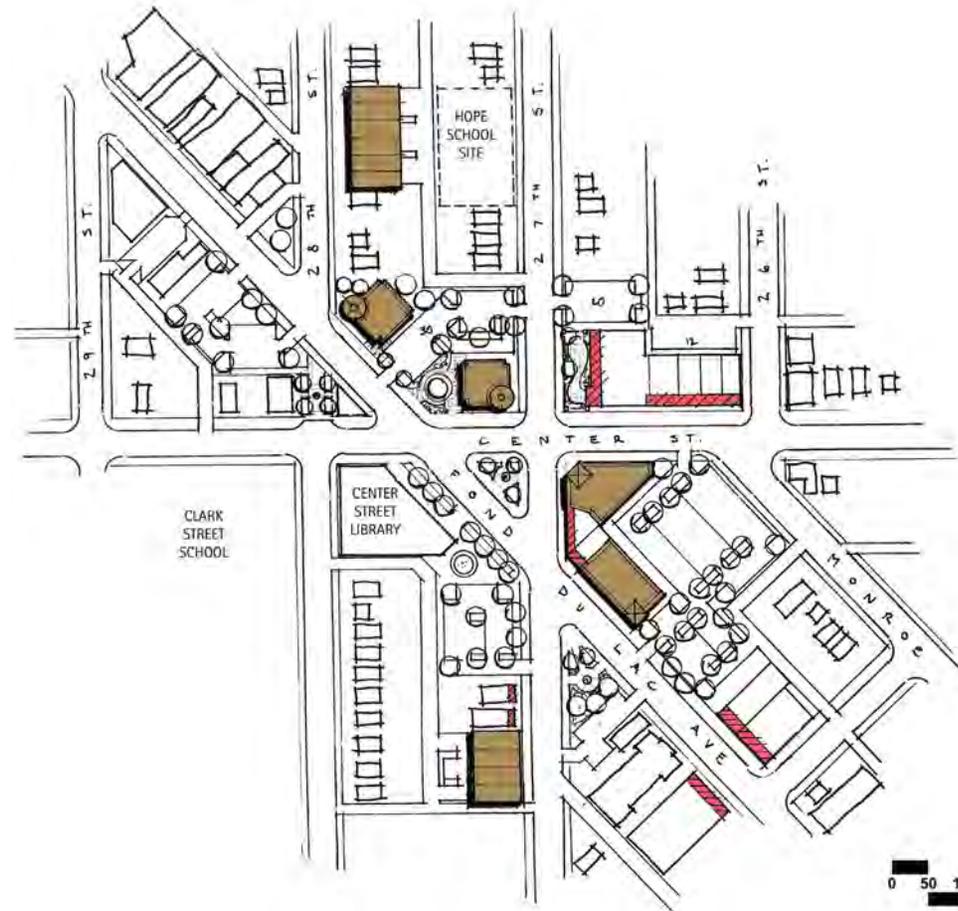


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Scenario 1

## Sub Area B, Scenario 2: New Housing, Historic Preservation & New Development

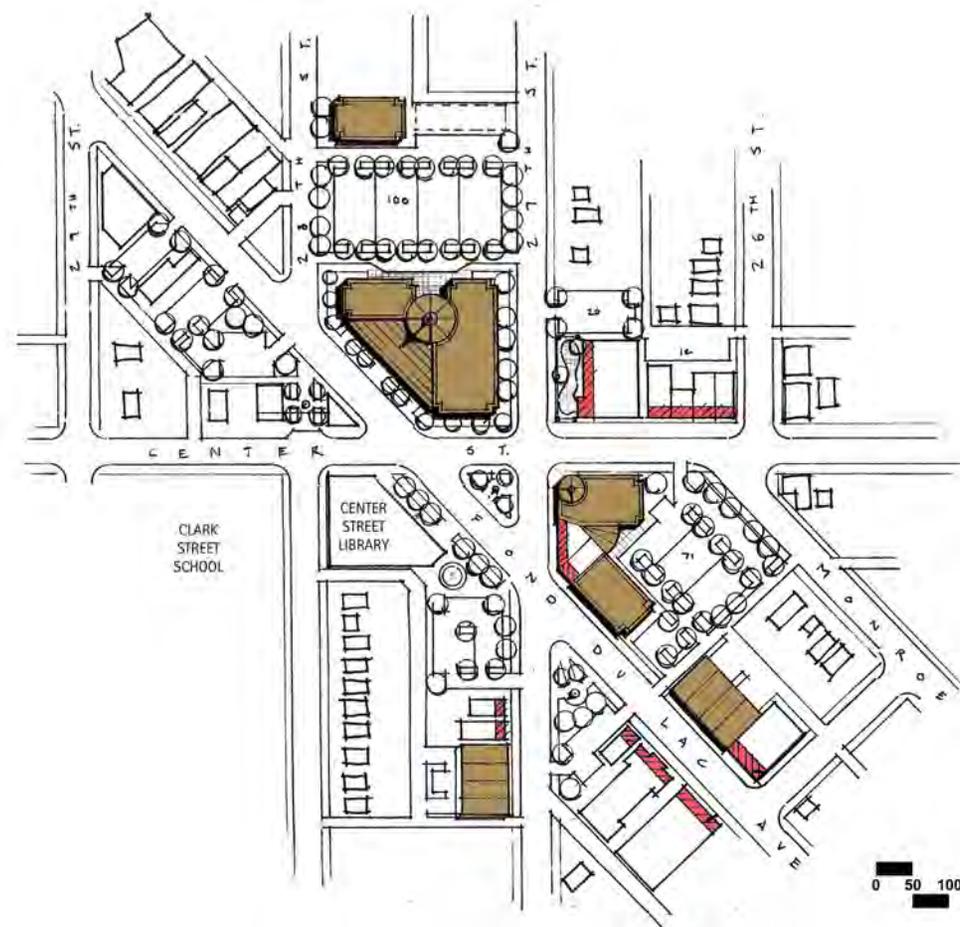
- A. Develop 2-1/2-Story Row houses (6 Units).
  - Parking: 12 cars (attached garages)
- B. Consider Shared Mid-Block Parking Lot.
  - Parking: 35 cars
- C. Consider Rehab of Existing Bank for Retail, Office, or Cultural Use with Adjacent Art Pocket/Plaza.
- D. Develop 1-Story Retail (5,000 sf each)
  - Parking: 30 cars (3.0 cars per 1,000 sf)
- E. Consider Rehab & Expansion of Existing Afro-American Cultural Center and Parking Lot. Create Outdoor Exhibition Area along 27th Street.
  - Expansion: 10,000 sf
  - Parking: 32 cars (1.3 cars per 1,000 sf)
- F. Create Art/Landscape Pocket & Seating Area.
- G. Develop 1-Story Retail Around Existing Buildings.
  - New Retail: 15,000 sf
  - Rehabbed Retail: 5,000 sf
  - Parking: 90 cars (4.5 cars per 1,000 sf)
- H. Create Art/Landscape Pocket & Seating Area. Consider Shared Parking Lot.
  - Parking: 15 cars
- I. Consider Facade Improvements to Existing Buildings.
- J. Develop 2-1/2-Story Row houses (4 Units).
  - Parking: 8 cars (attached garages)



N  
Scenario 2

## Sub Area B, Scenario 3: New African-American Cultural Center

- A. Develop Hope School.
- B. Consider Shared Mid-Block Parking Lot.
  - Parking: 35 cars
- C. Consider Rehab of Existing Bank for Retail, Office, or Cultural Use with Adjacent Art Pocket/Plaza.
- D. Develop 2-Story Afro-American Cultural Center.
  - Cultural Center: 60,000 sf
  - Parking: 100 cars (1.7 cars per 1,000 sf)
- E. Consider Rehab & Expansion of Existing Afro-American Cultural Center and Parking Lot. Create Outdoor Exhibition Area along 27th Street.
  - Expansion: 10,000 sf
  - Parking: 32 cars (1.3 cars per 1,000 sf)
- F. Create Art/Landscape Pocket & Seating Area.
- G. Develop 1-Story Retail Around Existing Buildings.
  - New Retail: 14,000 sf
  - Rehabbed Retail: 5,000 sf
  - Parking: 71 cars (3.7 cars per 1,000 sf)
- H. Create Art/Landscape Pocket & Seating Area. Consider Shared Parking Lot.
  - Parking: 15 cars
- I. Develop 2-1/2-Story Row houses (8 Units).
  - Parking: 16 cars (attached garages)
- J. Consider Facade Improvements to Existing Buildings.



N  
Scenario 3

## Perspective: Kilbourn Bank Building/ Adaptive Use & Facade Improvements

The existing Kilbourn Bank Building at the northwest corner of Fond du Lac and Center warrants consideration for preservation and creative new uses to complement this key cultural node. Along with the adjacent cul-de-sac to the west, this corner should be considered for an art gallery and sculpture garden/art pocket. Some retail could be integrated into the bank building to complement the art use and add vitality to the space.



# Perspective: Kilbourn Bank Building

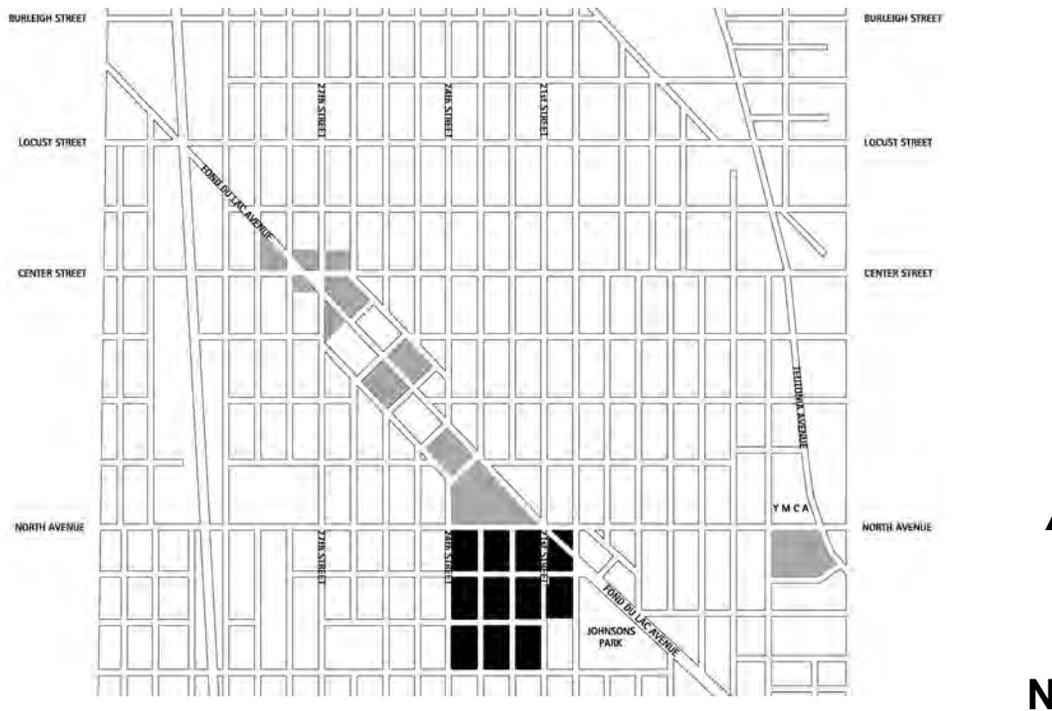


# SUB AREA C: K-Mart Site

Sub Area C is generally defined by Brown Street to the south, Fond du Lac Avenue to the east, 24th Street to the west, and North Avenue to the north. Although once considered as a potential site for a new K-Mart, the area is primarily a residential node with retail opportunities at key intersections and along the south side of North Avenue.

There are a number of underdeveloped and vacant parcels in the area that present redevelopment opportunities. Large, underused parking lots on the south side of North Avenue, in conjunction with large parcels of vacant land to the south, present an opportunity for clustering retail in key locations connecting new infill housing to the existing neighborhoods to the south. Efforts to provide infill residential housing are in progress in the neighborhoods to the south, and serve as examples of the residential character that could be incorporated into the area.

The existing Community Gardens, Brown Street Academy, and Johnson's Park provide the area with large open spaces and recreational opportunities. However, there is a need to improve the safety, security, and function of these open spaces to better serve the neighborhood.



Corner of North and Fond du Lac Aves.



Fond du Lac Ave. looking northwest



Vacant land, K-Mart site

# Sub Area C, Scenario 1: Single-Family Home Emphasis

- A. Develop 1-Story Retail (5,000 sf)  
• Parking: 20 cars (4.0 cars per 1,000 sf)
- B. Develop 1-Story Retail (5,000 sf)  
• Parking: 22 cars (4.0 cars per 1,000 sf)
- C. Consider Shared Parking Lot for Existing Retail  
• Parking: 30 cars
- D. Consider Facade Improvements to Existing Buildings
- E. Develop 1-Story Columbia Savings & Loan Bank with Drive-Thru (7,500 sf)  
• Parking: 16 cars (2.1 cars per 1,000 sf)
- F. Develop 1-Story Retail (7,500 sf)  
• Parking: 12 cars (1.6 cars per 1,000 sf)
- G. Create Art/Landscape Pocket, Seating Area, and Neighborhood Gateway Feature
- H. Develop 47 Single-Family Home Lots (45'-60' wide)  
• Lot Size: 5,000 to 6,000 sf each
- I. Develop 40 Single-Family Home Lots (30' wide)  
• Lot Size: approx. 4,500 sf each
- J. Create Neighborhood Gateway Feature



N  
Scenario 1

## Sub Area C, Scenario B: Row House Emphasis

- A. Develop 1-Story Retail (8,000 sf)
  - Parking: 24 cars (3.0 cars per 1,000 sf)
- B. Develop 1-Story Retail (8,000 sf)
  - Parking: 24 cars (3.0 cars per 1,000 sf)
- C. Consider Shared Parking Lot for Existing Retail
  - Parking: 50 cars
- D. Develop 1-Story Retail (8,000 sf)
  - Parking: 24 cars (3.0 cars per 1,000 sf)
- E. Develop 1-Story Columbia Savings & Loan Bank with Drive-Thru (12,000 sf)
  - Parking: 39 cars (3.3 cars per 1,000 sf)
- F. Create Gateway Park, Art Pocket, and Seating Area
- G. Create Neighborhood Gateway Feature
- H. Consider Fond du Lac Avenue Median Extension to North Avenue
- I. Develop 1-Story Retail (12,000 sf)
  - Parking: 39 cars (3.3 cars per 1,000 sf)
- J. Create Pedestrian Greenway & Community Gardens
- K. Develop 2-1/2-Story Row houses (74 Units)
- L. Create Garfield Avenue Round-a-Bout
- M. Reconfigure Church Entrance & Parking Lot
- N. Develop 40 Single-Family Home Lots (30' wide)
  - Lot Size: approx. 4,500 sf each



N  
Scenario 2

## Perspective: Corridor Arrival Sequence/Northbound on Fond du Lac Avenue

A new gateway park and identity element created on the former Columbia Savings and Loan triangle serves as a gateway into the neighborhood. This new park could also function as an art pocket for local artists to display their work. New median extensions along Fond du Lac Avenue continue the “green entry” to the neighborhood up to North Avenue. New streetscape elements add to the revitalization of the area.



# Perspective: Corridor Arrival Sequence/Northbound on Fond du Lac Avenue



# SUB AREA D: North Avenue/Teutonia Street District

Sub Area D is generally defined by Garfield Avenue to the south, Teutonia Avenue to the east, 14th Street to the west, and North Avenue to the north. Along with the new, state-of-the-art YMCA, the site serves as the eastern gateway into the neighborhood. However, the deteriorating industrial building and field of cell towers that currently occupy the site contrast sharply with the new YMCA and create a “dead street wall” adjacent to the active street frontage along the YMCA. With residential uses along the south side of the site, as well as in the surrounding neighborhoods, consideration should be given to redeveloping the site to better fit the context of the area and better serve as a gateway into the community. The prominent intersection of Teutonia and North provides an opportunity for some retail uses in the area, as well as, expansion of the existing Masonic Temple at the northeast corner.

The site provides the opportunity to enhance the synergy of uses in the area by clustering residential and/or senior housing close to the new YMCA. In addition to a variety of physical, social, and educational activities for local residents, the YMCA offers programs to help residents rehabilitate and buy homes in the area. The opportunity to support the YMCA’s efforts exists through consideration of a new housing mix in the area; creating a solid, stable residential core in the immediate vicinity.



YMCA



North Avenue looking east

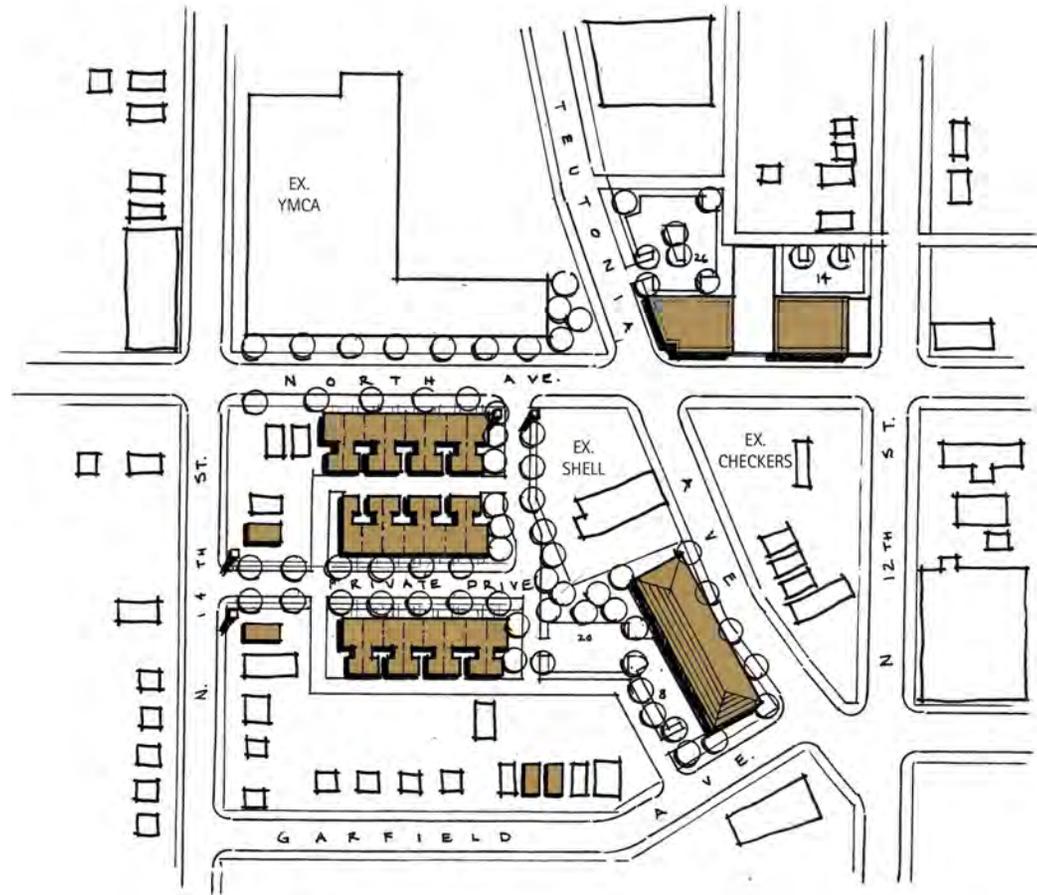


Industrial buildings



## Sub Area D, Scenario 1: Senior Housing and Row House Emphasis

- A. Develop 1-Story Retail (5,000 sf)
  - Parking: 26 cars (5.2 cars per 1,000 sf)
- B. Develop 1-Story Retail (5,000 sf)
  - Parking: 14 cars (2.8 cars per 1,000 sf)
- C. Develop 2-1/2-Story Row houses around new landscaped private drive (23 Units)
- D. Develop 4-Story Senior Housing (80 Units)
  - Parking: 28 cars (0.4 cars per unit)
- E. Develop Infill Single-Family Homes (4 Lots)

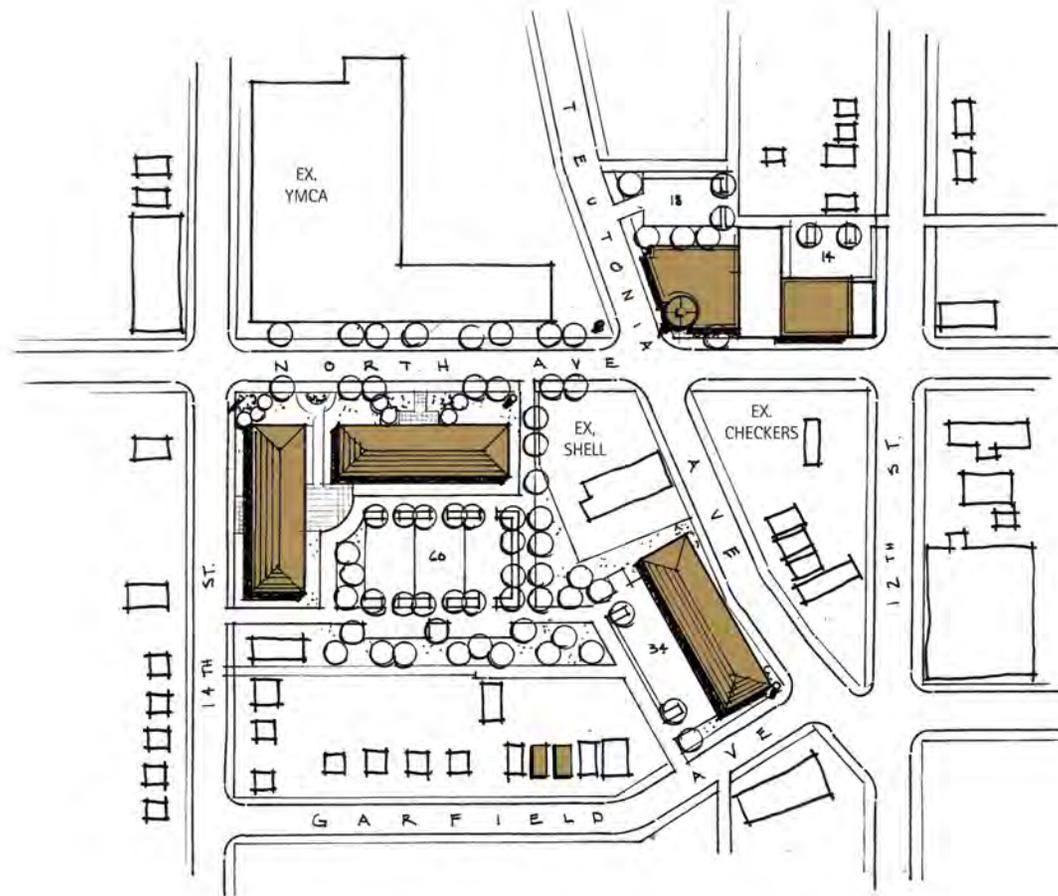


N

Scenario 1

## Sub Area D, Scenario 2: Dense Senior Housing Emphasis

- A. Consider Rehab & Expansion of Existing Masonic Temple
  - Expansion: X,000 sf (8,000 sf total)
  - Parking: 18 cars (2.3 cars per 1,000 sf)
- B. Develop 1-Story Retail (5,000 sf)
  - Parking: 14 cars (2.8 cars per 1,000 sf)
- C. Develop 4-Story Senior Housing (240 Units)
  - Senior Housing: 80 Units (each building)
  - Parking: 94 cars (1.2 cars per unit)
- D. Develop Infill Single-Family Homes (2 Lots)
- E. Create Gateway Feature & Landscaping.



N

Scenario 2

## Sub Area D, Scenario 3: Row House Emphasis

- A. Consider Rehab & Expansion of Existing Masonic Temple
  - Expansion: X 2,000 sf (8,000 sf total)
  - Parking: 18 cars (2.3 cars per 1,000 sf)
- B. Develop 1-Story Retail (5,000 sf)
  - Parking: 14 cars (2.8 cars per 1,000 sf)
- C. Create Gateway Feature & Landscaping.
- D. Develop 2-1/2-Story Row houses around a new landscaped private drive. (40 Units)
- E. Develop Infill Single-Family Homes (5 Lots)
- F. Create Corner Art/Seating Pockets & Landscaping



N

Scenario 3

## Perspective: Infill Residential Opportunities/Fond du Lac & North Avenues

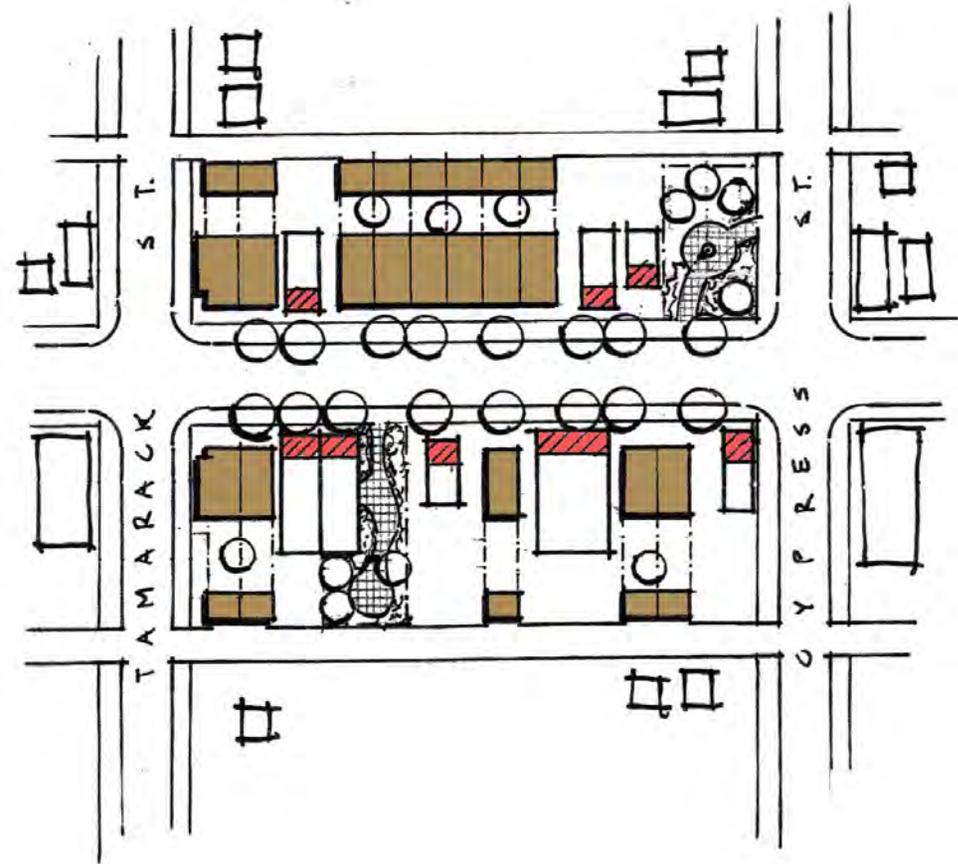
With the unlikelihood of commercial development too occur along the entire boundaries of the Fond du Lac and North Avenue Corridors, other uses should be considered for the areas between the key retail nodes. Residential uses, specifically multi-family row houses, are one option for these infill opportunities. Along with the new residents of these homes, new streetscape elements such as planters, lights, and signage create lively, active streets.





## Sub Area E, Scenario 1: Infill Housing and Pocket Park Emphasis

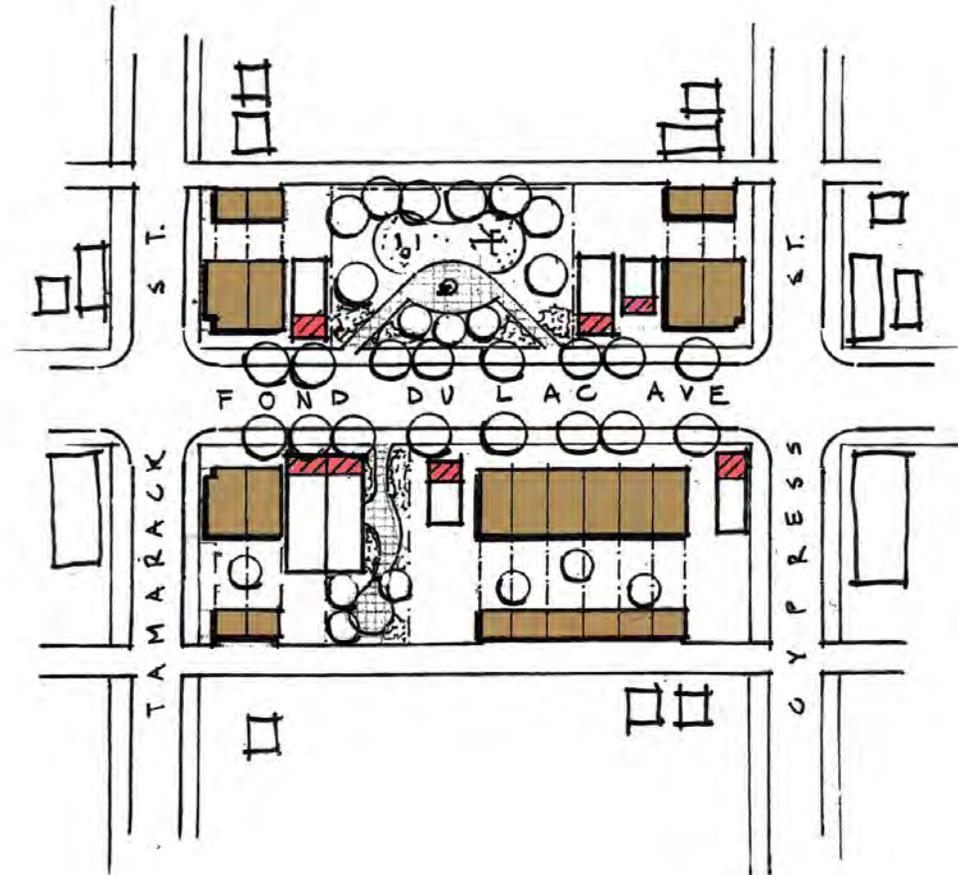
- A. Develop Infill Row houses with Detached Garages (Typical)
- B. Consider Facade Improvements to Existing Buildings
- C. Consider Using Vacant Lots for Expanding Existing Buildings and/or Art Pockets & Landscaping
- D. Create Corner Art/Seating Pockets & Landscaping



Scenario 1

## Sub Area E, Scenario 2: Extensive Pocket Park Emphasis

- A. Develop Infill Row houses with Detached Garages (Typical)
- B. Consider Facade Improvements to Existing Buildings
- C. Consider Using Vacant Lots for Expanding Existing Buildings and/or Art Pockets & Landscaping. Create Mid-Block Art Pockets & Tot Lots



N

Scenario 2

## Perspective: Facade Improvement Opportunities/Fond du Lac & North Avenues



Active and viable businesses exist in certain areas along Fond du Lac and North Avenues. These businesses should remain, but consideration should be given to activating the streets through facade improvements. Opening "dead walls" with new windows, awnings, streetscape improvements, and signage are options for improving the perception of the neighborhood and enhancing the pedestrian experience.



# STREETSCAPE IMPROVEMENTS

Throughout the visioning process, the community expressed its desire to enhance the image and character of the corridors. Community leaders and residents realized the importance of creating a sense of security and stability, attracting new businesses and residents, and improving the overall quality of life. One opportunity for creating this new image for the neighborhood is through new streetscape elements such as benches, trash cans, planters, bike racks, signage, gateways, and bus shelters. Expanding on the recently completed Fond du Lac Avenue streetscape improvements, which included new streetlights, roadways, and sidewalks, a cohesive streetscape character, offers an almost instant upgrade in the character of neighborhood. These streetscape elements can also incorporate a new name/identifier for the neighborhood to set it apart from other areas of Milwaukee and encourage a “sense and pride of place” for residents.

In addition to streetscape elements, facade improvements to existing buildings are another means of character enhancements for the corridor. Unattractive and deteriorating buildings should be improved, including the backs and sides visible from streets. New awnings, doors, windows, and decorative lighting can enhance the visual appearance of the neighborhood. Parking areas should be landscaped and lit to promote security and safety as well as enhance their visual appearance.



Streetscape improvement opportunities along Fond du Lac Avenue



Facade improvement opportunities along North Avenue

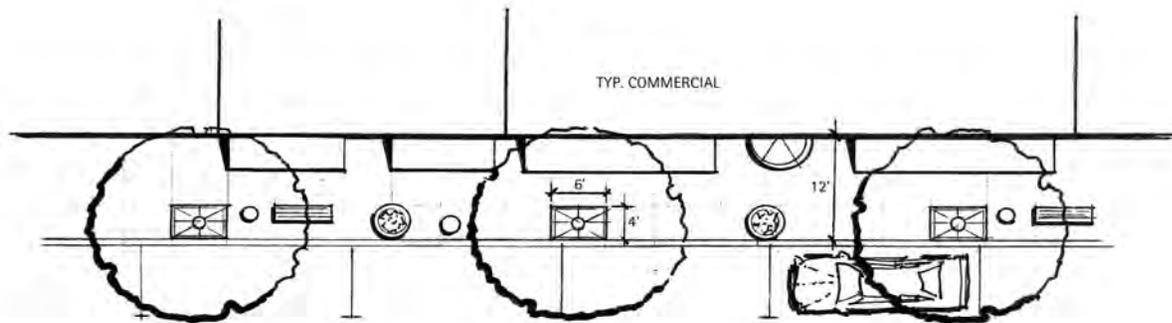
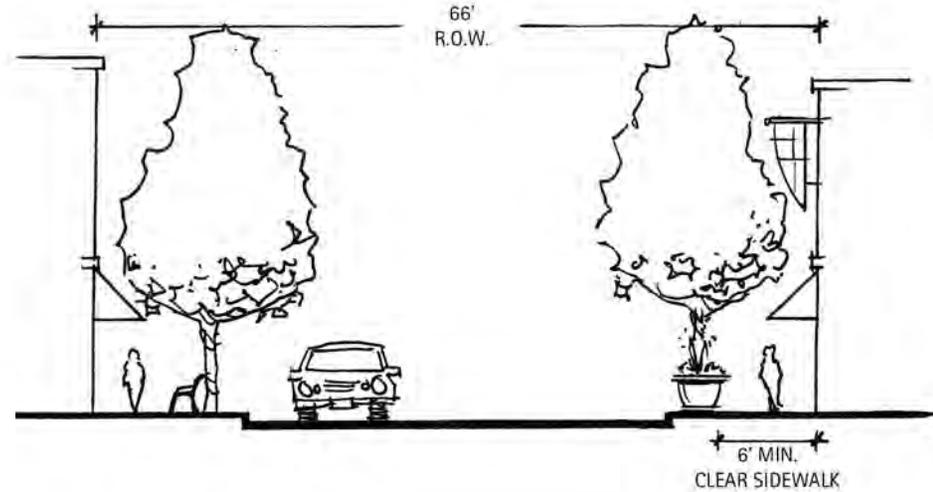


Streetscape and facade improvement opportunities

# Commercial Streetscape

- A. Typical Trash Receptacle
- B. Typical decorative bench
- C. Typical Milwaukee Harp Light
- D. Typical movable planter with perennials
- E. Typical decorative metal tree grate

TYPICAL COMMERCIAL DISTRICT  
STREETScape PLAN ELEVATION

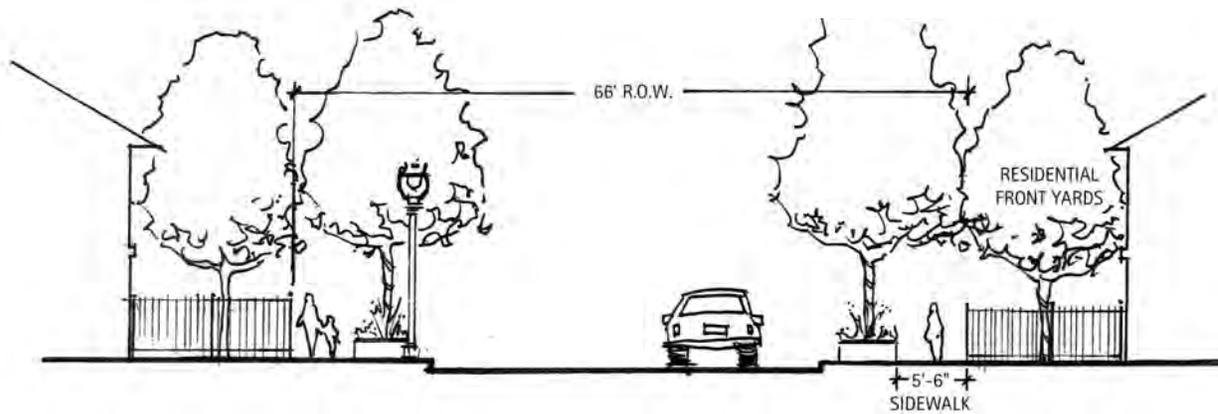
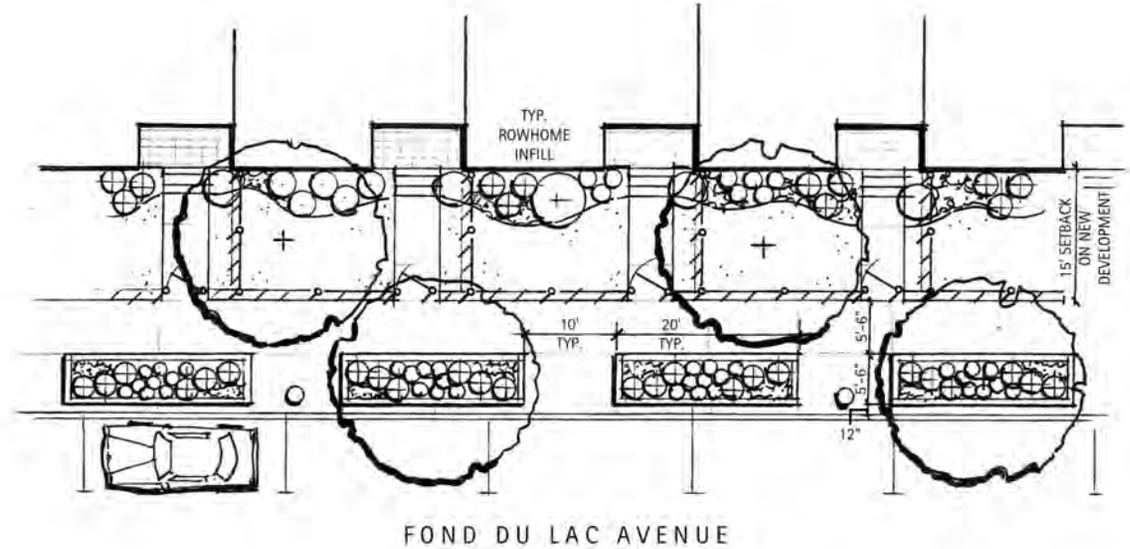


TYPICAL COMMERCIAL DISTRICT  
STREETScape PLAN

# Residential Streetscape

- A. Raised planter with low maintenance vegetation and shade trees at 60' spacing.
- B. Typical Milwaukee Harp Light.

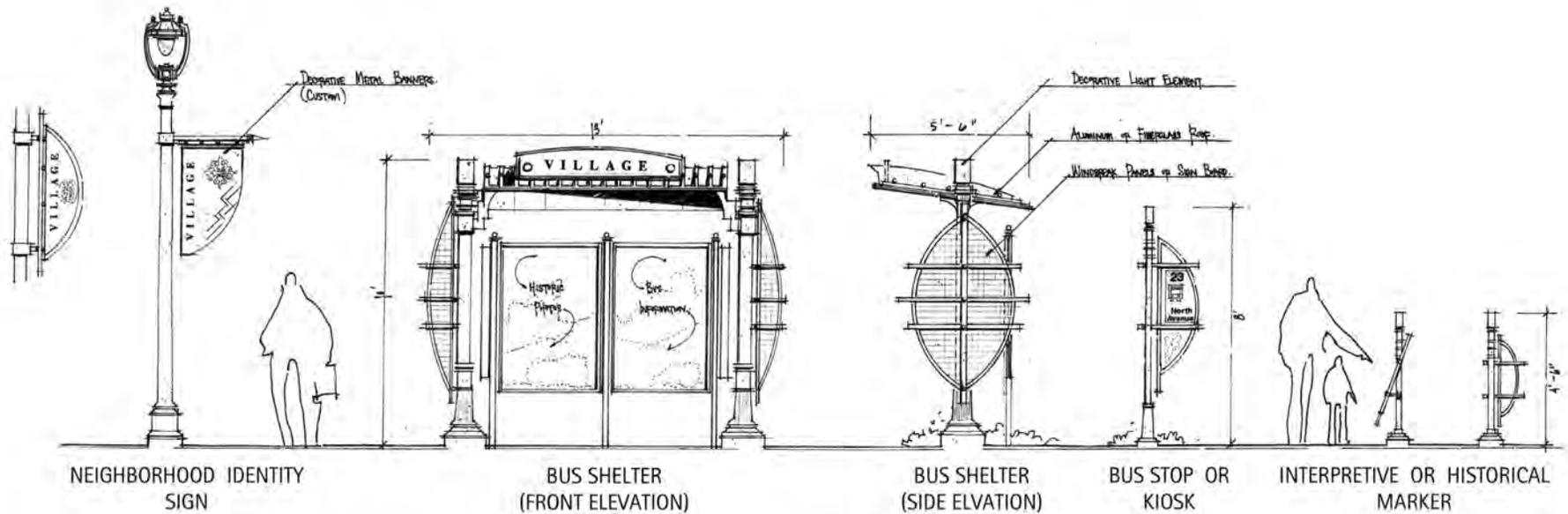
TYPICAL RESIDENTIAL DISTRICT  
STREETScape PLAN



TYPICAL RESIDENTIAL DISTRICT  
STREETScape PLAN ELEVATION

# Perspective: Neighborhood Streetscape Elements

Along with efforts to develop an overall better image of the corridors through physical improvements, consideration should be given to undertaking an extensive neighborhood gateway program. New gateway elements identify the neighborhood to residents and visitors while creating a sense of pride for residents. Although these elements could take many forms, consideration should be given to expressing the area's cultural diversity and values -- such as pride, determination, and strength.



## Perspective: Neighborhood Gateway Elements



## Conclusion

Like many other inner-city neighborhoods, the Fond du Lac/North Avenue Corridors have experienced economic disinvestment and rapid change over the last several decades. For most American cities, neighborhood commercial districts served as the centers of urban communities. These were the places where groceries and various goods were bought, movie and entertainment palaces flourished, banking was done, and friends and families socialized. In many other neighborhoods, segregation, racism, disengagement, and disenfranchisement added to the trauma that neighborhood commercial districts have experienced over the decades. The legacies of many years of chronic public and private disinvestment are deteriorated buildings and unfulfilled market opportunities.

Main Street commercial district revitalization is always an incremental and evolving process; quick results are not guaranteed, nor are they realistic. Municipal government and other neighborhood business district stakeholders always desire immediate results, but for the Fond du Lac/North Avenue Corridors, the most important result now is to reach consensus, develop a vision, and strive to build a strong and effective organization. Without a vision and a strong organization there will be no other results. The Fond du Lac neighborhood has the task of balancing the desire for tangible accomplishments and the absolute need to develop a stable and powerful vision that can sustain a long-term Main Street organization for years into the future. In addition, Fond du Lac/North Avenue stakeholders will have to undertake more substantial design and economic restructuring initiatives than most Main Streets do in their first years of operation.

With this in mind, the one most impressive asset the neighborhood has is the incredible wealth of talent, skills, and experiences represented in those that had participated in the visioning process. This is where the program for Main Street commercial district revitalization starts and by implementing the Main Street Approach and combining commitment, vision, and hard work, there will be a successful program and revitalization process. The Fond du Lac/North Avenue corridors will then be in the vanguard of how the Main Street Approach can work in our inner cities.



# MAIN STREET MILWAUKEE PROGRAM

## Department of City Development & LISC Partnership

The Main Street Milwaukee Program is a collaborative effort between the City of Milwaukee's Department of City Development (DCD) and Milwaukee's Local Initiatives Support Corporation (LISC) to revitalize Milwaukee's older, traditional neighborhood business districts. Milwaukee has taken a proven national model and crafted a unique program that will help build sustainable, walkable, thriving commercial districts as anchors to our city's residential neighborhoods.

The program is based on the "Main Street Four Point Approach"™ developed in 1980 by the National Trust for Historic Preservation. The Main Street 4-point approach is a systematic, comprehensive approach to commercial district revitalization that successfully combines historic preservation and economic development in local revitalization initiatives. It has earned national recognition as a practical strategy appropriately scaled to a community's resources and conditions with all initiatives stemming from local issues and concerns. The Main Street model has been adopted by organizations in more than 1,700 communities throughout the United States and has generated nearly 70,000 building rehabilitations and 174,000 jobs over the past 20 years. Generally, the program has focused on smaller towns in rural America, but in recent years the program has been increasingly applied to commercial strips in large urban centers such as Boston, Washington DC, and Baltimore.

The main component of the Main Street Four Point Approach™ is the creation of 4 separate committees made up of volunteers from the community to concentrate their efforts on the four elements of the Main Street approach. The four committees are as follows:

- **Organization:** Successful commercial districts must establish consensus and cooperation by building partnerships among the various stakeholders in the commercial district. Designated districts will create a structure that provides effective, ongoing management and advocacy of the commercial district. Diverse groups from the public and private sectors must work together to create and maintain a successful program
- **Design:** Every neighborhood has inherent visual opportunities: public and private buildings, storefronts, signs, public spaces, landscaping, merchandising, displays and promotional materials. The Design Committee of designated districts use these elements and specific programs and resources to help improve the physical appearance and cohesiveness of their neighborhood business districts.
- **Marketing and Promotional Activities:** Successful urban retail centers provide events, entertainment, marketing materials and more to help attract customers. Those types of programs, which seek to create a positive image of the commercial district in order to rekindle neighborhood pride, are a central aspect of the Main Street Approach. These activities improve retail sales and create a positive public image of the commercial district in order to attract investors, developers and new businesses.
- **Economic Restructuring:** Strengthening and diversifying the commercial district's economic base is accomplished by retaining and expanding existing businesses to provide a balanced commercial mix and by converting unused or underutilized space into productive property. In addition, the program works to strengthen existing businesses by helping them to update their business practices, market their goods and services more effectively, and become more competitive in a changing global economic environment.

In Milwaukee, DCD and LISC will be the partners responsible for implementing the Main Street Milwaukee Program (MSMP). The program will help nonprofit community development corporations (CDCs) and other established neighborhood-based organizations transform neighborhood business districts into productive centers of economic activity by strategically channeling financial resources and providing quality technical assistance that is relevant to Main Street practitioners.

MSMP will provide financial and technical assistance to designated organizations to help them organize stakeholders from the neighborhood, improve the appearance of the street and its storefronts, attract and manage

public infrastructure improvements, generate new business development, and identify sources of capital for private investment and development within their communities. Designated organizations will act as catalysts of economic development in ways that build on their neighborhoods' assets – i.e. the talents and energies of local residents, local property and business owners, and the physical, social and cultural character of a neighborhood.

DCD, using funds provided by CBGA, will coordinate the program, oversee the management of the designated districts and expedite the delivery of city services and programs to projects located within the designated districts. LISC, using resources from various private sector funders, will provide specialized consultant services, training and mentoring experiences from experts in Milwaukee and other Main Street cities to designated districts in Milwaukee.

The major components of the Main Street Milwaukee program are as follows:

- Designate areas through a competitive process – each area interested in becoming a Main Street must submit an application for designation. An independent body, the Main Street Milwaukee Partners Board, made up of elected officials, Mayoral appointees, funders, small business and community development representatives, will review all applications, provide scoring and make decisions for participation in the program. The selection criteria consist of:
  1. the district's compatibility with the Main Street program;
  2. organizational capacity; and
  3. commitment to following the Main Street Four-Point Approach.
- Build capacity of designated community groups by providing trainings and workshops. These trainings and workshops would build a foundation of sustainability by teaching the necessary tools and techniques to the community and main street manager to conduct commercial district revitalization.
- Provide an array of free consulting services – such as architectural services, urban planning services, and small business development.
- Insure multi-year funding to designated community groups contingent on performance and accountability. By the 6<sup>th</sup> year of participation in the program, the district should have a fundraising mechanism in place to continue their efforts in commercial district revitalization and management of district.
- Require designated areas to follow the Main Street 4-point approach and hire a full-time staff person, the Main Street Manager, to manage the four Main Street committees and their individual annual work plans.
- Use Federal Block Grant money to leverage corporate and philanthropic support. The City will allocate block grant funds and LISC will raise private sector funds in a one to one match.

DCD and LISC envision the Main Street Milwaukee Program to be a multi-year program with four districts designated in the summer of 2004 and 1-2 districts designated in each subsequent year. Designated districts must have a non-profit organization leading their Main Street program. The nonprofit will be responsible for hiring and housing the full-time Main Street manager and coordinating all program activities. Once selected, districts will have a Main Street Milwaukee designation for at least six years. To retain this designation, districts will be required to develop annual work plans with concrete goals and will be evaluated on their revitalization activities.

Each designated district will be required to provide regular progress reports, including: dollar value of reinvestment, net growth in new businesses, net growth in jobs, number of improved façade and streetscapes, number of volunteers and volunteer hours in the Main Street committees and projects, rental rates, retail sales rates, and crime rates. In addition, each local program will be regularly evaluated to determine progress in achieving goals, project completion, efficient program administration, broad community involvement, and other key benchmarks.

For more information contact Nicole Robben, Main Street Milwaukee Coordinator, at Department of City Development, 809 N. Broadway, Milwaukee, WI 53202; phone: 414-286-5617; email: [nrobbe@mkedcd.org](mailto:nrobbe@mkedcd.org)