

M I L W A U K E E

comprehensive

Plan

DEPARTMENT OF CITY DEVELOPMENT

MARCH 19, 2004

Fond du Lac and North

A Plan for the Area

***Residential.
Commercial.
Industrial.***

Can they all
get along?

***Good design
is good
for Business***

***An icon for the
Neighborhood***

Former Sears
store can be a
landmark again

***Partnerships
make it happen***

Fond du Lac and North Neighborhood Comprehensive Plan

March 19, 2004

PLANNING AND DESIGN INSTITUTE

Submitted with:

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FOND DU LAC AND NORTH NEIGHBORHOOD COMPREHENSIVE PLAN

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EXECUTIVE SUMMARY

INTRODUCTION

This comprehensive plan covers 1,042 acres in the heart of Milwaukee. Its boundaries run roughly from I-43 on the east to N. 35th Street on the West; and Burleigh Street on the north to Galena Street on the south.



Based on the 2000 census, the population of this neighborhood is 50,558. The area experienced a decline in population between 1990 and 2000.

The study area contains some of the oldest and newest housing stock in the city. Three-hundred eighty-nine homes were built or rehabilitated between 1990 and 2000. Thirty-one percent of all dwelling units are owner occupied and this percentage is growing at 6% per decade. Use of public transit is high. Despite a substantial percentage of households with incomes below \$15,000, the Fond du Lac and North area has a higher income per square mile, because of density, than other areas of Milwaukee County and surrounding suburbs.

THE PLAN

The plan is organized into land use policies and strategies that apply to the neighborhood as a whole. These generally support adaptive reuse and redevelopment that follows traditional neighborhood use patterns.

In addition, there are strategies for districts and corridors, and eight high-profile catalytic projects. Catalytic projects leverage investment and increase the value of surrounding properties, represent a significant and visible change in the neighborhood, and have the potential to change the course of development.

KEY FINDINGS

While challenges remain, the key findings highlight the successes in the area and identify opportunity.

- A high concentration of people and households represents a large buying power not reflected in current availability of goods and services. The strong concentration of buying power within the neighborhood is just beginning to be recognized by national retailers.
- Approximately 42% of the population is under the age of 17. The population is predominately African American (82%).
- The industrial corridor on the west side of the neighborhood makes this a potential walk to work neighborhood. The area has good access to rail and freeways. The

industrial corridor needs high visibility design and a definable campus.

- This neighborhood has some the oldest and the newest housing stock in the metro area. Construction of new housing in this neighborhood began in the last ten years and continues to the current date.
- The neighborhood has two historic retail corridors, Fond du Lac and North Avenues. There are a number of businesses with long tenure in the neighborhood and customer loyalty.
- The neighborhood has seen evidence of redevelopment and revitalization, including the YMCA facility and charter school at Teutonia and North and the upgrade of the Fondy Food Center, an all-season outdoor market.
- Overall, crime statistics are trending downward for this area, as they are for the city as a whole.
- The neighborhood is underserved in usable, attractive open space.

KEY RECOMMENDATIONS: CATALYTIC PROJECTS

The recommended catalytic projects (lettered A through H in the final plan) are grouped under three headings. They are housing, industry and commercial.

Housing

The plan recommends building on existing successes in the study area. It calls for the clustering of new houses in 18 areas where vacant lots are available, noting that the Josey



subdivision development is already underway. It promotes single family, duplex, and town houses and home ownership. All housing efforts should preserve the character of the traditional neighborhood, with windows and porches facing the street, pedestrian and transit friendly design, and parking behind or on the side of the buildings.

Catalytic Project H: Residential Clusters (18 Identified)

Existing residential cluster developments have been successful in the neighborhood and continue to add value to surrounding properties. Some of the successful residential housing clusters include Lindsay Heights, City Homes, Habitat for Humanity and New Covenant.

Industry

Build on existing successes in the neighborhood (Capital stamping, American Ornamental Iron, Metal Processing); concentrate industrial efforts where large lots are adjacent to one another and can be assembled; create a campus-like district/ industrial park.

Catalytic Project E: 30th Street Industrial corridor Area - Campus Identity

The 30th Street Industrial Corridor is one of the largest industrial developments in the City of Milwaukee, with good rail and highway

access, and over 17,000 employees available from the surrounding neighborhood. To remain competitive, the corridor needs to reinvent itself as a modern urban industrial campus.

Commercial

Build on existing commercial success stories (Lena's, Columbia Savings and Loan, Jewel Osco, Legacy Bank and the Northside YMCA); focus development at high profile intersections (Fond du Lac and North, Fond du Lac, 27th, and Center; Teutonia and North); provide parking plazas along Fond du Lac Avenue, and increase neighborhood shopping.



Catalytic Project A: Former Sears Block

The intersection of North and Fond du Lac Avenues is a key node of identity for the neighborhood. A new signature building combined with substantial redevelopment of the surrounding property, will reinforce the commercial potential of this node and will serve as the landmark for the community.

Catalytic Project B: Fond du Lac and 20th Street

Fond du Lac Avenue at 20th Street and Johnson's Park is a recreational center, community gathering place, and visual entry into the neighborhood. The park and adjacent historic buildings provide amenities and identity for the area, and serve as a gateway to the key intersection of Fond du Lac and North Avenues.

Catalytic Project C: Walnut Node Area

The vacant building and large parking lot offer a highly visible site made up of two contiguous parcels across from a successful new housing development. The site is on the proposed Milwaukee Connector route. It has potential for mixed use or residential development.

Catalytic Project D: Fond du Lac Parking Initiative

Fond du Lac Avenue businesses desire on-street and off-street parking options that are available at all times of the day. Some on-street parking was lost as a result of Fond du Lac Avenue reconstruction. This lost on-street parking needs to be replaced with a comparable amount of accessible off-street parking.

Catalytic Project G: Teutonia and North Area

The area surrounding Teutonia and North is experiencing redevelopment interest and should build on its investment momentum. The new YMCA is the anchor for the area, with new infill housing being developed throughout the surrounding blocks, and North Avenue becoming more of a neighborhood shopping street.

CREATING THE PLAN

The Fond du Lac and North Neighborhood Plan is the culmination of a three year community-based planning effort that builds upon the momentum



created by recent revitalization activities, and current neighborhood assets, including: close proximity to downtown, easy access to freeways and major bus routes, historic and architectural charm, and most importantly, dedicated and active neighborhood associations. The plan establishes priorities for strengthening these assets in the areas of neighborhood housing, business, retail, industrial, transportation, recreational, open space and cultural assets. The plan promotes investment and provides guidance for public and private development initiatives.

The final plan is available on the Web at <http://www.mkedcd.org/planning/plans/FondduLacNorthNhd/>



In preparing the plan, city staff and consultants were assisted by a group of community and funding partners: the North Avenue Community Development Corporation, the 30th Street Industrial Corridor Corporation and the Neighborhood Improvement Development Corporation. Elected officials who represent the area provided guidance, as did a Citizen Advisory Group made up of representatives of business, homeowner, and community-based organizations. Residents and other concerned citizens attended focus groups, filled out surveys and came to public meetings.

IMPLEMENTATION

The Fond du Lac and North Neighborhood Comprehensive Plan will be a critical tool for redevelopment and growth for the area. The document will be widely available to the public, and will be used as a guide by elected officials, appointed members of plan and zoning agencies, city plan examiners and other staff in their review of project proposals.

Elements of the plan will be achieved through private development, public private partnerships, the catalytic projects and/or community based initiatives that can be developed as catalytic projects. As projects are proposed within the planning area, city agencies will include opportunities for citizen input in their regular approval processes.

1.0 INTRODUCTION

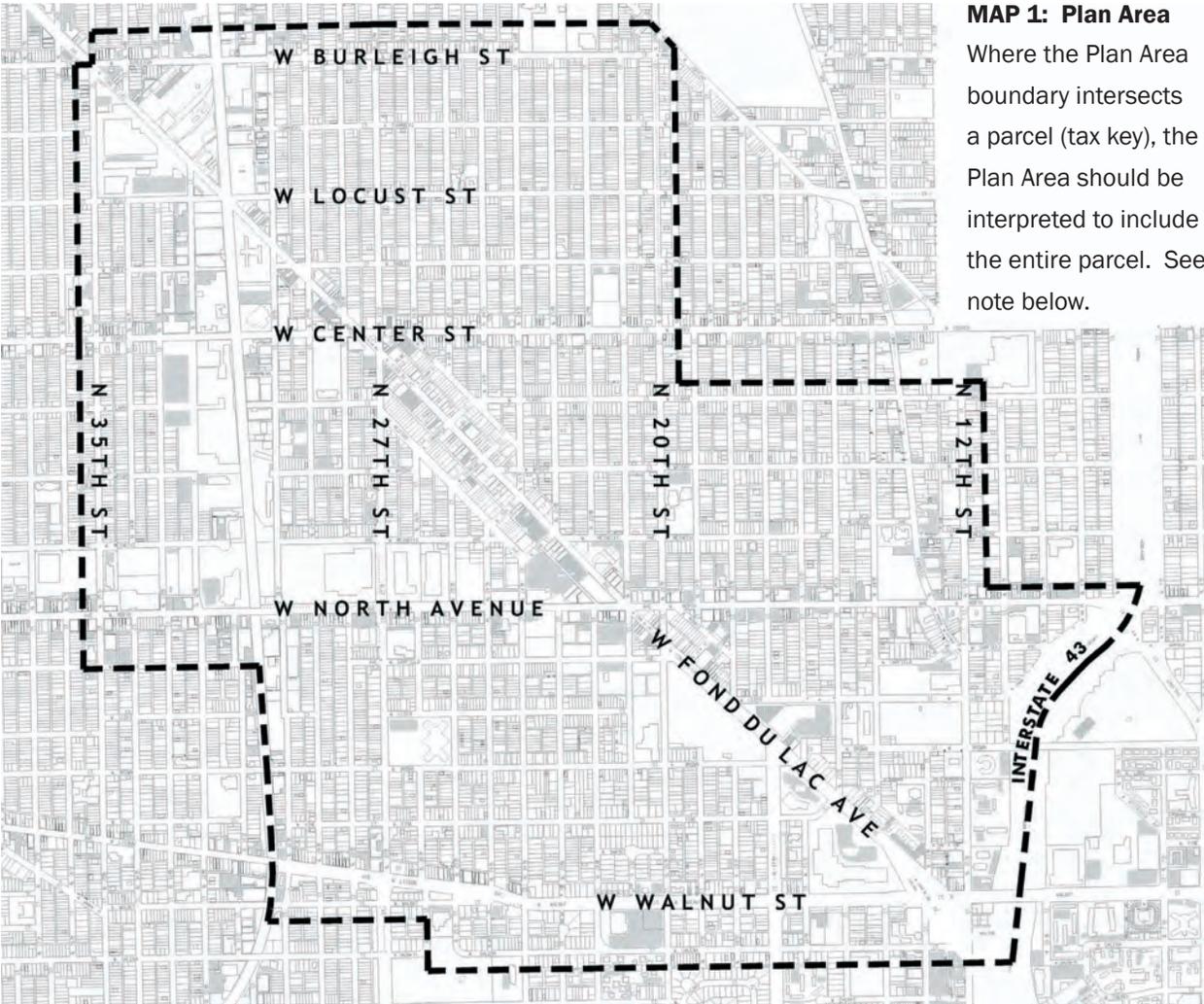
The Fond du Lac and North Neighborhood Plan is the culmination of a 3-year community-based planning effort that builds upon the momentum created by recent revitalization activities, and current neighborhood assets, including: close proximity to downtown, easy access to freeways and major bus routes, historic and architectural charm, and most importantly, dedicated and active neighborhood associations. The Plan establishes priorities for strengthening neighborhood housing, business, retail, industrial,

transportation, recreational and cultural assets. The Plan promotes investment and provides guidance for public and private development initiatives.

1.1 PLANNING CONTEXT

A. Purpose of the Comprehensive Neighborhood Plan

The long-range purpose of the Fond du Lac and North Neighborhood Plan is to create a neighborhood where people can find desirable



Note: In instances where the Plan Area boundary intersects a parcel (a single tax ket number), the Plan Area boundary should be interpreted to include the entire parcel. For example, where the Plan Area boundary intersects a portion of the larger parcel at North Division High School, it should be understood that North Division High School is within the Plan Area.

and affordable housing, shopping and jobs close to home, inviting recreational and cultural opportunities. To reach these goals the Plan establishes priorities for strengthening and building upon existing neighborhood assets. The Plan promotes investment and provides guidance for public and private development. By creating new business opportunities, enhancing existing recreational and cultural alternatives, creating open space alternatives, creating walkable pedestrian-friendly districts and corridors and providing a range of residential opportunities that redirect urban growth back to the central city, the improvements will provide benefits to the neighborhood, city and region.

This Comprehensive Neighborhood Plan represents a guide for both the short-term and long-term redevelopment of the Fond du Lac and North neighborhood in Milwaukee. It serves to preserve the unique qualities of the neighborhood and direct new development that will improve the value and identity of the community. The Plan includes goals and objectives, an analysis of trends, redevelopment standards and policies and implementation strategies. The planning process included a comprehensive public participation process, described in Section 2.4.

B. Smart Growth Legislation (City Comprehensive Plan Structure)

The preparation of the Fond du Lac and North Neighborhood Plan has been done under the authority of Wisconsin's Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as "Smart Growth" Legislation. The 1999 Wisconsin Act 9, and subsequently 1999 Assembly Bill AB 872 and 2001 Wisconsin Act 16,

revised planning legislation for all communities in the State. The Smart Growth legislation provides a framework for developing comprehensive plans, procedures for adopting such plans, and requires that any program or action of a community that affects land use must be consistent with the community's comprehensive plan. Therefore, upon adoption, all land use decisions must be consistent with the goals, objectives and policies outlined in the Milwaukee Fond du Lac and North Neighborhood Plan.

The City of Milwaukee's comprehensive planning process has been structured to recognize the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City's Comprehensive Plan consists of 2 components: a citywide policy plan and multiple sub-area (neighborhood) plans. The Fond du Lac and North Neighborhood Plan is one of these sub-area plans.

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly. The Introduction and the Planning Process and Information Gathering chapters provide a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results. The Land Use chapter identifies the types of uses and related policies and redevelopment strategies planned for the Fond du Lac and North neighborhood area as a whole. The District and Corridors chapter outlines more specifically where and how those policies and strategies should be implemented within the neighborhood and provides additional design guidelines specific to

those locations. The Catalytic Projects chapter identifies a number of specific sites within the neighborhood and recommends several alternative scenarios for the development of those sites. By structuring recommendations first for the whole neighborhood, then for specific districts and corridors, and finally for particular sites, policy recommendations can be easily referenced based on the specifics of a reinvestment proposal.

C. Mission Statement

This plan will provide a coordinated framework for neighborhood investment decisions by both public agencies and private sector developers; provide practical implementation strategies with an emphasis on community involvement, high quality design, and adding long-term value; and will serve as a model for neighborhood planning in Milwaukee. In summary:

- The plan will create excitement and enhance confidence by providing a comprehensive vision.
- The plan will identify key development opportunities and identify catalytic projects to guide private sector development.
- The plan will establish priorities for public investment in transportation, open space, recreational, institutional and cultural assets, including public art.
- The plan will support efforts of various non-profit and neighborhood-based organizations, specifically with regard to residential development, increasing owner occupancy (through new construction and rehab of existing housing) and open space planning.

- The plan will provide guidance for balancing residential, commercial and industrial investment.
- The plan will emphasize high quality design in physical planning.
- The plan will be part of the City's Comprehensive Plan.

1.2 PLAN GOALS AND OBJECTIVES

The following goals and objectives are intended to be a broad guide for the implementation of the community's vision based on the underlying philosophy of the neighborhood plan.

Overall Goal

- Preserve the overall neighborhood character as a compact, interconnected and walkable area.
- Build upon the traditional development patterns and existing assets of the neighborhood.

Residential Goals

- Strengthen and improve the existing neighborhood fabric.
- Increase owner-occupancy throughout the Fond du Lac and North neighborhood.
- Create a diversity of housing choices for residents of the neighborhood.

Commercial Goals

- Create successful retail destinations that utilize existing commercial land and infrastructure.
- Enhance the marketability of commercial districts to promote economic stability and growth.

- Create revitalized neighborhood shopping streets and commercial corridors using the “Main Street” approach to redevelopment: organization, preservation, economic restructuring, marketing and promotion, and streetscape design.

Industrial Goals

- Create an industrial corridor district that is competitive with other industrial land in the metro area, provides a Walk-to-Work environment as well as a mix of uses compatible with and supportive of its predominant manufacturing focus.
- Create an industrial corridor district with marketable features and a welcoming “campus” identity.

Recreational and Open Space Goals

- Increase the sense of security throughout the Fond du Lac and North area.
- Enhance public destinations and gathering places for residents and visitors.
- Determine how the amount of open space amenities can be increased.

Civic and Institutional Goals

- Encourage public spaces within a comfortable walking distance of every residence and business.
- Create or redevelop civic and institutional uses that are welcoming places for people to gather and serve as visual/symbolic landmarks for the community.



Legacy Bank: Fond du Lac Avenue and North Avenue

Transportation and Infrastructure Goals

- Create a hierarchy within the public right-of-way that successfully accommodates mass transit, automobiles, bicycles, and pedestrians.
- Recreate historic neighborhood traffic patterns to maximize route alternatives.
- Improve the viability of transportation alternatives.
- Make walking safe, attractive, easy and convenient.

1.3 NEIGHBORHOOD CONTEXT

A. Neighborhood Profile and Demographics

The Fond Du Lac and North Avenue Neighborhood study area is centrally located. It is adjacent to Milwaukee’s downtown, 8.7 miles from General Mitchell International Airport, 2.5 miles from the downtown Amtrak station, has a major rail line for industrial uses and is near two major interstates for easy access to the neighborhood.

The study area includes approximately 1,042 acres of developed land with a mix of uses. The

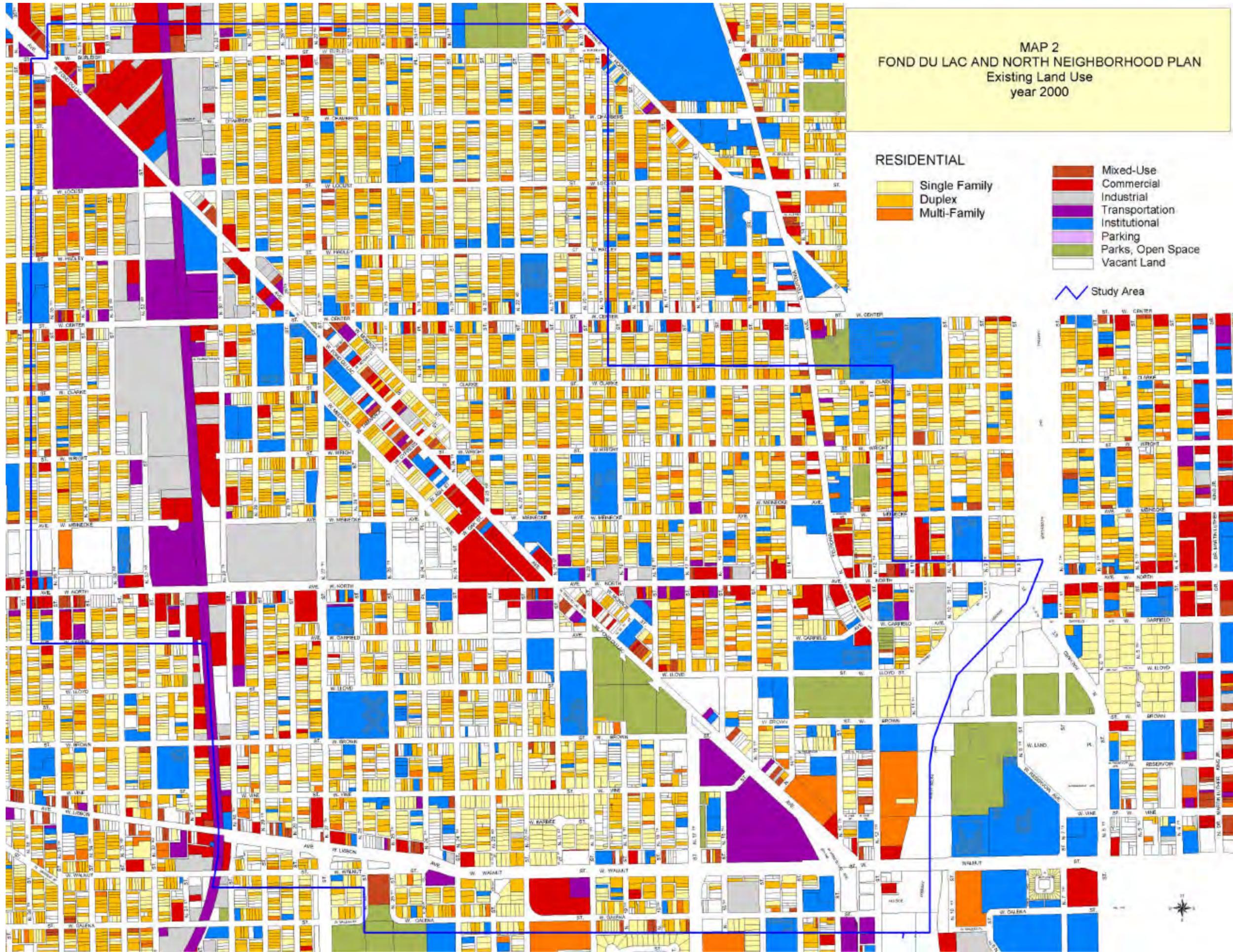
MAP 2
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Existing Land Use
year 2000

RESIDENTIAL

- Single Family
- Duplex
- Multi-Family

- Mixed-Use
- Commercial
- Industrial
- Transportation
- Institutional
- Parking
- Parks, Open Space
- Vacant Land

Study Area



Land Use map shows the 2002 uses for the study area.

The neighborhood can be described as an area containing some of the oldest housing stock in the City of Milwaukee, as well as the most affordable. Residential land is approximately 44% of the study area. Commercial, industrial and transportation uses comprise about 29% of the study area; over 22% of the study area is occupied by public and quasi-public uses. The study area includes 21 community organizations, 81 churches and 145 senior housing units. There are a few architecturally significant buildings that may form the basis of a dynamic urban neighborhood.

The City of Milwaukee owns approximately 14% of land in the study area, which includes vacant lots, quasi-public and open spaces, institutional and transportation uses. Johnsons Park, on Fond du Lac Avenue, and Lloyd Park are the only significant open spaces in the area.

The majority of commercial/retail land is located along North and Fond du Lac Avenue. Commercial, service, industrial and transportation uses form a corridor along the Canadian Pacific Railroad. The study area includes 49 industrial businesses. This corridor continues north and south of the study area.

The study area experienced a 26.2% decline in population between 1990 and 2000. The 2000 population of the neighborhood, based on census tract data, was 50,558. Other areas of Milwaukee County also experienced a decline during this same time period, although not as

significant. The study area is approximately 82% African American, 12% White and 4% Hispanic. The study area is relatively young with approximately 30% of residents between the ages of 5 and 17 years, and 26% of residents between the ages of 25 and 44 years.

About 42% of the neighborhood households have an income of less than \$15,000 and 30% have



an income between \$15,000 and \$35,000. 70% of the household dwelling units in the area are rental. Despite these numbers the area has a higher income per square mile, and density, than other areas of Milwaukee County and surrounding suburbs. The strong concentration of buying power within the neighborhood presents an opportunity which is just beginning to be recognized by national retailers. For more detail on the market conditions see Section 2.2 and Appendix C: Market Analysis.

Traffic and transit have significant impacts on the neighborhood due to the large numbers of vehicles and buses passing through the neighborhood each day. Due to relatively low auto ownership, transit use is high in the neighborhood. The following summarizes the major traffic and bus transfer counts.

Daily Traffic Counts:

- Fond du Lac Avenue: 18,000 to over 27,000
- North Avenue: 18,000 to 20,000
- 27th Street: 14,000 to 19,000
- Walnut Avenue: 14,000 to almost 23,000

Daily Bus Transfers:

- FDL/Center/27th: 1,759
- FDL/Burleigh/35th: 1,891
- FDL/North: 908
- North/27th: 866

B. Physical and Cultural History

Although the Fond du Lac Plank Road was opened by 1850, growth of the northwest side of the city occurred largely as a result of the

extension of street car rail service. Most parts of Milwaukee had streetcar service by 1892; in 1897, the Milwaukee Electric Railway & Light Company established Route 18. Originating at N. 27th Street & W. Fond du Lac Avenue, this route provided service to National Avenue and the old Soldier's Home Depot. Further development of outlying areas occurred, stemming from the city's circa 1880 shift in emphasis away from general commerce to industrial activities. During this period, many industries were situated on large, open parcels rather than within the confines of downtown.

A store of local legends and stories tell the significance of this neighborhood as a stop on the Underground Railroad during the turbulent period leading up to and during the Civil War. There is little documentation surrounding the events or the locations where they may have taken place, but further research may uncover a poignant local history.

Transfer points of the street car rail system located along W. Fond du Lac Avenue, and an increase in the locale's largely German and Polish population, helped the planning area prosper from the turn-of-the-century to at least the late 1940s. The later period marked the beginning of a significant demographic shift in the neighborhood.

Although the suburbanization of Milwaukee began in the 1920s, a decided exodus of the German and Polish population took place between the 1950s and 1970s. The ethnic composition of the neighborhood changed to predominantly African-American and with it came a lack of equal

opportunity in jobs, education and housing.

The W. Fond du Lac Avenue corridor experienced economic decline beginning around the 1960s. The economic disparity between this and other neighborhoods eventually led major retailer Sears, Roebuck & Co. to vacate its large department store at the intersection of N. 21st Street and W. North and Fond du Lac Avenues.

Today, over thirty years later, the area still consists largely of African-Americans, and the planning area's economic situation still lags behind the more prosperous areas of the city. However, a renewed sense of community is being realized with the opening of the African-American operated Legacy Bank, Columbia Savings and Loan, recent successful housing and jobs initiatives, neighborhood school projects, and a recent Main Street Initiative spearheaded by the City, the North Avenue Community Development Corporation and the Fondy Task Force. Much, however, remains to be done to help this area regain market momentum, economic health and prosperity.

C. Recent Significant Developments

During the past 10 years significant investment in housing and commercial development have impacted the value and identity of the neighborhood.

- City Homes Phases I and II - new single-family cluster housing
- Lindsay Heights - new single-family housing
- Habitat for Humanity - new single-family housing
- YMCA - new facility and charter school at Teutonia and North Avenues
- Fondy Food Center - upgrade of traditional outdoor farmers market, now indoor all season market with a planned incubator kitchen
- Fond du Lac Avenue reconstruction - street was narrowed and repaved
- Main Street Initiative for Fond du Lac and North Avenues
- Fond du Lac Economic Development Fund - grants for business improvements
- Fond du Lac streetscape enhancements
- Columbia Square - rehab and renovation project
- Capital Stamping - new manufacturing facility
- Metplex - new institutional facility
- Todd Wehr Metcalfe Park Community Center - Boys and Girls Club and Milwaukee Public School
- Josey Subdivision - planned single-family subdivision
- Walnut Way Pilot Demonstration Project for Stormwater Management
- Assets Mapping Initiative
- UWM Employment and Training Institute Labor Force Analysis (included in Appendix G)

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.

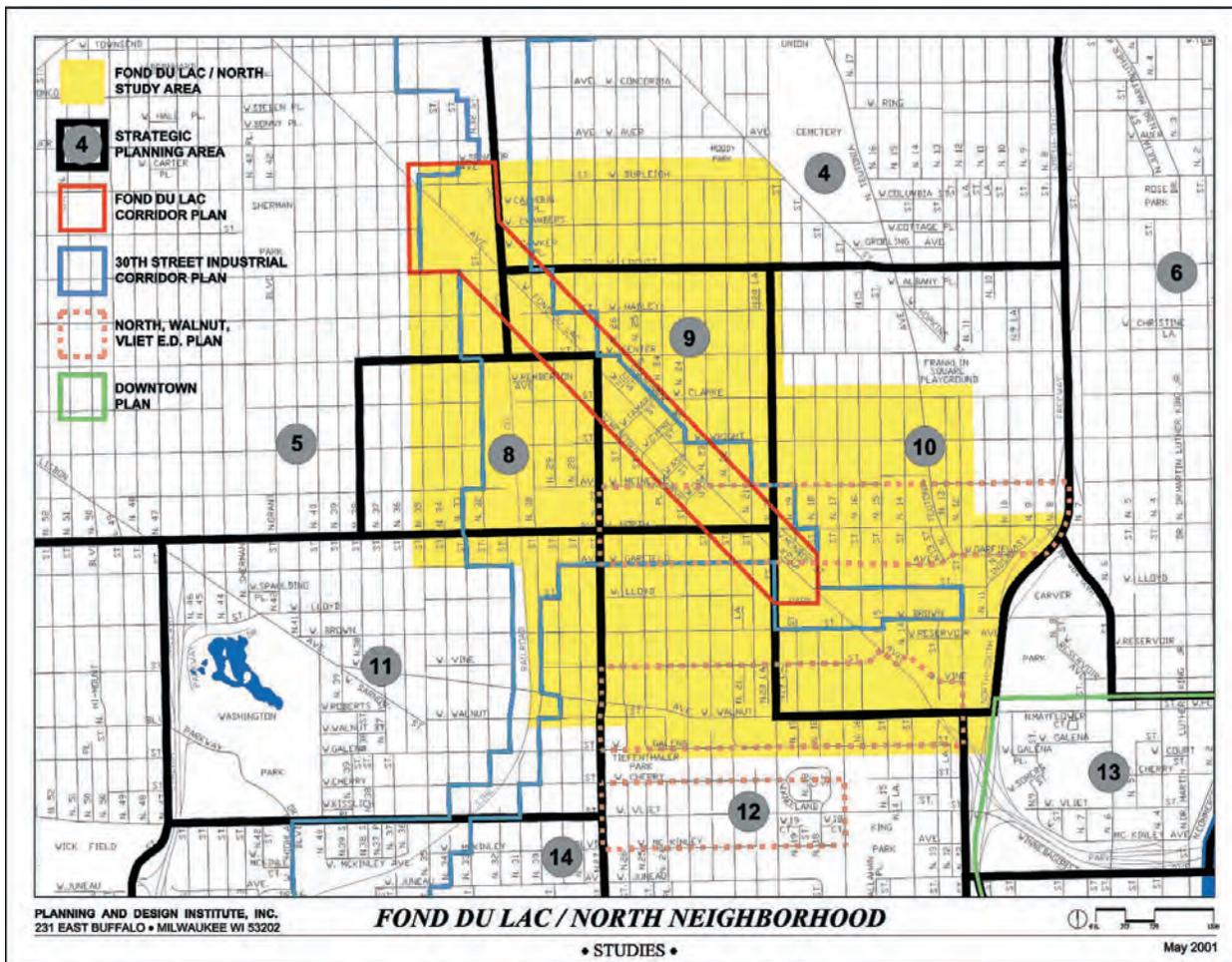
Common Recommendation Themes from Prior Studies

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.

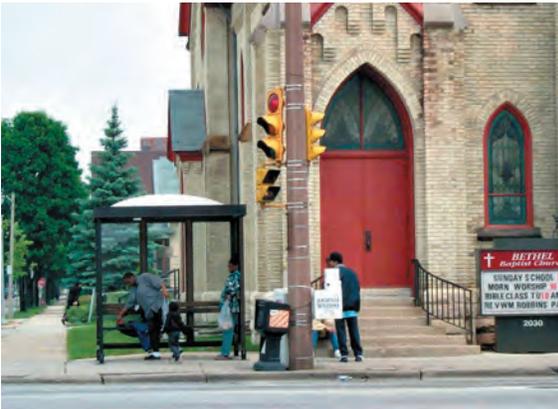
- Neighborhood Watch Programs – increase participation in block clubs and police patrols in the neighborhood.
- Crime Reduction Programs – establish programs throughout the neighborhood that identify and eliminate crime spots.
- Positive press – create public awareness programs to highlight the positives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

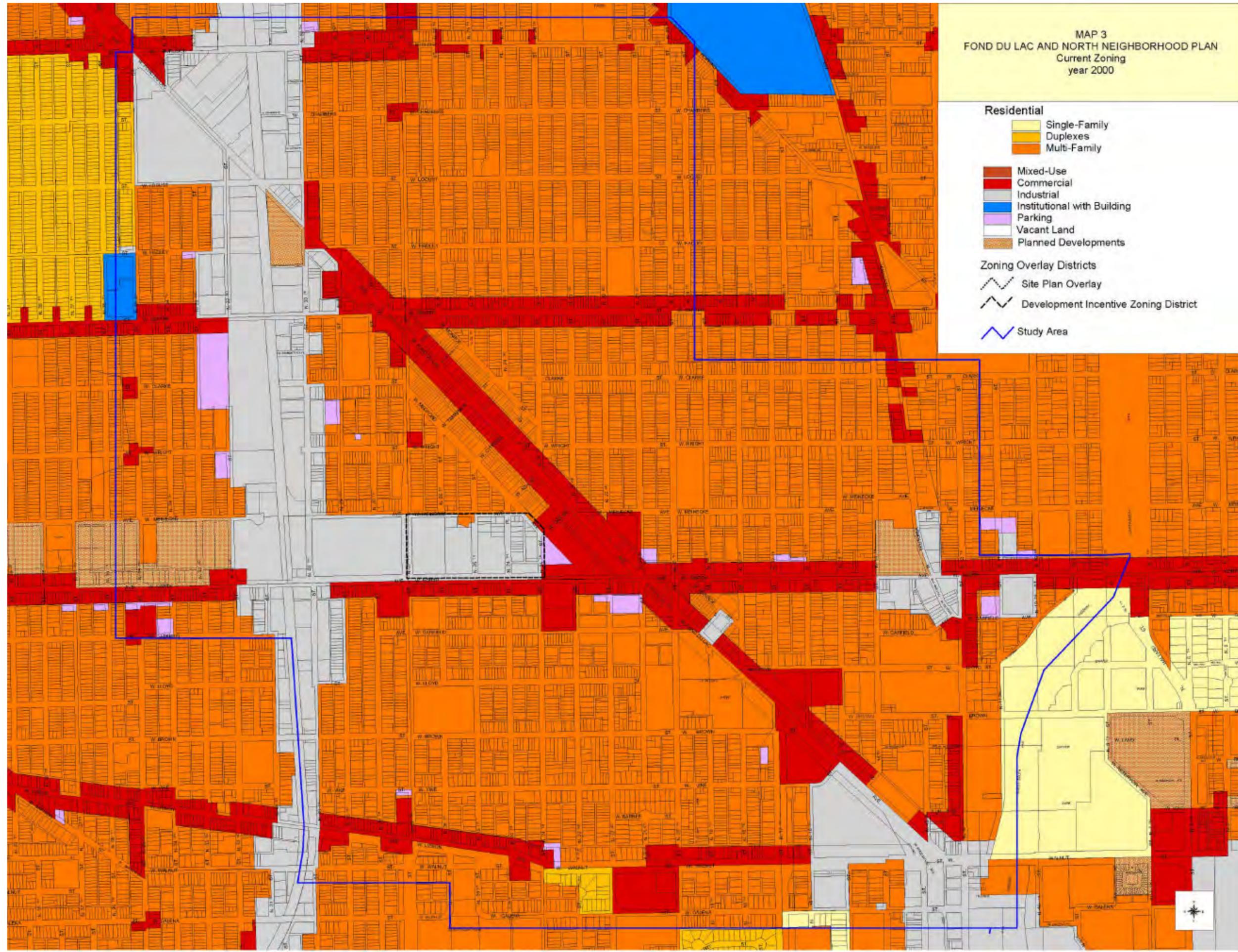
Map 8: Service Areas – illustration of police district boundaries, sanitation district boundaries, fire stations and schools.

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.

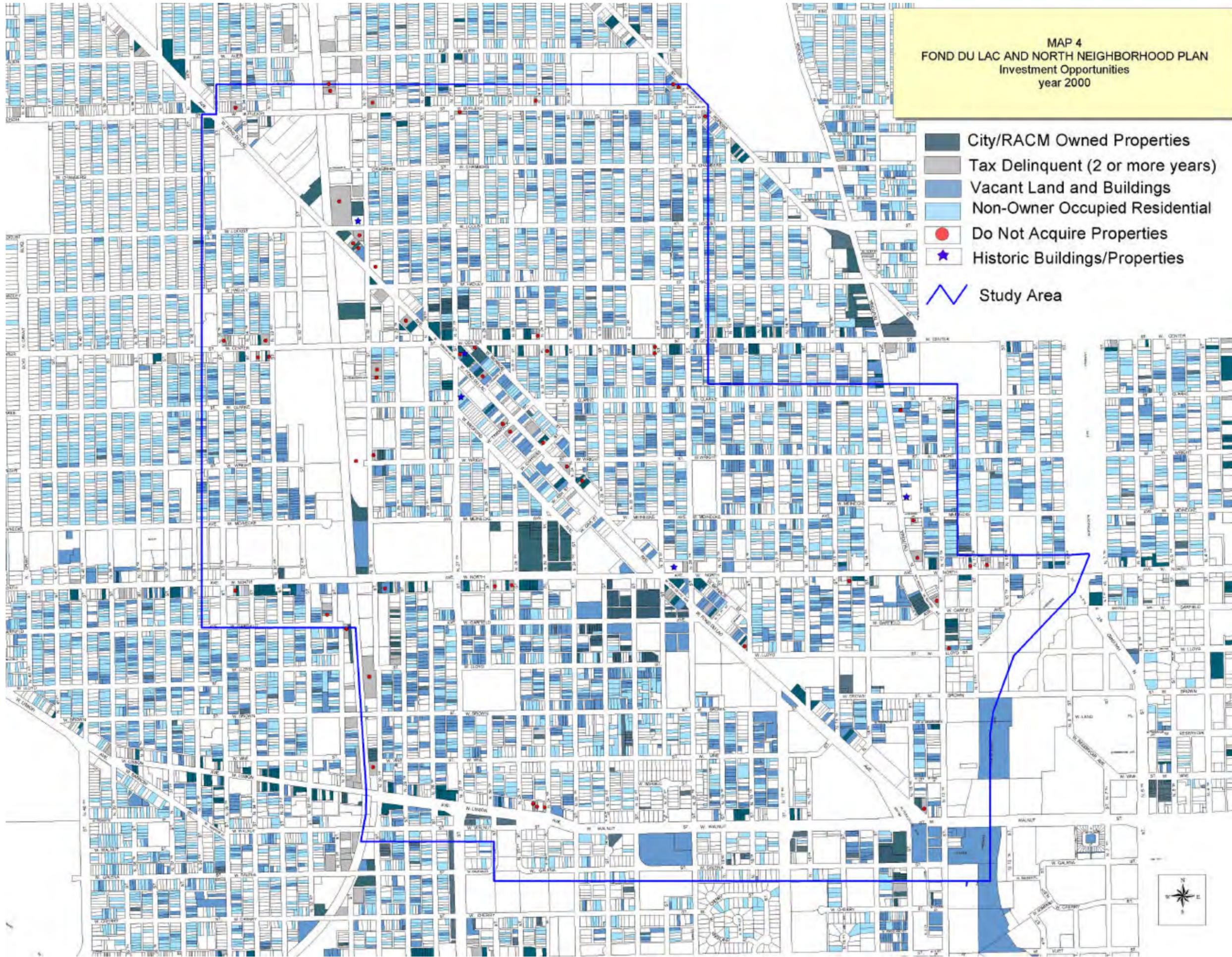
MAP 3
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Current Zoning
year 2000

- Residential**
- Single-Family
 - Duplexes
 - Multi-Family
- Mixed-Use
- Commercial
- Industrial
- Institutional with Building
- Parking
- Vacant Land
- Planned Developments
- Zoning Overlay Districts**
- Site Plan Overlay
 - Development Incentive Zoning District
- Study Area



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

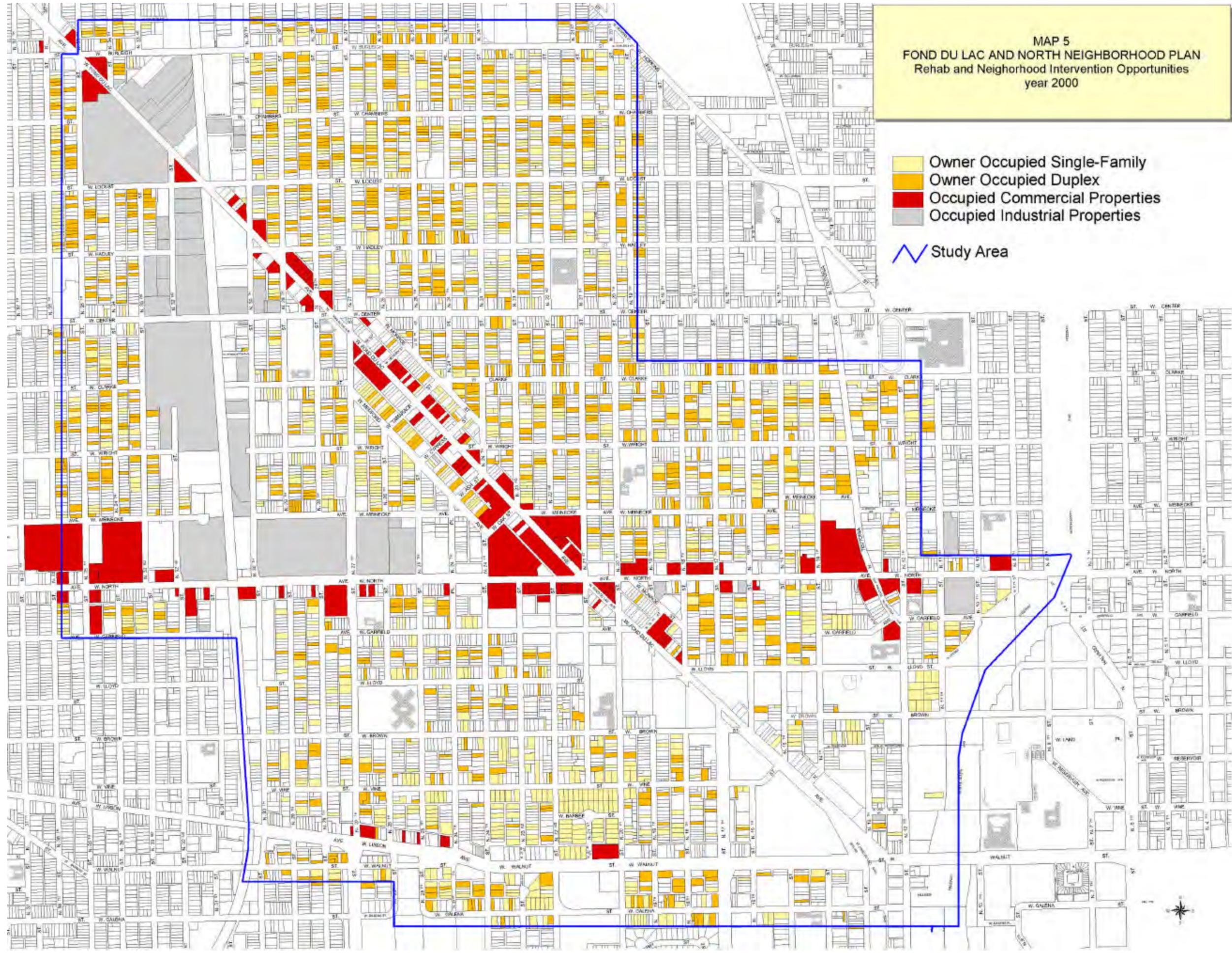
- City/RACM Owned Properties
- Tax Delinquent (2 or more years)
- Vacant Land and Buildings
- Non-Owner Occupied Residential
- Do Not Acquire Properties
- Historic Buildings/Properties
- Study Area



MAP 5
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Rehab and Neighborhod Intervention Opportunities
year 2000

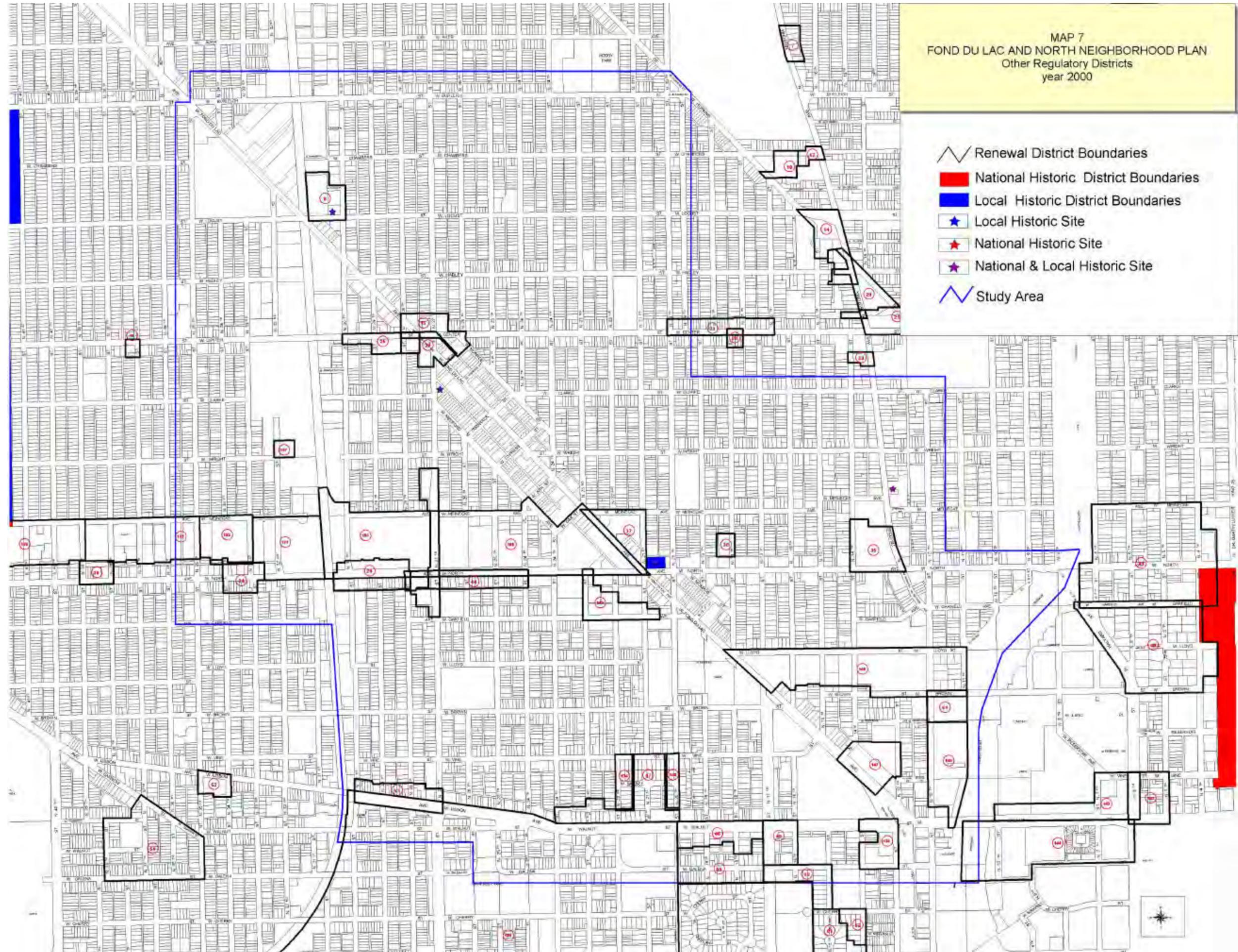
- Owner Occupied Single-Family
- Owner Occupied Duplex
- Occupied Commercial Properties
- Occupied Industrial Properties

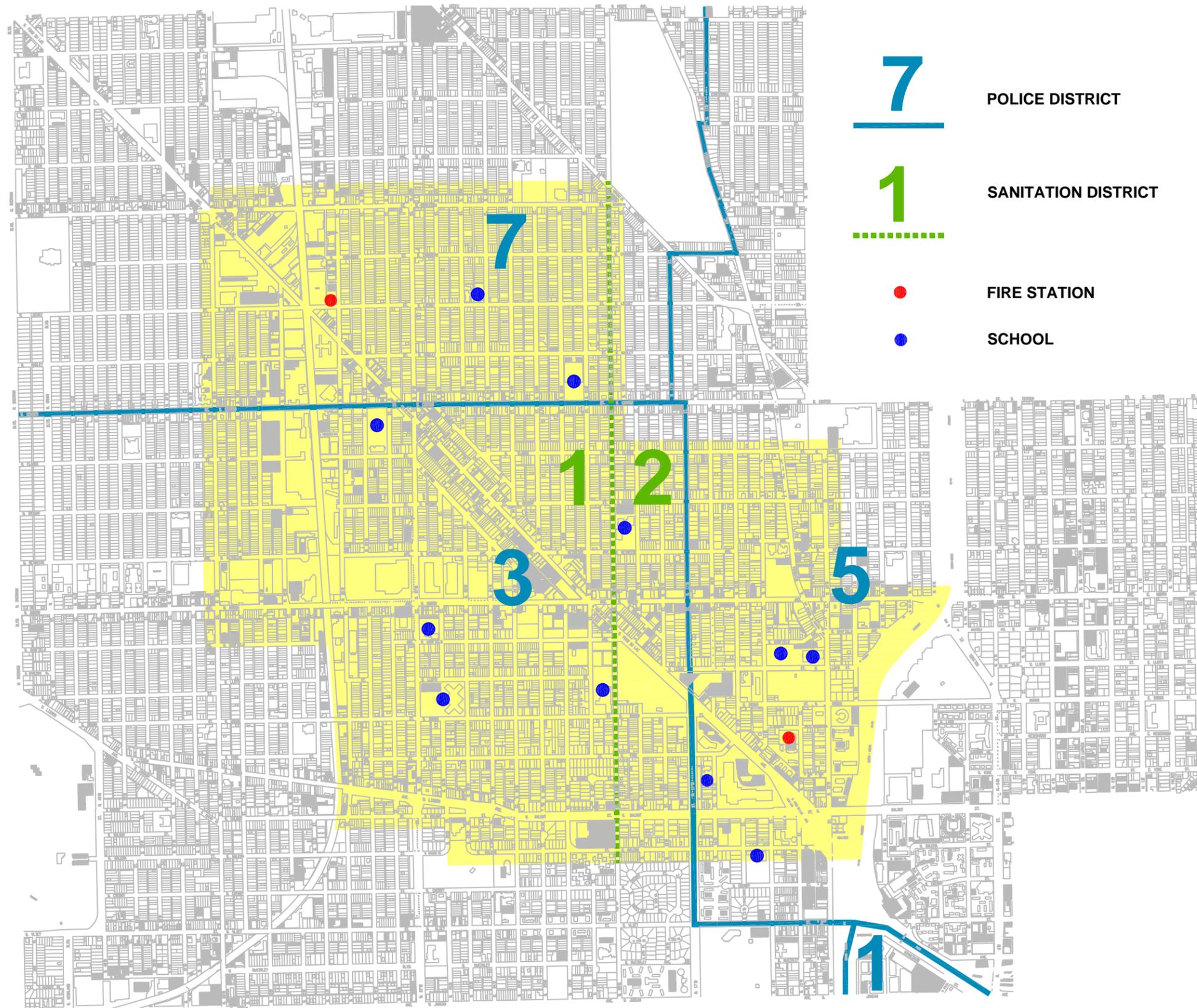
Study Area

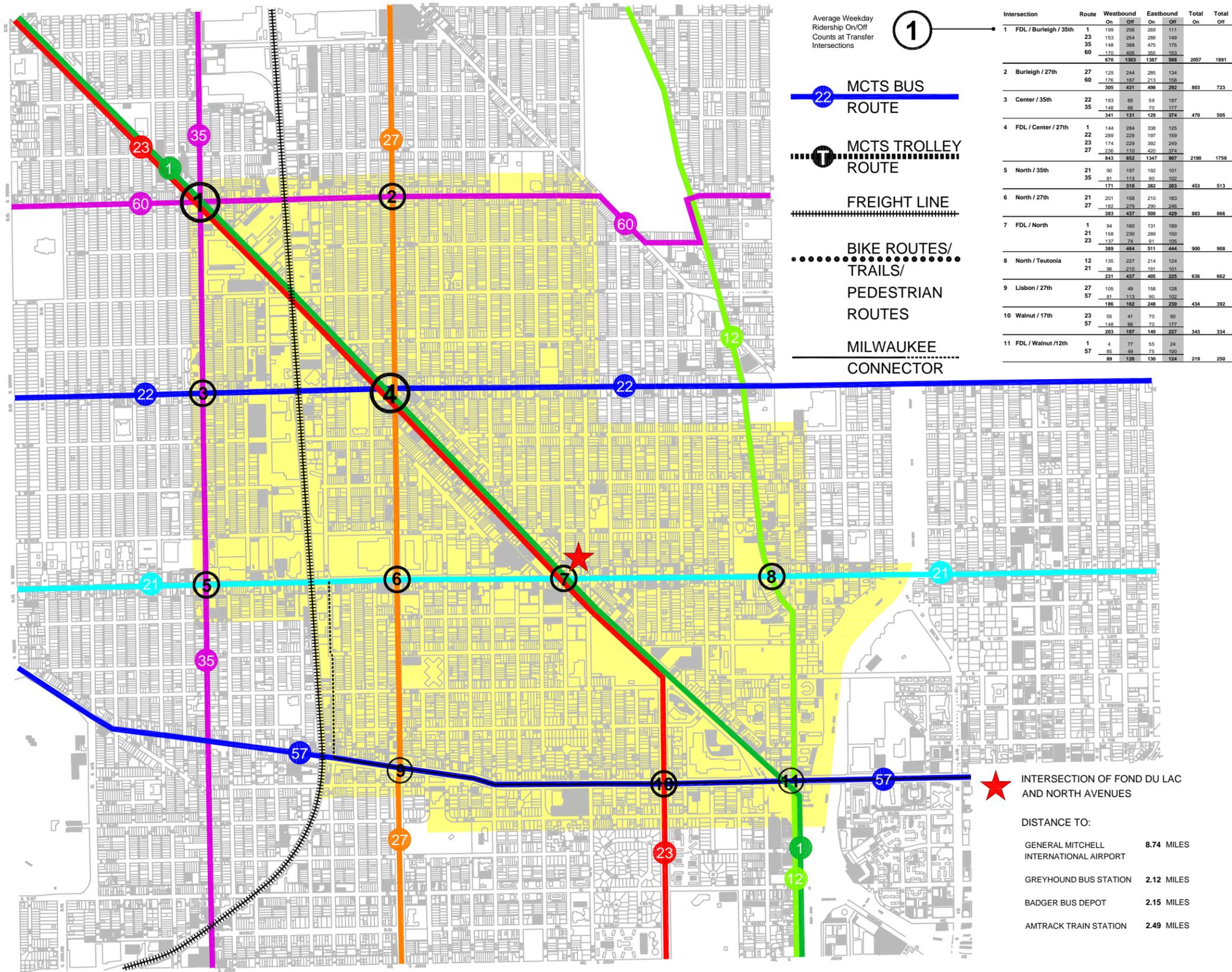


MAP 7
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
Other Regulatory Districts
year 2000

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







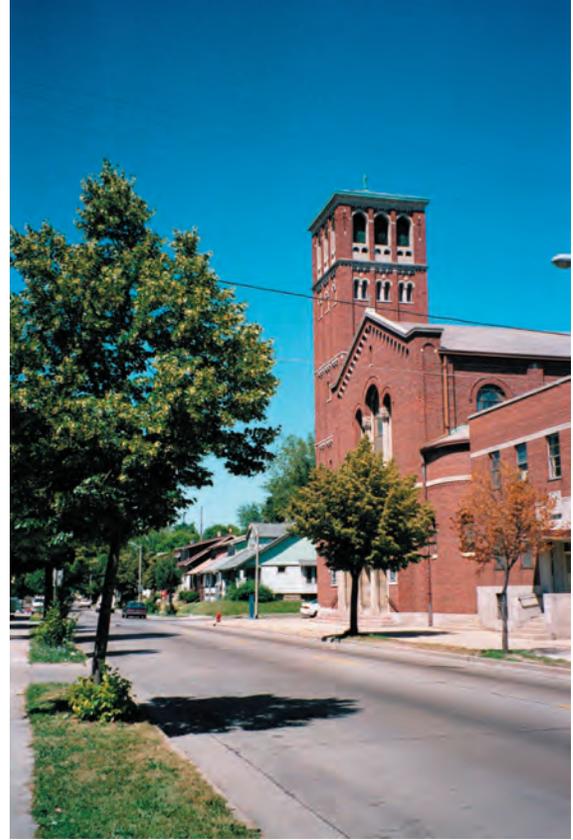
★ INTERSECTION OF FOND DU LAC AND NORTH AVENUES

- 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.

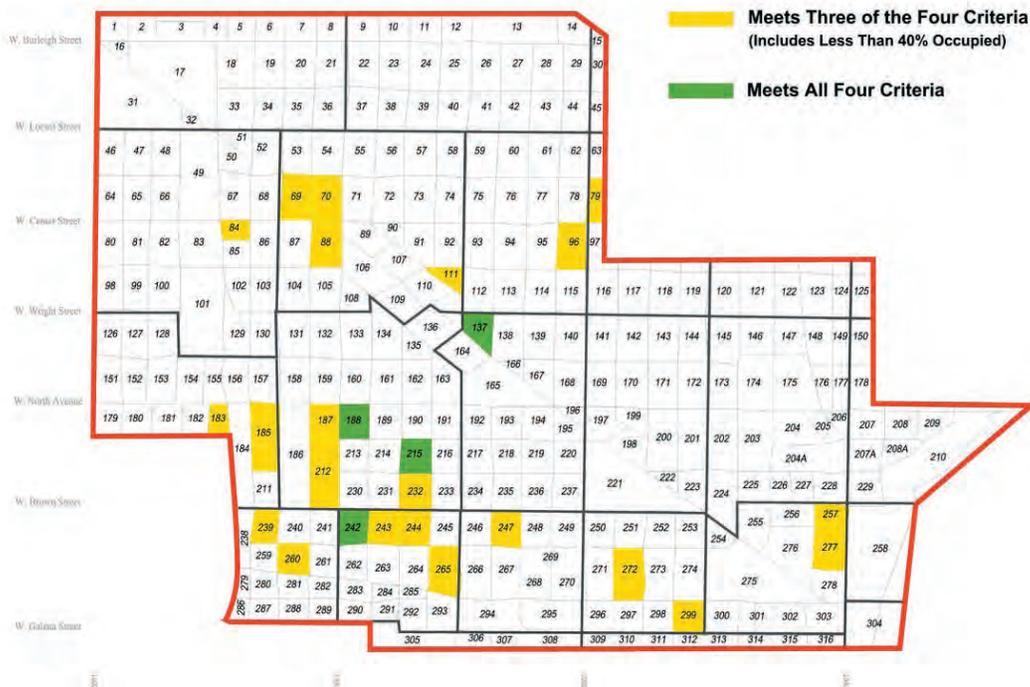
New housing development may include units similar to those found in City Homes and Lindsay Heights.

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-

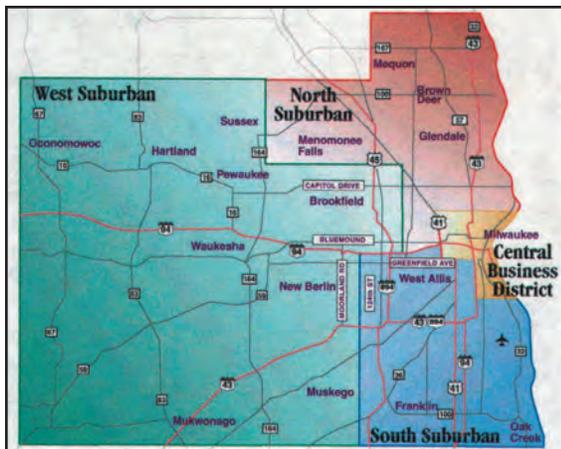
existent in the neighborhood for private, for-profit users. Some activity does exist for office space to house community oriented, non-profit corporations.

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

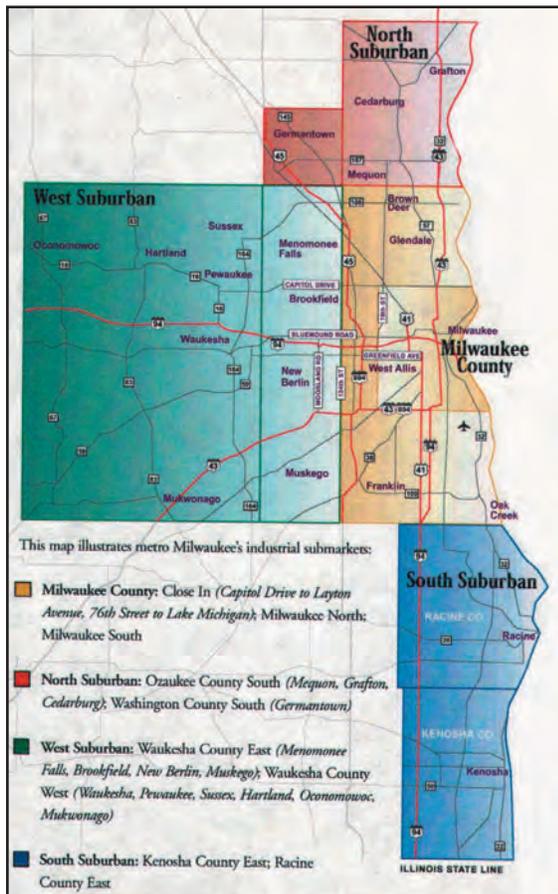
area are a ready supply of workers and relatively low rents. The neighborhood has satisfactory access to major transportation routes, such as I-94 and I-43, as well as rail service along the 30th Street Industrial Corridor. The neighborhood is well served by public transportation that can bring workers 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

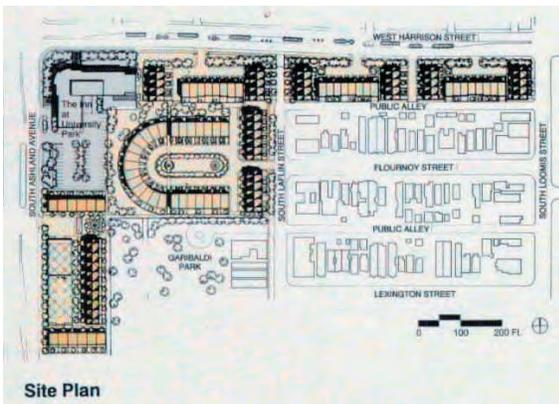
Austin, Texas



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

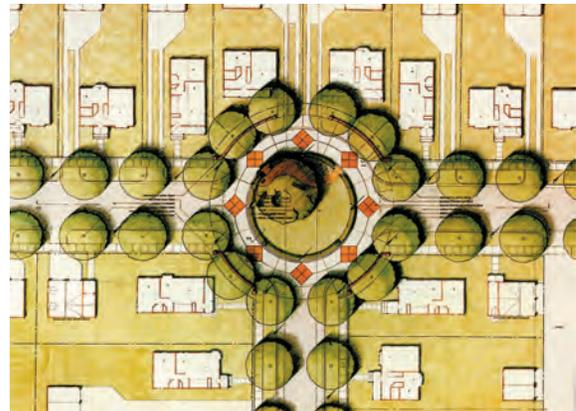
Milwaukee, Wisconsin



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

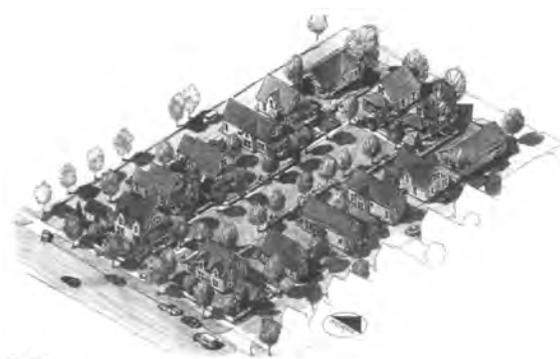
Boulder, Colorado



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

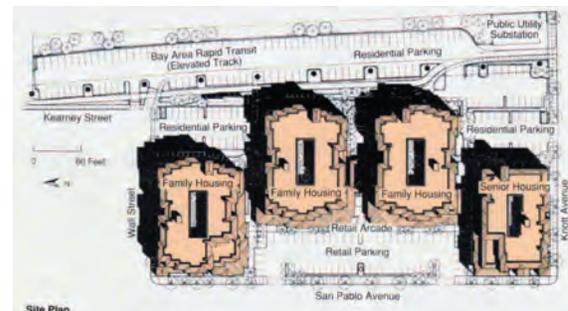
El Cerrito, California



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

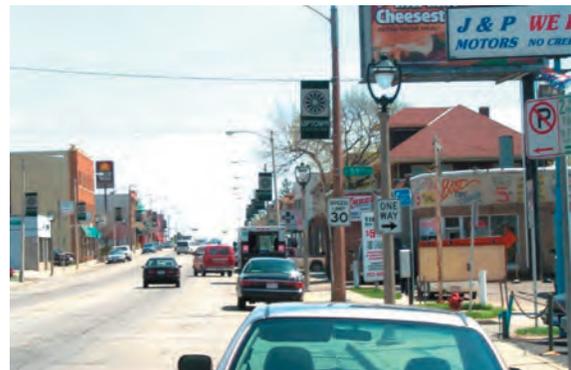
3 Lowest-Rated Commercial Images



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

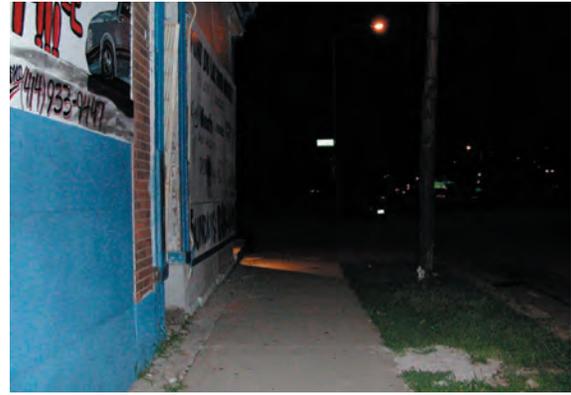
rated images had poor lighting and buildings with no visual connection, i.e. blank walls instead of windows between the interior and the pedestrian environment.

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

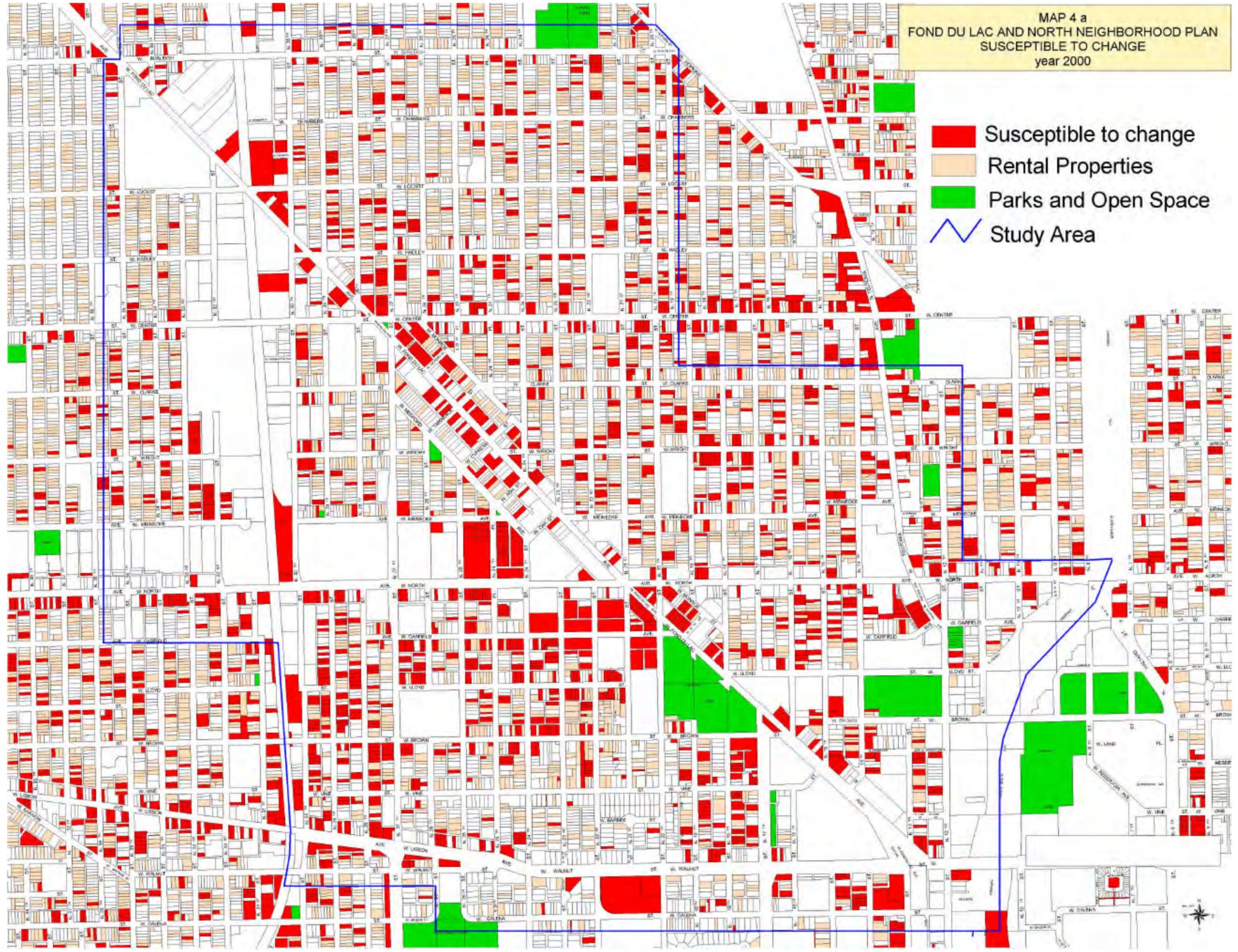
A. As the Plan moves forward several key ingredients are needed to support a “neighborhood.” All of the following make up a neighborhood and need to be included in redevelopment plans: schools, shopping, transportation, open space, job opportunities, mixed incomes, and a mix of uses that include essential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

MAP 4 a
FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
SUSCEPTIBLE TO CHANGE
year 2000

-  Susceptible to change
-  Rental Properties
-  Parks and Open Space
-  Study Area



review its current zoning regulations to make sure the concepts can be implemented. For example: does the Plan allow housing above garages?

E. Workshop Summary

The consultant team conducted two half day community brainstorming workshops to gather input on what lands uses are appropriate and desirable for the neighborhood and where they should be located. The goal was to find out what residents wanted to see in the neighborhood and what they thought was needed to achieve this.

The consultant presented a brief overview of the planning process, findings of the Image Preference Survey, Stakeholder Interviews and Focus Groups. The attendees were split into small groups and asked to address development issues and various related land uses.

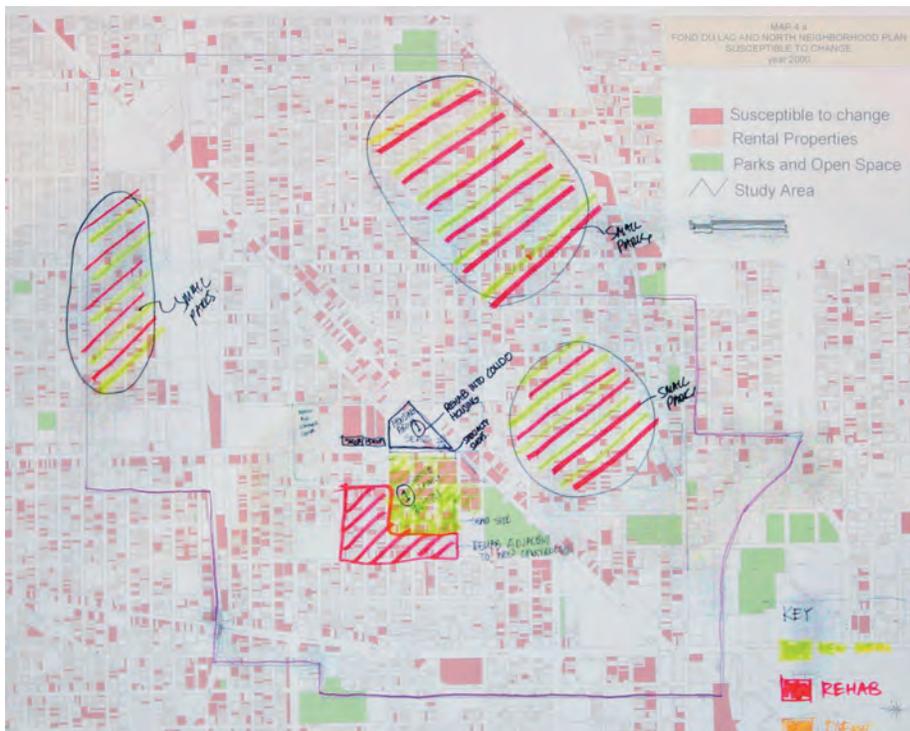
A “Susceptibility to Change” map was prepared

as a basis for discussion in the workshop. Susceptible to Change properties are those properties that have the greatest chance of changing their current status and adding value to the neighborhood. These properties are either City or RACM (Redevelopment Authority of the City of Milwaukee) owned, vacant or tax delinquent more than two years. Clusters of susceptible properties are the priority for development.

The following is a summary of participant comments and recommendations for each land use.

Residential Workshop Discussion

When asked what type of residential development was appropriate for the neighborhood, the majority of participants wanted to see the housing cluster concept repeated in the neighborhood. City Homes and Lindsay Heights were often mentioned as positives because their clustering



The Workshop diagram identifies areas for new residential development and areas to focus on for residential redevelopment.

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 underserved 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.

3.0 NEIGHBORHOOD LAND USE POLICIES AND STRATEGIES

3.1 OVERALL LAND USE POLICIES AND STRATEGIES

Overall goal: The Neighborhood Land Use Strategy is intended to reinforce and re-assert traditional patterns of development characteristic of older Milwaukee neighborhoods. These patterns relate the public and private realms, the layout of streets and blocks, the physical character of sites and buildings, and those tangible and “intangible” elements that create a sense of place. Where neighborhood character has been eroded, new development or redevelopment should return these areas to an improved state of health and well being, and in so doing, restore a sense of belonging and a sense of place.

This chapter was prepared by the Department of City Development.

A. Use Policies

- Traditional neighborhood use patterns should be preserved and adapted to changes in households, markets,



lifestyles, etc.

- For reuse or redevelopment proposals affecting one or more parcels, the original use of a property is generally preferred to a change in use.
- Non-conforming uses and/or structures may remain if the use remains economically viable, if the structure is maintained in good condition, and if it is not detrimental to surrounding properties. The review process should include public input asserting that non-conforming uses and/or structures continue to make a positive contribution to the neighborhood.

B. Form Policies

- For new construction or redevelopment projects that are essentially infill or building replacement, do not make radical departures from the existing land use pattern (building types, densities, and typical building characteristics such as massing, height, envelope



and placement). For larger scale redevelopment projects (several blocks or more), a pattern of streets, blocks and buildings that is compatible with the surrounding blocks. Transitions should be provided to reduce conflicts between the existing neighborhood and new construction.

- Preserve the overall neighborhood character as compact, interconnected and walkable. New development or redevelopment should adhere to traditional neighborhood building patterns and densities.
- Make walking safe, attractive, and convenient.
 - 1 Maintain and extend the street and block system. Avoid eliminating the street grid for the creation of superblocks.
 - 2 Maintain alleys where they exist. Use as access to rear and side parking.
 - 3 Maintain a continuous “up to the sidewalk” pedestrian-friendly street frontage in areas where there is heavy pedestrian traffic (commercial districts, for example).
 - 4 Locate buildings so they sharply define street edges and pedestrian walkways, as well as fit the surrounding context.
 - 5 Place buildings such that they create a walkable proximity of residences to workplaces, services and shopping.
 - 6 Maintain and extend pedestrian

connections (sidewalks for example) so that pedestrians are not required to use streets and driveways to arrive at entrances to buildings.

- 7 Blank walls next to the street or sidewalk are strongly discouraged.

- Place buildings and site elements in a way that creates a strong visual/physical relationship between the public and private realm, and supports good urban design.
- Minimize conflict between uses by creating buffers or transitions. A gradual change in use can be achieved by transitions in intensity of use, building typology or design (scale, massing, height and area). An abrupt change in use can be mitigated by placement of a landscape buffer.
- Minimize the intrusion of automobiles into that part of the public realm reserved for pedestrians and open space activities, i.e. sidewalks, parks and other pedestrian walkways.
- Strongly encourage contextual design, i.e. design that is sympathetic to, and compatible with its surroundings. In older post-WWII neighborhoods in particular, design new and rehabbed structures to fit traditional neighborhood patterns of building.
 - 1 New construction should follow the architectural “pattern language” of the existing neighborhood with regard to massing, scale, height,

materials, detailing and articulation, roof pitch, windows, etc.

- 2 For rehab or additions, maintain the historic character of buildings wherever possible. For larger redevelopment project areas, maintain historic sites and districts wherever possible.

C. Redevelopment Strategies

- Target resources as needed to preserve neighborhoods.
 - 1 Build on existing assets and expand upon recent investments.
 - 2 Identify and enhance places of special significance to the community through community-based initiatives such as “Milwaukee Makes Place.”
 - 3 Establish Neighborhood Conservation Districts as a way of helping special districts establish and maintain their own urban, architectural and landscape character.
 - 4 Reinforce the character and purpose of special districts with unique or “signature” design features. For example, a cultural and entertainment district might have street art, custom benches or shelters, designer walls, parks or streetscape, seasonal indoor/outdoor cafes, etc.
- Develop catalytic projects to spur large-scale investment, leverage resources, maximize assets, and enhance the identity of important districts and corridors throughout the city.
- In land use decisions requiring public support, new taxable uses are preferred over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.
- Assemble land for public purposes such as neighborhood improvement, redevelopment, open space and public amenities, and long-term reinvestment. It is a longstanding policy of the City to offer vacant lots for sale to adjacent owners, except when there is a greater priority for the land, such as creating infill development that adds to the tax base, or land assembly for a project that will benefit quality of life in the surrounding neighborhood.
- Consider historic buildings, sites and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts.
 - 1 Exercise architectural “best practices” in adapting historic buildings for modern reuse.
 - 2 For rehab or additions, maintain the historic character of the existing building whenever possible.
 - 3 Follow U.S. Department of Interior guidelines for restoration or repair of buildings in National Register and Local Landmark Districts.
 - 4 Perform regular property

condition reports or surveys for historic properties. Prevent the kind of deferred maintenance that leads to eventual demolition by neglect.

- 5 Historic buildings (sites and districts) should be designated and protected so their eventual redevelopment potential can be realized.
- Permit selective demolition of structures that act as a blighting influence on the neighborhood, or can no longer be restored to contribute to the surrounding area.
 - For all new development and redevelopment projects, minimize parking as a component of the overall use or mix of uses.
 - To create safer neighborhoods, employ Crime Prevention through Environmental Design (CPTED) strategies in all new development and redevelopment projects.
 - 1 Maintain good visibility and sightlines between buildings and their surroundings. The standard or target should be that all parts of the building site are visible from the building.
 - 2 Encourage a direct physical and visual sense of ownership and responsibility for public, private and semi-private spaces. Discourage common areas that end up as a “no man’s land,” i.e. where there is no obvious connection to an “owner” or

responsible party.

- 3 Avoid security measures that send a message that the area is unsafe and should be avoided; e.g. steel grates and roll-down shutters, fences topped with barbed or concertina wire, threatening signs, etc.
- 4 Create “clean” neighborhoods after the “broken glass” theory that neighborhoods that appear to tolerate less disorder, criminal activity and anti-social behavior will in fact, experience less disorder, criminal activity, and anti-social behavior. To the extent possible, eliminate physical signs of disorder, such as board-ups, broken windows, graffiti, unkempt vacant lots, illegally parked or abandoned cars, etc.

3.2 RESIDENTIAL LAND USE POLICIES AND STRATEGIES

The following residential policies address:

(1) land use compatibility; (2) design for the redevelopment, rehabilitation and preservation of existing housing stock; and (3) the development of new residences to increase owner-occupancy throughout the neighborhood.

Overall goal: Increase quality and diversity of housing types that build upon the character and scale of the neighborhood. Design of new structures (or rehab of existing structures) should reinforce and build upon the traditional

development patterns and existing assets of this neighborhood.

A. Use Policies

Building Types and Mix

- Throughout the neighborhood, create housing options that accommodate a diversity of households and incomes (single family, duplex, and multi-family).
- Blend additional rental units into single-family owner-occupied areas in the form of smaller scale granny flats, attic and over-the-garage apartments for which an owner occupant is responsible.
- On commercial corridors, encourage live/work units and mixed-use buildings that place apartments and condominiums above commercial storefronts.
- On commercial corridors and in mixed-use areas, vary building types to include single-family homes (attached or zero lot line), granny flats, row houses, townhouses, duplexes, multi-family condominiums or apartments.
- Create a gradual transition in scale from single-family houses and duplexes in residential areas to multi-unit buildings in mixed-use or commercial areas.
- Encourage building types that support a sense of individual ownership and responsibility (e.g., townhouses that have individual street frontage, balconies and separate courtyard entrances define individual space in a way that common corridor apartments do not).
- Discourage and gradually eliminate incompatible land uses located within residential neighborhoods. Where a neighborhood association or non-profit has the financial resources, prioritize replacing such uses with residential use to strengthen the surrounding neighborhood.
- Discourage uses that serve or house transient populations in close proximity to residential areas, particularly areas that are predominantly single-family and duplex, or any area where children are



likely to play unsupervised.

- Mixed uses or special uses can be incorporated within predominantly residential areas, provided they are not detrimental to surrounding property values and provided they contribute to rather than disrupt the traditional pattern of development. For example:
 - 1 A loft, studio or work-live unit may be combined with all but the most restrictive uses (e.g. single family and duplex uses).
 - 2 A home office may accompany any residential use, provided there is no impact on building or site (e.g., parking or paved area, signage, noise or lighting) that disturbs the neighbors or varies noticeably from ordinary residential use.
 - 3 A bed and breakfast establishment may be located in a residential area, provided there is no negative impact on surrounding properties (parking, signage, noise, lighting, etc.).
 - 4 Where there are existing nonconforming structures and/or uses, maintain or replace them contextually.
 - 5 Existing commercial uses (small corner groceries, for example) within residential neighborhoods may remain as long as they are economically viable, physically well-maintained, and not detrimental to the neighborhood, e.g., noisy, dirty, or unsightly.

- 6 Residential above retail on commercial corridors and residential between intensively developed retail nodes are traditional patterns of development that should be maintained.

Density and Scale

- New construction should maintain traditional residential density and scale.
- Two-story (or two-story plus attic) single-family and duplex detached units create the predominant residential pattern for traditional Milwaukee neighborhoods, with multi-family units clustered around commercial corridors. New construction should continue and reinforce this established pattern.
- Throughout the neighborhood, maintain a broad range of dwelling unit densities to allow for a mix of single-family homes, starter homes, townhouses, condominiums and apartments.
- Support a decrease in the number of studios, one-bedroom apartments, and rooming houses in areas with existing high concentrations.

Location and Adjacency

- Locate residential land uses to ensure compatibility with adjacent non-residential land uses. Discourage locating single-family structures adjacent to commercial/industrial uses generating excessive noise, traffic, lighting, or other incompatible characteristics.
- Encourage locating medium and high-

density residential categories near commercial areas, “clean” industrial areas, public open spaces, and transit routes.

- Encourage a range of housing types and opportunities in proximity to employment centers to achieve a balance between housing and job opportunities and to ease commuter travel.
- Encourage residential town homes and row houses along commercial corridors in areas where retail and commercial activity as the primary use are no longer supported by the surrounding residential market. Place residential units between intensively developed commercial nodes.

B. Form Policies

Streets and Blocks

- Streets and blocks for new residential subdivisions should follow the established pattern for older Milwaukee neighborhoods—typically 260 feet in width and 600 feet in depth with a 20-foot alley in-between.
- Within predominantly residential

neighborhoods, design street cross-sections for a typical 60-foot right-of-way, after the traditional pattern of curb-to-curb pavement widths no greater than 36 feet, on-street parallel parking, and off-street parking to the rear of residential structures with access from the alley.

- Infill development at any scale (subdivision to individual lot) should blend in and reinforce the existing pattern of streets and blocks and subdivision of lots.
- Special street cross-sections such as boulevards, may be used to enhance market appeal for new subdivisions.
- Landscaped greens, squares or “islands” are encouraged as a way to provide additional community commons or open space. These spaces may be managed and maintained by the city, the resident homeowner association or a mutually agreeable combination of both. Depending on ownership and management, they may be public, private or semi-private.



Parcels

- For new subdivision of lots in existing neighborhoods, new or replatted lot sizes should remain close to original platted lot sizes for the neighborhood. In older neighborhoods, lots are typically 30 to 40-foot widths and 120-foot depths. Larger lots for larger single-family homes or duplexes may be allowed as long as they do not exceed the typical lot size for the block by more than 50%. For example, a larger-than-average house on a block of 40-foot lots could be built on a 60-foot lot, provided the house has comparable architectural features and similar side yard setbacks to other houses on the block.
- In older neighborhoods where there is a series of small lots (typically 30-foot lots), allow zero lot line housing with minimal setbacks and yards.
- For infill or new construction, the typical ratio of building size to lot size creates a pattern that should be continued. The placement of buildings on lots and the open space in between buildings also creates a block face pattern (modulation) that should be continued.
- Within a residential district, building characteristics should be similar (for example, building height, building area, architectural style and space between buildings). These characteristics should not vary more than 50%.
- Keep build-to lines or setbacks for new construction consistent with the existing conditions of the block and/or area.
- Allow rear yard setbacks for primary residential structures of 20 feet from alleys to facilitate and encourage parking in the rear yard off the alley.
- Where alleys exist, access to a rear garage or parking area by means of the alley shall be the primary standard. In terms of infill development, if no alley exists, the least obtrusive curb cut onto the front or side street shall be executed.
- Driveways should be limited to one per property at a nine-foot curb cut width and expanding on-site to no more than a two car garage width or a 22-foot maximum width. The angle and length of driveways will vary with garage placement. Driveways should intersect the public right-of-way at right angles.

Building and Site Elements

- For all residential building types, include architectural elements such as front porches, patios, terraces, gardens, street-facing windows, balconies, etc. that create a street-friendly exterior and a sense of individual identity and ownership.
- Site elements should be street-friendly as well. Fences should be compatible with building materials (wood or masonry) and not excessively high (over three feet for front and side yards and five feet for rear yards).
- For all residential rehabilitation and new development, blend with existing context. Make architectural elements (new or replacement) compatible with the character of the area. Include details

typical of façade articulation, such as front porch columns, brackets and balusters, fascia and trim, window types, and characteristic features of architectural styles common to the neighborhood.

- Rehab, repair and maintenance of older homes should also meet the same contextual design requirements.
- Keep building heights for new construction close to (within 50% plus or minus) what is typical for the area, unless the building is part of a transition from a predominantly single-family area to a multi-family or a more intensely developed non-residential area.
- Multi-family buildings in predominantly single-family and duplex neighborhoods should be designed as townhouses, rowhouses or “brownstones” and not as common corridor housing blocks.
- Residential uses along commercial corridors should be multi-story, densely developed rowhouses, townhouses or “brownstones,” with minimal front yards (gated garden courtyards) and limited curb cuts along the commercial corridor (combined rear access is preferable).
- On-site recreational and open space for children should be provided in proportion to the number of units in a building (particularly multi-family buildings), and the number of units in a residential area, to ensure that all children receive adequate outdoor play opportunity.
- Avoid common yards for multi-family buildings where there is little or no sense of responsibility or “ownership.” Define outdoor space so that it “belongs” to an adjacent housing unit or unit cluster, and provide direct connections to the space. Support individualization or personalization of yards and play areas.
- A garage, whether attached or detached, shall not be the front most building, or portion of a building, on a residential property. Garages should be set back from the front building façade a minimum of five feet.
- Exterior entrances and walkways should



be well lit at night.

C. Redevelopment Strategies

Targeted Investment

- Cluster new development to have the greatest positive impact on surrounding property values. Concentrations of higher values have a greater impact than the same higher values widely dispersed throughout the neighborhood.
- Couple new construction with rehab, renovation and preservation of surrounding properties to maximize benefit to the neighborhood.
- Support the creation of National Register Housing Districts in order to make property owners eligible for state and federal historic tax credits.
- Couple new housing investment with infrastructure improvements that double as amenities (green space) and traffic calming measures. For example, a 68-foot traffic island centering an intersection may serve as a commons for residents and a traffic calming device. Use these capital improvements as a way of adding value and increasing the impact of housing reinvestment on the neighborhood.
- Put amenities in place (landscaping for example) for new housing developments to add value to those developments and spur additional investment in housing and rehab in the surrounding area.
- Increase owner occupancy throughout the neighborhood for all building types.
- As older housing stock is replaced, restored, or rehabilitated, create new

housing stock and new building types that will increase owner occupancy.

- Define areas with the greatest potential for housing redevelopment and create incentives for developers to invest in those areas.
- Use a Target Investment Neighborhood strategy to reverse signs of neighborhood decline at the earliest recognition of those signs (building code violations, tax delinquencies, etc.).
 - 1 Remove problem or “nuisance properties” at the earliest opportunity or as soon as the nuisance can be documented and addressed.
 - 2 When code enforcement actions accumulate for a given property, use spot acquisition to prevent damage to surrounding property values.
 - 3 Accelerate the timetable for acquiring tax delinquent properties in an area with a high percentage of tax delinquencies.
 - 4 Coordinate information and actions of various city departments in a better effort to correlate the whole range of negative occurrences that may be affecting a neighborhood or subarea within a neighborhood.

Protection of Property Values (Tax Base)

- Infill development and new construction should blend in with the existing context.
- Demolition of residential units for the purpose of building large single tenant

buildings or parking lots is strongly discouraged.

- Create a neighborhood-based organization that can offer technical assistance and tools (possibly on a check-out basis) to homeowners who want to improve their properties.
- Public housing and subsidized housing should be evenly distributed throughout the Milwaukee metro area. Avoid over concentration of public and subsidized housing in one part of the metro area, the City of Milwaukee, or in any single neighborhood.
 - 1 Continue efforts to reduce the density and isolation of all public housing developments.
 - 2 Continue to apply new urbanism and “HOPE VI” principles to the redesign of public housing projects to make them more humane, desirable, and family-friendly places to live.
 - 3 Place subsidized family housing on scattered sites. Continue to add scattered site subsidized housing throughout the metro area, without over concentrating subsidized housing in any one area. Design should conform to existing neighborhood character.
 - 4 Develop mixed income housing (in addition to existing public housing units) at public housing developments and at new areas throughout the metro area.
 - 5 As a rule of thumb, public housing and subsidized housing

units combined should not exceed 5% of the total housing units in the neighborhood.

When the combined number reaches 5%, that neighborhood has assumed its “fair share” of the metro obligation to provide public and subsidized housing and no more units should be placed in that neighborhood.

- Avoid concentrating residential special uses, such as Community-Based Residential Facilities (CBRF), within any given neighborhood. These uses should be dispersed throughout the metro area.
- Demolition of buildings in sound condition for the purpose of building surface parking lots is discouraged.

3.3 COMMERCIAL LAND USE POLICIES AND STRATEGIES

The following commercial policies address:

(1) land use compatibility; (2) design for the redevelopment and revitalization of existing commercial corridors; and (3) the development of new ways to increase market share for those commercial corridors while serving the needs of



neighborhood residents.

Overall goal: Create revitalized neighborhood shopping streets and commercial corridors using the “Main Street” 4-Point approach to redevelopment – organization, promotion, economic restructuring, and design.

A. Use

Building Types and Mix

- On a pedestrian-oriented commercial corridor, commercial uses are preferred. After that, the primary goal is to create a retail-oriented mix of uses that will activate the street, morning to evening. Uses that detract from the retail focus of the commercial corridor are discouraged.
- Encourage street level, pedestrian-oriented retail uses on commercial corridors, with other compatible uses on the upper stories above retail. Allow compatible uses (for ex. office, service, entertainment) at street level provided there is no negative impact on retail activity.
- Encourage the use of buildings in commercial districts for activities that bring shoppers, employees and customers to the street most days of the week.
- Encourage townhouses and condominiums between retail uses on segments of commercial corridors that will not support retail.
- Incorporate large single tenant uses (over 20,000 square feet) in commercial corridors when the use supports smaller uses by acting as an anchor for the corridor. These uses should add to the commercial/retail mix in a positive way, providing a greater range of products or better price structure than already exists, similar to the way a large department store anchors a mall of boutiques and smaller specialty stores.
- Shopping centers (multiple stores oriented to a shared parking lot), may collectively act as the same kind of “anchor” or draw (as described above) provided by large single tenant uses. Create a pedestrian-friendly corridor-to-center transition.
- Large single tenant uses (“medium boxes” 20,000-60,000 square feet) may



be incorporated in a commercial corridor if the principal façade (characterized by a pedestrian-friendly street-active façade with 60-80% storefront windows, sheltered entry and sidewalk-to-street connection) is located on the commercial corridor and the landscaped/screened parking area or structure is placed to the rear or side.

- A complex of buildings, or an indoor or outdoor mall may be incorporated in a commercial corridor if done as part of a “town square” type development, i.e. developed as an extension of the existing pattern or “grid” of streets, blocks and sidewalks, landscaped to support pedestrian activity, with street-facing businesses.
- Expansion of commercial into surrounding residential neighborhoods (commercial encroachment) is discouraged.
- Commercial day care facilities are encouraged to locate in existing mixed-use buildings that have adjacent outdoor play areas.
- Automobile-oriented uses, such as gas

stations and drive-thru establishments, while allowed by zoning, should be placed near (within half a block or several blocks) but not on pedestrian-oriented commercial corridors.

- Parking that serves one or more uses on the commercial corridor is preferred, e.g. shared parking.
- Parking structures are preferred over large surface parking lots (250+ spaces) as a means of making more efficient use of land, and maintaining the intensity of the commercial/retail corridor (not breaking up a continuous street frontage with parking area or “dead space”).
- Mixed-use parking structures are preferred over single use parking structures and surface parking lots.

Density and Scale

- Residential and mixed uses along commercial corridors should be multi-story and densely developed, with minimal curb cuts along the commercial corridor.
- Intensify commercial and mixed-use at major transit stops. Develop two-



story retail and mixed-use if possible. Add uses that spill over into the public right-of-way (coffeehouses with sidewalk cafes, for example). Integrate sheltered waiting areas into corner design of buildings.

Location and Adjacency

- Uses that create a healthy, balanced, retail mix should be placed at commercial nodes or well-trafficked intersections. Otherwise, place at street level in the most accessible location along the commercial corridor.
- Locate residential townhouses or row houses along commercial corridors in areas where retail and commercial activity as the primary uses are no longer supported by the surrounding residential densities.
- Locate commercial uses within densely developed, predominantly multi-family, residential neighborhoods on a street corner or at basement or street level within a neighborhood block.

- Commercial day care facilities are encouraged to locate in existing commercial buildings only if there is land adjacent to them for the purpose of outdoor play areas.
- Permit only those commercial uses that are compatible in scale and intensity with residential neighborhoods, that provide a service to adjacent residents, and do not involve traffic, noise, hours of operation, lighting or building mass that is objectionable to residents.

B. Form

Streets and Blocks

- For commercial corridors with a typical 80-foot right-of-way, design street cross-sections after the traditional pattern of 12-foot sidewalks, curb-to-curb pavement widths no greater than 56 feet, on-street parallel parking, and off-street parking to the rear of commercial structures with access from the alley. Sidewalks should have tree box-outs with grates (or some other structured planting) and pedestrian



lights, alternately placed at 20-25 feet on center.

- For neighborhood shopping streets with a typical 66-foot right-of-way, design street cross-sections after the traditional Milwaukee neighborhood pattern of 10-foot sidewalks, curb-to-curb pavement widths no greater than 46 feet, on-street parallel parking, and off-street parking to the rear of commercial structures with access from the alley. Sidewalks should have tree box-outs with grates (or some other structured planting) and pedestrian lights, alternately placed at 15-20 feet on center.
- Design commercial districts and corridors with on-street parallel parking, two-way traffic, and a maximum speed limit of 25 miles per hour. Keep curb cuts to a minimum (preferably none, and no more than two per block face) and shared whenever possible.
- Corner commercial uses within



residential blocks are permitted as long as they are economically viable and physically well maintained, and as long as their use does not become automobile-oriented or otherwise detrimental to the neighborhood.

- Maintain the traditional street grid pattern of the area, and use alleys for off-street deliveries.
- Locate off-street parking between or behind buildings.

Parcels

- In general, buildings in a commercial district, corridor or neighborhood shopping street should be built in a continuous row and should be built to property lines. Where there are large gaps between buildings, use wingwalls (or wrought iron fencing) and landscaping to continue the build-to line from one property to the next.
- Maintain the existing “street wall” (continuous row of facades) of commercial buildings. New and redeveloped buildings should maintain the same build-to line as adjacent buildings. On blocks where buildings have been set back behind parking lots, locate new buildings at the historic build-to line for the block. If conditions have changed (street widening for example), locate new buildings at the closest workable approximation to the historic build-to line.
- Incorporate large single tenant uses (between 20,000 and 60,000 sq. ft.) in a commercial corridor only if the principal

façade is located along the commercial corridor, and the landscaped/screened parking areas or structure is located to the rear of the building. The use must also have a pedestrian-friendly principal façade, with storefront windows, sheltered entry and a sidewalk/street connection.

- Buildings should be built-out to the public right-of-way so that, collectively, the buildings on a block work together to define the “public realm” – the pedestrian area, parks and green space, public amenities and the street itself.
- For large commercial, office or mixed-use centers, encourage shared road access rather than linear “commercial strip” patterns with multiple individual driveways.

Building and Site Elements

- Two to four-story mixed-use buildings (retail at street level, with other residential, commercial or service uses on the upper stories) create the established commercial pattern for traditional Milwaukee neighborhood shopping streets. On some commercial

streets, larger multi-family residential buildings are sandwiched between more intensively developed retail segments. New construction should continue and reinforce these established commercial/residential mixed-use patterns.

- Traditional commercial street front facades have large welcoming storefront windows (typically 60 to 80% of the street level façade), recessed entries, canopies, pedestrian-oriented signage, and articulated elements such as bays, bulkheads, etc. These facades should be maintained for the adaptive reuse, rebuilding, or redevelopment of commercial buildings.
 - 1 Prohibit exterior security measures such as steel grates, roll-down shutters, security cameras, etc., that detract from a pedestrian-friendly appearance. Hide or disguise these as interior security measures.
 - 2 Add amenities like sidewalk cafes, planters and benches that encourage pedestrians to spend more time in commercial



districts.

- Preserve historic façades (including display windows) during the adaptive reuse, rebuilding, or redevelopment of commercial buildings.
- For non-retail uses located on commercial corridors, encourage large windows at street level to allow views in and out of the building to provide pedestrians a greater sense of security, and to add visual interest to the corridor. For example, a kitchen, business office, or restaurant on a commercial corridor should have transparent glass windows, just like a retail establishment, that occupy 60-80% of the street level façade.
- Windows should be included along all of a building's street façades, and should occupy 60-80% of the street level façade. Blank walls along street frontages are prohibited.
- Make new building materials compatible with historic buildings in the area, e.g., brick veneer might be compatible with finished concrete, architectural-finished metal panels, glass or glass block, cut stone, decorative masonry block or other durable materials; include similar architectural details, such as upper & lower cornices, decorative window hoods and sills, recessed street entries, storefront windows, and signage.
- The front façade of the principal building on any lot shall face onto a public street. Provide a clear entrance facing the primary street frontage, with a direct connection to the public sidewalk. Additional corner entrances are encouraged.
- Building signage should play a significant role in façade composition, rather than merely identify the building or street address. Encourage signage that is integral to the design of the principal façade and the main entry. In historic areas, encourage design that follows the pattern of historic signs in the area (for example, a sculpture or painted mural that advertises building products sold at that location).
- Billboards (off-premise signs) that cover large portions of the building façade or roof are strongly discouraged.
- Encourage single large tenants to locate in multi-story buildings rather than occupy a single-story that spans large portions of the street front. To activate the street, mixed-use, multi-tenant, multi-story buildings are preferable to single-use, single-tenant, single-story buildings.
- Landscaping should be an integral part of parking lot or structure design, not an add-on. Landscaping should be used to soften, screen or buffer surface parking lots from surrounding uses. Landscaping should be interior to the lot (landscape islands) and on the perimeter (tree-shrub-groundcover combination designed in concert with fencing or wall). Landscaping should also be used to screen structured parking (where other ground floor activities are not present), and service areas where visible from the street.
- Design landscaping to enhance pedestrian pathways, plazas, outdoor

cafes, as well as places of business along a commercial corridor. Encourage formal outdoor seating areas. Large grassy areas or “lawns” should not be included in a commercial corridor.

- Automobile-oriented uses such as gas stations and drive-thru operations should be limited along the primary street frontage (no more than one per block).
- Encourage mixed-use parking structures over single use parking structures and surface parking lots. Parking structures should have street-level retail use, storefront windows, level decks, veneer (e.g., brick or finished concrete, architectural-finished metal panels, glass or glass block, cut stone, decorative masonry block), compatible with the surrounding buildings.
- Prohibit single use parking structures that front on commercial corridors. Surface parking lots are acceptable only if placed to the side of commercial buildings, at mid-block and not facing street intersections. On major commercial arterials, street-facing lots should not exceed 85 feet of commercial street frontage (one double-loaded corridor plus landscaping and walkways).
- When parking is placed along a street frontage, use a landscaped buffer combined with a decorative fence or masonry wall that continues the street build-to line and screens the parking lot. If located near a transit stop, seating should be a part of the landscaped buffer.
- Landscaping on commercial corridors

should be formal (i.e., predominantly hardscape with structured planting areas) and designed to enhance pedestrian pathways, plazas, outdoor cafes, and other high-traffic establishments within the corridor.

- Create both drivable and walkable connections between abutting or adjacent parking lots to minimize unnecessary in-and-out traffic onto roadways.

C. Redevelopment Strategies

Targeted Investment

- Maintain and enhance existing commercial corridors and neighborhood shopping streets as continuous street-active, street-friendly facades.
- Employ a “Park Once” concept, where customers may park once and walk to multiple stores or destinations within a commercial or mixed-use district.
- Apply Main Street strategies to the mix of uses, the image of the commercial district, the quality of the pedestrian environment and urban landscape, and the direction that redevelopment should take.
- Preservation, adaptive reuse, and infill of context-compatible buildings (in that order) are the preferred approaches to vacant buildings and lots on commercial corridors.

Protection of Property Values (Tax Base)

- Avoid concentrating high traffic, automobile-oriented commercial uses such as gas stations, convenience stores

and drive-thru establishments (general standard of no more than one per block).

- Licensed premises should not be concentrated.
- Avoid concentrating uses that give an area, block or street a “bad read” or negative image (e.g., the appearance of being unsafe or unstable).
- Introduce high-density multi-family housing to commercial districts as a way of adding a stable market for commercial goods and services, and a stable population of “regular customers” that brings morning-to-evening activity to the street.
- Encourage streetscape elements that improve and add value to the area: public art, way-finding devices, kiosks, benches, pedestrian lighting, planters, paving patterns and added infrastructure elements. Streetscape elements should be unified by district, but may be individualized by property owners who want to create a particular marketable image.
- Discourage the creation of new gaps in commercial blocks (e.g., surface parking, vacant lots) and promote more substantial investment in vacant or underutilized properties. The demolition of residential uses to build commercial surface parking lots is discouraged.
- Demolition of buildings that are blighted, deteriorated or damaged beyond repair is acceptable, and may be necessary to protect existing investment in the surrounding area.
- Restrict parking to the minimum number

of spaces necessary to accommodate customers/visitors to the commercial corridor.

- To avoid creating a separation between the pedestrian and the storefront façade (or front façade, whichever the case may be), parking should be placed to the rear or side of commercial corridor buildings rather than in front of the building.

3.4 INDUSTRIAL LAND USE POLICIES AND STRATEGIES

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

Overall goal: Create jobs that create regional wealth. Create an urban industrial campus that is competitive with other industrial districts in the metro area, provides a Walk-to-Work environment as well as a mix of uses that support its predominant manufacturing focus. Create an industrial corridor with marketable features and a welcoming “campus” identity (see the Catalytic Projects for strategies recommended for the 30th Street Industrial Corridor).

A. Use

Building Types and Mix

- Land zoned industrial is at a premium within the City of Milwaukee. Therefore, within the industrially-zoned corridor, job-

intensive industrial use is preferred.

- Other related or supporting uses (for example, an industrial training center, a day care center, a business incubator) should be allowed within the industrial corridor. Some service uses may also be considered supporting or compatible.
- Where irregular parcels or undersized buildings will not accommodate industrial use in an industrial district, it is acceptable to use those parcels and buildings for other uses compatible with the district. For example, a small building that is no longer functional for manufacturing use could be converted to mixed use or residential. A small (5-10,000 SF) or irregularly shaped parcel could be designated for a use other than industrial.
- Mixed-use, commercial or service areas may be incorporated within a predominantly industrial area to serve visitors and employees. A traditional pattern of older industrial areas is to have taverns or restaurants in close proximity to manufacturing plants.
- Non-manufacturing special uses that are noisy, dirty, or unsightly should

not be allowed to locate within the industrial corridor. These uses detract from the urban campus environment that the district is trying to achieve and, moreover, undermine the district's marketing strategies. Occasionally, a special use may be sufficiently screened and buffered to mitigate its negative impact(s) on the surrounding area; in such a case, an exception may be made (that is, a zoning variance may be granted).

- Storage and transportation uses may be incorporated within an industrial corridor if they are properly screened and buffered, do not interfere with surrounding uses, and do not prevent land assembly from attracting industry.
- Residential use is usually discouraged within industrial districts, as manufacturing operations may have environmental impacts detrimental to the health of nearby residents; furthermore, residents often find manufacturing uses noisy, dirty or unsightly. However, in the case of clean industry where there are no environmental hazards or negative impacts, it is acceptable for residential



and residential mixed-use to be located nearby.

Density and Scale

- Older industrial and mixed-use within the corridor should continue to be multi-story, densely developed, with minimal curb cuts along the commercial corridor.
- Newer manufacturing plants may be single-story and less densely developed if the functional requirements of the manufacturing process demand it. However, they should follow design standards similar to the existing (older) buildings in the industrial district, such as build-to lines close to the street, masonry materials, generous glazing, etc.

Location and Adjacency

- Industrial buildings should be part of a unified campus that is a compact, walkable mixed-use complex of buildings.
- Industrial buildings should fit the traditional pattern of walkable neighborhoods by locating close to the street (build-to lines within ten to twenty feet of the public right-of-way) with façades that are human in scale and

pedestrian-friendly.

- Buffer industrial buildings, outdoor storage and/or manufacturing from surrounding uses with a combination of architectural security fencing and dense landscape plantings.
- If, due to site limitations, a building must have parking in its front yard setback or placed between the principal façade and the street, the parking area should be limited to one double-loaded corridor plus landscaping and walkways (approximately 85 feet or less). Appropriate screening and a designated pedestrian walkway from sidewalk to building entrance should be provided.

B. Form Policies

Streets and Blocks

- Maintain the existing street configuration in the area. Avoid closing off streets for the creation of superblocks.
- In cases where, for security reasons, a manufacturing complex has to be gated or closed off to through traffic, use the minimum measures necessary and maintain streets within security barriers in the same manner as public streets



(in terms of cross-section, streetscape elements, etc.). Avoid a “hostile” or otherwise unwelcoming appearance at gated entries.

- For industrial streets that accommodate truck turning movements (typical 80-foot right-of-way), design street cross-sections after the traditional pattern of 12-foot sidewalks, curb-to-curb pavement widths no greater than 56 feet, on-street parallel parking, screened loading docks and off-street parking to the side or rear of manufacturing plants with access from the street. Sidewalks should have tree box-outs with grates (or other structured planting) and pedestrian lights, alternately placed at 20-25 feet on center.
- For all other streets within the industrial district (typical 66-foot right-of-way), design street cross-sections after the traditional pattern of 10-foot sidewalks, curb-to-curb pavement widths no greater than 46 feet, on-street parallel parking, screened loading docks and off-street parking to the side or rear of manufacturing plants with access from the street. Sidewalks should have tree box-outs with grates (or other

structured planting) and pedestrian lights, alternately placed at 15-20 feet on center.

Parcels

- In general, all buildings should be built to property lines. Where there are large gaps between buildings, use landscaping to continue the build-to line from one property to the next.
- For single-tenant manufacturing plants, locate the principal façade along the street, and the landscaped/screened parking lot (or structure) to the rear of the plant.
- For complexes of buildings, encourage shared driveways and shared parking rather than a string of multiple individual driveways and multiple parking lots.

Building and Site Elements

- Buildings should be designed so that street-friendly uses are placed close to the street (offices, entry, employee lounge, for example) and non street-friendly uses are kept away from the street (employee parking, loading docks, storage, open air manufacturing processes).



- Design industrial buildings to have a pedestrian-friendly and street-oriented principal façade, which incorporates the company logo and entrance address, has large, transparent glass windows, a sheltered entry and a sidewalk-to-street connection.
 - 1 Blank walls facing streets are not permitted.
 - 2 All façades visible from public streets shall be modulated with articulated bays, windows and openings, varying color and texture and/or other architectural details that relate to the human scale.
 - 3 Minimize security measures such as chain link fences topped with barbed wire or concertina wire, etc., that send a negative “high crime” message to employees and visitors to the area.
 - 4 Add amenities like café tables, planters and landscaping to designated outdoor employee break areas in order to project a friendlier, more welcoming image of the area.
 - 5 Lighting shall enhance the architecture of the building as well as provide enhanced security and visual appeal.
- The front façade of the principal building on any lot shall face onto a public street.
- Principal facades (street-facing facades) should have the following architectural characteristics:
 - 1 There should be a clearly marked, sheltered entry facing the primary street frontage, with a direct connection to the public sidewalk and to employee and visitor parking lots. Additional corner entrances are encouraged.
 - 2 There should also be additional detailing or façade articulation at entrances and corners.
 - 3 The company logo and signage should be placed on a principal façade.
 - 4 Public art or product displays at or near the principal entry are encouraged.
 - 5 A marker that designates a building or event in Milwaukee’s manufacturing history, placed in a prominent place, is also encouraged.
 - 6 Landscaping should enhance the building and principal entries.
 - 7 Principal façades should have generous transparent glass windows that provide daylighting for manufacturing operations (where the process permits) as well as views in and out of the building.
 - 8 Principal façades should have materials that respect the character of older industrial districts, (e.g., masonry or masonry-compatible materials such as finished concrete, architectural-finished metal

panels, glass or glass block, cut stone, decorative masonry block). Exterior insulation and finish systems should not exceed 30% of the exterior wall area and should not be used on the lower two-thirds of the building.

- Preserve and accentuate historic building façades with nightlighting, landscaping, and appropriate markers.
- Make new building materials compatible with historic buildings in the area. Include similar massing, materials, and architectural details, such as windows, parapet walls, cornices, recessed street entries, and signage.
- Building signage should play a significant role in façade composition, rather than merely identify the building or street address. Encourage signage that adds to the composition of the principal façade and the main entry. In historic areas, encourage design that follows the pattern of historic signs in the area (for example, a sculpture or painted mural that advertises building products manufactured at that location).
- Billboards that cover large portions of the façade or roof are prohibited.

C. Redevelopment Strategies

Targeted Investment

- Provide: areas for intensive industrial use that don't conflict with other uses; buildings and parcels of sufficient size, which are designed to accommodate industrial use; and infrastructure and services that support manufacturing and

other related uses.

- Develop an effective marketing strategy for the City's industrial corridors and districts that does not place them in direct competition with each other.
- Create a public-private partnership to assemble, "bank" or hold land within areas such as the 30th Street Industrial Corridor.
- Develop landscape and site design features that create a more unified, marketable campus with consistent streetscape elements such as pedestrian lights, paving details, landscaping, benches, fencing, signage, etc.
- Make every effort to green the industrial corridor where effective landscaping can be achieved, such as landscape borders, screening, foundation planting, etc.
- Develop high speed cabling within the City of Milwaukee to improve the capability for computerized manufacturing.

Protection of Property Values (Tax Base)

- Identify buildings and sites that blight the industrial corridor. Gradually rehab, replace, or remove those buildings that detract from the area's positive qualities, and that create a negative image undermining marketing efforts.
- Use available federal and state brownfield funds to remediate and market environmentally contaminated sites.
- Remove, clean up or replace unsightly elements (rusted fences, barbed wire, broken glass, etc.). Signs of disrepair

give the wrong impression, and may inadvertently encourage negative activity. These should be addressed in the most comprehensive way possible as part of an effort to “clean up” the image of the district.

- Consider a district-sponsored private security force to police the district during hours when there are very few active manufacturing operations, and consequently very few “eyes on the street.”

3.5 OPEN SPACE POLICIES AND STRATEGIES

The following policies for open spaces create destinations and gathering places for residents, connect people to the natural environment, sustain natural systems, and create amenities for customers and visitors. These policies are also intended to increase the sense of security in the public areas of the neighborhood.

Overall goal: Provide accessible interconnected neighborhood open space for all residents.

Where possible, use open space as an amenity and economic development tool. Seek assistance for the design, development and maintenance of different types of open space (varying sizes and treatment) that are compatible with homes, businesses, institutions and serve the social, cultural, economic, recreational and environmental needs of the community.

A. Use Policies

- Locate open spaces throughout the community so all residents and visitors

have access to quality spaces.

- Encourage the development of parks and useable open space within a comfortable walking distance of every residential home. All parts of the neighborhood should be within a half-mile walking distance of usable and well-maintained public open space.
- Use certified safe, environmentally-remediated sites and storm water detention areas (again, provided they are safe for the public) as recreational and/or open space.
- Where possible, enhance public rights-of-way to provide amenities; for example, wide (20-30 foot) boulevard medians provide a visual focal point and play space for neighborhood children.
- Neighborhood parks should provide a range of recreational and educational uses (both active and passive), and should serve diverse groups of people.
- Where appropriate, use neighborhood tradition and history to enhance neighborhood open space (generally, historic place or event markers).

B. Form Policies

- Structure open spaces physically for safety, so they will be perceived as havens for everyone.
- Create distinctive, inviting and well-landscaped entries (gateways) to public parks to provide a seamless transition from public sidewalks to park pathways.
- Create pedestrian and bike paths through park space that connect to the surrounding street and block system.

- Use way-finding devices to mark pathways and hike and bike trails.
- Maintain and improve visibility between parks and surrounding properties.
- Create focal points and community gathering spaces for high-visibility or high-traffic areas, including signage, landscaping, art sculptures, and way-finding elements.
- Use design strategies to minimize conflicts between uses that interfere with the enjoyment of open spaces.
- Create an interconnected network of open space throughout the neighborhood that provides a range of social and recreational opportunities and diverse experiences.
- Integrate open spaces with public transportation and pedestrian facilities.
- Create open spaces of various sizes to support a variety of uses and purposes, and which accommodate diverse user groups.
- Institutional public spaces (such as for school recreational areas) should be green, park-like and visibly accessible to the public. Fencing should be minimal in height.

- Where possible, use open spaces to address large-scale ecological concerns of providing habitat, minimizing stormwater runoff, infiltrating groundwater, etc. Design open spaces to provide opportunities for people to connect with nature.

C. Redevelopment Strategies

Targeted Investment

- Use open space to enhance surrounding property values, and to add value to districts and corridors.
- Locate public plazas or spaces in the most intensely planned/developed districts and corridors to add value and market appeal to those districts.
- Use open space to add balance to densely developed housing or mixed-use complexes.
- Design the site, materials and program of open spaces to reflect elements rooted in community values, history and cultural linkages. The open space system will help define and interpret the community.
- For an industrial campus or large-scale complex, include parks or plazas that serve area residents, visitors, and



workers.

- Parks managed by private homeowner associations is an acceptable way of adding value to residential subdivisions or subareas.
- Open spaces, like other public infrastructure, require a long-term financial commitment to design, administration and maintenance. To ensure the long-term success of these spaces, community partnerships (e.g. park professionals, community organizers, merchants associations, public officials) need to seek creative partnerships and use collaborative processes to carry out innovative strategies for acquiring, funding and managing open space.
- Support an interconnected network of plazas, streetscapes and public open spaces that makes a city a more productive and desirable place to live, which is sometimes referred to as “green infrastructure.” Public open spaces can include the following: pocket parks, landscaped spaces between and in front of buildings, publicly accessible community gardens, play areas and tot lots, recreational services, transit malls, public spaces for social interaction, boulevard medians, streetscape enhancements such as benches, planters, street trees, public art, and pedestrian pathways that connect these places to each other.

Protection of Property Values (Tax Base)

- Hold City-owned vacant lots for the

minimum amount of time necessary to find an owner and a use that will add to the property tax base in the neighborhood. All City of Milwaukee land sales are subject to standards of neighborhood-compatible design and use.

- Unimproved vacant lots are an interim or temporary use of property, and as such, cannot be considered public open space.
 - 1 A community garden on vacant City-owned property is considered an interim use of property unless designated a permanent site by the City and sold to a community-based organization for that purpose. Permanent sites may have building(s) and parking.
 - 2 Curb the unlawful use of vacant city-owned lots.

3.6 CIVIC AND INSTITUTIONAL LAND USE POLICIES AND STRATEGIES

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

Overall goal: Civic and institutional buildings should enrich their surroundings.

Create or redevelop civic and institutional uses that are welcoming places for people to gather and that serve as visual/symbolic landmarks for the community they serve. Civic and institutional

uses that serve the larger public should be located in prominent places, and designed to have distinctive architecture, site design, and landscape features that enrich the public realm.

A. Use Policies

- Civic /institutional uses may be part of any land use mix (even part of a shopping mall or complex), provided there are no significant functional conflicts between uses.
- Civic /institutional uses may incorporate other uses, such as an art museum with shops, offices, a restaurant, educational/training space, artist-in-residence or caretaker space.
- Decentralized institutional uses are preferable to large centralized uses that require customers (users of the service) to drive and park.
- Decentralize civic and institutional uses within walking distance of the majority of users (e.g., neighborhood schools, branch libraries, branch banks, neighborhood postal service, etc.).
- If possible, combine civic and park uses. Create a well-landscaped park-like setting that set off civic and institutional uses from their surroundings. This park or park-like setting both creates an amenity and underscores the significance of the civic/institutional use.
- If possible, create school/library/park connections that make it easier for children to walk from one to another.
- Parking is an essential part of civic /institutional uses, but should generally not exceed what is necessary to accommodate visitors and employees.
- Locate institutional and tax-exempt uses first on sites that are already zoned for similar purposes, before seeking a zoning change to convert other sites to institutional use.
- Tax-exempt uses should be located on the upper floors of buildings along commercial corridors. Tax-exempt tenants are generally discouraged on the first floor along commercial corridors where retail is preferred.
- Locate health care and community service providers on the edge of residential/commercial/mixed use districts and corridors.
- Locate institutional uses with high traffic generation at the edges of commercial/retail use corridors rather than in residential areas.
- Discourage higher concentrations of social service providers in the neighborhood relative to the number and intensity of such providers in the county/region.



- Support expanded primary care capacity delivered by target area facilities (such as community health centers).

B. Form Policies

- Employ good civic/institutional design that meets “best practices” standards.
 - 1 Architectural and landscape design should create a building that has both a commanding presence and a welcoming community-friendly appearance.
 - 2 The principal public entries should be well articulated and inviting.
 - 3 Establish view corridors and link civic uses to neighborhoods and commercial corridors.
- Develop special landscape treatments and related pedestrian-realm enhancements that reinforce the significance of civic/institutional uses to the surrounding and larger community.
- Security modifications to the design should not create an unwelcoming fortress-like or bunker-like appearance.
- Public art should be an integral part of the design for civic/institutional uses.

C. Redevelopment Strategies

- Locate civic/institutional uses at prominent locations, gateways or key intersections where they are easily accessible on foot, by car or bicycle, by bus or other means of mass transit.
- Locate civic and institutional uses at natural hubs of activity, such as commercial nodes, central places within

a district, or the intersections of well-trafficked streets.

- Locate high intensity civic/institutional uses within or near commercial corridors and away from predominantly single-family neighborhoods.
- New taxable uses are preferred over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.

3.7 TRANSPORTATION AND INFRASTRUCTURE POLICIES

The following transportation policies are intended to provide safe, pleasant, and efficient access to all land uses by enhancing and, where necessary, recreating historic neighborhood traffic patterns. The policies also maximize route alternatives and establish the value of non-automotive modes of travel for neighborhood residents (e.g., the right to have choices).

Overall goal: Good transportation options are a neighborhood asset and an economic development tool. Create a hierarchy within the public right-of-way that successfully accommodates mass transit, automobiles, bicycles, and pedestrians.

A. Use Policies

- On major and minor arterials, create an effective multi-modal public right of way for pedestrians, bicycles, automobiles, and mass transit.
- Incorporate design features into all arterials that calm traffic and improve

safety, particularly for pedestrians and bicycles.

- Create a harmonious relationship between transportation and land use, that is, streets which effectively support the character and intensity of surrounding use.
- Where opportunities exist for hike-and-bike trails connecting the downtown to other neighborhoods, develop these as an adjunct and alternative to automobile-dominated rights-of-way.
- Maintain the traditional street system based on the one-mile grid, clearly differentiated into major and minor arterials supported by collector and access streets.
- Remove cul-de-sacs and street closures when they improve public safety and increase transportation alternatives. Development should maintain the existing street grid, where present, and restore any disrupted street grid where feasible.
- Encourage all development projects proposed within 1,200 feet of an existing or planned major transit corridor to

incorporate site design measures that enhance access to the transit system (for example, walkable connections and way-finding signage).

B. Form Policies

- Design public right-of-ways for mass transit, buses, trucks, automobiles, bicycles and pedestrians, and adjust the design to fit the needs, character, and intensity of adjacent land uses.
- Provide good pedestrian connections between local neighborhood workplaces, shopping areas, recreational/open space, civic/institutional sites, and other lands.
- Create walkable neighborhoods that are primarily pedestrian-friendly, and secondly transit, bicycle and automobile oriented.
 - 1 Lot configurations and building locations should support walkable neighborhoods and add to the pedestrian experience.
 - 2 Design for windows on the street (rule of thumb: 60% of street level façade should be vision



glass in highly trafficked or intensely developed areas).

- 3 Develop public spaces and landscaping buffers where appropriate.
- 4 Create an effective separation of pedestrians and automobiles.
- 5 Create a positive pedestrian experience on residential sidewalks and alleys.
- 6 Create a positive pedestrian experience on commercial and retail corridors.
- 7 Create a positive pedestrian experience throughout the industrial campus, and on the main “through streets” of North, Center, Locust and Burleigh.

D. Redevelopment Strategies

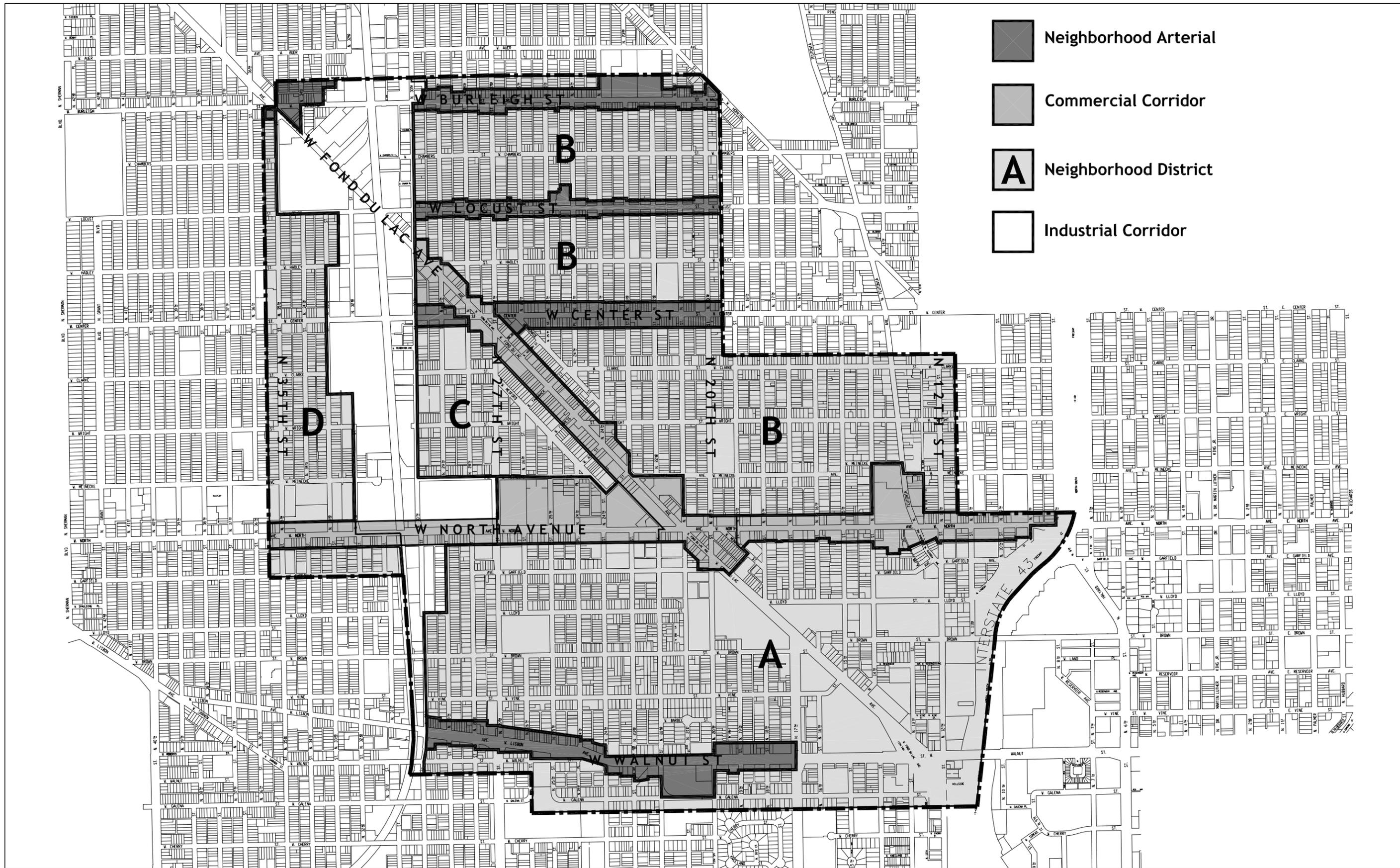
- Emphasize the movement of more people, rather than the movement of more vehicles, when making investment decisions.
- Traffic circulation should be multi-option (choice of multiple routes) and multi-modal (transit, automobile, bicycle and

pedestrian).

- 1 Maintain and restore the multi-option and hierarchical street grid system (“discipline” of streets and blocks) as effective traffic management.
- 2 Street design should fit land use (narrow residential streets with traffic-calming measures; neighborhood shopping streets with streetscape amenities; commercial boulevards with landscaped medians and “hardscape” amenities; industrial avenues with landscaped entrances and identity features.
- 3 Use a Highway Main Street model for major arterials that also serve as commercial corridors. Create a high-activity, pedestrian-friendly zone with significant traffic calming, two lanes both directions with parking on both sides, limited curb cuts, and shared parking.
- 4 On all commercial corridors,



- maximize shared parking and pedestrian connections to adjacent uses.
- 5 Gradually improve the infrastructure of all streets with neighborhood input regarding traffic calming and amenities. Use Business Improvement Districts to fund and maintain special amenities.
- Prohibit increasing the traffic capacity of street rights-of-way if expansion would negatively impact the majority of the adjacent land uses. Use scarce infrastructure dollars wisely by prioritizing reinvestment over expansion.
 - Maintain and promote two-way automobile travel.
 - Encourage shared parking. Create a menu of varied shared public parking options and design standards that will work for different land uses (residential, commercial, industrial, park, civic, etc.).
 - Develop a fixed-route transit system with a street-embedded guideway or rail for speed, efficiency and smoothness of travel.
 - Transit should include features that reinforce marketing and economic development.
 - 1 Define routes and transit nodes with special paving features, signage, bus shelters, benches, historic markers, public art, etc.
 - 2 Incorporate tourist and city-wide travel information as part of the transit shelter design (advertising may also be incorporated, but is secondary to tourist and travel information).
 - 3 Incorporate tourist destinations or other special points of interest as called-out stops along transit routes.
 - 4 Create a marketable logo and look to buses, trams and trolleys that travel historic or tourist-oriented routes.
 - 5 Encourage Intelligent Transportation System Technology to be placed in bus stations along heavily traveled transit routes. This technology includes monitors that identify the next bus's time of arrival.
 - Transit-oriented development should be placed along transit routes. Include a mix of uses in transit-oriented development (intensified development at transit nodes and transfer points).
 - Develop an integrated, overlapping system of connections from one mode of travel to another, so that people can easily transfer, for example, from a tram or streetcar to a bus, taxi, automobile, bicycle or foot travel without encountering gaps or obstacles.
 - Create better way-finding throughout city neighborhoods. Orient people to routes, urban trails and neighborhood destinations with a coordinated system of public infrastructure, streetscape and signage.



4.0 DISTRICTS AND CORRIDORS

This chapter identifies the districts and corridors of the neighborhood. Recommendations are made for:

Uses

Uses within each district or corridor, both existing conditions and preferred uses. Locations are identified for specific uses.

Form and Design

Form and design of properties and buildings and how their form reinforces the character of the neighborhood. Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood.

Infrastructure Projects

Infrastructure projects are identified for general improvement of the area or proposed Catalytic Projects. High quality local infrastructure supports high quality development in the area.

Capital improvements for street enhancements, such as pedestrian lighting, street trees, paving definition for sidewalks and crosswalks, large and small open spaces and boulevard medians, can greatly improve the marketability of the neighborhood. Maintenance and responsibility for significant open spaces should be determined on a project-by-project basis as planning and concept development are prepared.

Action Steps

Action steps are identified for implementing the Plan and setting a precedent for future development in the district or corridor. Long-term responsibilities and responsible parties for the identified projects/initiatives are recommended.

4.1 NEIGHBORHOOD DISTRICT A

District A is located in the southern part of the study area between I-43, the rail corridor, Galena Street and North Avenue. The area includes approximately 91 blocks and serves as the entrance to the neighborhood from downtown and from the west along North Avenue and Lisbon Avenue. The primary use of the district is residential, with mixed-uses along and near the commercial arterials of Fond du Lac Avenue, North Avenue and Walnut Street and a significant County Park along Fond du Lac Avenue. The District includes, or is adjacent to, six proposed catalytic projects. Several Milwaukee Public schools are located in the District, as well as the Milwaukee County Transit facility.

District A includes numerous “Susceptible to Change” properties, parcels that represent development opportunities because they are vacant, absentee-owned or city-owned, including a large number of vacant parcels at the northern edge of the District. Due to the amount of available land, this area has been the focus of residential revitalization efforts, including City Homes, Habitat for Humanity and Lindsay Heights. These projects have produced more than 50 new owner-occupied housing units in the past seven years. Future residential development is planned

south of the Lloyd Street School.

The Lindsay Heights Tax Incremental District (TID) is the first residential TID in the City of Milwaukee. The TID covers the area from W. Walnut Avenue to W. Locust Street and from N. 12th to N. 20th Streets. Forgivable loans are available in smaller cluster areas of this planning area. Initially funds were being administered in the Walnut Way, Johnson Park and Phillis Wheatly neighborhoods. As development progresses, the clusters may shift to new areas within the TID. Forgivable loans of up to \$10,000 are to be used primarily for exterior improvements.

The District is surrounded by highly traveled streets, with Fond du Lac Avenue, North Avenue and Walnut Street serving as routes in and out of downtown. Fond du Lac Avenue and N. 27th Street both have about 19,000 cars per day, North Avenue has almost 18,000 per day and Walnut Street has more than 15,000 cars per day. The area is also well-served by public transit. The high traffic counts provide support for commercial development along the corridors and in the District.

Several targeted redevelopment programs are located in District A, including Tax



Incremental Districts #28 and #43, parts of the District are designated as a Targeted Investment Neighborhood (TIN) and the District is in Community Development Block Grant Neighborhood Strategic Planning areas #10, #11 and #12.

A. District A - Uses

The district includes three primary residential areas with strong physical divisions due to transportation routes, institutional uses and commercial uses. Development in this district should increase property values, continue to stabilize the area and create a better-defined and more positive identity at key entrance points.

Preferred uses in this district include:

- Residential
- Commercial (existing)
- Institutional
- Recreation / open space

Residential uses should be primarily single-family, owner-occupied units with duplexes and townhouses on larger lots, corner lots or across from other duplex units. Townhouse units can be placed on larger lots across from other townhouse units (for example, on Garfield Avenue

along Walnut Street) and used to define special features, such as open spaces or entrances into the neighborhood.

In addition to infill and cluster projects, residential uses should be focused along Garfield Avenue between 21st Street and 23rd Street and south of Walnut Street between 20th and 22nd Streets. Garfield Avenue can include townhouses between Fond du Lac Avenue and 27th Street as a transition from the mixed-use density along North Avenue to the single-family units south of Garfield Avenue. The variety of housing types should be increased, including lofts, studios and townhouse units, along Garfield Avenue and 27th Street (see the Catalytic Projects section for details).

According to the Market Analysis, the area south of North Avenue, between 24th and 30th Streets, offers the greatest opportunity for land assembly and new housing development. This area should include a mix of single-family and duplex units.

Johnson's Park is the only major open space in the district, and by most recreational use standards, is underutilized. The park can serve as a community resource, as well as a visual gateway to the Fond du Lac and North neighborhood, with enhanced landscaping, signage, public art



or significant architectural elements. The park can also serve as a connection between the surrounding residential uses and the commercial activities along Fond du Lac and North Avenues. The berms should be removed to increase visibility into the park, additional structured activities should be planned for the park, and amenities (such as benches) that contribute to passive enjoyment of the space should be added. Any civic buildings in the park should be located at the northern part of the site to physically and visually connect the park with the commercial uses at the intersection of Fond du Lac and North Avenue.

The primary entrance to any building should be along Fond du Lac with a secondary entrance to the side or back where the parking is located. Street parking should be a priority with off-street parking located along 17th Street. No access should be provided along Fond du Lac Avenue and parking should not be visible from Fond du Lac Avenue. Internal pathways and landscaping should connect to sidewalks on adjacent residential blocks.

B. District A - Form and Design

The policies from Chapter 3 should be applied to the uses in the District, specifically the concept



of clustering, designing contextual housing units, maintaining alley access and creating residential lots that are no more than 150% of the existing width.

Open the storefronts of “corner groceries” to the street, and place windows along the sidewalk. Views in and out of the stores should be maintained. If security devices are needed, install them unobtrusively inside or at the entrance to commercial stores to ensure the safety of the customers and the security of the premises.

C. District A - Infrastructure Projects

District A includes the following infrastructure projects:

- Enhance Garfield Avenue with a boulevard between 23rd and 24th Streets.
- Create an entrance identity feature (either public art, landscape element or landmark building) at one or more of the primary entries into the neighborhood. Install median landscaping along Fond du Lac Avenue between Walnut Street and Brown Street.
- Explore stormwater design opportunities for the area according to the new state requirements, and the Walnut Way Pilot Demonstration Project for Stormwater Detention sponsored by the Department of City Development and the Department of Public Works.
- Develop new neighborhood streets and special features as per the Josey single-family development concept south of the Lloyd Street School, i.e.) a green space

that is accessible to residents.

D. District A - Action Steps

- Locate new construction on infill lots and within identified clusters #10 - #18 according to the Residential Cluster Catalytic Project.
- Use the Josey subdivision build-out as a market force for upgrading surrounding property values and encouraging investment in the area.

4.2 NEIGHBORHOOD DISTRICT B

District B is located in the eastern part of the study area between N. 12th Street, Fond du Lac Avenue, Burleigh Street and North Avenue. The area includes approximately 84 blocks with a mix of uses. The primary use of the district is residential, with mixed-uses along the commercial arterials of Fond du Lac Avenue, North Avenue and the west end of Center Street. Large civic uses include the YMCA on Teutonia, several schools and churches.

There are several “Susceptible to Change” properties that have been targeted for residential cluster redevelopment (see the Catalytic Projects).

This District includes the northern part of the Lindsay Heights revitalization project, which has developed more than 20 new owner-occupied homes south of North Avenue and has target areas for expansion north of North Avenue. Residential development should also build on the successes of the Dominican Center and ACTS, two non-profit agencies doing rehab and homeowner assistance. The District includes, or is adjacent to, five proposed catalytic projects.

The District is impacted by highly traveled streets with Fond du Lac Avenue, North Avenue and Teutonia Avenue serving as routes in and out of downtown. This section of Teutonia Avenue has about 15,000 cars per day. The area has immediate access to I-43 via North Avenue and is also well-served by public transit.

Several targeted redevelopment programs are located in District B, including Tax Incremental Districts #16 and #44; parts of the District are designated as a Targeted Investment Neighborhood (TIN) and the District is in Community Development Block Grant Neighborhood Strategic Planning areas #4, #9 and #10.



A. District B - Uses

Development in District B should build upon and be compatible with recent investments, such as new Lindsay housing and the YMCA.

Preferred uses in this district include:

- Residential
- Institutional
- Commercial
- Recreation/open space

The amount of traffic on Teutonia Avenue warrants commercial development and higher-density residential development.

District B is underserved by park space. When planning new developments, include parks, common space and structured playscapes (tot lots) whenever possible.

B. District B - Form and Design

The preferred uses should follow these design concepts to ensure a high-quality development that adds value to the neighborhood. The policies from Chapter 3 should be applied to the uses in the District, specifically the concept of clustering and creating residential lots that are similar in lot

size to adjacent properties.

Maintain the primary housing type as single-family units with duplexes along 27th Street, on larger lots, corner lots or across from other duplex units. Townhouse units can also be used on larger lots, across from other townhouse units, and to define special features such as open spaces or neighborhood entrances. Townhouse units may also be located along 20th Street near Center Street (see the Catalytic projects).

C. District B - Infrastructure Projects

District B includes the following infrastructure projects:

- Include open space amenities or neighborhood parks that serve the residents in District B.

D. District B - Action Steps

- Locate new construction on infill lots and within the identified clusters #1-3, #5 and #9.
- Target this district for code enforcement to add value to improved properties.



Use code enforcement to bring housing units up to City standards and encourage investment on adjacent properties.

- Construct residential infill units where land is available (sale of vacant City lots) and where the market will support relatively stable property values.
- Create a neighborhood-based organization that can offer technical assistance and tools (possibly on a check-out basis) to homeowners who want to improve their properties.

4.3 NEIGHBORHOOD DISTRICT C

District C is located in the central part of the study area between Fond du Lac Avenue, 30th Street, Meinecke Avenue and Center Street. The area includes approximately 13 blocks with a mix of uses. The primary use of the district is residential, with a few institutional uses. The District includes, or is adjacent to, four proposed catalytic projects. The unique character of this District is that it is a pocket neighborhood between more intense uses of commercial and industrial development.

The District is surrounded by highly traveled streets including Fond du Lac Avenue, North Avenue and Center Street and N. 27th Street moves through the District with over 14,000 cars per day. The amount of traffic on 27th Street warrants a different character and density of housing that other areas of the District.

Several targeted redevelopment programs are located in District C, including Tax Incremental Districts #15 and #21. The District is in Community Development Block Grant Neighborhood Strategic Planning areas #8 and #10.

A. District C - Uses

Development in this District should build upon and be compatible with recent investments along Fond du Lac Avenue and 27th Street, such as Fond du Lac Avenue reconstruction, North Avenue Commerce Center and the Fond du Lac Avenue Economic Development Fund investments. This District is a transition area between the industrial corridor, Fond du Lac Avenue and the North Avenue Commerce Center development.



Preferred uses in this district include:

- Residential
- Existing Commercial
- Institutional

Residential is the preferred use for the District. The unit type can be single-family, townhouses or industrial space converted to residential. Due to its proximity to employers, District C offers a unique opportunity to provide a variety of housing types and walk-to-work programs.

District C is underserved by park space. When planning new developments, include open spaces wherever possible.

B. District C - Form and Design

The preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3 should be applied to the uses in the District, especially the concepts of reuse and renovation.

Locate townhouses along 27th Street and across from the industrial corridor. Include appropriate streetscaping, setbacks and landscape buffers due to the traffic on 27th Street and non-residential uses in the corridor.



C. District C - Infrastructure Projects

District C includes the following infrastructure projects:

- Explore stormwater opportunities similar to those developed in the Walnut Way Demonstration project.

D. District C - Action Steps

- Build upon reconstruction and recent investments to the Fond du Lac corridor and incrementally add new and rehabbed housing to the District. Redevelopment should begin in the southeast section of the District to build upon the Fond du Lac/North Catalytic Project.
- Locate new residential construction on infill lots and within identified Cluster #7 according to the Residential Cluster Catalytic Project.
- Create a landscape transition between the 30th Street Industrial Corridor and adjacent residential development (refer to the proposed Catalytic Projects).

4.4 NEIGHBORHOOD DISTRICT D

District D is located in the western part of the study area between 32nd Street, 35th Street, North Avenue and Burleigh Street. The area includes approximately 15 blocks with a mix of uses. The primary use of the district is residential, with commercial near North Avenue. The District includes one proposed catalytic project.

The District is unique due to its proximity to the



30th Street Industrial Corridor and the presence of 35th Street as a divide in the neighborhood. The City of Milwaukee Housing Authority is currently developing housing along 35th Street, which will set a precedent for future development in the District.

Several targeted redevelopment programs are located in District D, including Tax Incremental District #40; parts of the District are designated as a Targeted Investment Neighborhood (TIN) and the District is in Community Development Block Grant Neighborhood Strategic Planning areas #5 and #8.

A. District D - Uses

Development in this district should provide a transition between the commercial development along North Avenue, the industrial corridor and the housing of the neighborhood.

Preferred uses in this District include:

- Residential
- Commercial
- Institutional

New infill projects should stabilize the negative

effects of absentee-owned properties and create a more cohesive neighborhood. Locate townhouses along 35th Street and on corners where large parcels are available.

B. District D - Form and Design

Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3 should be applied to the uses in this District.

Locate an open space along 35th Street that will serve surrounding properties and will create a better defined and more positive identity for the District.

C. District D - Infrastructure Projects

District D includes the following infrastructure projects:

- Enhance the area with new paving details at 35th Street and North Avenue.

D. District D - Action Steps

- Locate new residential construction on infill lots and within identified Clusters

#4 and #6, according to the Residential Cluster Catalytic Project.

- Employ Target Investment Neighborhood tactics to eliminate problem properties, improve safety, and bring housing up to code.
- Buffer industrial uses from residential uses with a combination of architectural security fencing and landscaping.
- Use landscaped boulevards to separate residential from industrial where the right-of-way permits.
- Encourage walk-to-work programs to increase home ownership in the area.
- Create a neighborhood-based organization that can offer technical assistance and tools (possibly on a check-out basis) to homeowners who want to improve their properties.

4.5 NEIGHBORHOOD ARTERIAL: BURLEIGH STREET

Burleigh Street is the northern boundary of the study area. The street includes a mix of uses, primarily residential, with commercial near 27th Street and Fond du Lac Avenue. The Corridor includes one proposed catalytic project.

Two targeted redevelopment programs that assist in redevelopment are located in the Burleigh corridor. Parts of the corridor are designated as a Targeted Investment Neighborhood (TIN) and the District is in Neighborhood Strategic Planning area #4.

A. Burleigh Street - Uses

Development of this Arterial should improve the residential character of the street with commercial emphasis only near the intersection of Fond du Lac and Burleigh.

Preferred uses on this arterial include:

- Residential
- Commercial
- Institutional
- Mixed-use

Burleigh Street is a minor east-west route through the neighborhood with about 10,000 cars per day, therefore housing should be the primary use in the District. Develop townhouses and duplexes as the primary residential type, allow for townhouses at the corners or across from other townhouses.

Include significant open spaces, where possible, when planning new developments. Locate the open space to serve as a feature for surrounding properties and such that it can be seen from Burleigh Street.

B. Burleigh Street - Form and Design

Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. A facade improvement program should be implemented to improve the image of the street. The policies from Chapter 3 should be applied to the uses on Burleigh, especially the concepts of reuse, renovation and contextual design.

C. Burleigh Street - Infrastructure Projects

Burleigh includes the following infrastructure projects:

- Burleigh Street should be resurfaced.
- Install streetscaping elements that unify the area, i.e., street lights, entry markers, benches, street trees and planters.

D. Burleigh Street - Action Step

- Follow the proposed Catalytic Projects as the Industrial Corridor meets Burleigh Street.

4.6 NEIGHBORHOOD ARTERIAL: LOCUST STREET

Locust Street is in the northern part of the study area. The street includes a mix of uses, primarily residential, with a major institutional use at 25th Street. Commercial and industrial uses are located near Fond du Lac Avenue. The railroad bridge is a significant visual barrier between the east and west sides of Locust Street at Fond du Lac Avenue and should be redesigned in

its relationship to the street. Locust Street is adjacent to one proposed catalytic project.

Two targeted redevelopment programs are located in the Locust Corridor, the Tax Incremental District #44. The District is in Community Development Block Grant Neighborhood Strategic Planning areas #4 and #9.

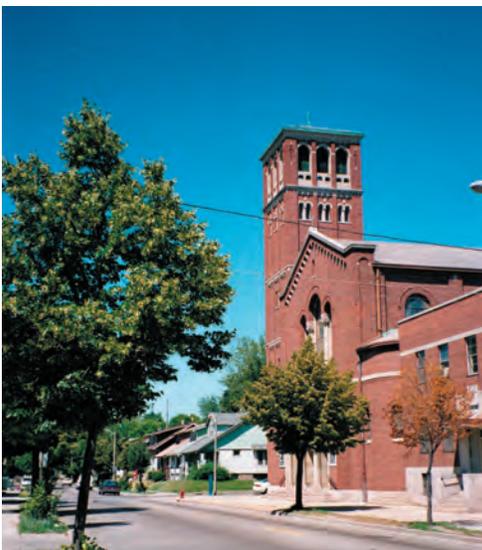
A. Locust Street - Uses

Development of this Arterial should improve the residential character of the street with commercial emphasis only near the intersection of Fond du Lac and Locust.

Preferred uses on this arterial include:

- Residential
- Commercial
- Institutional
- Industrial (just west of the corridor)
- Mixed-use

Locust Street has about 12,000 cars per day. This amount of traffic warrants some commercial development and a higher density of residential



development. Develop townhouses and duplexes as the primary residential type, and allow for townhouses at the corners or across from major institutions or other townhouses.

B. Locust Street - Form and Design

The permitted uses should follow these design concepts to ensure a high-quality development that adds value to the neighborhood. The policies from Chapter 3 should be applied to the uses on Burleigh, specifically the concepts of reuse, renovation and contextual design. A facade improvement program should be implemented to improve the overall image of the street.

The railroad bridge should be enhanced to emphasize the entrance to the Industrial Corridor. This could include paving details at the Locust and Fond du Lac intersection and vertical elements which compliment the bridge.

Include small open spaces or public places when planning new developments. Locate the open space so it serves as a feature for surrounding properties and is visible from Locust Street.

Include off-street parking between buildings or at the back of the site. Parking should be designed with either a fence or landscaping as a screen between the parking lot and the pedestrian environment. Entrance features should be integrated with landscape or fence screening.

C. Locust Street - Infrastructure Projects

Locust Street includes the following infrastructure projects:

- Resurface Locust Street.

- Enhance the Locust and Fond du Lac intersection with paving details and lighting.
- Improve the visual character of the railroad bridge.
- Install streetscaping elements that unify the area, i.e., pedestrian lights, entry markers, benches and planters.

D. Locust Street - Action Steps

- Determine visual enhancements for the railroad bridge.

4.7 NEIGHBORHOOD ARTERIAL: CENTER STREET

Center Street is a major east-west route through the study area. The street includes a mix of uses: residential east of Fond du Lac Avenue and institutional, industrial and commercial near Fond du Lac Avenue. The arterial includes or is adjacent to two proposed catalytic projects.

Two targeted redevelopment programs are located in the Center Street corridor, the Tax Incremental District #44 and the District is in Community Development Block Grant Neighborhood Strategic Planning area #9.

A. Center Street - Uses

Development of this Arterial should build upon the mix of uses and serve as a transition to the surrounding neighborhood.

Preferred uses on this arterial include:

- Residential
- Commercial

- Institutional
- Mixed-use

Center Street is a major east-west route through the neighborhood, with between 13,000 to 14,000 cars per day; it therefore warrants commercial use and higher-density residential development.

Residential should be the primary use east of 19th Street. Develop townhouses and duplexes as the primary residential type, and allow for townhouses at the corners or across from commercial uses or other townhouses. Commercial and institutional uses should be located between 25th Street and 29th Street.

The Fond du Lac and Center node should be developed according to the Center Street Catalytic Project. Industrial uses should be located west of 29th Street, and should follow the recommendations of the Catalytic Projects.

B. Center Street - Form and Design

Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3, and recommendations from the Catalytic Projects, should be applied to the uses



on Center. A facade improvement program should be implemented to improve the image of the street.

Include small open spaces, where possible, when planning new developments. Locate the open space so it serves as a feature for surrounding properties and is visible from Center Street. A small public square should be included in the residential section east of 19th Street.

Include off-street parking between buildings or at the back of the site. Parking should be designed with either a fence or landscaping as a screen between the parking lot and the pedestrian environment. Parking lot access from Center Street should be avoided unless absolutely necessary. Entrance features should be integrated with landscape or fence screening and could include public art.

C. Center Street - Infrastructure Projects

Center Street includes the following infrastructure projects:

- Center Street should be resurfaced.
- Install streetscaping elements that unify the area, i.e., pedestrian lights, entry markers, paving details, benches and planters.

D. Center Street: - Action Steps

- Coordinate development projects at the Fond du Lac and 27th Street intersections according to the Catalytic Projects.

4.8 NEIGHBORHOOD ARTERIAL: WALNUT/LISBON AVENUE (17TH TO 30TH STREET)

Walnut Street is the southern boundary of the study area. The street includes a mix of uses, including residential, institutional and commercial. The arterial includes or is adjacent to two proposed Catalytic Projects.

Three targeted redevelopment programs are located in the Walnut/Lisbon Avenue corridor. Parts of the corridor are designated as a Targeted Investment Neighborhood (TIN), and are in Tax Incremental Districts #428 and #44; the District is in Community Development Block Grant Neighborhood Strategic Planning areas #10 and #12.

A. Walnut/Lisbon Avenue - Uses

Development of this arterial should strengthen the residential properties adjacent to the street and continue the successful new housing projects adjacent to the corridor. Development should serve as an entry point into the neighborhood at Fond du Lac Avenue and the railroad corridor (30th Street).

Preferred uses in this arterial include:

- Residential
- Commercial
- Institutional
- Industrial
- Mixed-use

The corridor is a major east-west route through the neighborhood with between 14,000 and 23,000 cars per day. These traffic counts warrant commercial uses and higher density housing.



Develop single-family, townhouses and duplexes between 20th and 27th Street. Taxable uses are preferred in the commercial areas of the corridor, west of 27th Street and near Fond du Lac Avenue. A mixed-use building could be located along Walnut between 20th and 22nd Streets.

B. Walnut/Lisbon Avenue - Form and Design

Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3, and recommendations from the Catalytic Projects, should be applied to the uses on Walnut/Lisbon Avenue.

Maintain a pedestrian connection according to the proposed Catalytic Project south of Walnut Street, between 20th and 22nd Streets. This development should reinforce the street edge along Walnut Street.

C. Walnut Street - Infrastructure Projects

Walnut Street includes the following infrastructure projects:

- Install streetscaping elements that unify the area, i.e., pedestrian lights, entry

markers, paving details, benches and planters.

- Landscape the boulevard to create a better-defined and more positive identity, and improve the character of the street.
- Extend 21st and 22nd Street to the south to continue the block pattern.
- Encourage the development of the Downtown Connector, or other fixed-guideway public transit.

D. Walnut/Lisbon Avenue - Action Steps

- Market the former Sentry site on Walnut Street, between 20th and 22nd Streets, for development.

4.9 COMMERCIAL CORRIDOR: FOND DU LAC AVENUE (GARFIELD/20TH STREET TO 30TH STREET)

Fond du Lac Avenue (State Highway 145) is a major route through the site, connecting downtown Milwaukee to the northwest neighborhoods. The street includes a mix of uses and has recently been resurfaced by the Wisconsin Department of Transportation. The corridor includes four proposed catalytic projects.



Three targeted redevelopment programs are located in the Fond du Lac Avenue Corridor, the Tax Incremental Districts #21, #43, and #44, and the District is in Community Development Block Grant Neighborhood Strategic Planning areas #9 and #12. Fond du Lac Corridor businesses are also part of the Fond du Lac Avenue Economic Development Corporation.

A. Fond du Lac Avenue - Uses

Development of this Corridor should focus on visually and physically connecting the commercial nodes (anchors) of Fond du Lac and North and Fond du Lac and Center Street.

Preferred uses in this arterial include:

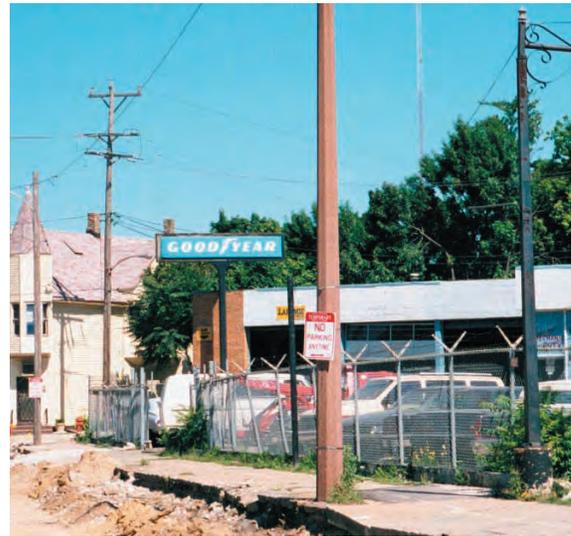
- Residential
- Commercial
- Institutional
- Mixed-use

Fond du Lac Avenue is a major through-street with between 23,000 and 27,000 cars per day. This amount of traffic warrants commercial, mixed-use and higher density housing.

Emphasis should be on mixed-use buildings with residential over retail or all residential buildings in the form of townhouses between Meinecke and Hickory Streets (refer to the Main Street report in the Appendix). Allow for townhouses at the corners.

Adequate parking shall be provided according to the Catalytic Projects.

Taxable uses are preferred.



B. Fond du Lac Avenue - Form and Design

Preferred uses should follow these design concepts to ensure a high-quality development that adds value to the neighborhood. The policies from Chapter 3 and recommendations from the Catalytic Projects should be applied to the uses on Fond du Lac. A facade improvement program should be implemented to improve the image of the Avenue. Landscaping and planters should “green the corridor.”

Locate public parking according to the Catalytic Projects, emphasizing shared parking when possible. Include off-street parking between buildings or at the back of the site. Parking should be designed with either a fence or landscaping as a screen between the parking lot and the pedestrian environment. Entrance features should be integrated with the screening and may include public art.

Include public art where a significant impact can be achieved, such as in parks and open spaces and the Fondy Market.

C. Fond du Lac Avenue - Infrastructure Projects

Fond du Lac Avenue was recently improved, therefore the infrastructure projects include:

- Install streetscaping elements that unify the area, e.g., pedestrian lights, entry markers, benches and planters.
- Develop off-street parking lots per the Catalytic Projects.

D. Fond du Lac Avenue - Action Steps

- Create a gateway into the neighborhood at Fond du Lac and 20th Street with either architectural elements, improvements to building facades, landscaping or features in open spaces.
- Refer to the Catalytic Projects section for more detailed recommendations for the Fond du Lac and North intersection, the Fond du Lac and Center intersection and the Fond du Lac Parking Program.

4.10 COMMERCIAL CORRIDOR: NORTH AVENUE (I-43 TO 35TH STREET)

North Avenue is a major east-west route through the site and includes a variety of building types and uses. North Avenue includes a mix of commercial, institutional and industrial uses and includes four proposed catalytic projects. The overall character of this area is a “Neighborhood Shopping” street with services for area residents.

Several targeted redevelopment programs are located along the North Avenue Corridor. Parts of the corridor are designated as a Targeted Investment Neighborhood (TIN), are in Tax Incremental Districts #16, #21, #43 and #44 and



the District is in Neighborhood Strategic Planning areas, #9, #10, #11 and #12. It is also seeking designation as a Main Street project.

- Commercial
- Institutional
- Mixed-use

The primary use of North Avenue, east of 27th Street, is commercial with various vacant parcels.

North Avenue is a major through-street with between 18,000 and 21,000 cars per day. The traffic counts warrant continued commercial uses and mixed-use buildings. Commercial and light industrial uses can be located along North Avenue between 27th and 30th Street. Commercial and mixed-uses should be located between 30th and 35th Streets. Development should create an entrance into the neighborhood at 9th Street and 35th Street.

The intersection of Fond du Lac and North is critical to creating a positive neighborhood identity and is the central part of this corridor. The west end of the corridor includes the North Avenue Commerce Center, Capitol Stamping and a significant institutional development near 35th Street. The industrial corridor intersects with this corridor, which needs to be emphasized with signage and landscaping.

Taxable uses are preferred.

A. North Avenue (I-43 to 35th Street) Uses

B. North Avenue (I-43 to 35th Street) Form and Design

Development of this corridor should build upon significant investments in the area, including the YMCA and Lindsay Heights housing. The use of the former Sears building will play a major role in creating the identity. The corridor should also serve as a transition to adjacent housing blocks.

The permitted uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3, and recommendations from the Catalytic Projects, should be applied to the uses on North Avenue.

Permitted uses in this arterial include:

- Residential

Include off-street parking between commercial buildings or at the back of the site. Access onto



North Avenue should be limited to sites that have no other options, such as side streets or adjacent properties. Parking should be designed with either a fence or landscaping as a screen between the parking lot and the pedestrian environment. Entrance features should be integrated with the screening. Include public art where a significant impact can be achieved.

Develop industrial sites that combine decorative fencing with landscaping to screen the parking lots and improve security for shift workers. Refer to the Catalytic Projects for details.

C. North Avenue (I-43 to 35th Street) Infrastructure Projects

The appearance of the local infrastructure reinforces the quality of the development in the area. This section of North Avenue includes the following infrastructure projects:

- Locate paving details to create an identity at Teutonia and North Avenue.
- Install paving details at the intersection of Fond du Lac and North Avenues.
- Incorporate paving details at 35th Street and North Avenue to create an identity for the 30th Street Industrial Corridor.



- Create a gateway marker with either paving details, architectural elements, improvements to building facades, or signage at North Avenue and 9th Street, and North Avenue and 35th Street, that signifies the entrance into the neighborhood.
- Install streetscaping elements that unify the area, e.g. pedestrian lights, entry markers, benches and planters.

D. North Avenue (I-43 to 35th Street) Action Steps

- Rehabilitate, reprogram and market aging commercial and industrial buildings in the area, e.g. the American Linen Building.
- Continue investment efforts of the MetPlex (Todd Wehr Metcalfe Park Community Center) and surrounding commercial developments with particular emphasis on the blocks between 30th and 35th Streets.

4.11 INDUSTRIAL CORRIDOR: LISBON AVENUE TO BURLEIGH AVENUE

The 30th Street Industrial Corridor is primarily manufacturing plants and warehouses built up along the Canadian Pacific Rail Line extending north and south of the study area. Several major employers located along the corridor have renovated or built new facilities to accommodate modern technologies. The area also includes aging or obsolete buildings and properties that are opportunities for new development in the corridor.

A. Industrial Corridor - Uses

Development of the corridor should create an urban campus environment that helps to retain existing industries, attracts employees and encourages long-term investment in the corridor.

Permitted uses in this arterial include:

- Commercial
- Industrial
- Mixed-use
- Institutional (between Fond du Lac Avenue and Burleigh Street)

The following map explores potential zoning changes to properties within or adjacent to the Industrial Corridor. The purpose is to reinforce the urban campus identity with compatible uses of properties within and adjacent to the corridor.

B. Industrial Corridor - Form and Design

Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood. The policies from Chapter 3 and recommendations from the Catalytic Projects should be applied to the corridor.



C. Industrial Corridor - Infrastructure Projects

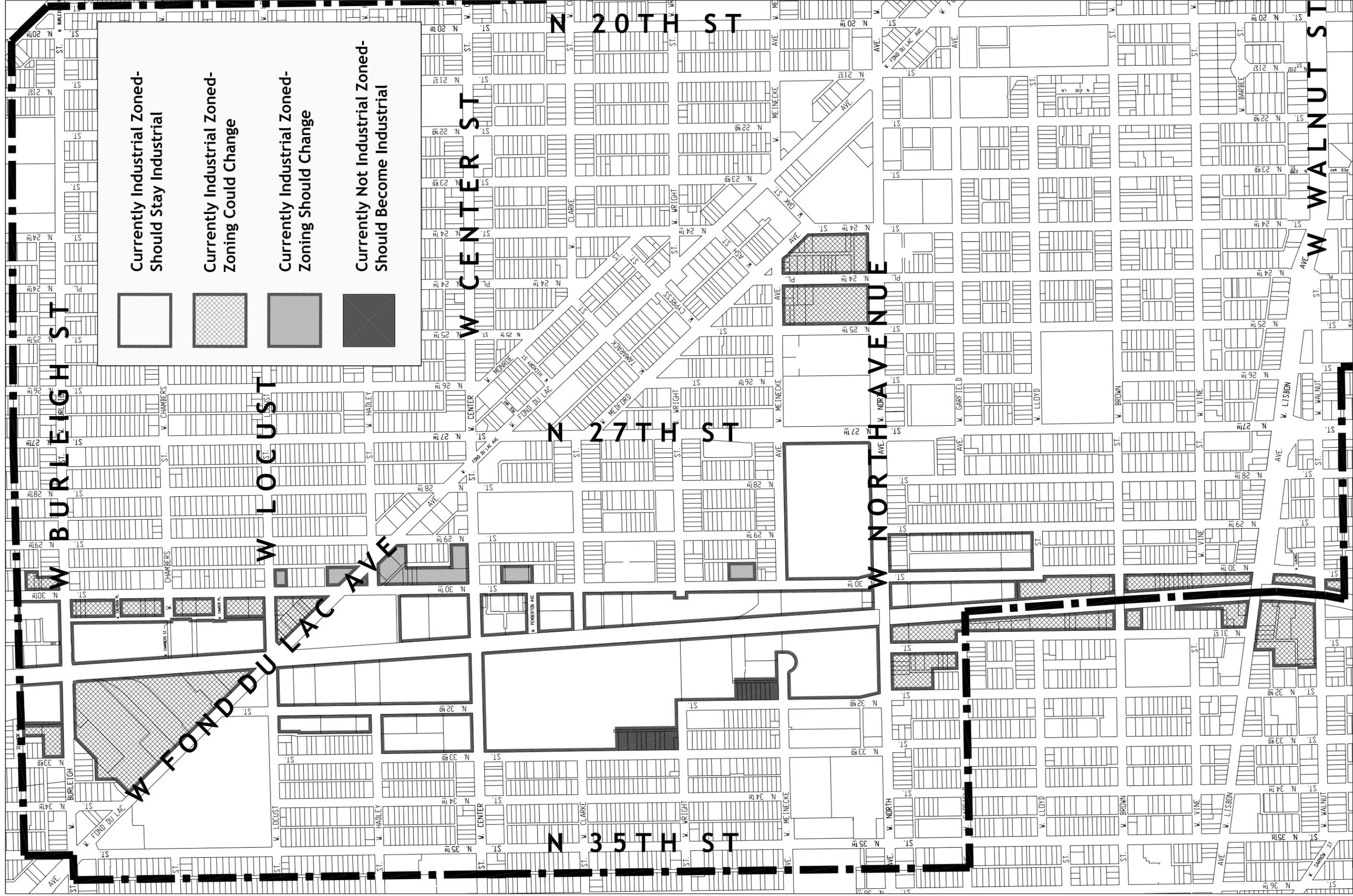
The industrial corridor includes the following infrastructure projects:

- Install paving details at North Avenue and the corridor.
- Install paving details and improved lighting along Center Street between 30th and 33rd Streets.
- Include typical streetscape elements throughout the identified campus including lighting, landscaping, signage and benches.
- Identify opportunities for small parks, plazas and open space.

D. Industrial Corridor - Action Steps

- Refer to the Catalytic Projects for the overall Campus identity.
- Revise the City Zoning Ordinance based on the Zoning Impacts (see inserted map).
- Improve commercial facades along Fond du Lac, at Burleigh Street, and create a buffer between conflicting land uses, e.g. manufacturing and residential.





Currently Industrial Zoned-
Should Stay Industrial

Currently Industrial Zoned-
Zoning Could Change

Currently Industrial Zoned-
Zoning Should Change

Currently Not Industrial Zoned-
Should Become Industrial



February 2004

FOND DU LAC & NORTH
• POTENTIAL INDUSTRIAL ZONING CHANGES •

5.0 CATALYTIC PROJECTS AND PROGRAMS

Introduction

The planning process has identified several projects that will create an identity for the neighborhood and spur additional development in the community. Catalytic projects increase the value of surrounding properties, represent a significant and visible investment in the neighborhood, support the plan goals and have the potential to attract additional investment to nearby properties.

Many of the projects and supporting graphics were developed by the National Main Street Center, a program of the National Trust for Historic Preservation, as part of a separate planning initiative coordinated by the Department of City Development to support the Neighborhood Plan. The final result of their work is a Visioning Charette Summary Report found in the Appendix. The recommendations are based on a series of stakeholder interviews and workshops.

In addition to selected design concepts and graphics from the Main Street Report, this study identified additional catalytic projects based on 50 stakeholder interviews, three focus groups, two community workshops, market study findings, national research on similar projects and public input received at meetings and hearings.

Eight catalytic projects are proposed in the neighborhood. Five are development projects, two are programs and one is a future vision for the industrial corridor. The following map shows all the catalytic projects.

Detailed descriptions for each project include the current status of the site or area, objectives for the project, specific recommendations (including design diagrams for the various scenarios), responsible parties and recommended timing for the project.

5.1 AREA A: FORMER SEARS BLOCK

Current Status: The intersection of North and Fond du Lac Avenues is a key node contributing to the identity of the neighborhood. A signature building at the corner, combined with substantial redevelopment of the surrounding property, will reinforce the commercial potential of this node and serve as the key landmark for this community.

Objectives

The creation of a signature building, and redevelopment of surrounding property at the intersection, will create a more positive identity for the neighborhood; a commercial anchor will encourage additional investment in the area. Continued investment along North Avenue, between Fond du Lac and 27th Street, will improve the perception of the area and add services for residents. The intersection of Fond du Lac and North is the “heart of the neighborhood” and will be the core of businesses and services in the community.



Redevelopment of the former Sears block can be accomplished using two options: (1) renovating the existing building and adding other structures to reinforce the Fond du Lac and North corridors or (2) replacing the existing building with several new buildings.

The proposed options will:

- Increase the value of surrounding properties.
- Improve the image of the Sears property and the key intersection of the neighborhood.
- Encourage adjacent property owners to renovate their buildings and properties.
- Improve the pedestrian environment throughout the commercial node.

Specific Recommendations

Four strategies, or combinations, for redeveloping the former Sears property are described so the project can respond to different intensities of redevelopment and market opportunities.

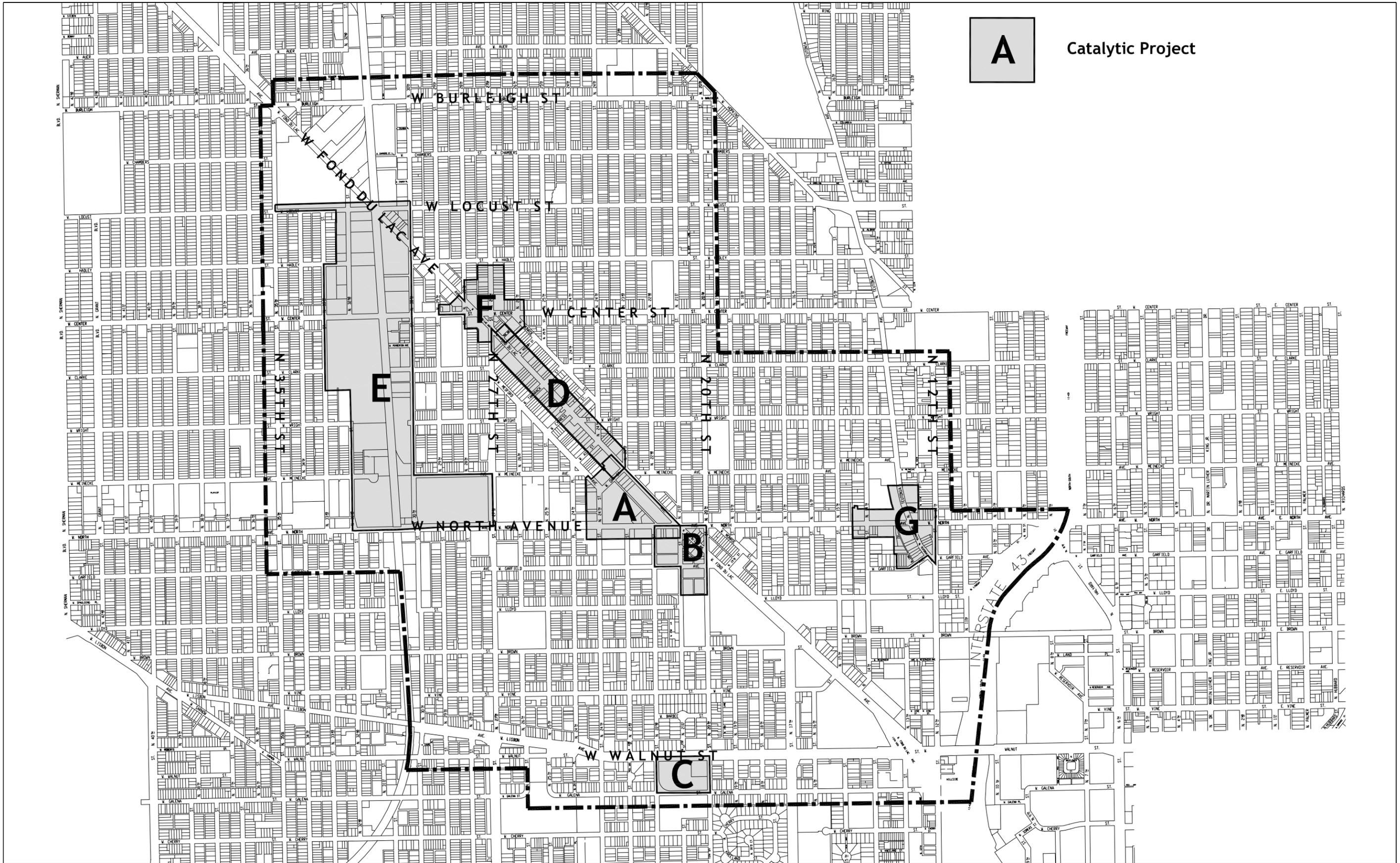
Former Sears Block, Scenario 1

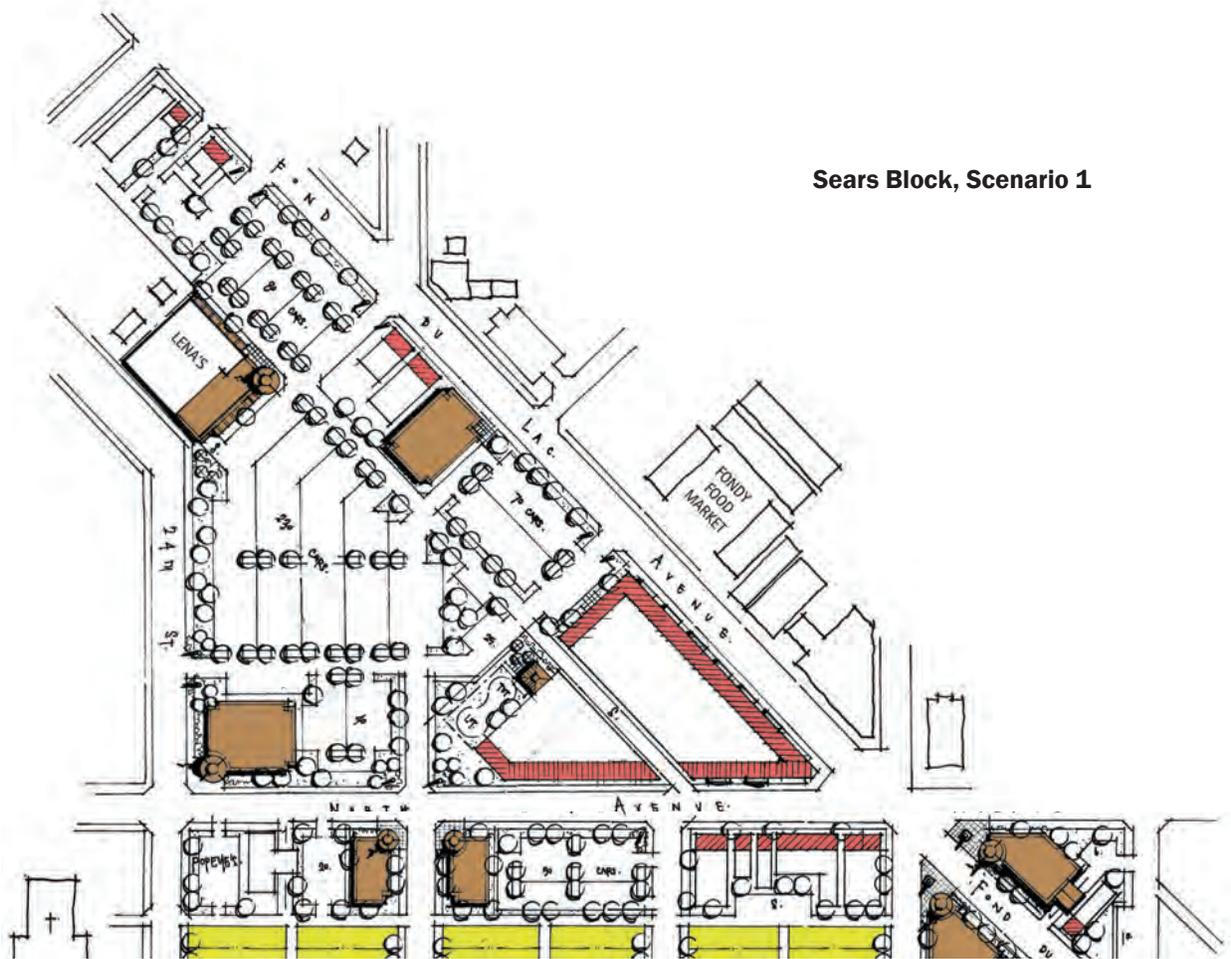
This scenario emphasizes the historic quality of the intersection by preserving the existing buildings.

- Renovate the former Sears building.
- Include windows at ground level on all facades to enhance the pedestrian experience along North Avenue and Fond du Lac Avenue. Restore to their traditional historic character the existing facades of buildings along the south side of North Avenue, between Fond du Lac

A

Catalytic Project





source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

- and 25th Streets.
- Include retail on the first floor with mixed-uses on the second and third levels of the former Sears building (refer to the Main Street report, Appendix E, for details).
- Design a shared parking area that includes landscaping and a clear circulation pattern. Entrance markers, with signage, should be located at both North Avenue and Fond du Lac Avenues.
- Consider expanding and rehabbing the existing Lena's Grocery store. The redesign of the south and east facades should include windows to enhance the pedestrian realm of the parking plaza.
- Locate a series of small infill buildings along the south side of North Avenue to create pedestrian-friendly commercial development and to reinforce the street edge. Buildings and other structures should be located at the sidewalk with shared parking on the side or in back of buildings.
- Fencing and landscaping should separate the parking lots from the sidewalks. Parking lots should be shared when possible to limit curb cuts onto North Avenue.
- Parking lots should be designed as

“plazas,” including paving patterns, pedestrian-scaled lighting and landscaping.

- Streetscaping in the project area should include pedestrian-scaled lighting, street trees where space is available and signage to identify the neighborhood.

Former Sears Block, Scenario 2

This scenario emphasizes both historic preservation and new development.

- Remove the loading docks of the former Sears building and rehab the remainder of the building. All facades should include windows at the ground level to enhance the pedestrian environment along North Avenue and Fond du Lac Avenue.
- Include retail on the first floor with mixed-uses on the second and third levels (refer to the Main Street report in the Appendix for details).
- Develop new buildings along the street

edge to accommodate new commercial uses at street level, with housing at the second level.

- Develop a shared parking plaza with a landscape feature visible from both the Fond du Lac and North Avenue entrances.
- Parking lots should be designed as “plazas,” including paving patterns, pedestrian-scaled lighting and landscaping.
- Maintain the street edge along Fond du Lac and North Avenue with all new and rehabbed existing buildings. Include windows on the ground level of all new rehabbed structures.
- Streetscaping in the project area should include pedestrian-scaled lighting, street trees when space is available and signage to identify the neighborhood.
- Locate small infill structures along the south side of North Avenue to create a shopping district. Structures should be located at the sidewalk edge with parking

Vision for the Sears building



source: *Main Street National Trust for Historic Preservation and The Lakota Group, Inc.*

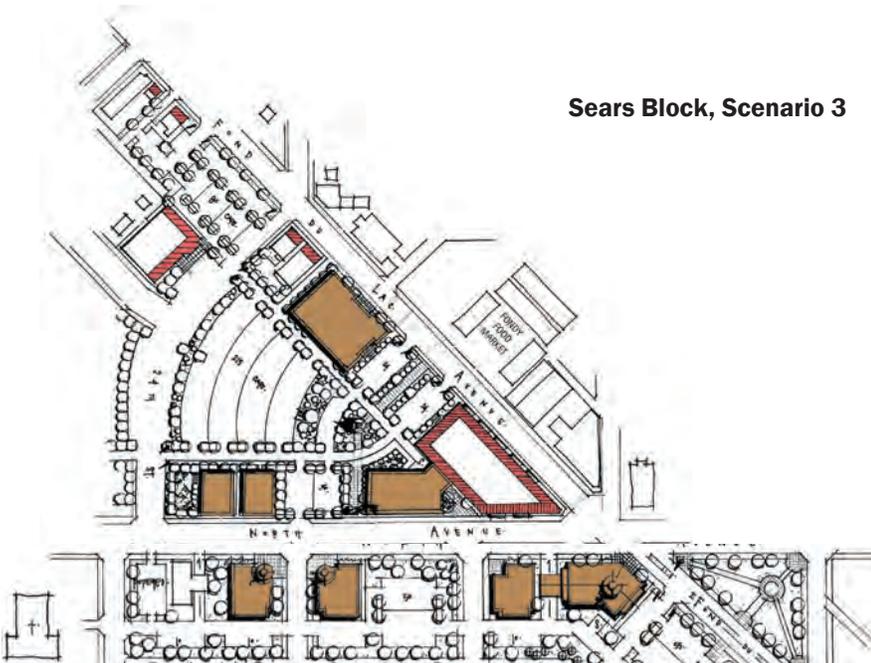
on the side or back of buildings.

- Fencing and landscaping should separate the parking lots from the sidewalks. Parking lots should be shared when possible to limit curb cuts onto North Avenue.
- Develop two larger commercial buildings

on Fond du Lac, south of North Avenue, with a parking plaza shared between the buildings. The buildings should be at least two stories to reinforce the existing scale of the intersection.



Sears Block, Scenario 2



Sears Block, Scenario 3

source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.



Former Sears Block, Scenario 3

This scenario integrates a medium-box retail building west of the Sears block. Incorporating a medium-box development provides an opportunity to bring a national retail store to the neighborhood. A national store will provide a variety of goods for residents and additional jobs for the area. A portion of the Sears building is renovated in this scenario.

- Locate a medium-box structure on the north side of North Avenue between 24th Street and 24th Place. The building should include windows at the ground level to enhance the pedestrian environment along North Avenue and in the parking plaza.
- Include retail on the first floor with mixed-use on the second and third levels (refer to the Main Street report, in the

Appendix, for details).

- Relocate or realign 24th Street so it circulates through the parking lot.
- Landscape the parking plaza to include a significant green space along North Avenue that emphasizes the entrance into the parking plaza. This space could include public art, seating and signage for the development.
- Landscaping and signage should reinforce the former Sears block development and the Main Street identity along North Avenue.

Former Sears Block, Scenario 4

This scenario emphasizes substantial development by replacing the entire former Sears building with new buildings and green space.

- Develop a public green space at the intersection of Fond du Lac and North. The green space creates a gateway feature, gives prominence to the development and provides a public space for pedestrian interaction.
- Develop a cluster of two-story commercial buildings that maintain the street edge along North Avenue and have an entrance feature facing Fond du Lac Avenue. A secondary entrance should be



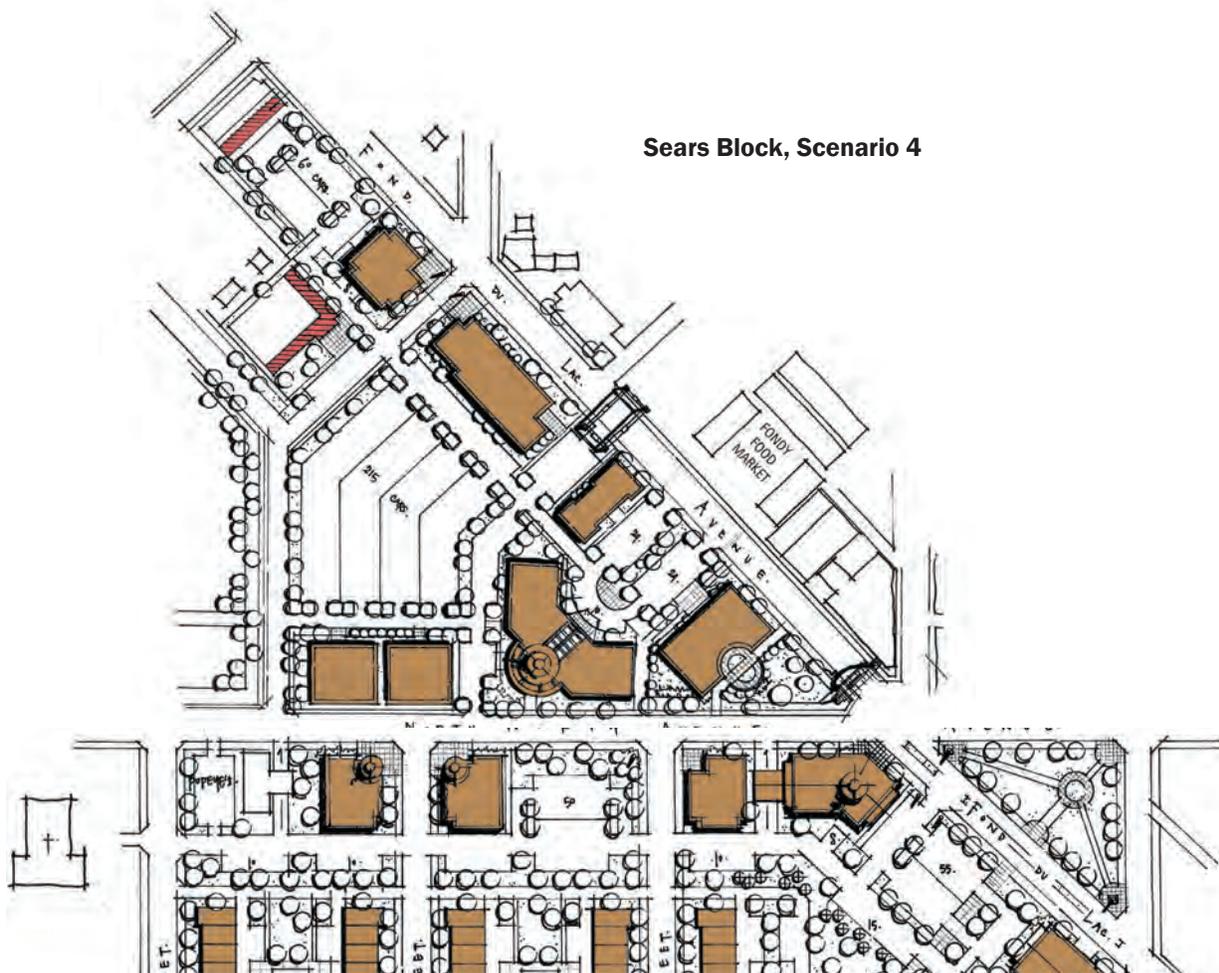
located on North Avenue.

- Design a shared parking area to include landscaping and fencing. Entrance markers and signage should be located at both North Avenue and Fond du Lac Avenue.
- Consider expanding and rehabbing the existing Lena’s Grocery store. The redesign of the south and east facades should include windows to enhance the pedestrian realm of the parking plaza. This building could remain as Lena’s or be another retail opportunity if Lena’s moves to another building on the site.

- Locate buildings along North Avenue to maintain the street edge. All buildings should include ground-level windows to enhance the pedestrian environment.

Responsible Parties:

- Private developer / current Sears owner
- Department of City Development
- Redevelopment Authority of the City of Milwaukee (RACM)
- Department of Public Works
- Lena’s



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

Timing

The intersection of Fond du Lac and North Avenues should be the first project implemented to establish a precedent for future development in the neighborhood and to illustrate that change is happening in the community.

5.2 AREA B: FOND DU LAC AND 20TH STREET

Current Status: Fond du Lac Avenue, at 20th Street and Johnson’s Park, is a recreational center, community gathering place and visual entry into the neighborhood. The park and adjacent historic buildings provide amenities and identity for the area, and also serve as a gateway to the key intersection of Fond du Lac and North Avenues.

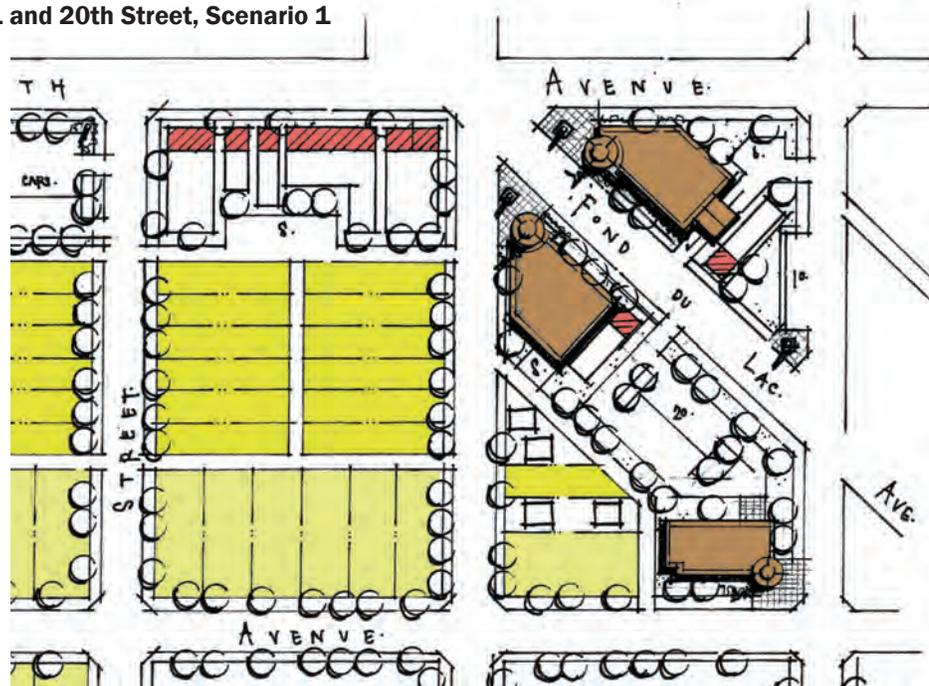
Objective

This project area is an opportunity to create an identity and set the image for surrounding

developments. A high-end, mixed-use development will attract customers to the neighborhood and create a memorable entry into the community. Johnson’s Park is a highly visible site as people enter the neighborhood from downtown. The new freeway interchange at Walnut Street and I-43, with its proposed community-sensitive design, public art and landscaping, will create a front door into the Fond du Lac and North neighborhood. Investment in the area will spur economic development by pursuing the following objectives:

- Improving the perception of the area through streetscaping elements, enhanced park amenities and a signature building or public art project.
- Enhancing the overall character of Johnson’s Park to encourage active use of the area for residents and visitors.
- Creating value and spurring additional

FDL and 20th Street, Scenario 1



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

investment on surrounding blocks through retail, commercial and housing projects.

- Including uses that will serve area residents, as well as “destination uses” that will attract visitors to the Fond du Lac and North commercial node.

Specific Recommendations

A high-quality, mixed-use development will add value to the immediate area and serve as a “gateway into the neighborhood.” Two strategies are explored for this area.

FDL and 20th Street, Scenario 1

This scenario redevelops the triangle and creates a gateway into the intersection of Fond du Lac and North with two signature buildings.

- Develop a one-story commercial building, with a drive-through, on the triangle parcel per the Main Street Report

program recommendations. The building should be located at the edge of the sidewalk to establish a “gateway” into the intersection.

- Develop two commercial buildings on the west side of the street with a shared parking lot per the Main Street Report program recommendations. The northern building should be located at the edge of the sidewalk to establish a “gateway” into the intersection. The southern building could be a sit-down restaurant with outdoor seating across the street from Johnson’s Park to serve area residents and visitors to the area.
- Provide a facade improvement program for the existing buildings along North Avenue.
- Develop high-quality, owner-occupied housing adjacent to the park. The park should serve as an amenity for the



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

FDL and 20th Street, Scenario 2



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

development.

- Recommend active use of the park to create a pedestrian-friendly environment.

FDL and 20th Street, Scenario 2

This scenario creates a park on the triangular parcel as a gateway into the intersection of Fond du Lac and North per the Main Street Report program recommendations.

- Create a park on the triangle that serves as an entrance into the neighborhood. The park should include seating areas and formal landscaping.
- Develop two commercial buildings on the west side of the street with a shared parking lot. The northern building should be located at the edge of the sidewalk to establish a “gateway” into the intersection. The southern building could be a sit-down restaurant with outdoor seating across the street from Johnson’s

Park to serve area residents and visitors to the area.

- Provide a facade improvement program for the existing buildings along North Avenue.
- Develop high-quality, owner-occupied housing adjacent to the park with views of the park.
- Recommend active use of the park to create a neighborhood-friendly environment.

Responsible Parties

- Private developer(s)
- Milwaukee County (Johnson’s Park)
- Department of City Development
- Department of Public Works

Timing

This area should build upon the development of the former Sears Block to support the investment. It should be one of the first projects implemented.

5.3 AREA C: WALNUT NODE

Current Status: The vacant building and large parking lot offer a highly visible site made up of two contiguous parcels across from a successful new housing development (City Homes). The site is currently zoned commercial and is on the proposed Milwaukee Connector route.

Objective

Replacing the vacant building and site with a vibrant mixed-use project will establish a standard for redevelopment along the Walnut Corridor. A high-quality, mixed-use project will create a shopping node for residents in the area and spur continued investment. The development should complement the City Homes development and other housing around the site. Redevelopment will enhance the identity of the area and spur economic development in the neighborhood. The proposed options will:

- Create a high quality, mixed-use development that will add value to the surrounding properties and sustain values of the City Homes properties.
- Create a commercial amenity for area residents. The buildings should include retail and commercial uses that serve

area residents.

- Develop a transition and buffer between the surrounding residential properties and Walnut Street.
- Create a transit-oriented development that will serve area residents and benefit from the Milwaukee Connector, or fixed guideway public transit alternative.

Specific Recommendations

The two concepts for the development site include reconnecting the street grid with mixed-use buildings along Walnut with housing to the south. The options vary by housing types.

Walnut Node, Scenario 1

This option emphasizes mixed-use development along Walnut with single-family housing to the south.

- Locate two commercial buildings along Walnut Street with parking to the south. Continue N. 21st Street through to Walnut.
- Buffer the adjacent housing development with landscaping and fencing along the parking lot.
- Develop 20 single-family houses in a



traditional street pattern. The streets should link with the existing grid including an alley system. Lots should be approximately 40 feet wide.

Walnut Node, Scenario 2

This option emphasizes mixed-use development along Walnut with owner-occupied townhomes to the south.

- Locate four commercial buildings along Walnut with shared parking plazas between the buildings. Continue N. 21st Street through to Walnut.
- Buffer the adjacent housing development with landscaping and fencing along the parking lot.
- Develop 32 owner-occupied townhomes at the south end of the property with streets that link to West Galena Street. Lots are accessed from an alley system.

Walnut Node, Scenario 3

This option includes all single-family units that are similar in lot size and character to City Homes.

- Develop 36 owner-occupied single-family units. Lots facing Walnut Avenue are accessed off an alley. Continue 21st Street through to Walnut Avenue.

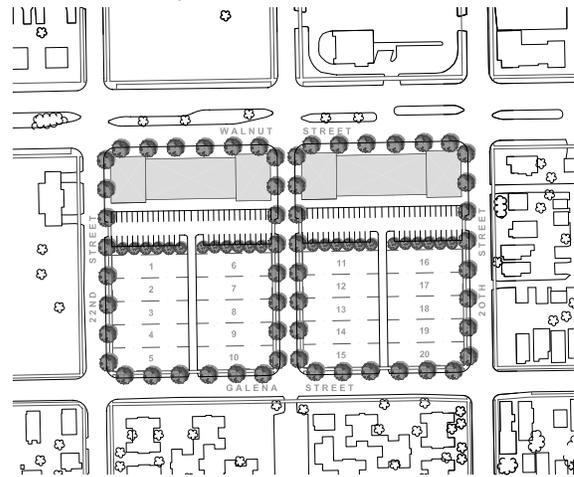
Responsible Parties

- Redevelopment Authority - City of Milwaukee
- Department of Public Works
- Private developer

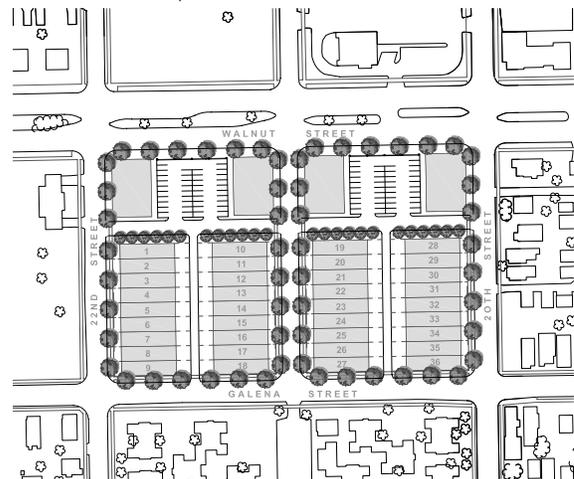
Timing

This should be a priority development but is not a necessary component to encourage

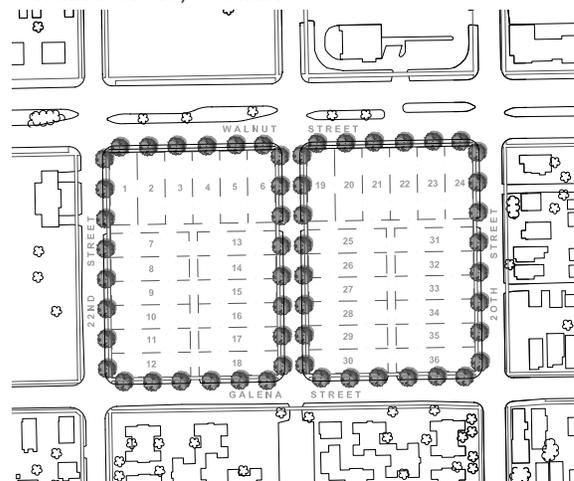
Walnut Node, Scenario 1



Walnut Node, Scenario 2



Walnut Node, Scenario 3



residential development to the north. It can happen simultaneously with other projects in the neighborhood.

5.4 AREA D: FOND DU LAC PARKING INITIATIVE

Current Status: The Fond du Lac Avenue businesses, between Oak Street and Center Street, desire parking options that are available at all times of the day. Some on-street parking was lost as a result of the recent Fond du Lac

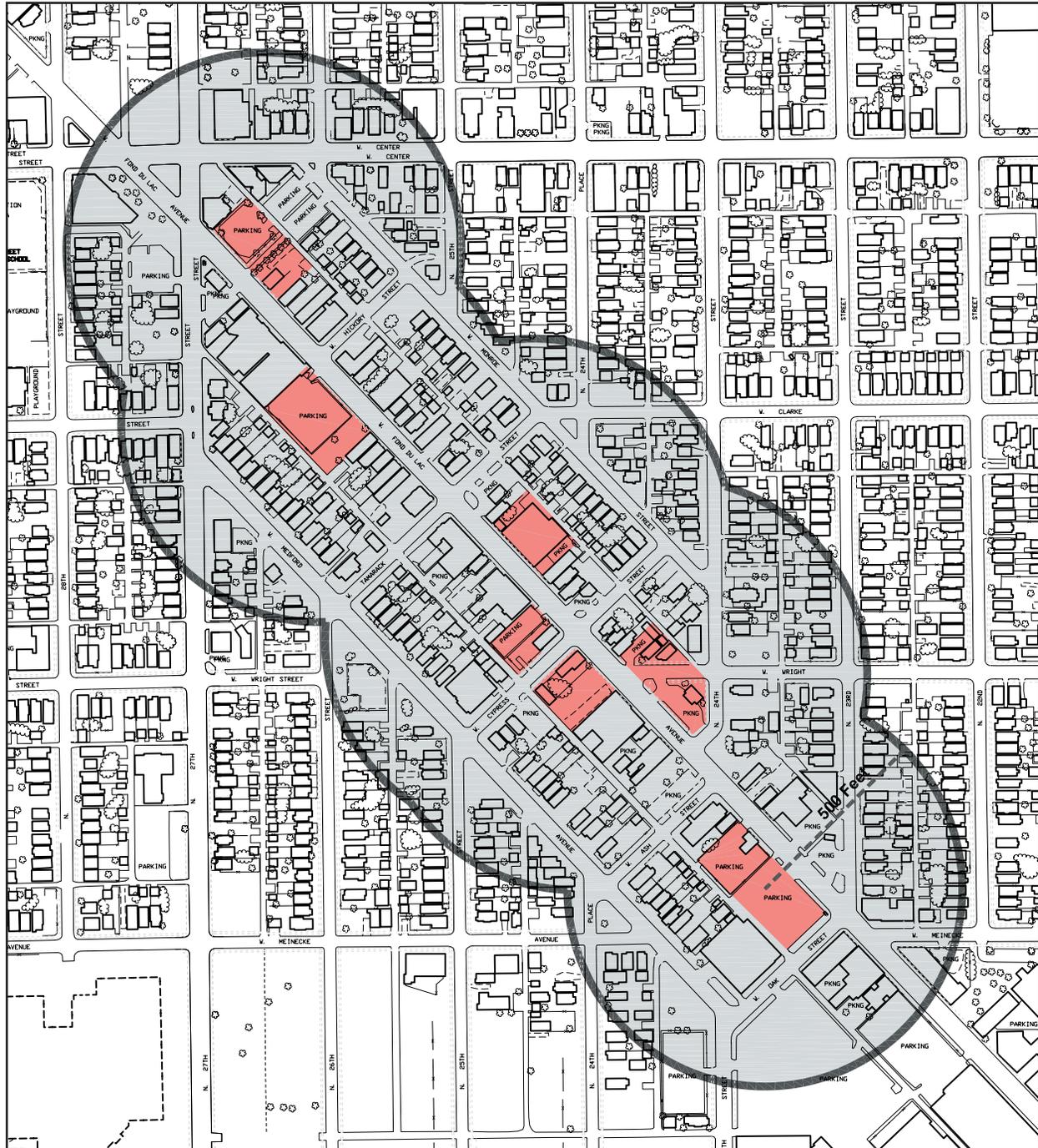
reconstruction. This lost on-street parking needs to be replaced with a comparable amount of accessible off-street parking.

Objective

Attracting customers to a business district requires quality businesses and accessible

Proposed Shared Parking Lots

(black line indicates a 5 minute walk distance from the parking lot)



parking. The Fond du Lac corridor needs additional parking options that can be shared by merchants. The parking recommendations should:

- Create additional parking spaces within close proximity to area businesses.
- Provide shared parking that is accessed from Fond du Lac Avenue.
- Increase business opportunities along Fond du Lac Avenue.
- Create available parking during peak traffic times.
- Establish a uniform appearance of the parking areas that creates an identity for the corridor.

Specific Recommendations

Shared parking lots are identified for each block along Fond du Lac, between Oak Street and Center Street. Wright and 24th Streets are realigned to provide a parking opportunity and allow 24th Street to create a perpendicular connection with Fond du Lac Avenue.

- Create shared parking lots by combining existing parking lots with properties identified as “Susceptible to Change” in the Neighborhood Plan analysis.
- Include similar landscaping, signage, public art, paving patterns and streetscape elements to identify public parking opportunities throughout the corridor.
- Remove current parking restrictions that impact parking availability during peak traffic times.
- Expand and/or enhance the existing

public parking lots to include landscaping, signage and improved lighting.

- Lots should be accessible from both Fond du Lac Avenue and the alley.
- Use WISDOT grant funds to enhance the identity of the corridor and increase parking opportunities for the area.
- Explore options to determine how private properties can participate in developing, and partially owning, parking facilities.

Responsible Parties

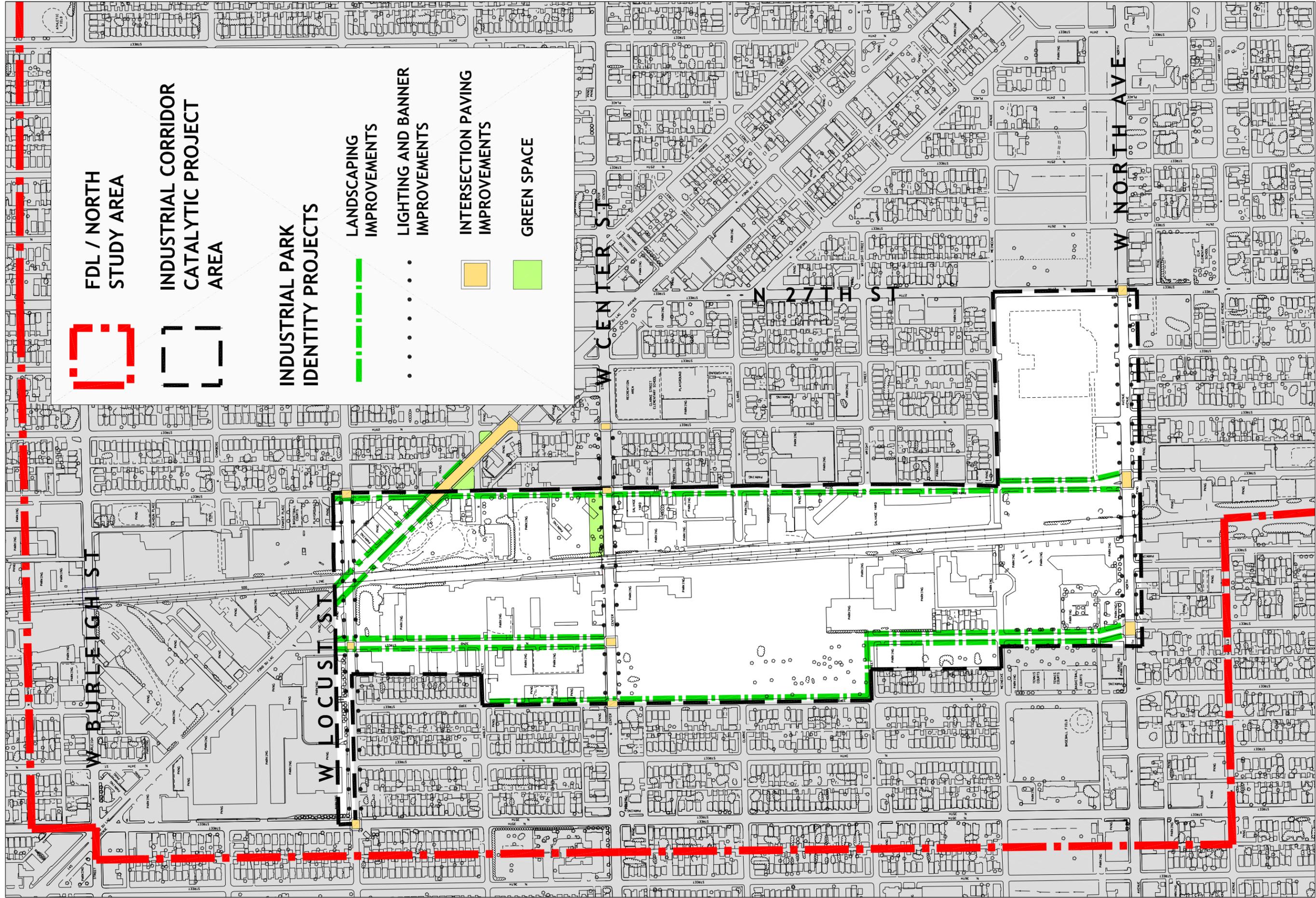
- City of Milwaukee
- Department of Public Works
- Property Owners
- WISDOT

Timing

This program should be initiated as soon as the City and the merchants can agree on the locations of the shared parking lots. All necessary agencies should be included in the implementation discussions.

5.5 AREA E: 30TH STREET INDUSTRIAL CORRIDOR - CAMPUS IDENTITY

Current Status: The 30th Street Industrial Corridor is one of the largest industrial developments in the City of Milwaukee. The corridor has rail access, over 17,000 potential employees available from the surrounding neighborhood and convenient access to major highways. The corridor is on the western edge of the Fond du Lac and North neighborhood.



**FDL / NORTH
STUDY AREA**

**INDUSTRIAL CORRIDOR
CATALYTIC PROJECT
AREA**

**INDUSTRIAL PARK
IDENTITY PROJECTS**

- LANDSCAPING IMPROVEMENTS
- LIGHTING AND BANNER IMPROVEMENTS
- INTERSECTION PAVING IMPROVEMENTS
- GREEN SPACE

FOND DU LAC AND NORTH NEIGHBORHOOD PLAN
• INDUSTRIAL CORRIDOR CATALYTIC PROJECTS •

Objective

A clear identity of signage, landscaping and streetscaping elements will establish the industrial corridor as an “urban industrial campus” and help attract investors to the area. Enhanced gateways into and through the development will improve the image of the industrial corridor and create links to the adjacent commercial districts and “walk to work” neighborhoods. The project will:

- Establish a clear identity for the corridor within the study area.
- Improve and unify the perception of the area with landscaping, lighting and signage.
- Increase values of properties adjacent to the “campus.”
- Increase job opportunities with new development in the corridor.
- Attract investors to the area.
- Establish a clear sense of boundaries that define the industrial park.

Specific Recommendations

A high-quality industrial campus will be created to attract investors to the area. There are a variety of urban design treatments including pedestrian lights, street trees and other landscaping elements, significant green spaces, and intersection and sidewalk paving details. The type and location of the treatment is dependent on adjacent land uses, current safety conditions and the degree of public interaction with the campus. The project will:

- Include landscaping and signage throughout the corridor to create a

- campus feeling.
- Locate lighting and banners along the main traffic arterials to enhance safety, as well as call attention to the industrial corridor.
- Enhance the key intersections surrounding the corridor, as well as intersections along main arterials in the corridor. Enhancements might include stamped concrete intersections and crosswalks to slow traffic, signage as you enter the corridor and pedestrian lights with banners.
- Develop significant green spaces along Center Street to improve the image of the area and provide park amenities for area employees.
- Develop a commercial node within walking distance to the corridor that will serve as an amenity for corridor employees. Two opportunities for commercial nodes are Center Street and North Avenue.
- Develop a funding mechanism that allows the 30th Street Industrial Corridor and the City of Milwaukee to purchase obsolete properties that can be combined to provide new development parcels.
- Locate new “Walk to Work” housing near the Master Lock property.
- Explore the possibility of a bike path along the rail road.
- Consider how a Crime Prevention Through Environmental Design strategy can be implemented within the corridor.
- Consider improving overall security through the use of private security forces.

Responsible Parties

- City of Milwaukee
- 30th Street Industrial Corridor Corporation
- Private investors

Timing

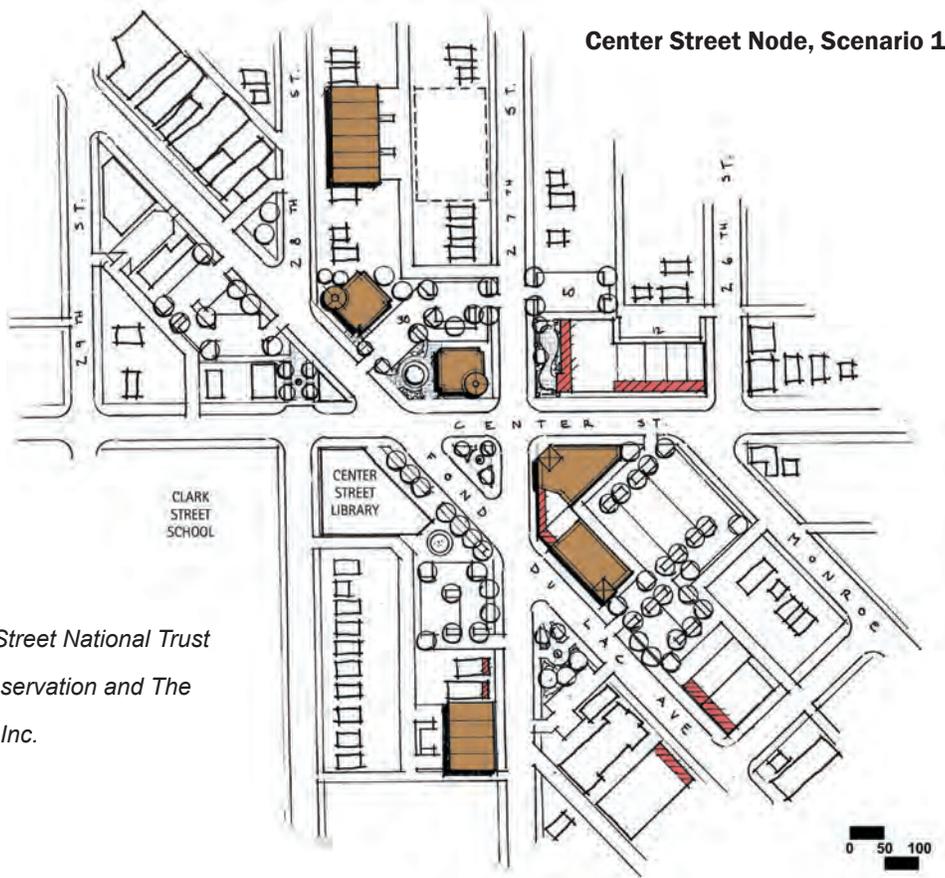
The identity elements should be implemented when enough can be included to make a “campus” impression, or visual impact. The first areas to target should be North Avenue, Center Street and the Locust and Fond du Lac Avenues entrance.

5.6 AREA F: 27TH AND CENTER NODE

Current Status: The intersection of Fond du Lac, Center and 27th Streets can serve as a commercial and civic hub of the neighborhood. The area includes the Center Street Library, the old Kilbourn State Bank, and the Black Historical Society, along with several retail uses and numerous bus transfer stops.

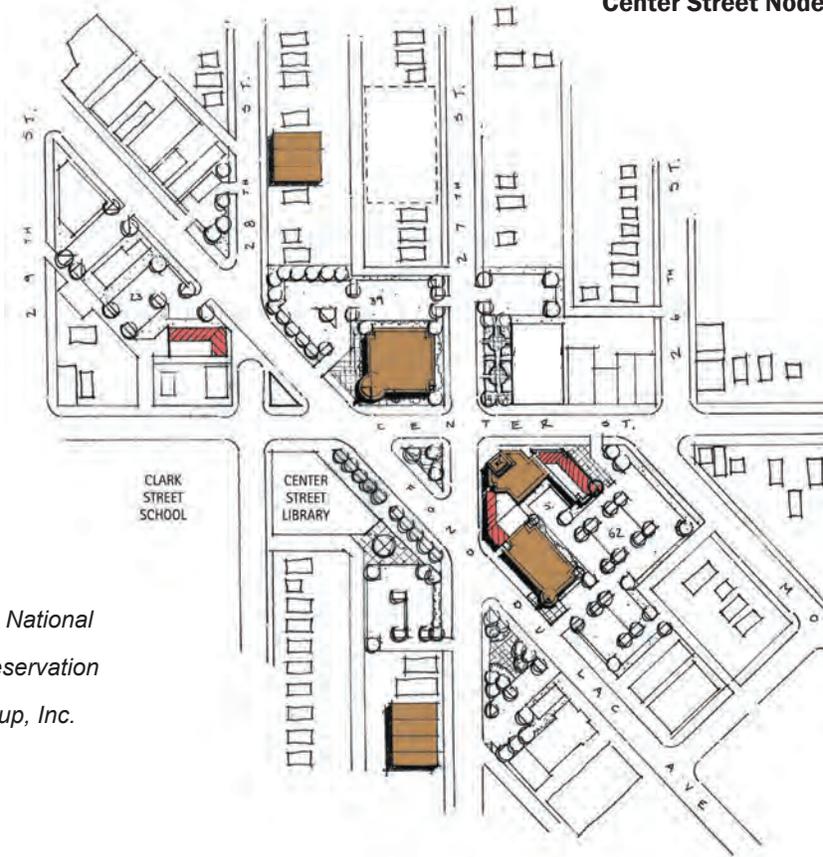
Objective

The image and commercial viability of the intersection can be enhanced with investment



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.



Center Street Node, Scenario 2

source: *Main Street National Trust for Historic Preservation and The Lakota Group, Inc.*

in buildings (new construction, rehab and facade treatment), improved landscaping, and a landmark development. The project will:

- Improve the image of the intersection with new development on significant vacant parcels and redevelopment of existing properties.
- Increase the value of surrounding properties and blocks.
- Improve the perception of the area with landscaping, public art and streetscape elements.

Specific Recommendations

The traffic counts, bus transfer numbers, and stable housing on blocks surrounding this node show there is an opportunity to support additional

services and commercial development. The two scenarios for this node include mixed-use development, expansion of the Black Historical Society and improved landscaping and green space.

Center Street Node, Scenario 1

This scenario includes two small buildings on the vacant parcel at 27th and Center, as well as housing, additional commercial development and facade improvements.

- Develop two mixed-use buildings, according to the Main Street Report program recommendations, with a shared parking lot and green space on the vacant parcel at 27th and Center Streets. The architectural features at the

corners of the buildings should create a landmark visible from 27th Street, Center Street and Fond du Lac Avenue. The development should include sufficient shared parking with clear circulation patterns. Buildings should be located along the street edge, i.e. buildings should be built in a continuous row and built up to the public right-of-way.

- Develop owner-occupied townhomes, according to the Main Street report recommendations, along 28th Street, north of Center Street, and along 27th Street, south of the library parking lot.
- Explore reuse options for the historic Kilbourn State Bank building at Center Street and Fond du Lac Avenue, including a green space and/or plaza to replace 28th Street.
- Develop two mixed-use buildings at the southeast corner of Center and 27th Streets, with retail on the ground floor. These buildings will help define the active edges of the node and provide additional services for the residents.
- Determine program enhancements for the Center Street library facility.
- Locate streetscape elements throughout

the area to create an improved and better-defined identity for the node.

- Enhance the triangle (green space) to become a feature for the intersection.

Center Street Node, Scenario 2

This scenario includes one building on the vacant parcel at 27th and Center, as well as housing, additional commercial development and facade improvements.

- Develop a mixed-use building, according to the Main Street Report recommendations, on the vacant parcel at 27th and Center Streets. The architectural features at the corner of the building should create a landmark visible from 27th Street, Center Street and Fond du Lac Avenue. The development should include sufficient shared parking with clear circulation patterns. Buildings should be located along the street edge, i.e. buildings should be built in a continuous row and built up to the public right-of-way.
- Develop owner-occupied townhomes, according to the Main Street report recommendations, along 28th Street,

Kilbourn Bank Facade Improvements and Adaptive Reuse Illustrations



source: *Main Street National Trust for Historic Preservation and The Lakota Group, Inc.*

north of Center Street, and along 27th Street, south of the library parking lot.

- Explore reuse options for the historic bank building at Center Street and Fond du Lac Avenue, including a parking plaza along 28th Street.
- Develop two mixed-use buildings at the southeast corner of Center and 27th Streets with retail on the ground floor. These buildings will help define the edges of the node and provide additional services for the residents.
- Determine program enhancements for the Center Street library facility.
- Locate streetscape elements throughout the node area to create an improved identity for the node.
- Enhance the triangle (green space) to become a feature for the intersection.

Responsible Parties

- City of Milwaukee
- Private developer
- Milwaukee County
- Property Owners
- Milwaukee Public Library

Timing

Developing a building on the vacant parcel should be the first project implemented in this node. It is a highly visible site and will set the precedent for future development.

5.7 AREA G: TEUTONIA AND NORTH

Current Status: The area surrounding Teutonia and North is experiencing redevelopment interest and should be an area for continued investment. The new Northside YMCA facility is the anchor for

the area, with new infill housing being developed throughout the surrounding blocks.

Objective

A new development across from the YMCA should continue investment in the area and spur additional developer and business interest. Additional commercial development and housing units along Teutonia and 12th Street will provide more customers for the YMCA and add vitality to the area. The project will:

- Continue the momentum created by the new investment in the area.
- Create high-quality housing that will increase value in the neighborhood.
- Create an identity for the Teutonia and North Avenue intersection.

Specific Recommendations

Teutonia and North, Scenario 1

This scenario develops mixed-use buildings along North Avenue and single-family housing units along Teutonia, e.g. townhouses with entry courtyards facing the street.

- Develop two mixed-use buildings on the northeast corner of Teutonia and North, with shared off-street parking.
- Develop a mixed-use building to the east of the YMCA. Parking should be located behind the building with access from the existing curb cut on North Avenue and the existing alley access from the south.
- Develop single-family housing along Teutonia and 12th Streets to provide additional home ownership opportunities in the area.

- Create a pedestrian link between North Avenue and the parking lot for the mixed-use development described above.
- Integrate streetscaping improvements throughout the project area to create an identity for this node. Enhance the intersections of North and 12th Street, North and Teutonia and North and 13th Street with paving patterns and decorative crosswalks to slow traffic.
- Explore continued and alternative uses for the former YMCA facility.
- Develop Lloyd Street playfield with single family homes and a green space.

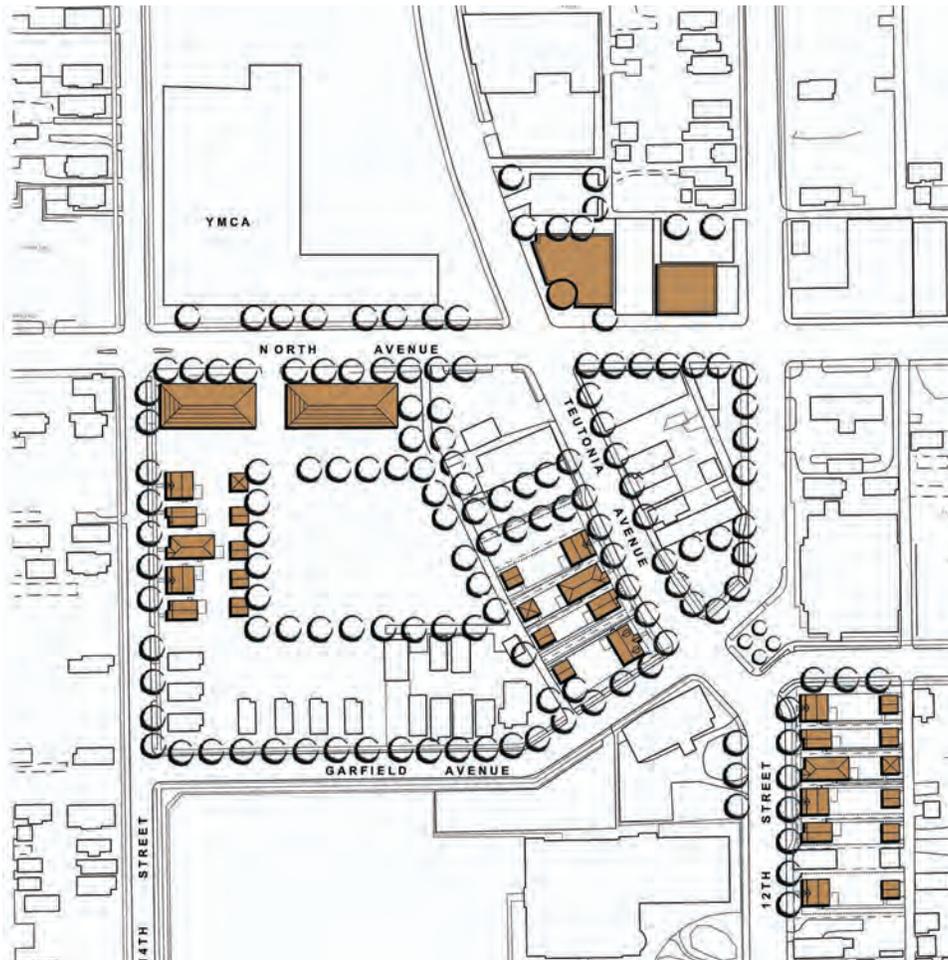
Responsible Parties

- City of Milwaukee
- Private Developer
- Department of Public Works
- North Avenue Improvement District
- YMCA

Timing

This site is a high priority since there are developers interested in the housing component of the project.

Teutonia and North, Scenario 1



5.8 RESIDENTIAL CLUSTERS

Current Status: Existing residential cluster developments have been successful in the neighborhood and continue to add value to surrounding properties. Some of the successful housing cluster examples include Lindsay Heights, City Homes, Habitat for Humanity and New Covenant.

Objective

New development has a greater impact on surrounding properties when clustered instead of dispersed on scattered sites. Clusters can be located on one block or include several blocks of infill development. Both types of clusters provide incentives to adjacent owners to invest in their properties. Residential clusters will reflect market demand by varying: 1) location, 2) development type and 3) value range. Adjacent housing blocks should also include target code enforcement, blight elimination, and a related improvement and home maintenance program, e.g. paint-and-fix-up, to encourage additional investment. Housing clusters will:

- Increase the value of surrounding properties due to the clustered investment.
- Encourage adjacent property owners to renovate their buildings and properties.
- Improve the overall character of the neighborhood.
- Protect the investment of new homeowners.

Specific Recommendations

The criteria for selecting the sites is summarized on the following spreadsheet. Criteria for

identifying clusters includes the following:

- Select a street with opposing block faces that have a minimum of six properties identified as “Susceptible to Change,” according to the Neighborhood Plan analysis. These properties represent lots that are either City or RACM owned, vacant or tax delinquent more than two years. Both sides of the street shall be included in the project to create value for the infill housing and create a significant impact on surrounding properties.
- Identify clusters that build upon ongoing housing initiatives, as well as clusters that provide opportunities for development in all sections of the study area.
- Develop design standards that ensures the quality of all clusters.
- Determine one or more neighborhood programs that will support future investment of surrounding properties, such as home improvement technical assistance.
- Determine a “selected demolition” policy that is consistent with the City of Milwaukee’s Housing Strategy (July 22, 2002, Housing Policies, pg.5).
- Conduct aggressive code enforcement and blight elimination in the surrounding blocks.

Condemnation and demolition is a strategy that is used Citywide when buildings are severely damaged or neglected and the cost of repair is excessive. Typically this strategy is applied when the cost of repair exceeds the value of the

building. In some cases, the strategy may be applied when the cost of repairs are less than the value of the building. However, in most cases State law limits condemnation actions to vacant buildings and situations where repairs exceed 50% of the value. Condemned buildings may only be rehabbed under strict guidelines that require the owner to demonstrate a technical and financial ability to complete all necessary repair of the building.

Cluster Example: Garfield Avenue

(#10 on the Residential Cluster map)

The site is available for development and links the North Avenue commercial area and housing to the south. A high-end residential development will set the standard for future development in the neighborhood and attract commercial development to the Fond du Lac and North area.

The project will:

- Provide owner-occupied housing options for the neighborhood.
- Create high-quality owner occupied units to attract additional high-quality development.
- Include a common green amenity for the development.
- Continue infill housing between 24th Street and 25th Street.

Garfield Avenue, Scenario 1

This scenario, according to the Main Street Report recommendations, includes all single-family units with alley access. Lots are typically 45 to 60 feet wide.

- Buffer the residential units from the commercial uses with landscaping and

fencing.

- Reconfigure the church entrance at 22nd and Garfield.
- Continue infill housing between 24th Street and 25th Street.

Garfield Avenue, Scenario 2

This scenario, according to the Main Street Report recommendations, includes all owner-occupied townhomes.

- Buffer the residential units from the commercial uses with landscaping and fencing.
- Create a green space in the middle of Garfield Avenue to slow traffic and serve as an amenity for the residents.
- Locate a significant setback along the north side of Garfield to serve as a front yard and buffer.
- Reconfigure the church entrance at 22nd and Garfield.
- Continue infill housing between 24th Street and 25th Street.

Garfield Avenue, Scenario 3

This scenario includes a boulevard and a combination of single-family units and owner-occupied townhomes.

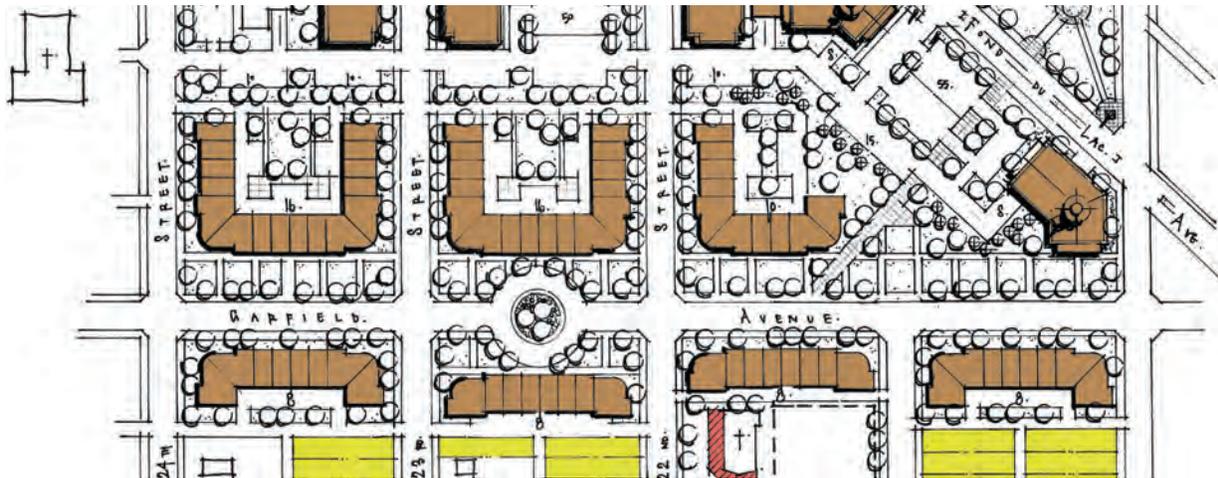
- Buffer the residential units from the commercial uses with landscaping and fencing.
- Develop a boulevard between 24th Street and 23rd Street to slow traffic and create an amenity for area residents.
- Buffer the residential units from the commercial uses with landscaping and fencing.

Garfield Avenue, Scenario 1



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

Garfield Avenue, Scenario 2



source: Main Street National Trust for Historic Preservation and The Lakota Group, Inc.

Garfield Avenue, Scenario 3



- Locate single-family units on infill lots and between 24th Street and 22nd Street. Lots shall be a minimum of 40 feet wide with an alley.
- Locate owner-occupied townhomes at the east end of Garfield, between 22nd Street and 20th Street, to provide a housing alternative and create a transition between the commercial development on Fond du Lac and the surrounding neighborhood.
- Reconfigure the church entrance at 22nd and Garfield.
- Continue infill housing between 24th Street and 25th Street.

- Is it a highly visible site that will create a significant impact for the neighborhood?

Based on these criteria the “high priority” projects include: Site #8, Garfield Avenue between 21st and 25th Streets, Site #15, Teutonia and North Avenues and Site #16, Lloyd Street Playfield.

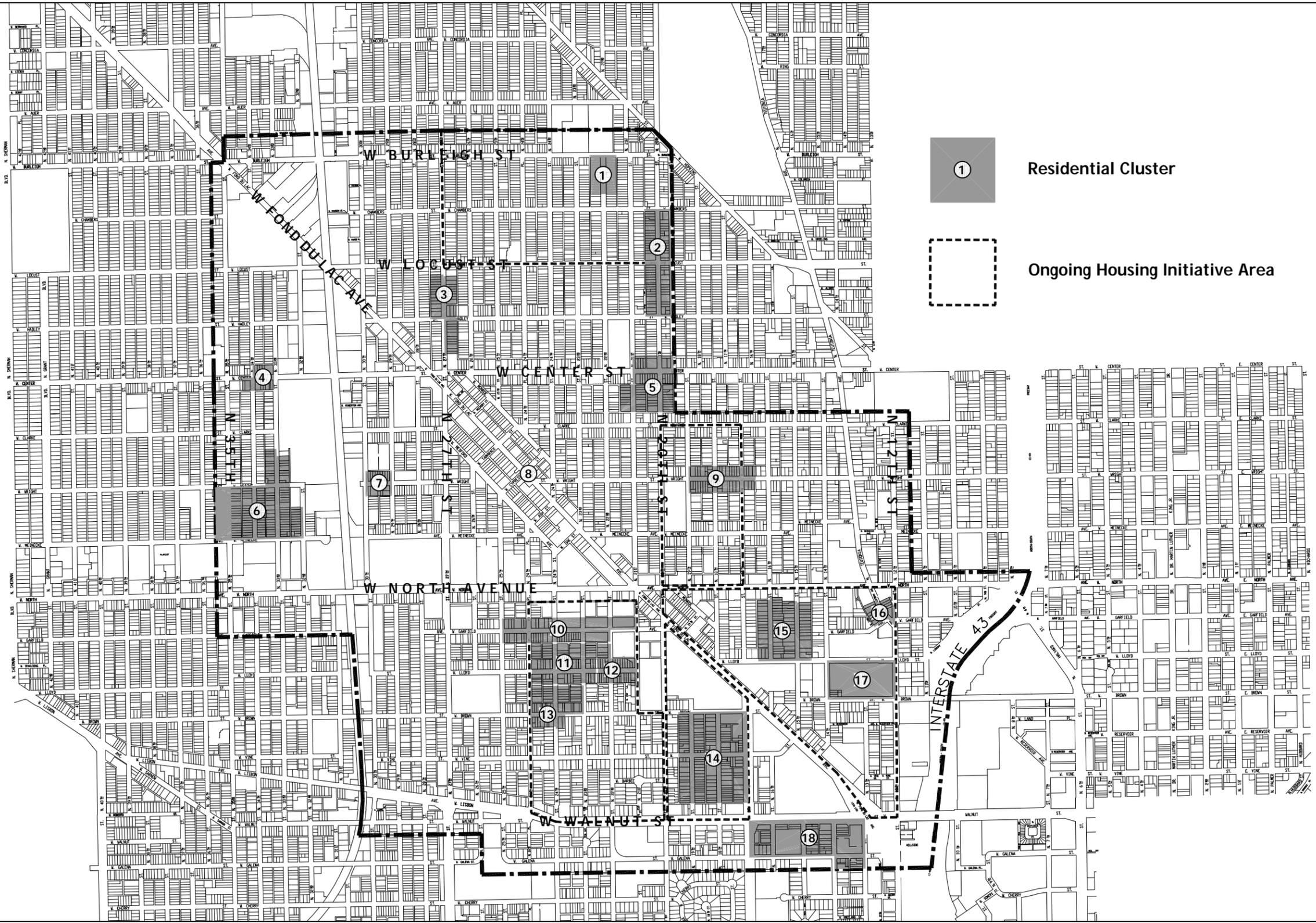
Responsible Parties

- Private investors
- Public investors
- Faith-based investors
- Neighborhood groups
- Department of City Development
- Redevelopment Authority of the City of Milwaukee (RACM)
- City Housing Partners

Timing

Priority for the residential clusters is divided into three options: high, moderate and low. Criteria for determining the priority level are:

- Is there a current developer for the cluster?
- Is the land immediately available for development?
- Is it adjacent to a catalytic project?
- Does it support and link ongoing investments in the neighborhood?



-  Residential Cluster
-  Ongoing Housing Initiative Area

Fond du Lac and North Neighborhood Comprehensive Plan
Catalytic Project: Residential Clusters

Area	Susceptible to Change Properties*	Developer Identified?	DPW Planned Street Improvement	Supports nearby Catalytic Projects	Available for Immediate New Construction?	Infill or Rehab	Other initiatives in the Area	Priority: Low, Moderate or High	Notes:
1	13	no	none	n/a	yes	both	Dominican Ctr. ACTS	low	Provides a project in the northeast quadrant of the study area and supports the Burleigh Street redevelopment strategy.
2	17	no	none		yes	both	Dominican Ctr. ACTS	low	Provides a project in the northeast quadrant of the study area and supports the Locust Street redevelopment strategy.
3	20	no	none	G: FDL and Center	yes	both	Dominican Ctr. ACTS	low	Provides an opportunity on 27th Street for housing alternatives.
4	7	no	none	E: ICC Campus	yes	infill		low	Serves as an entrance feature to the industrial corridor along Center.
5	21	no	none		yes	both	Lindsay Heights	low	Continues investment efforts of Lindsay Heights, creates an entrance into the study area and supports the Center Street redevelopment strategy.
6	50	no	none	E: ICC Campus	yes	both	North Ave. TID Metcalfe Park TIIN	high	Builds upon investment along 35th Street, North Avenue and New Covenant.

Susceptible to Change - properties that are either City/RACM owned, vacant or tax delinquent for more than 2 years

Area	Susceptible to Change Properties*	Developer Identified?	DPW Planned Street Improvement	Supports nearby Catalytic Projects	Available for Immediate New Construction?	Infill or Rehab	Other initiatives in the Area	Priority: Low, Moderate or High	Notes:
7	9	no	none	E: ICC Campus	yes	infill	Walk-to-Work Program	low	Provides a transition area between housing and the industrial corridor and it offers an opportunity for alternative housing types.
8	39	no	none	A: Sears Block D: FDL Pkg Initiative G: FDL and Center	yes	both		moderate	Continues investment efforts of Lindsay Heights and is adjacent to Lloyd Park (future development).
9	24	yes	none		yes	both	Lindsay Heights	moderate	Continues investment efforts of Lindsay Heights.
10	25	no	none	A: Sears Block B: FDL and 20th St.	yes	infill	City Homes, Midtown Crossing TIN, Lindsay Heights, Habitat for Humanity	high	Provides a visible site with an opportunity for alternative housing types and builds on success of ongoing housing initiatives.
11	26	no	none		yes	infill	City Homes, Midtown Crossing TIN, Lindsay Heights, Habitat for Humanity	moderate	Links Garfield Square, Area 8, to other housing initiatives in the area.

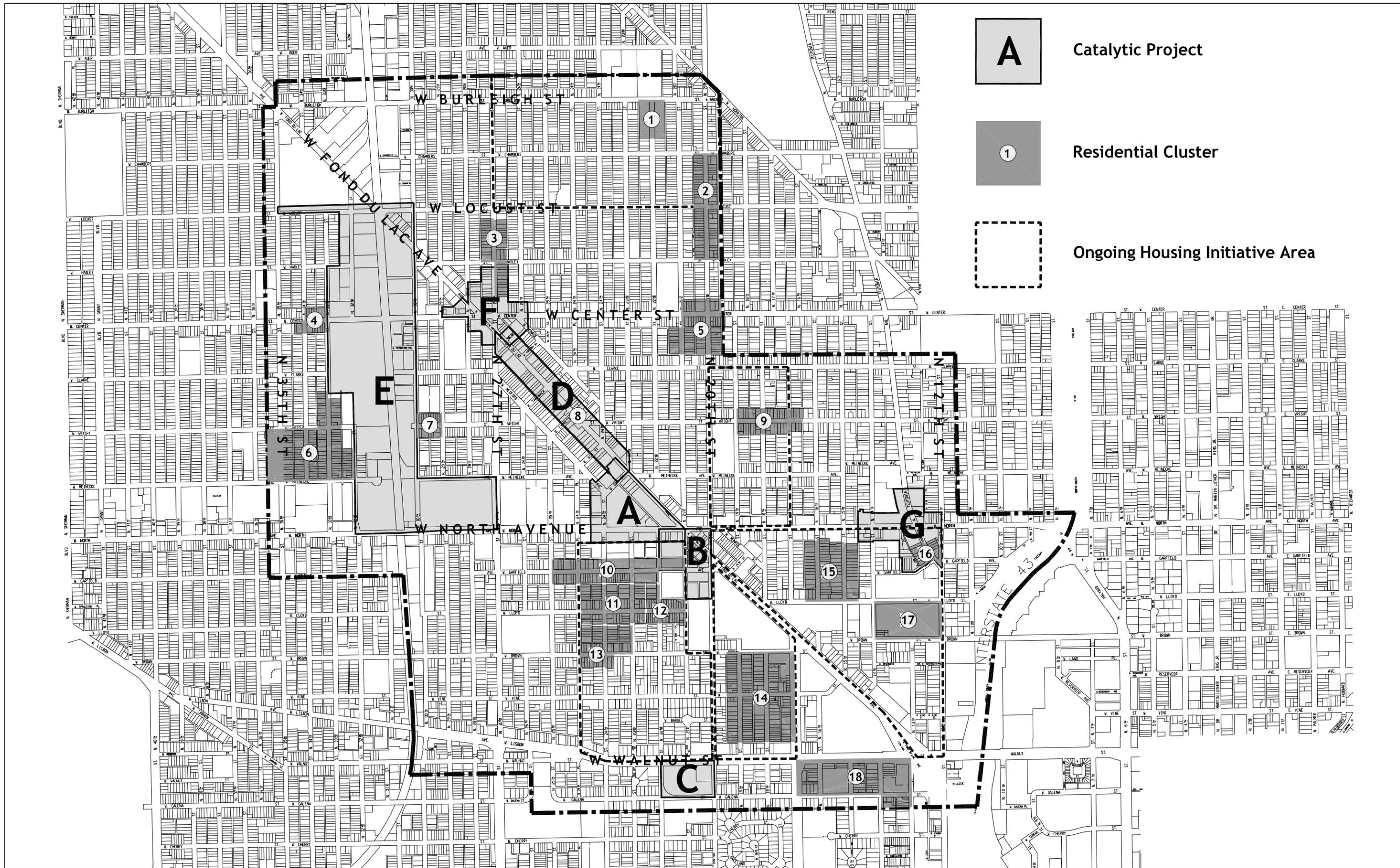
Susceptible to Change - properties that are either City/RACM owned, vacant or tax delinquent for more than 2 years

Area	Susceptible to Change Properties*	Developer Identified?	DPW Planned Street Improvement	Supports nearby Catalytic Projects	Available for Immediate New Construction?	Infill or Rehab	Other initiatives in the Area	Priority: Low, Moderate or High	Notes:
12	15	no	none		yes	infill	City Homes, Midtown Crossing TIN, Lindsay Heights, Habitat for Humanity	moderate	Links Garfield Square, Area 8, to other housing initiatives in the area.
13	21	no	none		yes	infill	City Homes, Midtown Crossing TIN, Lindsay Heights, Habitat for Humanity	moderate	Continues investment efforts of City Homes.
14	56	yes	none	C: Walnut Node	yes	both	City Homes Lindsay Heights	low	Continues investment efforts of Lindsay Heights and should build upon the amenity of Johnson's Park.
15	27	yes	none	B: FDL and 20th St. H: Teutonia and North	yes	both	Lindsay Heights Walnut Way efforts	moderate	Continues investment efforts of Lindsay Heights.
16	8	yes	none	H: Teutonia and North	yes	infill	NACDC Lindsay Heights YMCA-CDC	high	HACM and the YMCA are interested in developing this site and it continues the investment efforts of Lindsay Heights and the new YMCA.

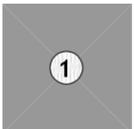
Susceptible to Change - properties that are either City/RACM owned, vacant or tax delinquent for more than 2 years

Area	Susceptible to Change Properties*	Developer Identified?	DPW Planned Street Improvement	Supports nearby Catalytic Projects	Available for Immediate New Construction?	Infill or Rehab	Other initiatives in the Area	Priority: Low, Moderate or High	Notes:
17	1	no	none	H: Teutonia and North	yes	infill	NACDC Lindsay Heights YMCA-CDC	high	Continues investment efforts of Lindsay Heights and provides an opportunity for creating a new residential neighborhood.
18	26	no	none	C: Walnut Node	yes	infill	Lindsay Heights	low	Creates an entrance into the neighborhood along Walnut Ave. and builds upon ongoing investments in the area (County facility and HACM Hope VI project).

Susceptible to Change - properties that are either City/RACM owned, vacant or tax delinquent for more than 2 years



Catalytic Project



Residential Cluster



Ongoing Housing Initiative Area

6.0 PLAN IMPLEMENTATION

Successfully implementing the strategies, programs and catalytic projects described in this document will require strong leadership working with new and established partnerships. These partnerships will be assigned the task of advancing the overall agenda and shepherding it through challenges that inevitably arise with implementation. Depending upon the nature of the strategy, program or project, the partnerships and tools for implementation will vary. True change in the neighborhood will result from a concerted effort by all parties, each doing what it can within its legal and fiscal authority. Given the costs and the extended time frame required to implement many of the plan's objectives, the need for strong, ongoing partnerships will be especially critical as the neighborhood's political and economic dynamics change.

No single entity has the responsibility, the authority, or the financial capability to implement all of the plan's objectives. Although the recommended programs, projects and initiatives will need an initiating party responsible for leading the effort, most objectives will rely on an interdependent partnership to build the necessary public and political support for the intended change. For example, the City can enforce building code violations, but its effectiveness is enhanced when community organizations and neighborhoods report violations; the County is better able to improve transit routes with input

from neighborhood citizens and merchants. Working with private developers and the City, neighborhood groups can strategically locate and develop new affordable owner-occupied housing in locations that support existing property values.

One of the principal ways that neighborhood residents can be directly involved in plan implementation and related decisions is to go to the DCD website at www.mkedcd.org and subscribe to the City's E-Notify system, which allows residents to provide input as projects for special districts, zoning changes, plan amendments, etc. are considered and approved. The E-Notify system allows recipients – neighborhood residents and stakeholders – to choose topics that will come before Common Council committees, the City Plan Commission, the Board of Zoning Appeals, the Redevelopment Authority, the Historic Preservation Commission, etc., and to receive information prior to hearings so they can attend and knowledgeably testify as to the impact the decision will have on them or on the neighborhood in general.

Project updates for the Plan Area will be posted regularly on the DCD website. Planning decisions will be made over time as projects are developed, refined, and considered by boards and commissions. Citizen input on plan implementation and public decision-making that affects the neighborhood should

be part of approvals for planning, zoning and special districts (for example, National Register Districts, Local Landmark Districts, Neighborhood Conservation Districts, Tax Increment Finance Districts and Business Improvement Districts). The majority of these approvals are based on: design standards set to protect architectural character, physical design features, history and community values, staff recommendations, and input of citizens and elected officials. There are also a number of development-related decisions, such as street changes and zoning changes, which cumulatively have a strong impact on neighborhood character. Neighborhood residents should make their voices heard on all matters that affect their property, livelihood, neighborhood and quality of life.