

2.0 PLANNING PROCESS AND INFORMATION GATHERING

The planning process for the Fond du Lac and North Neighborhood Plan included extensive information gathering regarding current conditions, neighborhood development issues, redevelopment opportunities (as perceived by a broad range of stakeholders) and the ongoing work of existing organizations, in order to provide a comprehensive look at all factors affecting growth and investment in the area. Ideas gained through the public participation process have been a key part in determining plan recommendations and catalytic projects that will affect the future of the neighborhood.

2.1 ORGANIZATION

The purpose of the contract structure was to involve a broad range of stakeholders in a participatory process that would result in broad community ownership of the plan and a long-term commitment to carrying out the objectives of the plan.

A wide range of methods were used to gather public input, from personal one-on-one interviews to large group community brainstorming workshops. Some methods were more objective, such as the Image Preference Survey and the Household Survey; others were more subjective, such as the focus groups held on particular topics. In addition, the neighborhood plan overlapped other public initiatives such as the Main Street Initiative, and merged the results of that process with the planning process to create a mutually consistent set of recommendations.

These teams of stakeholders who participated in the process also provided input on critical issues and support throughout the plan implementation process. Therefore, the role of these participants who have stayed the course from inception (first ideas), to concept development, to catalytic project development, and have carried ideas forward to organize and implement projects, was crucial. This information gathered was also used to formulate planning policies. Once results were compiled, the plan was drafted, edited, and presented to the public for review and comment. A final version was then completed for public hearings and adoption.

A. Contract Team

The Contract Team was comprised of funding partners with significant interests in the planning area: the Neighborhood Improvement Development Corporation (NIDC), the 30th Street Industrial Corridor Corporation (ICC) and the North Avenue Community Development Corporation (NACDC). The Team worked closely with the consultants to perform the tasks set out in the Contract Scope of Services, insuring the integrity of the planning process and achieving the desired outcomes of the Plan.

B. Working Task Force

The Working Task Force was comprised of approximately twelve elected officials who played a key role in implementing the Plan. They played an active role in formulating policy decisions, assisting in decision-making and providing

guidance to the consultant team during the course of the project. They provided knowledge of the larger issues affecting the neighborhood.

C. Citizen Advisory Group

The Citizen Advisory Group was made up of approximately 50 neighborhood stakeholders who were instrumental in creating the long-term goals and vision for the Plan. They provided essential knowledge and information to the consultant team during the course of the project. The group was critical in achieving an effective Public Involvement Strategy. They provided first-hand knowledge of the neighborhood.

2.2 ANALYSIS

The analysis of the neighborhood is intended to provide a snapshot of the neighborhood at a point in time, mostly based on U.S. Census data from the year 2000, including:

- A profile of economic strengths, weaknesses, gaps and opportunities
- A sense of where the neighborhood is served by business, industry and services
- A sense of where the neighborhood is headed in terms of major trends
- What needs to happen to reinforce positive change.

A. Review of Prior Studies Summary

As part of the coordinated planning effort of this project, the consultants reviewed 25 planning studies related to the Fond du Lac and North neighborhood. Each study was reviewed and its key elements summarized according to the following topics (See Appendix A: Analysis of

Existing Documents):

1. Relationship to other studies
2. Goals and objectives of the study
3. Description of data used in the analysis
4. Relationship to national trends and models
5. Key physical features of the study area
6. Public participation process and results utilized in the process
7. Critical plan recommendations
8. Implementation strategy

The purpose of this detailed review was to compare and consolidate Plan recommendations throughout the study area so that the current planning process builds on previous analysis and conclusions, and provides a better coordinated framework for neighborhood investment decisions.

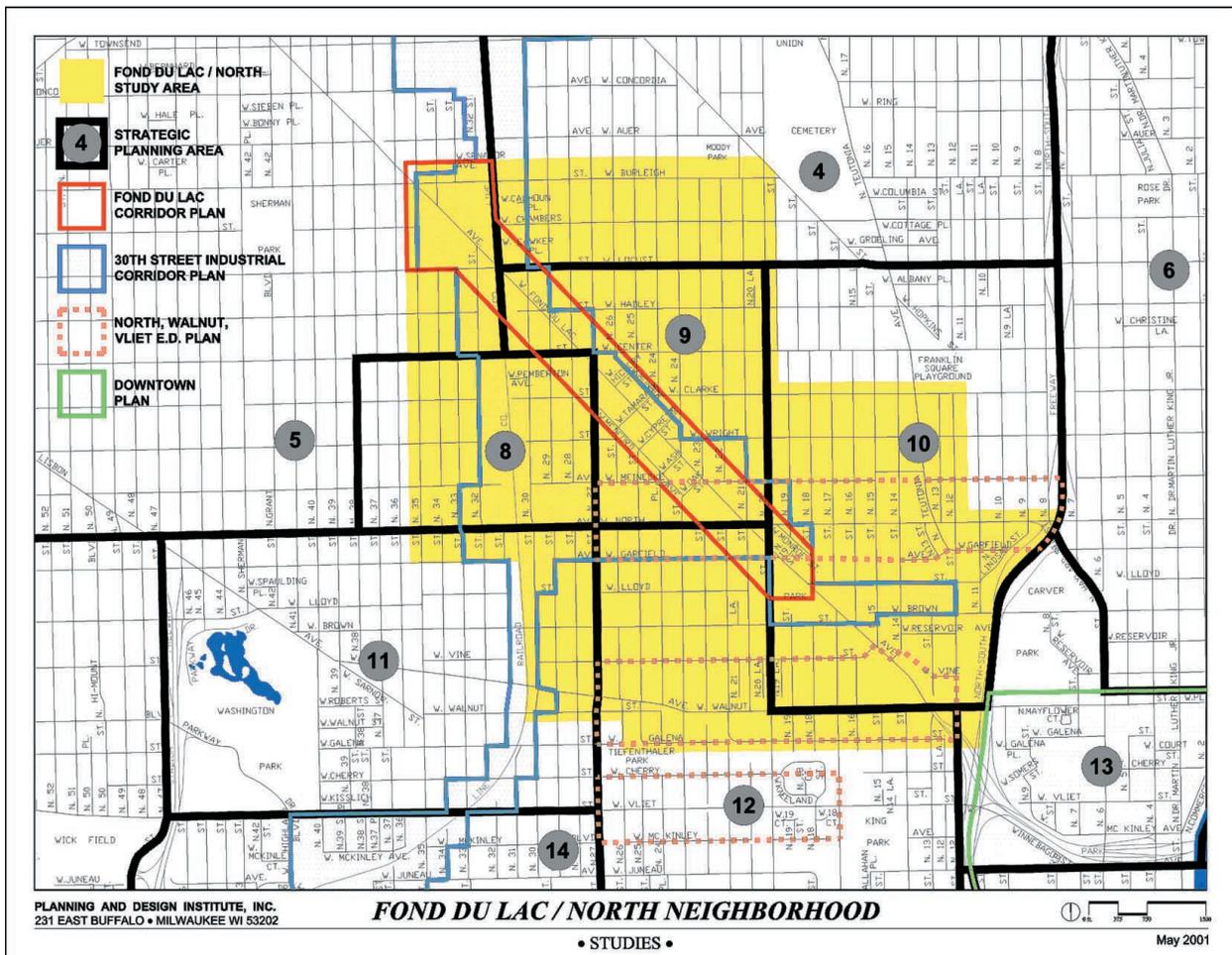
Common Recommendation Themes from Prior Studies

Recommendations from previous plans and studies tended to be consistent. Conclusions were often repeated, with the following common goals representing areas of consensus.

Economic Development

This section includes a variety of topics related to creating and retaining jobs throughout the neighborhood, developing new businesses to meet resident needs, and improving the overall appearance of the commercial and industrial districts to add value to the economy of the neighborhood.

- Job Creation – create jobs through the establishment of retail and industrial



incubator facilities for local start-up businesses; increased opportunities for self-employment; development of a business/service center to support local businesses; and programs that both train and link local residents to neighborhood employment opportunities.

- Industrial Corridor – stabilize the industrial corridor by creating an incubator in the industrial corridor; redevelopment within the corridor will add value to the land and surrounding properties, as well as improve the transition between the industrial corridor and adjacent residential properties; create a marketing strategy for the reuse and redevelopment of the industrial

corridor; increase strategies for industrial retention and recruitment.

- Neighborhood Stability – increase the availability of local goods and services; coordinate planning efforts between neighborhood associations and the City; improve the overall appearance of the area; the City could establish a TIN and/or BID to assist in the revitalization of the area, as well as increase economic development awareness; concentrate redevelopment strategies in a target area that can have a positive impact on surrounding properties and strengthen neighborhood stability.
- Job Training – provide a stable employment base through increased

educational opportunities, job training programs and incubators.

- Community-Based Businesses/stores – based on public input, residents desire more community-based businesses and clusters of neighborhood shopping services so they do not need to leave the neighborhood for the majority of their shopping; additional commercial development should strive to improve the overall appearance of commercial districts throughout the neighborhood with improved building facades, better identification of the area and removal of blighted properties; specific commercial districts, i.e. Lisbon Avenue/Walnut Avenue and North Avenue should develop a strategy to attract a mix of both large and small businesses that draw from a broad geographic market area.

Housing

Increased home ownership and development of “lot based infill and cluster housing” was a priority in almost every study reviewed. Housing is the stabilizer for the neighborhood in terms of value and the overall image of the area. Improving the quality of the housing stock can be achieved with a variety of programs. A variety of housing types is also desired.

- Home Ownership – provide programs and educational seminars on how to achieve home ownership. Provide a variety of funding assistance opportunities. Absentee landlords that do not maintain their properties should be identified and these properties targeted for home

ownership.

- Infill Housing – build infill housing throughout the neighborhood. Cluster properties when possible to provide a greater impact on the values of surrounding properties.
- Affordable Housing – provide a variety of housing types, including mixed-use development with housing over retail.

Safety Enhancement Programs

The issues of safety and crime, both perception and reality, is key to attracting developers to invest in the neighborhood. Programs at the block level and neighborhood-wide are recommended.

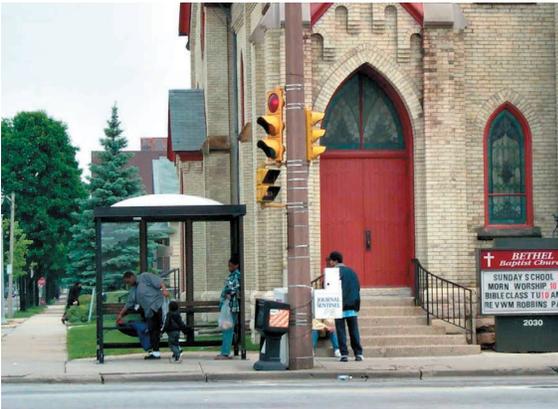
- Neighborhood Watch Programs – increase participation in block clubs and police patrols in the neighborhood.
- Crime Reduction Programs – establish programs throughout the neighborhood that identify and eliminate crime spots.
- Positive press – create public awareness programs to highlight the positives in the neighborhood.

Parking and Infrastructure

A coordinated parking system and improved streetscaping would enhance the perception of the neighborhood, especially the highly visible commercial districts.

- Parking for commercial uses – provide off-street parking plazas where on-street parking is not sufficient for commercial uses.
- Transit stops – add sheltered transit stops at key intersections of commercial nodes, if they are not already present.

- Street conditions – repair and maintain streets and sidewalks throughout the neighborhood. This includes the physical condition of the street, as well as streetscaping elements such as trees, benches and signage. Medians, or boulevards, within commercial districts are desirable public amenities and should be designed as part of the right-



of-way where space is available. Streets should also be analyzed in terms of safe sight distances, needed realignments at intersections and consolidation of access points to provide a safer environment.

- Clear pedestrian crossings – create clear pedestrian crossings on major arterials to provide a safe place for crossing the street, as well as an opportunity to enhance the streetscape.

Targeted Redevelopment Sites and Areas

Focusing investment at key intersections and clustering new development will provide a positive impact on surrounding properties. Key sites have been identified that will help to create an identity for the area and establish a precedent for future development. Where possible, land should be assembled to achieve the following concepts.

- Mixed-use Developments – development in and near the commercial districts should include buildings with residential over commercial.
- Nodes at Key Intersections – development at key intersections should contain the most intense commercial uses and be oriented to pedestrians; medium intensity corridors, primarily commercial-office and commercial-retail with housing, should link the high intensity nodes.
- Historic Buildings – significant historic buildings should be renovated, especially along the major commercial districts and at key intersections.
- Fond du Lac and North – this intersection should include new development,

improve surrounding properties and buildings, and serve as an anchor for the Fond du Lac and North commercial corridor.

- Transit-oriented Development – development along the major arterials should focus on transit-friendly development that is oriented towards pedestrians.

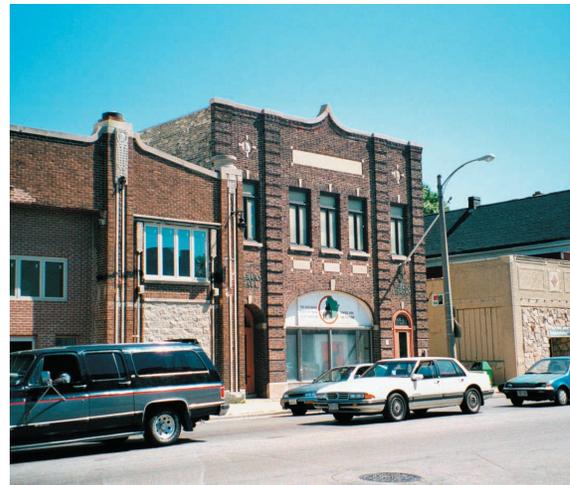
Overall Urban Design Enhancements

Design features and guidelines that will create a positive environment for investors are recommended throughout the neighborhood and are important to the success of economic development strategies. Recommendations include an overall revitalization effort that improves streetscaping, public spaces and gateways into the neighborhood.

- Gateways into the Neighborhood – key entrances should be redeveloped to create an identity for the area.
- Historic architecture – significant historic buildings should be rehabilitated and should incorporate mixed-uses when possible. Depending on their location, they can be used as landmarks in the neighborhood.
- Streetscaping Elements in Major Commercial Districts – include streetscaping elements, such as trees, signs, furniture and public art; each district could have its own identity or be part of an overall neighborhood identity.
- Open Space/Public Places – include a variety of public open spaces, such as squares, plazas, and community

parks throughout both commercial and residential areas; open spaces should not be isolated where they could become a safety concern; active recreational areas should be incorporated in or near residential neighborhoods.

- Buildings along Sidewalks with Windows – commercial buildings should include windows and be located at the edge of the sidewalk to create an active environment for pedestrians. This will help to create a safer environment while





adding vitality to the area.

B. Mapping and Data Analysis

A series of maps were prepared for the study area to determine existing conditions and to better understand redevelopment opportunities. The maps are summarized below, (refer to the fold-outs for actual maps.)

Map 1: Study Area

Map 2: Existing Land Use – Single Family

Residential uses were classified as any residential structure utilized by one family. Duplex Residential is classified as any structure with dwelling units for two families. Multi-family residential includes structures with 3 or more residential dwellings. Commercial land uses are those whose primary purpose is the retail sale of goods and/or services or office space. Mixed Uses are classified as those uses with both residential and commercial uses in the same structure. Transportation and Utility uses are those lands utilized for moving residents and products. Parking includes any land dedicated for the parking of motor vehicles. Open Space and Park uses include all City and/or County owned facilities used for both passive and active recreation as well as any community gardens or natural features areas left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state or federal buildings or facilities.

Map 3: Current Zoning (2000) – zoning analysis allows for a comparison between the existing uses of an area and the potential new uses that could occur based on the uses permitted by right for each zoning district.

Map 4: Development Opportunities – illustration of City or Redevelopment Authority of the City of Milwaukee owned properties, properties tax delinquent more than two years, non-owner occupied residential properties, “do not acquire” properties and historic buildings/properties. This map is the basis for the “Susceptibility to Change” map used in the community workshops.

Map 5: Rehab and Neighborhood Intervention Opportunities – illustration of owner occupied

single family and duplex units and occupied commercial and industrial properties.

Map 6: Program Areas – illustration of Neighborhood Strategic Plan boundaries, Target Investment Neighborhood (TIN) boundaries, Tax Increment District (TID) boundaries, Business Improvement District (BID) boundaries and special program areas.

Map 7: Other Regulatory Areas – illustration of renewal district boundaries, national historic district boundaries, local historic district boundaries, local historic sites and national historic sites.

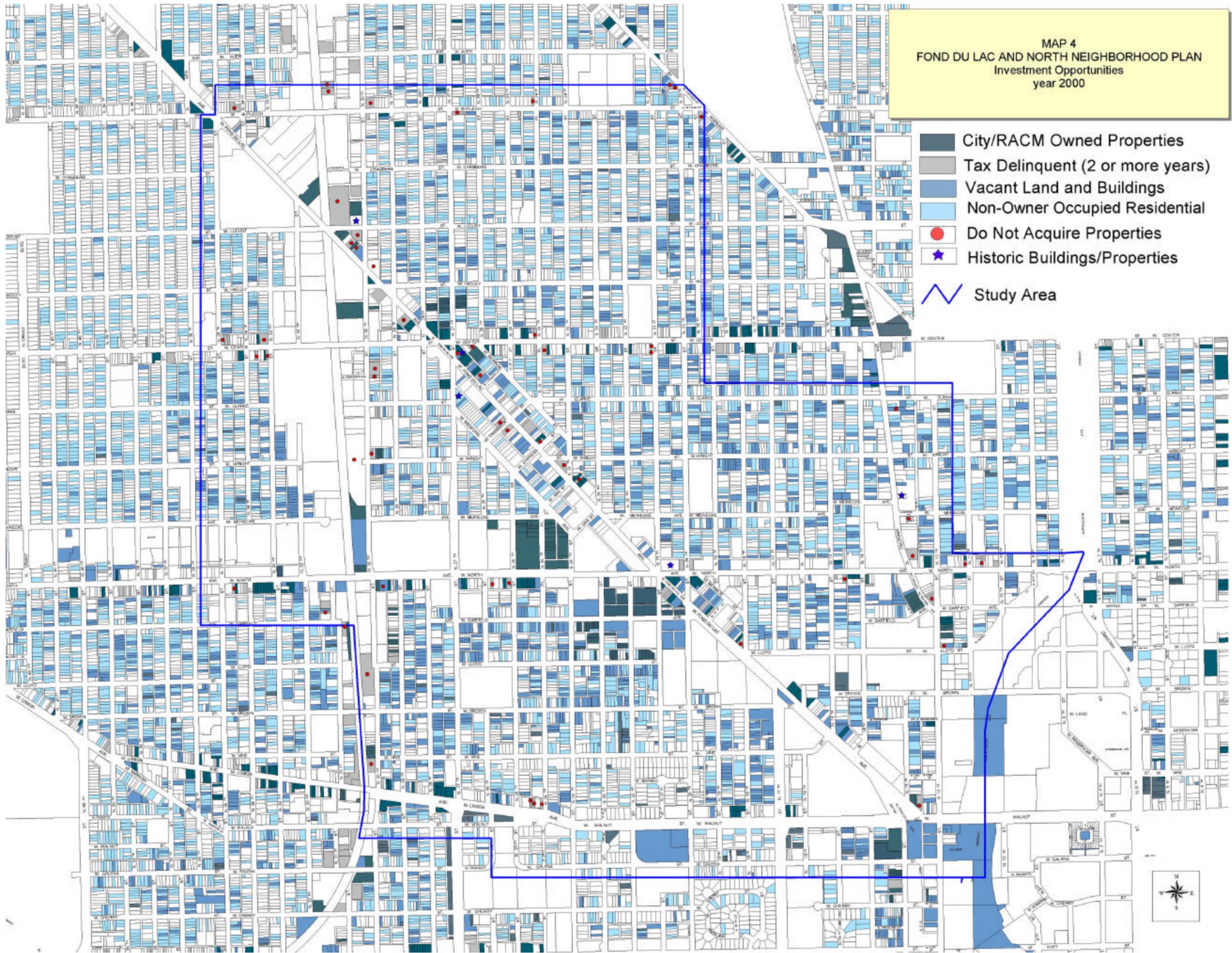
Map 8: Service Areas – illustration of police district boundaries, sanitation district boundaries, fire stations and schools.

Map 9: Streets – illustration of traffic counts, street hierarchy, jurisdictional classification, capital improvement status and distance to major transportation access points.

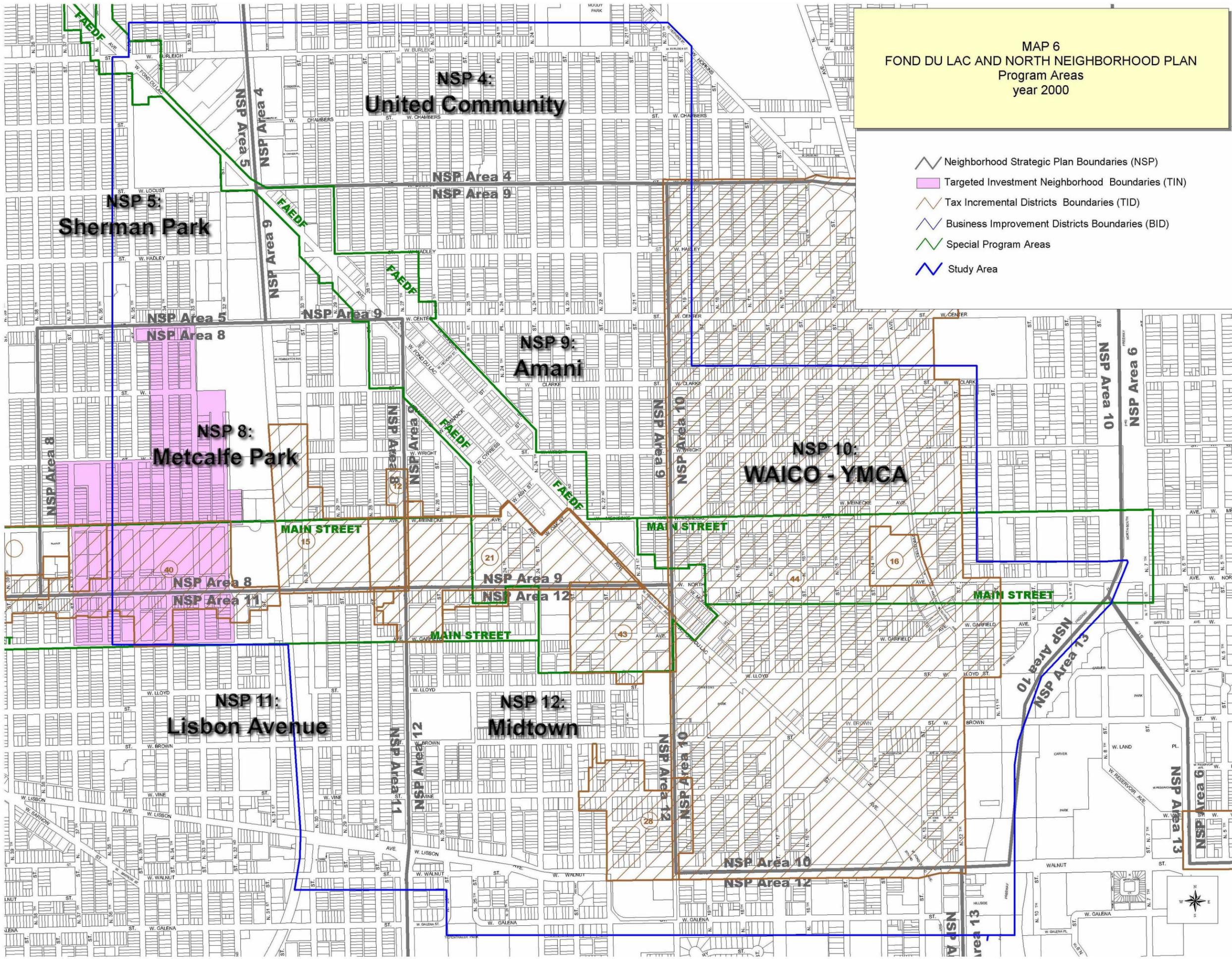
Map 10: Transit and Other Transportation – illustration of existing and proposed transit routes, on and off rider counts at bus transfer stops and bike routes, trails and pedestrian paths.

MAP 4
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Investment Opportunities
year 2000

- City/RACM Owned Properties
- Tax Delinquent (2 or more years)
- Vacant Land and Buildings
- Non-Owner Occupied Residential
- Do Not Acquire Properties
- Historic Buildings/Properties
- Study Area



MAP 6
 FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
 Program Areas
 year 2000



- Neighborhood Strategic Plan Boundaries (NSP)
- Targeted Investment Neighborhood Boundaries (TIN)
- Tax Incremental Districts Boundaries (TID)
- Business Improvement Districts Boundaries (BID)
- Special Program Areas
- Study Area

**NSP 4:
 United Community**

**NSP 5:
 Sherman Park**

NSP Area 8

**NSP 8:
 Metcalfe Park**

NSP Area 8

NSP Area 11

**NSP 11:
 Lisbon Avenue**

**NSP 9:
 Amani**

NSP Area 9

NSP Area 12

**NSP 12:
 Midtown**

**NSP 10:
 WAICO - YMCA**

NSP Area 9

NSP Area 10

NSP Area 10

NSP Area 12

NSP Area 10

NSP Area 12

NSP Area 6

NSP Area 9

NSP Area 10

NSP Area 13

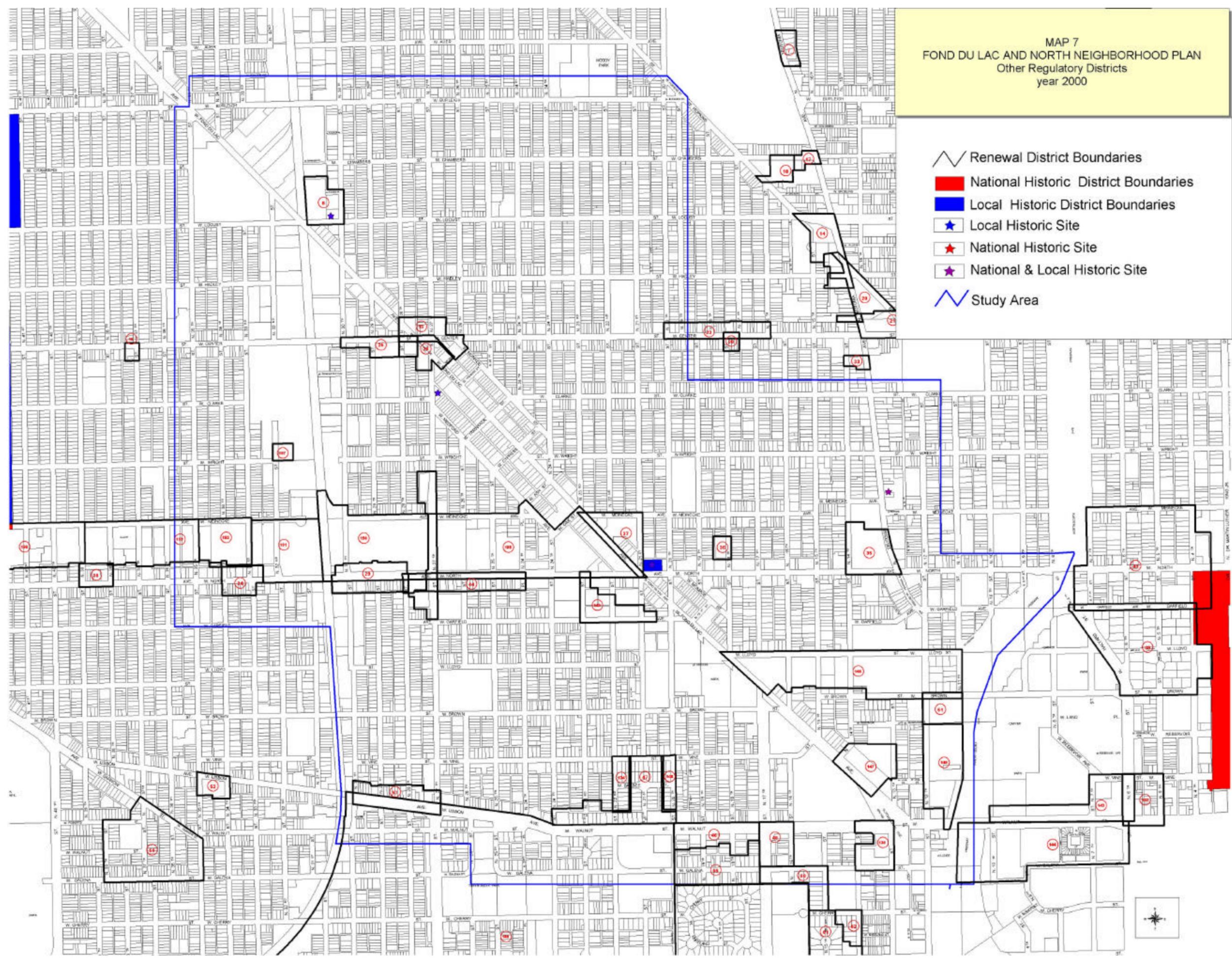
NSP Area 9

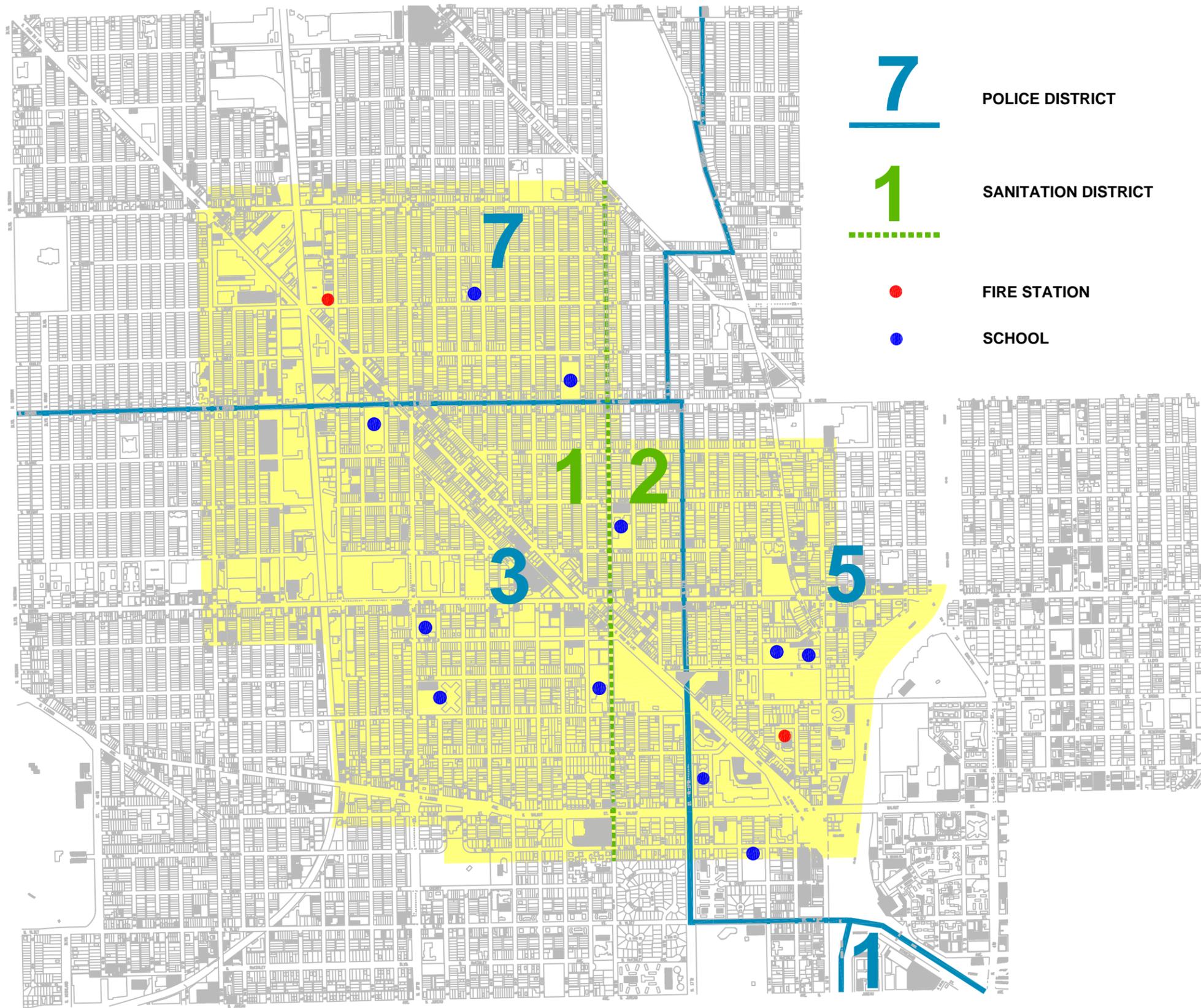
NSP Area 13

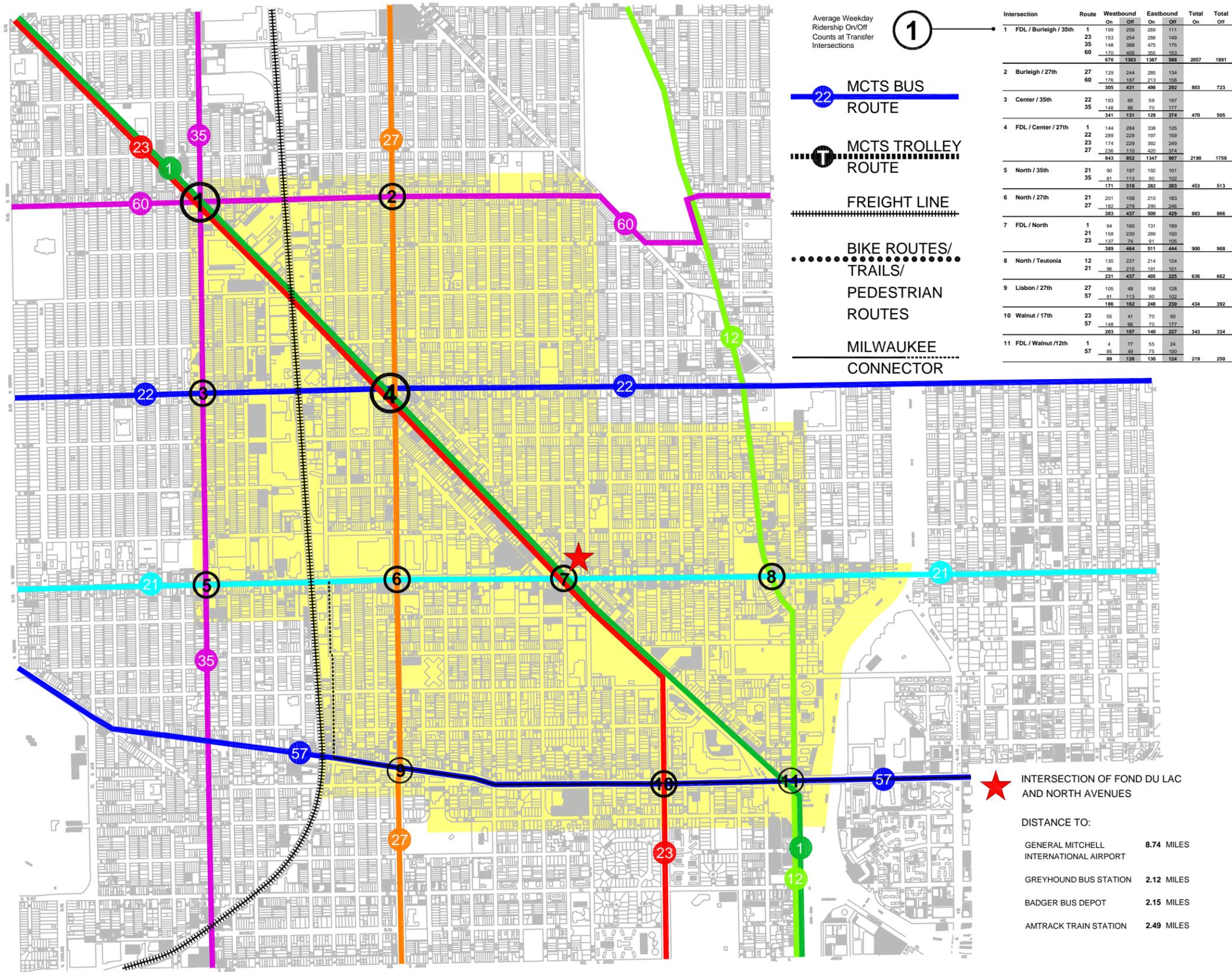


MAP 7
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Other Regulatory Districts
year 2000

- Renewal District Boundaries
- National Historic District Boundaries
- Local Historic District Boundaries
- Local Historic Site
- National Historic Site
- National & Local Historic Site
- Study Area





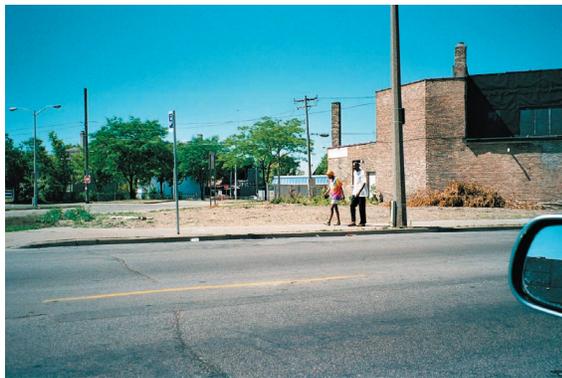


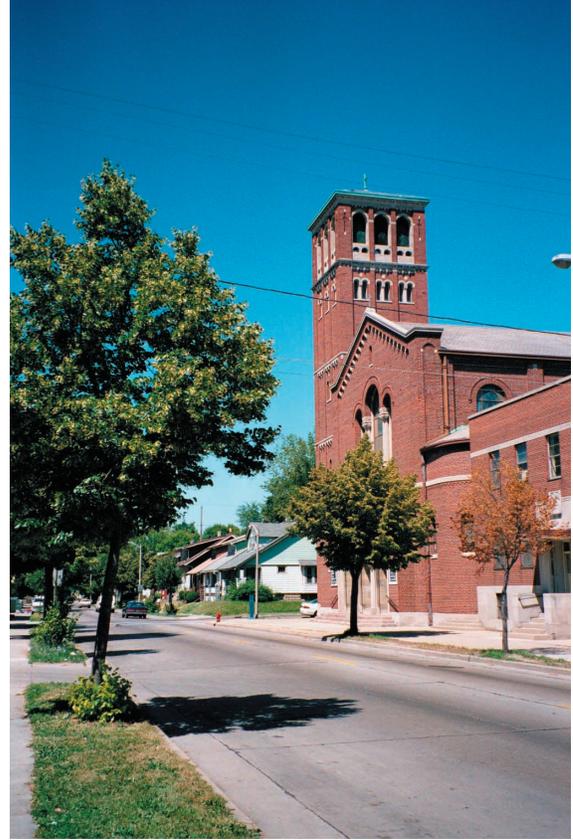
★ INTERSECTION OF FOND DU LAC AND NORTH AVENUES

- DISTANCE TO:
- GENERAL MITCHELL INTERNATIONAL AIRPORT 8.74 MILES
 - GREYHOUND BUS STATION 2.12 MILES
 - BADGER BUS DEPOT 2.15 MILES
 - AMTRACK TRAIN STATION 2.49 MILES

C. Key Photos of the Neighborhood

Part of the Analysis of the planning area was to take a series of photos that characterize places and conditions within the neighborhood. These photos are placed strategically throughout the document to illustrate the various types of land uses, the new developments and “success stories,” and general character of the neighborhood.









D. Market Analysis and Opportunities Summary

Neighborhood Characteristics

Physical Characteristics

The neighborhood contains some of the oldest housing stock in the City of Milwaukee. Originally settled in the mid-1800s, the neighborhood is comprised predominately of single-family houses and duplexes. The Fond du Lac and North neighborhood includes a mix of land uses: residential, retail, commercial and industrial. Commercial office development is almost non-

existent in the neighborhood. However, new retail businesses have moved or are looking to move into the area, including Jewel-Osco and Auto Zone. Milwaukee Public Schools (MPS) has been implementing the Neighborhood Schools Initiative since the fall of 2001. This Initiative enables MPS to reduce the number of students that are involuntarily bused by increasing the number of seats available in neighborhood schools.

Medical Services

The neighborhood is underserved by medical services. A review of business listings does not show any physicians, clinics or hospitals located in the neighborhood. However, there are 19 clinics and 2 hospitals within a ten minute drive of the neighborhood. In order to receive medical care, residents who do not own automobiles must use public transportation or find someone who owns a car to drive them to a facility outside of the neighborhood.

Child Day Care

Several Child Day Care services are located within the neighborhood and area of influence. Looking at an estimated total population within a one-mile radius of the intersection of Fond du Lac and North, there are approximately 3,317 children between the ages of 0-4. Total capacity of both group centers and family providers is 3,771. General daycare services are adequate but daycare services for children with special needs are lacking in the neighborhood.

Demographics

The Fond du Lac and North neighborhood experienced a 26.2% decline in population between the 1990 and 2000 U.S. Census. This is

five times that of the City of Milwaukee. The 2000 U.S. Census shows that the neighborhood has a much larger African American and somewhat larger Asian/Pacific Islander population than the City of Milwaukee and Milwaukee County. The neighborhood has a higher percentage of children under the age of 19 than the City and County of Milwaukee, and a much lower percentage of persons aged 65 and over than the City or County.

Mobility

Approximately 42% of the occupied housing units within the neighborhood do not have access to a car, compared to 21% for the City as a whole. This neighborhood relies on public transit and is well served by public transit. Bus routes in the neighborhood experience heavy ridership, compared to the rest of the metro area. Several intersections function as significant transit nodes because of heavy bus ridership and bus transfers. The most intensely utilized bus stops or transfer points are along 27th Street. Fond du Lac Avenue has the most traffic, with approximately 26,000 to 27,000 vehicles per day.

Housing Market Analysis

Neighborhood Housing Characteristics

The Fond du Lac and North Neighborhood had 16,812 housing units in 2000. Approximately 28.6%, 4,818, were single-family units and 68.5%, 11,528, were duplex units. Between 1990 and 2000, more housing units were demolished in the neighborhood than were added. By contrast, the City Homes project has built 77 units, the Lindsay Heights project has built 94 units and Habitat for Humanity has built and rehabilitated 199 homes in the area during that period.

2000 Housing Units

	FDL Study Area	City of Milwaukee
Single-Family	4,818	84,821
Duplex	11,528	72,070
Total	16,812	249,225

source: 2000 U.S. Census

Housing Initiatives in the Neighborhood

Housing Project	# of Units
City Homes	77
Lindsay Heights	94
Beauchamp Townhomes	26
Habitat for Humanity	199
Ezekiel	6
HACM Replacement	22

source: Dept. of Neighborhood Services

Declining duplex values indicates a drop in the rental market. Overall values, while increasing, are falling behind the City average. In 1990, the average assessed value for a duplex was \$19,323, or 40% of the City average of \$47,518. In 2001, the average assessed value was \$22,814, or 30% of the City average of \$72,283. Decreasing values create disinvestment and low rents. Low values and low rents provide owners with a limited ability to properly maintain and conserve their properties. This, in turn, leads to further deterioration of the physical condition of the property and an increase in blight. The primary area of concern for blight is the area south of North Avenue.

69% of the households in the neighborhood are rental, compared to a City average of 55%. Owner occupancy is, however, increasing in the neighborhood. In 1990, 25.1% of the households

were owner occupied within the neighborhood. By 1999, owner occupancy increased to 31% of all parcels.

Households in the Neighborhood

	1 Mile	3 Mile	5 Mile
	Radius	Radius	Radius
Total Households	8,988	98,584	196,259
% Owner-occupies	31%	32%	44%
% Renter-occupied	69%	68%	56%

source: Dept. of Neighborhood Services

The vacancy rate for the Fond du Lac and North neighborhood is 14.8%, almost 2.5 times the 6% City vacancy rate.

Household Size

The average household size in the neighborhood is 3.35. Looking at data regarding the percentage of households with children, approximately 45% of the households in the area have children while 30.5% of the households throughout the City have children. The Fond du Lac and North neighborhood has 145 senior housing units. The neighborhood currently has one nursing care facility, however this facility will be closing as a result of higher costs of patient care and insufficient reimbursement rates from Medicaid.

Much of the remaining housing stock is in decent, safe and sanitary condition considering that it is some of the oldest housing stock in the City. However, the proliferation of vacant lots and foreclosures present a threat to the existing stock. The demolition of the worst units has occurred and new market-rate units are on the market. The neighborhood is seeing evidence of market strength in new housing. Discussions

with persons familiar with the housing stock indicate that much of the existing housing stock does not have the amenities or features currently demanded by the market, hence the lower than average prices and rents.

Market Dynamics

During the ten-year period between 1990 and 2000, the Fond du Lac and North neighborhood experienced a loss of 17,944 people of its total population. The entire City of Milwaukee experienced a loss of 31,114 people of its total population during the same period. Between 1990 and 2001, average assessed values for single-family homes in the neighborhood increased by 31% from \$15,035 to \$21,850. Assessed values for duplexes increased by 15% from \$19,323 to \$22,814.

The Lindsay Heights and City Homes projects have brought new home construction into the neighborhood. The Lindsay Heights neighborhood receives money from the City of Milwaukee through a tax increment finance district. The City Homes housing development used a modest subsidy provided by the City of Milwaukee for the construction of new homes. Low interest rate loans were available to home buyers in the City Homes. The success of City Homes and Lindsay Heights demonstrates that there is a market for middle, or market rate, housing units in this neighborhood. The strategic location of housing throughout the neighborhood can increase housing demand, stabilize values and attract people to the community.

Market Opportunities

Housing opportunities within the Fond du Lac

and North neighborhood can be divided into two broad areas: 1) housing rehabilitation and neighborhood conservation programs and 2) new housing development. Rehab and conservation are cost-effective for providing affordable housing. New housing stock should be created to cost-effectively reverse the following conditions:

- Assessment values under \$20,000 per unit. The average assessed value for single-family and duplex homes in the neighborhood are approximately \$21,000 - \$22,000. A value below this average provides an indication of the condition of the housing stock: low assessment values often are indicative of homes that are in disrepair and require a greater amount of investment in maintenance than other homes. The majority of homes with an assessed value of less than \$20,000 are located south of North Avenue.
- Owner occupancy of less than 40%. The average owner occupancy within the area is 32%. A higher level of home ownership is often associated with a neighborhood that is stable and a desirable place to live. In conjunction with other measures, a low level of owner occupancy is used to indicate transitional areas where there are opportunities for new housing development.
- High vacancy rates: greater than 12.5%. The average vacancy rate for housing units within the neighborhood is approximately 14%. High vacancy rates can be used to identify areas that are perceived as being no longer

desirable places to live and investment opportunities for new housing development. Vacant housing units, if unoccupied for long periods of time, fall into disrepair and create a blighting influence on the remaining homes.

- Loss of housing stock: more than 10 units per block. Census blocks with a loss of housing units indicate areas where demolition has already occurred and where there are a greater number of lots available for new housing development.

The blocks bounded by 20th Street, 17th Street, North Avenue and Vine Street exhibit all of the characteristics discussed above. Homes located north of North Avenue should be addressed with infill housing and housing conservation programs. The most intensive efforts should be directed east of 27th Street.

Housing Analysis Findings

1. Support police and citizen-based efforts to reduce crime. A neighborhood that is perceived as being safe will help attract new homeowners into the area. Increase crime patrols and undertake aggressive code and nuisance abatement efforts to drive out illegal activity.
2. Implement housing conservation in the north and west sectors of the neighborhood. The homes in this area have higher assessed values, higher rates of owner-occupancy and a lower number of vacant units. Homeowners in this area may utilize the existing housing rehabilitation programs and resources offered

by the City of Milwaukee and Community Development Block Grant agencies.

Engage in an informational campaign or a “housing fair” within the Fond du Lac and North neighborhood. Distribute informational packets to residents about the various rehabilitation programs and resources offered by the City and Block Grant agencies. Conduct programs that provide technical assistance about home ownership.

3. Locate new housing south of North Avenue.

These areas have low assessment values, low rates of owner-occupancy and a large number of vacant units creating more opportunities for new housing development.

The blocks between 24th Street and 30th Street, from North Avenue to Lisbon Avenue offer the greatest opportunities for land

assembly and new housing development.

New housing development may include units similar to those found in City Homes and Lindsay Heights.

New housing may also be developed near the intersection of Center Street and Fond du Lac Avenue. New housing could include a combination of townhouses and mixed-use development with retail below and residential above.

4. Support and encourage retail business

development and retention that serves the needs of the neighborhood. Retail that provides basic goods and services to the neighborhood will make the area more attractive to people that already live in the neighborhood, as well as to those looking to move into the neighborhood.

Opportunities for New Housing



Pursue a mix of new civic, open space and commercial development at the intersection of Fond du Lac Avenue and Center Street. In addition to new retail development, this area could also support new housing development such as townhouses. There are several parcels that are City owned/RACM properties as well as some vacant land and buildings.

Retail Market Analysis

Neighborhood Retail Characteristics

The neighborhood exhibits characteristics of a “neighborhood or community shopping center” under the Urban Land Institute (ULI) classification system of retail shopping centers. Most of the retail businesses serve customers in the immediate neighborhood and stores are relatively small.

The neighborhood has several historic retail corridors: North Avenue, Fond du Lac Avenue, Walnut Street and Lisbon Avenue. Each corridor can be characterized as having deteriorating and outdated appearances, lack of cohesive design standards and poor tenant mix. The Fond du Lac and North Neighborhood retail market is part of the Milwaukee sub-market of metropolitan Milwaukee.

Retail vacancy rates in the Westtown area, which included the Fond du Lac and North Neighborhood in a previous study, were among the highest within the Milwaukee retail sub market. Westtown vacancy rates of 8.7 percent were second only to those of the Downtown District. However, the Mooney-LeSage Group (MLG) market study for Westtown area may not fully reflect the retail market within the Fond du

Lac and North Avenue neighborhood. The MLG study looks at retail space that is 10,000 square feet or greater and does not consider mixed-use developments. A large portion of the retail space in the neighborhood is mixed-use with less than 10,000 square feet and residential or other commercial uses above. The Department of City Development also conducted an inventory of parcels and businesses along North Avenue between I-43 and 35th Street. This area had a vacancy rate of 50.9%. The national and regional retailers that have located in the neighborhood are primarily service retailers, such as gas stations and fast food restaurant chains.

1999 Claritas Data details consumer expenditures in 12 retail categories, such as food, furnishings and clothing, within a 1 and 3-mile radius of Fond du Lac and North Avenue. Retail demand is based on the total consumer expenditures and expenditures for each retail category. Total consumer retail expenditures within the 1-mile radius are \$168,700,000 in 1999. For the 3-mile radius, consumer retail expenditures totaled \$1,753,800,000.

The total income for the 1-mile radius was \$154,478,904 in 1999. The average household income was \$19,714 with 7,836 households in the area. The 3-mile radius had a total income of \$2,039,803,464. The average household income was \$27,388 with 74,478 households in the area. These numbers may vary from other sources but should be generally indicative of buying power in the neighborhood.

Income and People Per Square Mile

Area	Income per	People per
	Square Mile	Square Mile
Fond du Lac and North	\$72,287,561	13,288
35th and North	\$97,870,904	14,229
Milw County (excl. City)	\$55,086	2,389
City of West Allis	\$88, 106, 374	5,605
City of Wauwatosa	\$87,165,586	3,702

source: Employment and Training Institute at the University of Wisconsin-Milwaukee, Milwaukee Dept. of City Development

Despite relatively low household incomes, the neighborhood has among the highest concentration of income per square mile of Milwaukee neighborhoods and surrounding areas because of the large number of people per square mile. As a neighborhood, it has more purchasing power than many other areas in the City or suburbs. Data provided from the Milwaukee Department of Public Works showed that approximately 20,000 vehicles travel daily along North Avenue and over 30,000 vehicles along Fond du Lac Avenue. This is an important factor because the potential demand is, at least in part, a function of traffic exposure, and the fact that most successful businesses require high visibility and accessibility. There is a unique opportunity for pedestrian-oriented neighborhood businesses in this area due to the number of residents without motor vehicles. Businesses along the main commercial corridors are in the early stages of organizing themselves toward common goals and a Main Street approach to development. The North Avenue Community Development Corporation formed and is actively organizing businesses along Fond du Lac and North Avenues, and is promoting them as a place

for more businesses to locate. There is also a supply of architecturally significant buildings that may form the basis of a dynamic urban neighborhood.

Market Dynamics

The neighborhood has seen signs of development and revitalization. Local businesses in the area are reinvesting or expanding, such as Columbia Savings and Loan, Legacy Bank and Lena's Grocery Store. Recent requests for development proposals along Fond du Lac Avenue by the Department of City Development resulted in over \$8 million of investment by local commercial property owners and retailers.

Perhaps the strongest dynamic is the recognition by national retailers that profits can be made in this neighborhood because of the density of population and related purchasing power. The first to discover this were restaurants and gas stations like KFC, Burger King, McDonald's Popeyes, AutoZone and Citgo.

An African American World Cultural Center has been proposed for a site along Fond du Lac Avenue at the north end of Johnsons Park. The Center will serve as an amenity for residents and may attract additional businesses.

Phase I of Midtown Center, a shopping center north of the study area, has been completed. The Grand Avenue Mall, located in downtown Milwaukee, is also being redeveloped. Both of these developments are likely to limit further retail development in the Fond du Lac and North neighborhood to outlets that serve the immediate local market or specialty shops that can enhance

the tenant mix and special character of an urban Main Street strategy.

Despite the obvious advantages offered by the other sites, the recent event of a national retailer coming to the neighborhood is a good sign of revitalization in the retail sector. The possible entry of big box retailers is a mixed blessing to the neighborhood. On one hand it signals recognition that there is a strong market for goods and services to support full-service retailers at competitive prices. Neighborhood residents benefit because they have better access to goods at competitive prices. On the other hand, national chains, specifically big box retailers with tremendous buying power, may force out the existing small retailers that currently serve the area. Since many of those businesses are minority-owned, the retail emergence in the neighborhood may result in fewer minority-owned retailers.

According to stakeholder interviews, the perception of crime in the neighborhood is a serious weakness that undermines business retention and recruitment. The age, quality and availability of existing retail space may also limit the development of new businesses in the neighborhood. Besides signaling neglect and attracting vandals, older, vacant, deteriorating buildings concern developers and business owners. Their presence depresses real estate values. Developers fear their buildings may not be “worth” what they paid and business owners fear they will not attract customers.

Market Opportunities

Market indicators strongly imply that the best

opportunities for locating retail businesses are at nodes having high vehicle traffic and high bus ridership. These locations capture the neighborhood residents that own vehicles, residents that are transit-dependent and those traveling through the neighborhood.

Retail Analysis Findings

1. Support efforts to reduce crime. A neighborhood that is perceived as being a safe place to have a business will help to attract new retail development and retain existing retail. Increase crime patrols and undertake aggressive code and nuisance abatement efforts to drive out illegal activities.
2. Support efforts of the North Avenue Community Development Corporation (NACDC). NACDC is focused on marketing the area and attracting new businesses to North Avenue. Local and national retail experience demonstrates that a merchants association, or BID, with a focused sales or development responsibility leads to faster and greater development of older urban areas.
3. Promote entrepreneurship and infill development. This should be promoted for neighborhood shopping streets and commercial corridors.
4. Apply Main Street strategies to redevelopment of the principle commercial corridors, Fond du Lac and North Avenues.

Commercial/Office Market Analysis

The current market for office use is all but non-

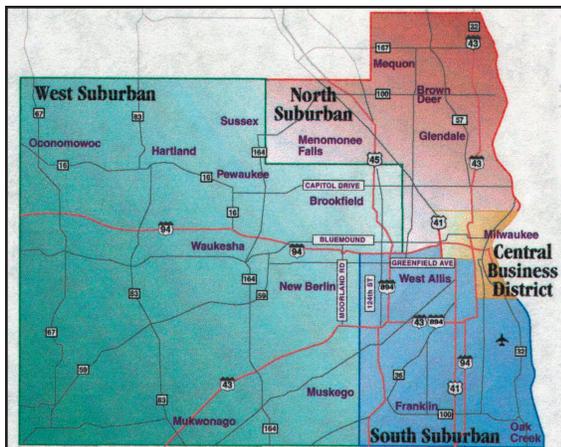
existent in the neighborhood for private, for-profit users. Some activity does exist for office space to house community oriented, non-profit corporations.

The neighborhood is part of the Downtown West market of Milwaukee, according to the Mooney LeSage Group report. (See map) This area includes space near the Midwest Express Center, Grand Avenue Mall and surrounding neighborhoods. The vacancy rates in the project area, 18.1%, are higher than the vacancy rates for the City of Milwaukee and the West Suburban market. Given the relatively small size of this market segment and the low market rents the area commands, it is not likely that any directed efforts to attract or recruit new for-profit tenants to the neighborhood will produce significant results.

Commercial Analysis Findings

1. Support efforts to reduce crime. A neighborhood that is perceived as being safe may help attract new commercial development. Increase crime patrols and undertake aggressive code and nuisance abatement efforts to drive out illegal

Commercial/Office Submarkets



source: *Hurtado Market Analysis*

activities.

2. Search for opportunities to locate a medical clinic within the neighborhood. There are medical clinics provided within some Milwaukee Public Schools (MPS) schools in the neighborhood, depending upon space availability and medical provider partnership, as well as clinics outside the neighborhood, but none within the immediate study area. A medical clinic located in the neighborhood will serve local residents and would be an opportunity for commercial development.

Industrial Market Analysis

Neighborhood Industrial Characteristics

There are 49 industrial landowners and tenants in the neighborhood, mainly along the 30th Street Industrial Corridor. The corridor is an historic industrial corridor served by rail and is close to neighborhoods where employees can walk to work. Functional obsolescence of the buildings, land parcels that do not meet the needs of modern businesses and perception of crime make the relative demand and prices of industrial land relatively low. For any redevelopment to succeed it must address these land assembly and safety issues. According to the 2000 Mooney-LeSage Industrial Market Review, Southeastern Wisconsin's industrial market continues to grow at a rapid pace. Therefore, there are significant benefits to be gained by successfully addressing these issues.

The Milwaukee County sub-market is broken down into three areas: Milwaukee Close-In, Milwaukee North and Milwaukee South. Milwaukee Close-In, which includes the Fond du Lac and North

neighborhood, has the lowest vacancy rate (5.5 percent) for industrial space compared to 8.4 percent in Milwaukee South and 8.7 percent in Milwaukee North. Lease rates for industrial space in the Milwaukee Close-In area range from \$2.00 to \$4.50 per square foot compared to \$4.00 for the City of Milwaukee. Most of the industrial parks in the City of Milwaukee and the greater Milwaukee area have limited available parcels. However, two new industrial parks have entered the market since 1998, thus increasing competition.

Market Dynamics

The Fond du Lac and North neighborhood has several assets. Perhaps the biggest assets of the

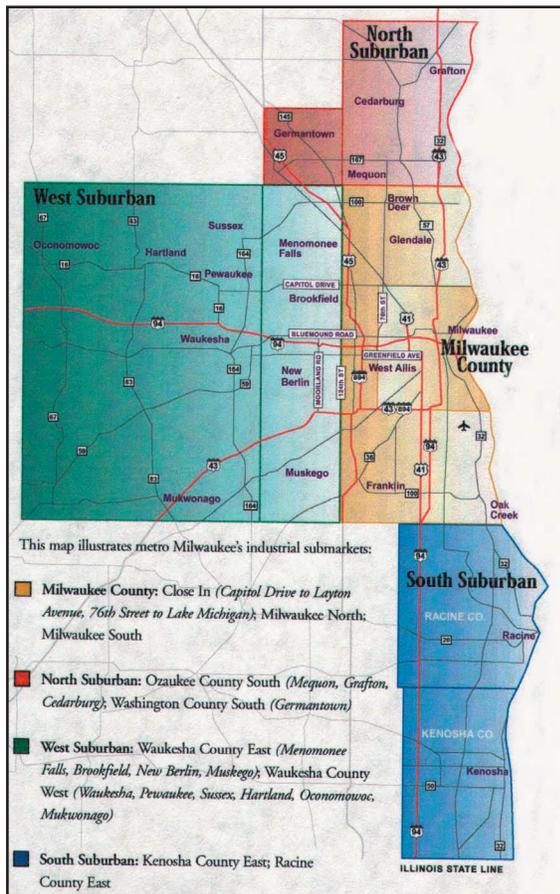
area are a ready supply of workers and relatively low rents. The neighborhood has satisfactory access to major transportation routes, such as I-94 and I-43, as well as rail service along the 30th Street Industrial Corridor. The neighborhood is well served by public transportation that can bring workers to and from places of employment. The neighborhood has an active organization of industrial business owners and representatives. The 30th Street Industrial Corridor Corporation (ICC) has been involved in the retention and attraction of industries to the corridor, as well as involved in the recent development of a master plan, implementation strategy and strategic plan for the 30th Street Industrial Corridor.

There are several significant obstacles to expanding the industrial base in the Fond du Lac and North neighborhood. These obstacles include: perception of crime, functional building stock, perception of workforce capability and perceived business climate in the city of Milwaukee.

The perception of crime in the neighborhood appears to be worse than the reality. Since 1990, overall crime has decreased by 67% within the neighborhood. However, business owners and real estate professionals interviewed almost unanimously said they continue to see the neighborhood as unsafe for their employees and their property. Although the neighborhood offers a large labor pool to draw from, people interviewed indicated that workers lacked the necessary skills to meet employer needs.

72% of job openings required education, training or occupational experience that went beyond

Industrial Submarkets



source: *Hurtado Market Analysis*

high school. Data collected by the Community Development Block Grant Administration on Neighborhood Plan Areas show that approximately 18% of neighborhood residents have received a high school diploma and 13% of neighborhood residents have received some education beyond high school. In interviews and conversations, it was not uncommon to hear business owners complain that government does not pay enough attention to the needs of business owners. Many business owners are frustrated about inconsistent regulations, confusing requirements and a belief that local government does not care about them. Concern over regulation was most vocal in focus groups held with company executives.

The neighborhood suffers from low purchasing and rental rates for real estate zoned for industrial use. According to stakeholder interviews, most industrial buildings in the corridor are perceived as functionally obsolete. Other concerns raised during stakeholder interviews and focus group meetings deal with personal and economic security. Many stakeholders stated they would have a hard time attracting “reliable and capable” employees due to fear of crime and the negative appearance of the neighborhood. They also expressed concern for their investment being worth significantly less than book value (cost) due to weak demand.

Market Opportunities

Despite these strong concerns, stakeholder interviews with brokers and real estate professionals indicated there could be a reasonable demand for industrial land in the neighborhood if investors had:

- A clean site
- A secure perimeter
- A reasonable price

According to the Commercial Real Estate Quarterly, which provides listings of properties for sale or lease, there are two chief opportunities for industrial development in the neighborhood. The two sites include the North Avenue Commerce Center and the Wisconsin Industries site offers the greatest opportunity with 270,000 square feet available for development compared with only 18,000 square feet at the North Avenue Commerce Center. The available building stock in the neighborhood is being purchased for cold storage, which many considered a negative trend. This is certainly a valid use but it provides few jobs and decreases the value of the property for manufacturing. It also hinders the development of the industrial corridor as a center for modern manufacturing operations.

Industrial Analysis Findings

1. Support efforts to reduce crime. An area that is perceived as being safe, and is safe and secure will attract new industrial development and retain existing businesses. Many of the existing companies state that crime is their primary concern. Increase surveillance and security and undertake aggressive code and nuisance abatement efforts to drive out illegal activity in nearby residential neighborhoods, Institute walk-to-work initiatives.
2. Contact and call upon business owners to let them know they are important to the City. In order to help retain the existing businesses

that have made a commitment to the area, the City should make efforts to show local businesses what they have done to be more business-friendly and dispel notions that the City does not care. Efforts to listen to the concerns of Corridor business owners and to help solve their problems would be greatly appreciated and would reverse the misconception that businesses have about the City of Milwaukee.

3. Look for opportunities to assemble land and create an industrial “park” or campus. The success of City Homes and Lindsay Heights has shown that cluster development is attractive to new homeowners. This approach of concentrating owners with similar needs and values is also valid for business and industrial owners. An industrial cluster development, or “park,” would provide an opportunity for manufacturers to address issues as a single entity in one location. Although this is a major undertaking, the alternative is to let the land decline in use from manufacturing to warehouse to vacant.
4. Support efforts to revitalize neighborhoods located close to manufacturing (walk-to-work neighborhoods), by instituting assistance programs to help employees purchase homes in the neighborhood (e.g. “Select Milwaukee”).

2.3 NATIONAL PROJECT REVIEW

The review of relevant national projects provides a basis for neighborhood investment and decision-making that draws upon the success of projects in comparable areas facing similar challenges. The following is a summary of the most significant related projects (for more details see Appendix C).

A. Urban Residential Development

Garibaldi Square

Chicago, Illinois



Garibaldi Square is a high-quality, high density housing development at a major intersection near downtown. Townhome units and apartments are located on 7.5 acres with an overall density of 19.7 units per acre. Low land costs provided the opportunity for affordable housing prices.

Relevance for the Fond du Lac and North Neighborhood: Developments of high-quality housing can spur surrounding renovation and development by inspiring confidence in the viability and overall improvement of the neighborhood. This type of development can be applied where sites can be clustered or contiguous vacant land is available.

Shaw Village

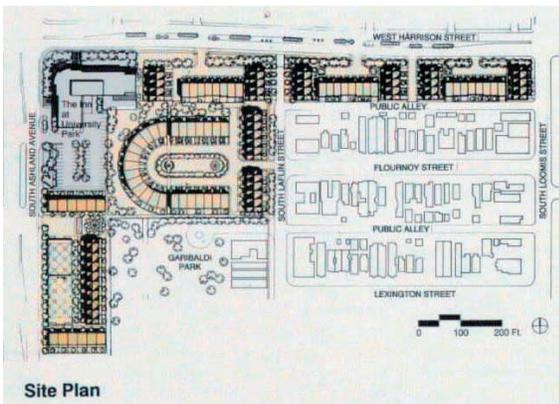
Austin, Texas



Shaw Village is a pocket cluster of six small cottages providing an affordable housing opportunity for the elderly. The units surround a central green space overlooked by porches and walkways overlook. Funding for this project was provided by a Community Development Block Grant from HUD.

Relevance for the Fond du Lac and North

Neighborhood: The concept of elderly housing can be applied as found necessary by the market. Clustering the units together adds value to the development and adjacent properties, and integrates pedestrian green space into new development.



Site Plan

City Homes

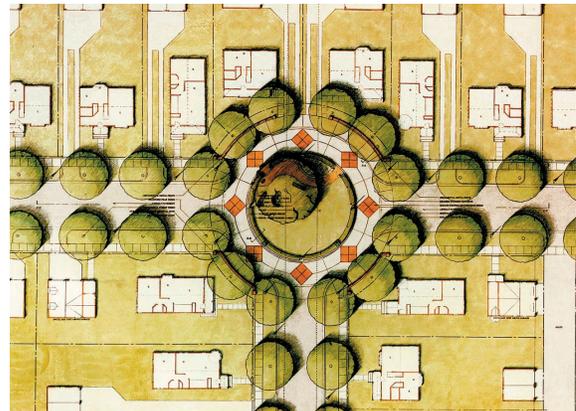
Milwaukee, Wisconsin



The City of Milwaukee developed City Homes to initiate redevelopment of the neighborhood and encourage investment in surrounding properties. 58 traditional single-family units were developed around a central green space or commons. The plan focuses inward, as well as out towards adjacent properties to encourage investment on the surrounding blocks.

Relevance for the Fond du Lac and North

Neighborhood: The success of this project can be duplicated in other areas of the neighborhood.



Poplar Project

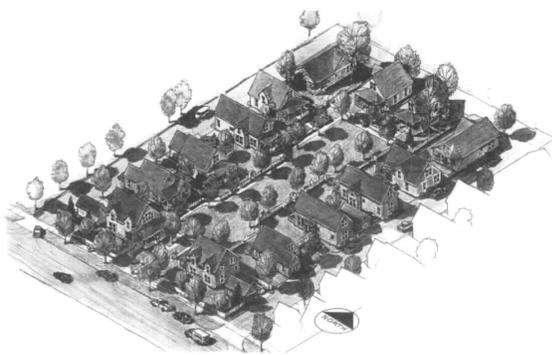
Boulder, Colorado



Poplar Project is an urban infill housing project with open space amenities. The 1.4 acre development includes single-family homes, townhomes and condominiums around a central green space. The project provides affordable opportunities for home-ownership with an overall density of 9.7 units per acre.

Relevance for the Fond du Lac and North

Neighborhood: These models can be utilized in areas of the Fond du Lac and North neighborhood where new housing already exists or large tracts of land are not available. Open space can be used as a feature and enhance the quality of the development.



Site Plan

B. Safety and Security

Crime Prevention through Environmental Design (CPTED)

CPTED focuses on the prevention of crime by designing spaces that keep eyes on the street. There are four basic strategies: 1) keeping activity in the streets, parks and parking lots easily visible, 2) creating a sense of ownership and responsibility for both private and public spaces, 3) clearly indicating and controlling public routes and 4) prohibiting entry or access to private spaces.

The Fond du Lac and North neighborhood can utilize many of the suggested techniques. For example, include a mix of uses, facilitate well-designed common spaces and revitalize vacant and under-maintained properties and parks.

Chicago Alternative Policing Strategy (CAPS)

Chicago, Illinois

CAPS brings together the police, community, and other City agencies to identify and solve neighborhood crime problems. Implementation included keeping beat officers in the same neighborhood so they know the area, hiring additional police officers, developing a rapid response team and creating a District Advisory Committee made up of residents and business owners to address concerns of the neighborhood.

Relevance for the Fond du Lac and North

Neighborhood: The CAPS approach has reduced crimes in Chicago and is now a city-wide program. This program can be applied to the neighborhood as a pilot project and expanded to other areas of the City in the future.

C. Urban Industrial Development

Goose Island Tax Increment Financing District (TIF)

Chicago, Illinois



Goose Island is a 94 acre industrial and commercial TIF in Chicago. TIF funds are used to improve the perception of the area including landscaping, signage and streetscaping elements. An identity was created for the area and now includes several national and international companies.

Relevance for the Fond du Lac and North

Neighborhood: TIF funds could be used in the 30th Street Industrial Corridor for remediation, clearing and assembly of industrial land for development, and for public amenities including landscaping, signage and streetscape elements.



Phalen Corridor Initiative

St. Paul, Minnesota



The goals of the Phalen Corridor Initiative were to create a transportation corridor, create jobs and remediate brownfield development. A corridor was developed from a 2.5 mile strip of land bordering railroad tracks on one side and a residential neighborhood on the other. A \$48 million boulevard is the centerpiece of the project.

Relevance for the Fond du Lac and North

Neighborhood: This project is a model for how development can increase the City's tax base, provide new opportunities for industrial development and improve the quality of the corridor.

Washington's Landing

Pittsburgh, Pennsylvania

Washington's Landing is an Urban Redevelopment project that turned a blighted area into a center for commerce by clustering mixed-use development. The area includes a variety of complementary industries that supports one another and create synergies. In addition to the industrial uses, housing, commercial and recreational uses were also developed including 200 new jobs and 300 existing jobs.

Relevance for the Fond du Lac and North

Neighborhood: The proximity of these uses is a model for turning a blighted area into a vibrant place with increased property values and better community identity and interaction.

Midtown Cleveland

Cleveland, Ohio

Midtown Cleveland was a blighted area that now includes over 600 industrial businesses and services. A public-private strategy was developed to improve the physical conditions of the area, provide aid to the private market and create an organization that assists in the overall development of the area.

The area is a small city with a mix of uses. The central location is accessible and close to downtown, similar to the 30th Street Industrial Corridor. Land values have increased and it is now one of the safest areas of Cleveland.

Relevance for the Fond du Lac and North

Neighborhood: The public-private strategy and mix of uses can be applied to Milwaukee's 30th Street Industrial Corridor.

D. Urban Commercial and Mixed-Use Development

Del Norte Place

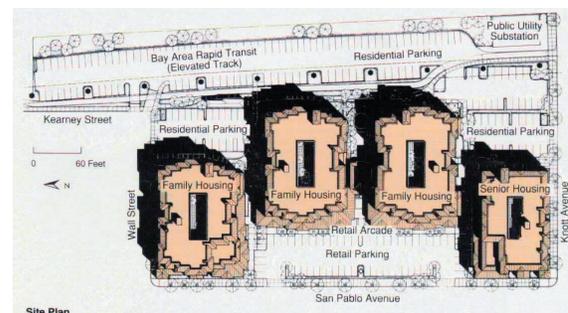
El Cerrito, California



Del Norte Place is a transit-oriented development on a 4.1 acre site. The development includes a mix of affordable housing: 135 apartments with 20% allocated for seniors and 20% for low-income households. There is also a significant retail component with off-street parking.

Relevance for the Fond du Lac and North

Neighborhood: The scale of this development may be larger than would be acceptable to the Fond du Lac and North residents but the mix of uses, affordability and transit-oriented development could be successfully applied to key intersections along Fond du Lac Avenue.



New Community Neighborhood Shopping Center

Newark, New Jersey



This 55,000 square foot shopping center is located at a major intersection in a central-city neighborhood. The anchor tenant is a grocery store. The store floor plan was redesigned to be smaller than typical suburban stores and includes a lower parking ratio. Parking is located in front of the store with easy access from the major streets.

The development was possible because of a joint venture between the store owner and a nonprofit developer. The City also assisted in the zoning and development process.

Relevance for the Fond du Lac and North

Neighborhood: The store brought jobs to the neighborhood, affordable food products and is helping to revitalize the surrounding blocks.

Greenway Plaza

Yonkers, New York

Greenway Plaza is an 80,000 square foot neighborhood shopping center located in downtown Yonkers. The publicly supported private venture includes retail and commercial in a neglected area of the city. A parking ramp accommodates the required number of parking spaces without imposing on the neighborhood. The site topography allowed for a two-story retail

space that can be accessed from both sides of the building.

Relevance for the Fond du Lac and North

Neighborhood: By providing a needed retail component missing in that part of the city, the development is increasing values of surrounding properties and helping to revitalize the neighborhood.

Tanner Market

Pasadena, California

Tanner Market is a 14-block historic area that was the city's first downtown shopping district. The development preserves the historic architecture, adds more retail space and includes a parking structure in the middle of the block. Renovation of the buildings has resulted in a viable specialty shopping center.

Relevance for the Fond du Lac and North

Neighborhood: The Fond du Lac and North neighborhood has some historic structures that, if renovated and adapted for commercial or retail use, could add significant value and broad market appeal to the neighborhood's principal shopping streets.

2.4 PUBLIC PARTICIPATION SUMMARY

The public participation component of the Plan was developed to gather input from a broad segment of the population either living or investing in the neighborhood. A number of participation techniques were conducted in a variety of settings: interviews, household survey, image preference survey, focus groups workshops, public information meetings and public hearings.

A. Key Person Interviews Summary

The consultant team interviewed over 50 stakeholders to gather input on current and future development. Information, most of it confidential, was gathered on existing businesses and site conditions, as well as input on what actions are needed to improve the neighborhood.

The following is a summary of the most common answers provided to key questions. Interviewees included representatives from a broad segment of the community: business owners, community leaders, lenders, major investors, non-profit representatives, local officials, real estate developers and brokers.

Businesses that the majority of stakeholders feel are needed to improve the neighborhood include:

- Retail uses, both national chains and local businesses
- Entertainment that can provide customers for area businesses
- Food stores
- Housing
- Sit-down Restaurant
- Coffee shops
- Hardware

- Healthcare facilities

Businesses that the majority of stakeholders think would not improve the neighborhood include:

- Check cashing
- Taverns
- Liquor stores
- Fast Food Restaurant

Improvements that interviewees would like to see in the neighborhood:

- Improve housing – develop new housing in clusters.
- Provide façade improvement incentives and assistance for commercial buildings.
- Provide local business support in terms of financial assistance and job training.
- Improve safety both in reality and in perception.
- Increase police presence.
- Expand the City Homes and Lindsay Heights developments to provide more high quality housing options.
- Bring more high wage jobs to the area through job training programs.
- Apply the same kind of real estate actions to the industrial corridor as for City Homes: provide contiguous land to provide a cluster of development and remove old, out-dated industrial facilities.
- Market the assistance programs that are already available, as many businesses and property owners are not aware of the various resources at the City, the Block Grant agencies and local non-profits.

The following is a list of the most common items of what local government, Block Grant agencies



and non-profits could do to assist redevelopment.

- Develop a major reinvestment project in the neighborhood to set a precedent and help stabilize the area.
- Reduce crime in the area to improve the perception of the area for residents, customers, employers and employees.
- Cluster housing and redevelopment efforts to add value to surrounding properties.
- Provide more resources for businesses, besides loans and grants, to encourage investment in the area. Help make more lenders available for assistance.
- Develop both day and evening uses so the neighborhood is continually an active place. The more people in the area the safer it will be.

Other priorities mentioned by the stakeholders include a variety of topics that will help to increase the value of properties and help to bring

investment into the neighborhood.

- Increase home ownership with both single-family and townhouse units.
- Encourage block-watch programs and educate people on their value for improving the safety within the block and surrounding neighborhood.
- Promote a mixture of housing types while still making home ownership a priority.
- Provide easy access for truck traffic coming to local businesses and manufacturers. This means streets or boulevards that can accommodate the turning radius for semi-trucks.
- Develop a strategy for identifying structures to be rehabbed. This can be linked to the residential cluster approach and creating incentives to invest in the area.
- Improve street infrastructure including paving, curbs and streetscaping. Stakeholders noted that many streets



currently have a lot of pot holes.

- Improve the overall identity of the neighborhood and market the positives so the perception of the area begins to turn around.

Several key properties and buildings were identified as priorities for development.

- The intersection of Fond du Lac and North Avenues was the number one area stakeholders said should be developed. This is the key intersection serving and defining the neighborhood.
- The area near Lena's (Fond du Lac Avenue and W. Oak Street) should be improved to build upon the recent renovation and investment in the store. Development should be linked with development efforts at Fond du Lac and North Avenues.
- Milwaukee Mall (the former Sears building) at Fond du Lac and North Avenues – develop as a mixed use project or replace with new construction.
- Improve the lighting and building facades along Center Street between 27th and 35th Streets.
- Revitalize and improve the image of aging commercial/retail business districts throughout the neighborhood.
- Fond du Lac Avenue from W. Oak Street to W. Tamarack Street, should be improved with mixed-use development.
- Remove, or renovate, vacant buildings on Fond du Lac Avenue.
- Vacant lots should be used for new development or green space.

- Sentry site on Walnut Avenue should be developed as mixed-use or as a housing development similar to City Homes on the north side of Walnut Avenue.

B. Community-wide Household Survey Summary

A household survey was prepared to gather information and opinions about development issues from neighborhood residents, business owners, elected officials and neighborhood organizations. The opinions were used to determine catalytic projects, land use decisions and development priorities. The following is a summary of the major findings, a full set of survey results can be found in Appendix E.

Background Information

- 60% of participants were neighborhood residents
- 55% owned rental property
- 39% owned commercial property, of which over 66% have owned their business more than 15 years
- 55% own rental property in the neighborhood
- 11% own industrial property in the neighborhood
- 60% of the respondents were African American and
- 34% of respondents were between the ages of 36 and 55.

Household Information

- 50% have lived in the neighborhood less than 5 years, 28% more than 20 years
- 40% work in the City of Milwaukee

- 36% drive to work, 12% ride the bus to work
- Over 55% say housing quality will get better during the next 5 years.

Retail and Business Input

- 60% felt storefronts need “significant” improvement
- Over 45% say that the sidewalks and streetscaping in retail corridors needs “significant” improvement
- 65% want a sit-down restaurant
- over 45% want a bakery
- 61% say store variety will increase their business.

Safety and Security

- 55% say neighborhood lighting needs to be improved
- Over 45% say there needs to be a “significant” improvement in police presence in retail districts
- Over 60% say increased home ownership, property maintenance and more employment opportunities will improve the safety and security of the neighborhood.

C. Image Preference Survey Summary

An Image Preference Survey was prepared to gather input on a variety of physical and environmental issues, e.g. building types, landscaping, open spaces, parking and perception of day and night safety.

The survey was administered to numerous civic, neighborhood and business groups. They scored the images from a positive 5 to a negative 5, based on whether the elements presented were desirable or undesirable for the neighborhood. After they finished ranking the images the consultant or City representative discussed the images with the group. This discussion helped determine policy impacts (in particular Chapter 3 Policies and Strategies) and helped clarify what was liked or disliked about the images. The following are the top rated and lowest rated images for each of the categories.

Residential Character

The highest rated residential images were compact, pedestrian-friendly, well landscaped neighborhoods that are contextual to Milwaukee's urban residential architecture. Negatively rated images showed neglected, unsafe or unfriendly spaces, common front yards, repetitive building styles and poorly maintained exteriors. Garages should not be the dominant feature from the street and large apartment buildings were not liked.

Highest-Rated Single-family



score: 3.71

Lowest-Rated Single-family



score: 1.74

Highest-Rated Multi-family



score: 2.24

Lowest-Rated Multi-family



score: -1.51

Commercial Character

The highest rated commercial images were buildings with a strong connection to the street and pedestrian-friendly. The buildings included unique signage, awnings, windows facing the street and landscaping along the street or parking lot. Negatively rated images showed blank walls, poorly maintained exteriors, large parking lots and dominating signage. Environments that favored

automobiles over pedestrians were considered undesirable.

3 Highest-Rated Commercial Images



score: 3.29



score: 2.53



score: 2.24

3 Lowest-Rated Commercial Images



score: -2.76



score: -2.56



score: -1.59

Industrial Character

The highest rated industrial images were facilities that were well-maintained, included attractive signage and fencing, and screened their parking. Green space was valued and helped to create an identity for the development. Negatively rated images showed poorly maintained buildings, landscape and fencing and visible storage areas.

3 Highest-Rated Industrial Images



score: 2.42



score: 1.77



score: 1.28

3 Lowest-Rated Industrial Images



score: -0.80



score: -0.45



score: -0.16

Public Space - Daytime Character

The preferred images of public spaces were those that were vibrant, full of activity and had a sense of community. Residents preferred public areas that were small-scale with effective plantings and street furniture. Negatively rated images were dominated by asphalt, automobiles and were uninviting.

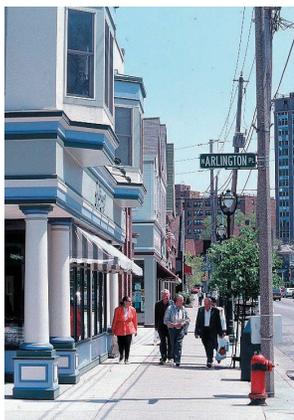
3 Highest-Rated Public Space - Daytime Images



score: 2.42



score: 1.77



score: 1.28

3 Lowest-Rated Public Space - Daytime Images



score: -0.80



score: -0.45



score: -0.16

Public Space - Nighttime Character

The highest rated images included well-lit areas with pedestrian-scaled lights. There was also a preference for white, or warm, lights because they are brighter and more pleasing. Large windows along pedestrian areas were preferred and provided a greater sense of security. Negatively

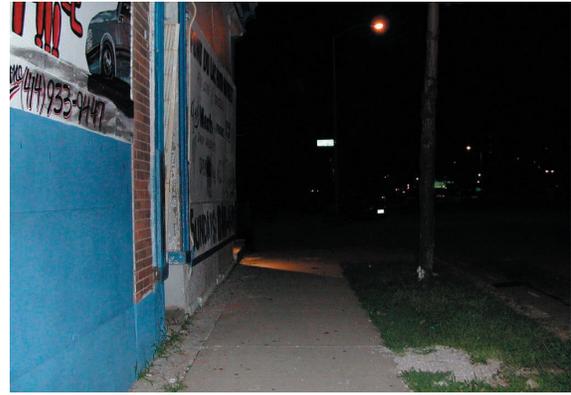
rated images had poor lighting and buildings with no visual connection, i.e. blank walls instead of windows between the interior and the pedestrian environment.

3 Highest-Rated Public Space-Nighttime Images



score: 2.42

3 Lowest-Rated Public Space-Nighttime Images



score: -0.80



score: 1.77



score: -0.45



score: 1.28



score: -0.16

Parking Character

The preferred parking lots were those with landscaping within the parking area and screening between the pedestrian zone and the cars. Decorative walls were also rated highly. The overall maintenance of the parking lot also impacted the rating. Negatively rated images showed no separation between parking and the sidewalk with little or no landscaping around or within the parking lot.

3 Highest-Rated Parking Images



score: 2.42



score: 1.77



score: 1.28

3 Lowest-Rated Parking Images



score: -0.80



score: -0.45



score: -0.16

D. Focus Group Findings Summary

The consultant team conducted three focus group meetings to gather input on what is needed to increase successful development in the neighborhood. The goal was to find out what landowners, business owners, agencies, lenders, elected officials, and builders want to see in the neighborhood and what they thought was needed to achieve their objectives. Three investment groups were targeted for these meetings, 1) commercial investors, 2) industrial investors and 3) residential investors.

The consultant presented a brief overview of the planning process and discussed national projects that were similar in context to the Fond du Lac and North neighborhood. These projects illustrated opportunities and new development concepts that might be implemented here. The following is a summary of the critical issues the groups thought needed to be addressed to encourage investment in the neighborhood.

Commercial Focus Group

February 12, 2002

Financial and Support Resources

A. Many of the issues discussed by the business leaders revolved around financial support available either from local government or other sources.

- It was recommended that local government resources and financing options be available for development with some flexibility as to what can be done with the money.
- Better cooperation between local and federal agencies might bring more money

to the neighborhood. Section 108, which allows the City to give loans, should be explored for this neighborhood.

- Small businesses and locally owned businesses should be targeted for assistance.

B. A Business Improvement District (BID) should be explored as an opportunity to assist local businesses and attract new businesses to the



area. This should be part of an overall strategy focused on bringing more income to the area.

C. In addition to financial support, training and technical support could be provided to employers and employees. The group recommended developing a “Work Force Development” program to train and educate employees, as well as to provide technical support to small neighborhood businesses in areas such as business plan development.

Partnerships and Coordination

A. Local government should encourage public/private partnerships by providing incentives to establish such partnerships. Businesses can collaborate with non-profit agencies for services to reduce costs and increase efficiency. Examples may include the shared use of copying equipment or meeting spaces.

B. Local government and the neighborhood should continue to work with the police to provide better police response times to neighborhood calls. The police should strongly encourage residents to notify them when there is a concern.

C. Neighborhood residents should continue to form and maintain block watches and other neighbor-to-neighbor communication. Residents should also take specific actions to work closely with the City’s Department of Neighborhood Services and the Milwaukee Police Department to reduce the number of nuisance properties and problem landlords within the neighborhood.

Land Use and Urban Design

A. The Plan should recommend mixed-use

development for existing and new projects, especially at key intersections and along commercial districts.

B. Small and large retailers need convenient parking for customers, therefore off-street parking areas should be created when on-street parking is removed. Developments should include attractive parking that is clean, well maintained, screened appropriately and easily accessible.

C. Mutually supporting uses and building types should be created, such as clustering of redevelopment, to add value to new development and to surrounding properties.

D. Building codes should be enforced to reduce and eliminate blight. Boarded-up houses should be turned over to new owners to be developed as soon as possible to improve overall neighborhood appearance.

Implementation Strategies

A. In order to initiate all of these ideas and recommendations a leader, lead organization or “champion” is needed, from the public or private sector, to move the project ahead and keep others in the neighborhood informed on the progress. It is also critical that political leadership assist the “champion,” and keep the process moving with the appropriate City departments.

B. The two areas noted as landmark areas that will set the stage for future investment are the Fond du Lac and North intersection and additional residential sites where the success of City Homes and Lindsay Heights can be duplicated. New residential cluster projects will bring stability to

the neighborhood and more customers to area businesses.

C. The perception of the neighborhood can be improved through positive marketing that highlights current assets and past development projects. It should also illustrate how existing public/private partnerships are succeeding in the neighborhood. Ethnic events can be coupled with neighborhood attractions to attract tourists to the area. This strategy will also help to establish a more positive identity for the neighborhood.

Industrial Focus Group

February 13, 2002

Financial and Support Resources

A. The industrial representatives recommended that civic and local leadership make job creation and financial assistance a priority. The Plan should identify and provide information on how financial and other resources can be used for a variety of purposes. The legality and feasibility of offering tax credits in exchange for job creation should be explored. Explore how incentives can be provided to those businesses locating in the ICC in order to bring jobs to the area.

B. Local government should meet with industrial

and business leaders to determine how public funds can be allocated to provide the best use of resources and create an increase in value to surrounding properties.

C. As brownfield development is critical for this area, assistance should therefore be provided to find financial resources, and then assist in accessing the money. The industrial corridor is a Federal site with access to brownfield remediation.

D. In addition to the financial support, training and technical support should be provided to employers and employees. Job creation is important, but continued training will ensure these jobs remain in the neighborhood.

Safety

A. Safety of employees and perception of the area are critical issues that must be improved before investors will look to this area for development. Employers should work with local government and police regarding building and site opportunities for surveillance of industrial properties.

B. Local government and neighborhood groups should also continue to work with the police



to provide better police response times to neighborhood calls. The police request that companies notify them when there is a concern and alert them to all signs of unlawful behavior.

Land Use and Urban Design

A. The overall image of the neighborhood greatly impacts local efforts to gain investor confidence and to get new investors into the area. Trash should be routinely picked-up, business owners should maintain their properties, and parking lots, loading and storage areas should be screened with fencing or landscaping.

B. The Plan should capitalize on the corridor's access to rail. The ICC should market to businesses that could benefit from rail access.

C. Access to and from the corridor is critical for the success of the existing businesses, as well as the ability to attract new businesses. The development of the area should provide adequate access routes for semi-trucks.

D. Mutually supporting strategies for industrial and business development can be created by building on the redevelopment plans for 27th Street and North Avenue. The area includes



new development and is adjacent to commercial redevelopment districts.

E. Obsolete buildings are not only difficult to reuse but they create a negative image for the corridor. A program for obsolete building repair or replacement should be implemented. The Plan should include a demolition policy for obsolete buildings and recommendations for new construction. Removing blight will create new opportunities for development and improve the overall image of the area. The Plan should also include specific site and architectural recommendations to complement the overall vision for the area. Specific architectural regulations might be: 1) do not allow barbed wire fences or 2) remove abandoned cars from the streets to allow better snow removal.

Implementation Strategies

A. Implementing these ideas may require some creative "out of the box" thinking and new approaches to bring investors to the corridor, in addition to conventional industrial recruitment and retention strategies. The ideas will require both business and political leadership to combat negative perception and reality. Corridor leaders are hoping for a comparable commitment to this industrial area as seen recently in industrial development in the Menomonee Valley.

B. Partnerships should be developed between public and private agencies, as well as between private businesses. Every business may not need its own building; partnerships could share facilities and resources. Business owners should also establish an ongoing relationship with the City to review their needs, including feedback

received from their employees on neighborhood conditions.

Residential Focus Group

February 14, 2002

Financial and Support Resources

A. The perception of housing has a significant impact on the identity and value of the neighborhood. It is important to improve the quality of housing and provide greater opportunities for home ownership. Incentives, such as creative financing and creative lending opportunities, should be offered by private and public lenders. Incentive ideas include: reduced interest rates for specific areas, low-interest loans to homeowners or landlords for home improvements, government agencies operating as a master developer, and in some cases, providing an initial subsidy (like City Homes) that is phased out as the market develops. Incentives should also target middle-income families. Currently most subsidies are tied to income limitations by the federal government. Residential TIDs should be created to provide loan/redevelopment capital, where not already in place.

B. New home construction costs can be higher than the appraised home values, therefore public and private appraisals need to be coordinated.



The process of defining neighborhood subareas, or districts, needs to be discussed with appraisers. Issues that impact home appraisals include neighborhood amenities in the area, residential development clusters and similar new home values (comparables).

C. Sources of money for construction should be clearly defined, i.e. whether the money is coming from the public or the private sector.

Home Ownership and Market Impacts

A. Increasing home ownership and creating value for the neighborhood are key issues to bringing residential investors to the area. A 'step-up' program to enter into homeownership through two-family homes could be explored. Another idea was to create a program where older couples can turn over their homes (recouping retirement money) to younger couples (looking to become home-owners).

B. Developers expressed a concern about the cost effectiveness of building a two-family unit verses a single-family unit, therefore the efficiency of cost and quality will need to be part of the analysis.



Partnerships

A. Partnerships bring more opportunities for development, as well as distribute responsibilities. The group recommended several key partnerships for attracting residential investors to the neighborhood.

- Create a partnership with Milwaukee Public Schools, so neighborhood groups and residents can use schools as full-service facilities. This might include after school activities or meeting rooms.
- Partnerships could be established with contractors that provide incentives for work in the City.
- Develop a partnership or program to ensure responsible property management: this is the key to stopping the deterioration of properties and decreasing values.

Land Use and Urban Design

A. The overall character, image and mix of uses in the neighborhood affects the ability to bring new investors to the area. Development should be clustered so the properties maintain their value. The clusters become a sub-market and have a positive impact on the comfort level of the buyer and the lender. Clustering may include rehab and



new construction. The Plan should identify areas for clustering.

B. Require infill housing and rehabs to be similar in style, size and character to the surrounding house/building types. While this should be the priority, the neighborhood may not be a first choice for some home buyers because of the limited lot sizes and house designs. Perhaps a variety of lot choices could be provided as long as the majority still meet City requirements. Larger lots could be located on corners, or elsewhere if they add up to no more than 20% of the block.

C. Homeownership is the priority but high quality rental units should also be an option in the neighborhood. Long-term renters, with no intention of buying, need continued quality rental options.

Implementation Strategies

A. As the Plan moves forward several key ingredients are needed to support a “neighborhood.” All of the following make up a neighborhood and need to be included in redevelopment plans: schools, shopping, transportation, open space, job opportunities, mixed incomes, and a mix of uses that include essential neighborhood goods and services.

B. Transit-oriented development techniques should be used at key intersections to provide housing, retail and jobs for area residents. Innovative concepts for mixed-use development should be supported in these locations, both politically and financially.

C. After the Plan is approved the City should

and development standards have added value to surrounding properties. City Homes is also liked for its new, high quality construction, larger lots and internal green space. Lindsay Heights is liked for its attractive, new construction and affordability. Home ownership, for single-family units and condominiums, was a high priority.

A mix of housing types is preferred for the overall neighborhood, including single-family clustering (6 or more units on one block), single-family infill (vacant lots with new development) throughout the study area, townhouses and mixed-use along the commercial corridors.

Affordable, high-quality housing, with amenities, is wanted throughout the area. Where possible larger lots were preferred for single-family units. “Larger” is described as a typical City Homes property. In addition to larger lot sizes, new construction is preferred. Residents felt new construction brings value to the neighborhood and improves the overall perception of the area. Rehabilitation programs should also be continued to stabilize neighborhoods.

Specific Housing Sites

Residents were asked to locate areas which should be targeted for new residential development. The following sites were the top priorities:

- A mix of housing types should be located adjacent to the FDL/North intersection to reinforce and support the recommended commercial development. Development should include condos and a mix of housing types.

- Infill development should continue in the Lindsay Heights area to build on the success of the existing construction strategy.
- The Sentry site on Walnut is an opportunity for higher quality, higher priced condominium housing or single-family units similar to City Homes.
- The area west of 27th Street and south of North Avenue has a lot of opportunity for infill and cluster housing.
- The area near Master Lock is appropriate for single-family and duplex infill housing.
- The block south of Johnson’s Park could include high quality condominiums that face the park.
- Condominiums are recommended for a part of Fond du Lac Avenue between North Avenue and Center Street since not all of the existing commercial streets can support future commercial development. This could improve the character of the street while bringing pedestrian activity to the area.

Suggested Residential Actions:

1. Develop criteria for developing “Housing Clusters.”
2. Recommend educational programs for property financing and property management.

Commercial Workshop Discussion

During the workshop there was an ongoing question of which street should be the priority for commercial development: Fond du Lac Avenue or North Avenue. Many participants felt Fond du Lac was more of a “through” street, while North

Avenue is the neighborhood shopping street due to the slower traffic. North Avenue should continue to include “neighborhood” services, with the intersection of Fond du Lac and North being the “center of the neighborhood.”

A “Main Street” concept of smaller buildings with parking on the street, on the side or behind buildings was suggested for North Avenue, east of Fond du Lac Avenue, and for Fond du Lac Avenue between North Avenue and Center Street. All new commercial development should have sufficient parking.

Streetscaping is a way to create an identity for the neighborhood and improve safety. Residents felt all commercial districts should include new or improved streetscaping. Elements to include are: lighting, landscaping, paving and pedestrian-oriented furniture.

Some residents felt there was a need for entertainment uses for the youth and adults. Neighborhood residents are forced to drive out of the neighborhood to find entertainment uses (all ages). New development should be visually and physically connected to other commercial development along Fond du Lac Avenue and North Avenue to increase the customer base for area businesses. Depending on the kind of use, it could also be connected with cultural activities. Ideas included a theater or skating rink.

Specific Commercial Sites

Residents were asked to locate areas that should



Residents identified the intersection of Fond du Lac and North and the North Avenue corridor as the two priorities for commercial development.



be targeted for new or rehabbed commercial development. The following sites were the top priorities:

- The intersection of Fond du Lac and North Avenues should include a remodeled Sears building as a landmark for the neighborhood. The remodeled building should include storefront windows along the street edge. The shops currently in the Sears building could be spread out along the street on either Fond du Lac or North Avenue to add activity along the sidewalk.
- A medium-sized commercial building with a mix of uses could be included southeast of the FDL/North intersection to take advantage of the surrounding customer base, and traffic counts.
- Teutonia and North Avenue should be a priority for commercial development which complements the YMCA.
- Food production could be a focus for the area. This would build on the Fondy Market and enhance the opportunity for small gardens throughout the neighborhood.

Suggested Commercial Actions:

1. Develop the Sears building as the heart of the neighborhood with commercial as the primary use of the building.
2. Develop a strategy for linking the commercial nodes with either housing and/or commercial offices along Fond du Lac and North Avenues.
3. Create links between commercial developments and any proposed cultural

institutions. The links could be parking plazas, pedestrian paths or landscaping and lighting details.

4. Identify commercial nodes that will serve as focal points for the area and could be locations for TOD developments.
5. Recommend additional uses for the Fondy market that will complement the area.

Industrial Workshop Discussion

- Create a campus environment including a defined and secure area along the existing rail corridor. The area could be defined with banners, similar streetscaping elements, signage and landscaping.
- “Green” the corridor, especially at key points where the general public passes through the corridor, i.e. North Avenue and Center Street
- Clean up areas around the corridor to create a safer environment. The Center Street underpass needs more lighting.
- Commercial nodes should be located on the edges of the industrial campus to create amenities for employees and improve the perception of the area.
- A small park could serve as a focal point within the industrial campus.
- No chain-link fences should be allowed. Ornamental iron fences are preferred, with landscaping located in front of the fence to soften its appearance.

Suggested Industrial Actions:

1. Identify the appropriate boundaries for the “campus.” Create entrance features.



The northern part of the study area is underserved by green spaces.

2. Develop image and landscaping guidelines for the corridor.
3. Determine key sites for development that will set the precedent for future corridor projects.

Civic and Institutional Workshop Discussion

There was limited discussion on institutional use. Most residents felt the neighborhood was well served and that the quality of services was more important than new facilities. The one idea was to include Senior Housing so aging residents can stay in the neighborhood. Ideally this use should be located near a park with easy access to commercial uses.

The proposed cultural museum, in Johnsons Park should serve as a gateway into the neighborhood along Fond du Lac Avenue. Surrounding properties should complement its use and bring pedestrian activity to the area.

The Center Street Library should be a place that provides training and home ownership programs for neighborhood residents.

Suggested Civic and Institutional Actions:

1. Identify future sites for senior housing.
2. Determine neighborhood programs that will bring more residents to the Center Street Library.

Parks and Open Space Workshop Discussion

All areas of the neighborhood should have access to parks and open space within walking distance. The only major park facility in the neighborhood is Johnson's Park at Fond du Lac Avenue and Garfield Avenue. There are a few other small open spaces but much of the area is under served by open space. The greatest need is in the Amani neighborhood, which needs additional park space and open space.

Residents also felt that more structured activity

is needed in the existing large park in order to increase useage. Ideas included swimming pools and miniature golf.

Public art could be included in parks and used to create an identity for the neighborhood.

Residents also suggested adding a green space near the Fondy market to be used not only by the market, but also for other activities.

Suggested Parks and Open Space Actions:

1. Identify sites for neighborhood parks, specifically in the northern part of the study area.
2. Recommend maintenance and management procedures for parks and open spaces.
3. Create a strategy for linking park spaces with neighborhood schools.

Transportation Workshop Discussion

Thoroughfares crossing the neighborhood are a major contributor to the identity of the area. Several major streets bring people through the neighborhood. This should be more fully utilized because these transportation routes bring customers to the area, and provide easy transit opportunities for the residents. Because of high traffic volumes, traffic calming devices should be used at all major intersections, including pedestrian bump-outs along Fond du Lac Avenue that make it easier for pedestrians to cross the street.

Parking continues to be a concern for area business owners. The Plan should require that enough parking be provided for all commercial developments, especially at key intersections

such as Fond du Lac and North and Fond du Lac and Center. Off-street parking should be integrated along side streets off of Fond du Lac, between North and Center, to provide additional shared parking spaces within walking distance to area businesses.

The intersections of Fond du Lac and Center and Fond du Lac and Burleigh could include transit services where residents can buy PLUS passes. This will be easier for residents who currently have to travel to the downtown transit center to purchase the passes. These two intersections have the greatest number of transit transfers.

Transit-oriented development should be located at Teutonia and North due to the number of people coming to the YMCA, as well as at Fond du Lac and North Avenue.

“First Impression” development should occur at key entrances into the neighborhood. Ideas include: Fond du Lac and Walnut, North and I-43, North and 30th Street, Fond du Lac and Burleigh and Fond du Lac and North.

Street improvements are needed throughout the neighborhood, including: repairing potholes, replacing curbs and streetscaping.

Suggested Transportation Actions:

1. Identify development opportunities at major traffic intersections, including TOD uses, parking supply, shelter/information locations and transit links to adjacent neighborhoods.
2. Develop a strategy for identifying and prioritizing street improvements.

A composite diagram of the Workshop Recommendations for critical land use and development



- Identify and design traffic calming devices for Fond du Lac Avenue and North Avenue.

G. Public Hearing Summary

H. City Plan Commission Summary

F. Open House Summary

City Staff and the consultant team conducted two open houses to gather input on the Preliminary Draft Plan. The Plan was revised based on comments received on implementation, open space, housing projects and redevelopment opportunities. A detailed set of Public Comments can be found in Appendix H.

