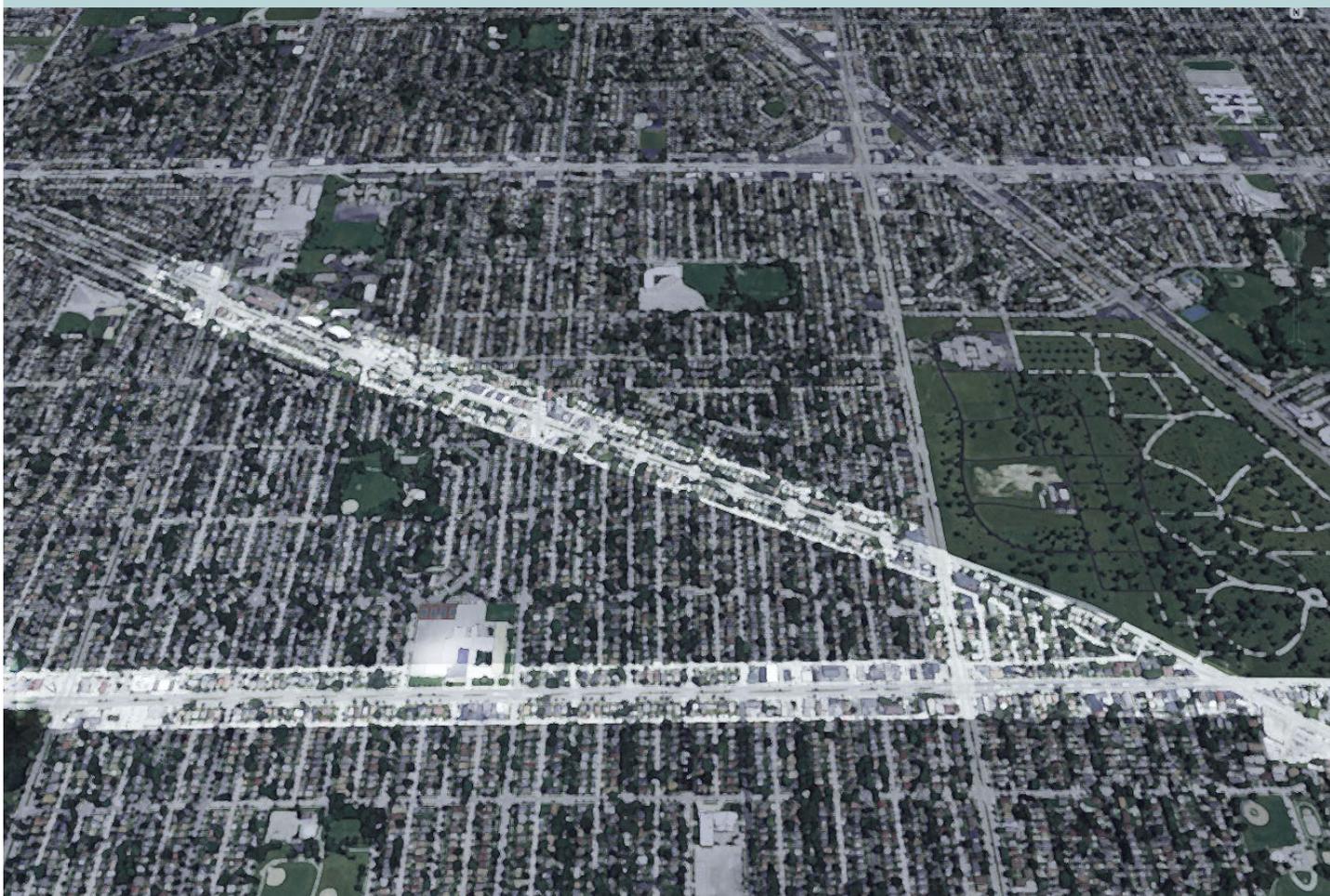


WEST BURLEIGH / WEST LISBON COMMERCIAL DISTRICT STRATEGY



CITY OF MILWAUKEE
DEPARTMENT OF CITY DEVELOPMENT
FEBRUARY 2016

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INTRODUCTION

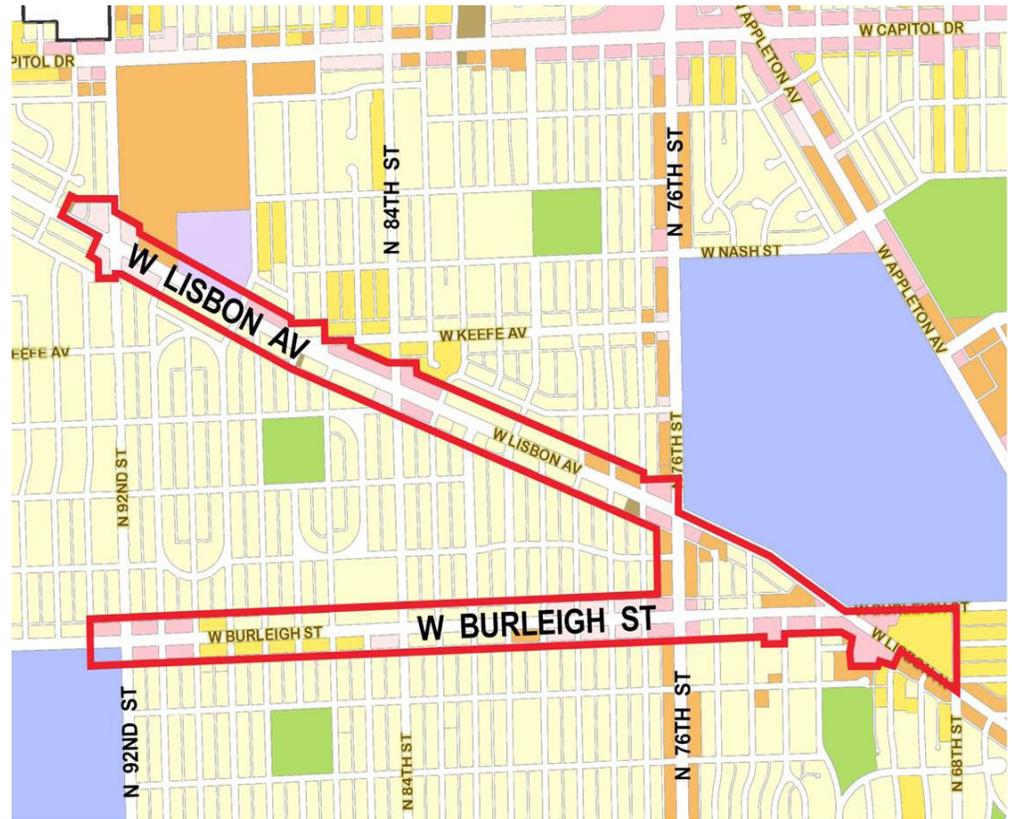
1.1 Background

The West Burleigh and West Lisbon commercial corridors combined loosely form a commercial district on Milwaukee's West Side just to the north of the Village of Wauwatosa, east of Mount Mary College and the Menomonee River Parkway, south of Capitol Drive, and west of Sherman Park.

The commercial district has historically served a market area made up of a cluster of nearby West Side neighborhoods: Cooper Park, Kops Park, Enderis Park, Nash Park, Lenox Heights, Golden Valley, St. Aemilian's, Sherman Park, Hartung Park and Mount Mary. These commercial corridors traditionally have also had a number of anchor stores that served the broader metro area, including Wauwatosa, and added strength to the district. Many of these anchor stores are still here, such as Bunzel's Old Fashioned Meat Market and Daly's Pen Shop. They have been joined throughout the years by other anchor stores such as Trent Towers Hats and Caps, Collector's Edge Comics, and Torrence's House of Threads.

These corridors are also unique in that they have evolved into a hybrid of auto-oriented and neighborhood shopping venues and still to some extent serve both groups of customers--those who walk or bicycle from the nearby neighborhoods, and those who drive in from other parts of metro Milwaukee.

Note: The West Burleigh/West Lisbon commercial district is actually made up of two commercial corridors, West Burleigh and West Lisbon between 68th Street and 93rd Street.



West Burleigh/West Lisbon Commercial District Context Map

Issues Impacting the District

Although these surrounding neighborhoods remain strong, solidly middle income neighborhoods with a high degree of owner occupancy, high levels of resident engagement, active neighborhood organizations, and long term stability in ownership, recent vacancies in the commercial district have been viewed as an indication that the area is showing signs of decline.

Residents of the surrounding neighborhoods have expressed concerns about business losses and replacements on West Burleigh and West Lisbon as well as concerns that the current business mix does not allow them to meet certain shopping needs they would like to be available in their neighborhood shopping district.

Added to this is the departure or relocation of a number of high-profile and long standing tenants that have historically anchored the district. All of these concerns have increased the interest of business owners and commitment of residents to supporting the ongoing health of the district, and highlight the

importance and the timing of a comprehensive assessment and retail strategy based on market conditions, neighborhood expectations, and the needs, assets and strengths of the commercial district.

- For a number of reasons, some market-related and some due to normal turnover, the commercial portions of West Burleigh and West Lisbon are undergoing changes in ownership, business makeup, and “retail character.”
- The focus of the district is spread out among retail clusters along those two corridors.
- There is a mix of auto-oriented and pedestrian-oriented businesses that are not at all times complementary towards each other in attracting shoppers to patronize multiple businesses in the areas.
- The vacancy rate for the district is high (25%). Some of the current vacancies may not be market related, but due to natural turnover (retirements), foreclosures, and business moves. However, they still represent an impact on the retail strength of the district and present a need for recruitment of comparable businesses.
- The number of businesses with no regular business hours, or other than normal business hours, is high (5%).
- Like retail all over the city, this district is impacted by retail trends such as online shopping siphoning income away from shopping that is done in person at an actual store or retail center.
- This district has a range of competition from growing retail centers in the area--Mayfair Mall, Mayfair Collection, Downtown Wauwatosa, etc.
- There is no one organization responsible for



Closing of Wilke's Village Pharmacy

maintaining the competitiveness of the district. The Burleigh Westown Association formed for that purpose approximately 10-15 years ago, but due to key business losses and changes in leadership, has since become inactive.

- The two corridors that make up the district--West Burleigh and West Lisbon--are arterial streets with posted speeds of 35 mph, which is a relatively high speed for pedestrian-oriented shopping. However, both Lisbon and Burleigh carry a fair amount of traffic, serving as arterial streets that support not only longer distance trips for the immediate area but also more regional trips.
- Crime and the perception of crime is an issue for many shoppers from nearby neighborhoods that form the core market area for the district.

Planning Response

Due to public concern over changes to the overall business mix and a few recent high-profile business turnovers, this study was conducted to lay the groundwork for organizing businesses around a common agenda and helping them develop an immediate and a longer term strategy for the district; and to make property owners aware of the various options for business assistance available through city programs.

The Department of City Development Planning and Commercial Corridors Teams worked with Alderman James Bohl and Common Council President Michael Murphy, neighborhood groups in the vicinity of the commercial district, West Burleigh/West Lisbon businesses and stakeholders to develop a strategy for the commercial district that can be implemented by neighborhood groups, property owners, and real estate brokers.



Burleigh Street Intersection



Burleigh Street Looking East

The proposed commercial district strategy--which is ultimately up to the commercial district to assess, adapt and implement--is informed by a number of inputs: the results of an online survey of businesses and customers, interviews with local commercial real estate brokers and business owners (stakeholders), area demographic data, past planning efforts, and market trends.

The strategy also builds on the considerable strengths of the surrounding market area that include strong purchasing power, stable home ownership, longstanding businesses, and well-organized neighborhood groups.

Advisory Group (Steering Committee)

An advisory group made up of key stakeholders -- businesses, neighborhood groups, and local experts-- guided the discovery process and will continue to guide subsequent implementation of the West Burleigh/West Lisbon commercial district strategy. The group provided input and advice, and help with communication with residents, businesses and other stakeholders. They may also form the core group for a future business association or Business Improvement District.

Ongoing planning support to the advisory group will be provided by Department of City Development (DCD) Planning staff. Implementation support will be provided by DCD Commercial Corridors Team, the offices of the local Aldermen whose Districts are impacted, other city departments and invited local experts who are willing to offer advice and counsel.

1.2 Scope of the Commercial District Strategy

The Commercial District Strategy is comprised of three parts:

1. A snapshot/profile of the district
2. A summary of the retail spending and customer satisfaction survey
3. A retail strategy for making the district more competitive. The retail strategy will take a comprehensive approach to the district suggesting physical environment to facades, organizational changes, and other strategies.

Snapshot Profile of Commercial District

The first part of the document provides a "snapshot" or profile of the district that includes demographic and economic data, defines it within the metro region and describes the market area.

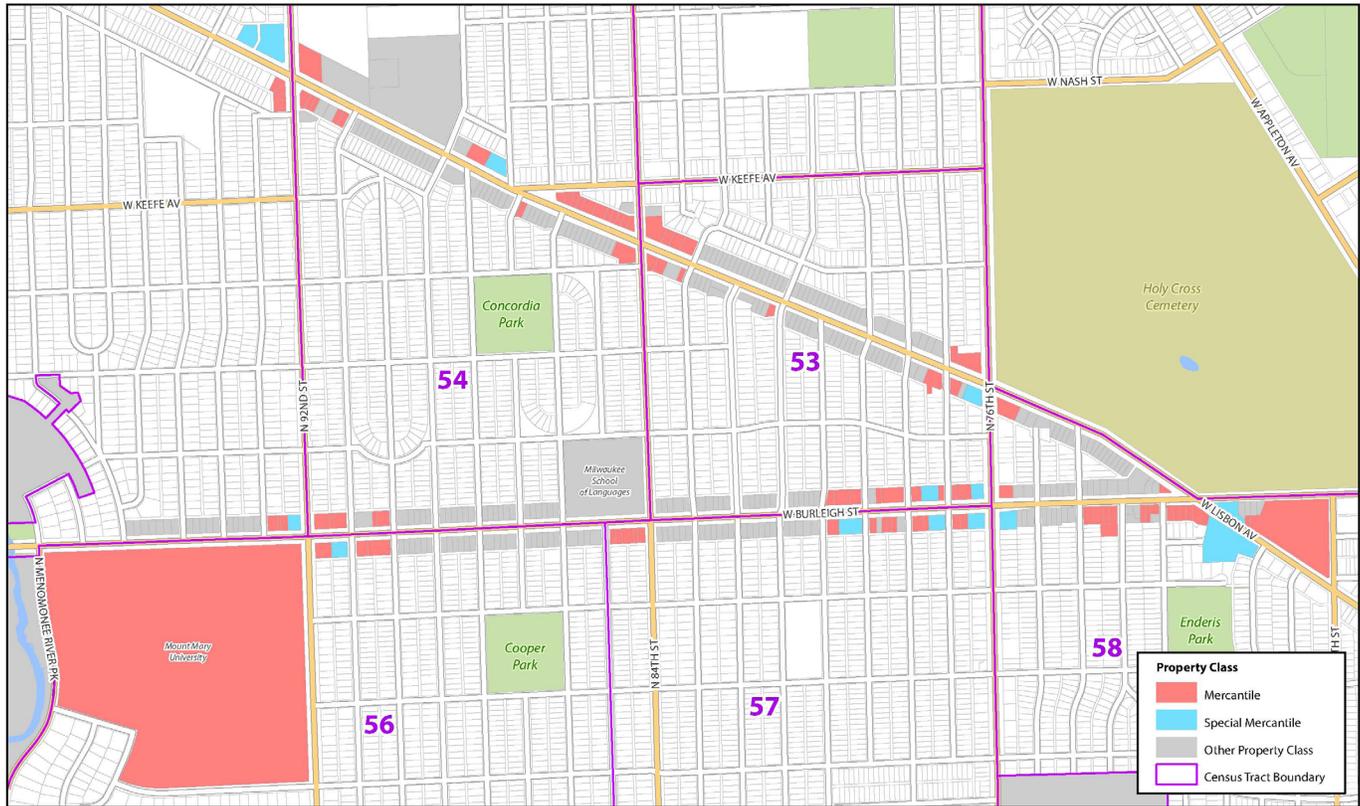
Retail Spending and Customer Satisfaction Survey

The second part of the document provides a summary of an online retail spending and customer satisfaction survey that was carried out by this planning process, supplemented during stakeholder interviews, property data, photos, notes, field checking and walk-in visits to businesses in the district.

The online survey for the district, conducted in October and November of 2015, posed a series of questions aimed at determining how the district is used and valued, what's working and what's not, and

WEST BURLEIGH STREET BUSINESS ANALYSIS
CORRIDOR PROPERTIES BY PROPERTY CLASS

Prepared by the Department of City Development Planning Division, 1/11/2016
Source: City of Milwaukee Information & Technology Management Division



Path: F:\GIS_Data\Projects\2016 Projects\16-10-12 Burleigh Commercial Corridor Study\Burleigh Street Property Class.mxd

what approaches were preferred by respondents for improving the district. The survey asked for specific information on the retail customer experience and the physical/environmental aspects of the district.

More than 750 participants took part in the survey, mostly from the surrounding market area for the district. This high number of responses demonstrates how important the district is to surrounding neighborhoods and how interested residents are in seeing positive changes in the area. A large number of survey takers also provided written comments with specific suggestions for improvements which were taken into account in the development of this Corridor Strategy.

The stakeholder interviews have been conducted as focus group and one-on-one interviews, and have included business owners, neighborhood residents, commercial real estate brokers familiar with the area, other local experts, and the local Aldermen who represent the 5th and 10th Districts where this commercial district is located. Stakeholder interviews were intended to get expert advice based on business or broker experience, as well as the customer experience of those who frequent the district.

Strategy for the District--Where do we go from here and how do we get there?

The third and final section of the document is a comprehensive retail strategy that responds to the needs of the district based on all information received, offers ideas and solutions that can help stabilize and transform the district, and prioritizes actions and next steps.

The retail strategy will evolve in response to successful approaches, i.e., some trial and error is to be expected. This strategy, as most retail strategies, will be advanced in increments, as funds permit, and as feasible for businesses in the district. For example, the city’s Department of Public Works schedules street improvements, and many types of significant changes to these roadways would have to wait until they are scheduled for reconstruction. If street amenities such as decorative planters and benches are desired beyond what is typically installed and maintained by the City of Milwaukee, additional funding sources must be identified.

To summarize, the survey, stakeholder interviews, public survey and meetings have all informed the suggested priorities and strategy for the district. It will be up to the businesses themselves, the city, and the supporting neighborhood groups to carry the strategy forward.

SNAPSHOT OF COMMERCIAL DISTRICT

2.1 Summary

This snapshot captures two commercial corridors—West Lisbon and West Burleigh from 68th to 93rd Street at a point in time

Note: The commercial district refers to both commercial corridors combined, Burleigh Avenue and Lisbon Avenue from 68th Street to 93rd Street. The snapshot describes the economic health of the neighborhood, its stability and its purchasing power. Economic indicators for the district and the surrounding neighborhoods that form its primary market area -- are strong.

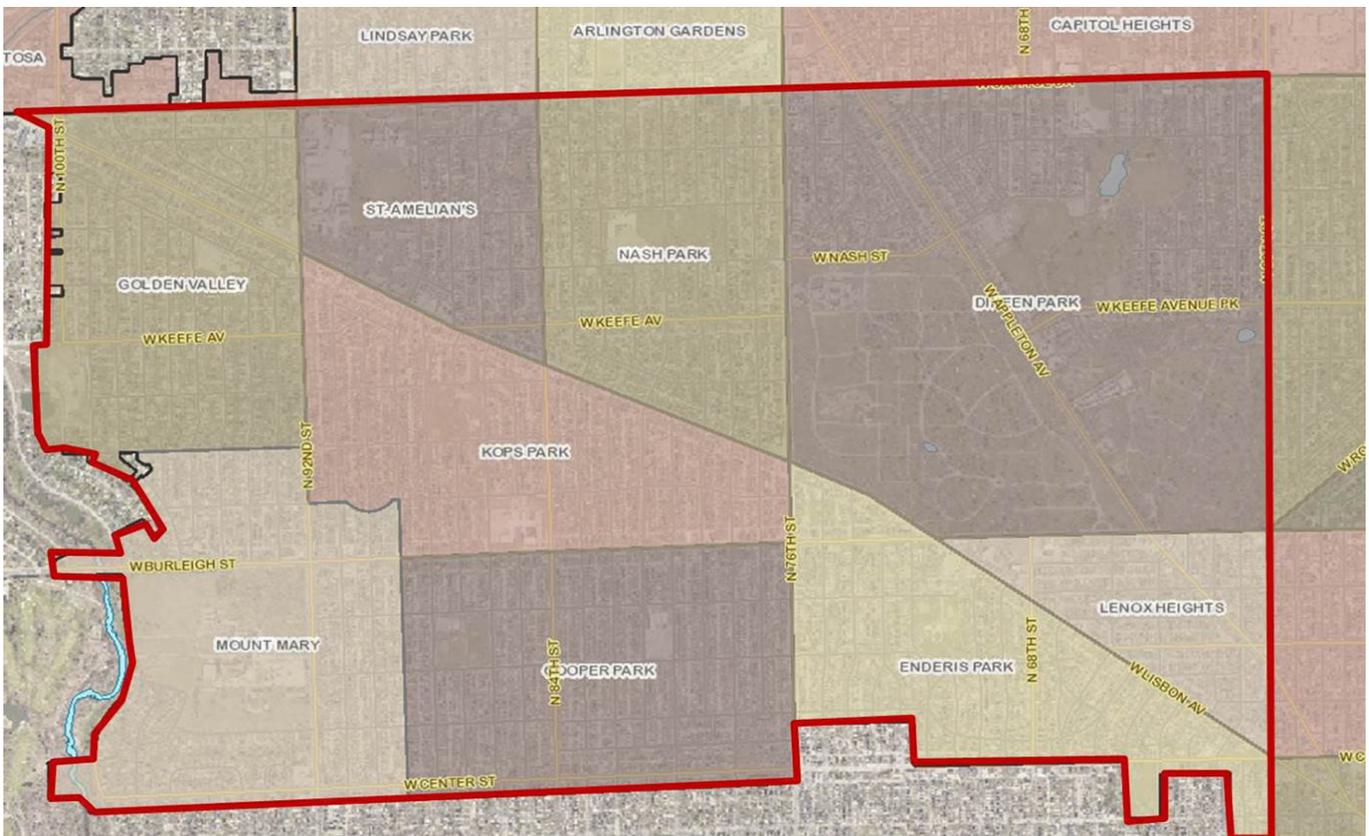
To supplement demographic data and statistics, residents were surveyed and businesses were interviewed to determine Strengths, Weaknesses, Opportunities, Threats--traditionally known as a SWOT Analysis--which adds depth and first-hand information that enhances what can be gained from data alone.

2.2 Demographics of Surrounding and Nearby Neighborhoods

The key demographics for the surrounding neighborhoods that affect the viability of the commercial district are generally strong when compared with other areas in the City. Neighborhoods included in this analysis are Cooper Park, Kops Park, Enderis Park, Mount Mary, St. Amelian's, Nash Park, Lenox Heights, Golden Valley, Hartung Park, and Sherman Park.

Population in the area is stable at about 22,000. There has been virtually no change from 2000 to 2013. This indicates people are relatively happy with their neighborhoods, housing options, shopping options, parks and other amenities.

There is not a net outmigration of people or households to other areas, although retail leakage indicates a significant outflow of disposable incomes.



Map of Commercial District Surrounding Neighborhoods

Neighborhood Demographics

	2000 ¹		2010 ^{2,3}		2013 ⁴		Percent Change	
	POPULATION	% OF TOTAL	POPULATION	% OF TOTAL	POPULATION	% OF TOTAL	2000-2010	2010-2013
SEX AND AGE								
Total Population	21,611		21,985		21,919		1.7%	-0.3%
Male	9,828	45.5%	10,039	45.7%	10,228	46.7%	2.1%	2.2%
Female	11,783	54.5%	11,946	54.3%	11,691	53.3%	-1.4%	-1.8%
Under 5 years	1,576	7.3%	1,831	8.3%	1,780	8.1%	14.2%	-2.5%
5 to 9 years	1,370	6.3%	1,337	6.1%	1,095	5.0%	-4.1%	-17.9%
10 to 14 years	1,182	5.5%	1,282	5.8%	1,253	5.7%	6.6%	-2.0%
15 to 19 years	1,047	4.8%	1,211	5.5%	1,393	6.4%	13.7%	15.4%
20 to 24 years	1,063	4.9%	1,161	5.3%	1,148	5.2%	7.4%	-0.8%
25 to 34 years	3,765	17.4%	3,938	17.9%	3,484	15.9%	2.8%	-11.3%
35 to 44 years	3,484	16.1%	3,145	14.3%	3,189	14.5%	-11.3%	1.7%
45 to 54 years	2,719	12.6%	3,091	14.1%	3,134	14.3%	11.7%	1.7%
55 to 59 years	799	3.7%	1,368	6.2%	1,454	6.6%	68.3%	6.6%
60 to 64 years	658	3.0%	980	4.5%	1,081	4.9%	46.4%	10.6%
65 to 74 years	1,645	7.6%	1,048	4.8%	1,193	5.4%	-37.4%	14.2%
75 to 84 years	1,757	8.1%	988	4.5%	1,135	5.2%	-44.7%	15.2%
85 years and over	546	2.5%	605	2.8%	580	2.6%	8.9%	-3.8%
Median Age	37.3		35.7		37.2		-4.2%	4.1%
RACE AND ETHNICITY								
White	17,393	80.5%	14,212	64.6%	14,289	65.2%	-18.3%	0.5%
Black or African American	2,999	13.9%	5,567	25.3%	5,970	27.2%	85.6%	7.2%
Hispanic or Latino (of any race)*	653	3.0%	945	4.3%	962	4.4%	44.7%	1.8%
American Indian and Alaska Native	90	0.4%	89	0.4%	31	0.1%	-1.1%	-65.2%
Asian alone	394	1.8%	523	2.4%	183	0.8%	32.7%	-65.0%
Native Hawaiian and Other Pacific Islander	16	0.1%	13	0.1%	9	0.0%	-18.8%	-30.8%
Some other race	271	1.3%	38	0.2%	-	0.0%	-86.0%	-100.0%
Two or more races	436	2.0%	598	2.7%	475	2.2%	37.2%	-20.6%
HOUSEHOLD BY TYPE								
Total households	9,939		9,800		9,846		-1.4%	0.5%
Family households (families)	5,520	55.5%	5,409	55.2%	5,019	51.0%	-2.0%	-7.2%
Families with own children under 18 years	2,433	24.5%	2,662	27.2%	2,461	25.0%	9.4%	-7.6%
Married-couple family	4,132	41.6%	3,592	36.7%	3,310	33.6%	-13.1%	-7.9%
Married-couple family with own children under 18 years	1,735	17.5%	1,644	16.8%	1,519	15.4%	-5.2%	-7.6%
Female householder, no husband present	1,087	10.9%	1,415	14.4%	1,305	13.3%	30.2%	-7.8%
Female householder with own children under 18 years	573	5.8%	839	8.6%	737	7.5%	46.4%	-12.2%
Nonfamily households	4,419	44.5%	4,391	44.8%	4,827	49.0%	-0.6%	9.9%
Householder living alone	3,844	38.7%	3,760	38.4%	4,147	42.1%	-2.2%	10.3%
Householder 65 years and over	1,486	15.0%	1,123	11.5%	1,302	13.2%	-24.4%	15.9%
Average household size	2.14		2.21		2.19		3.3%	-0.9%
Average family size	2.86		2.97		3.08		3.8%	3.7%
EDUCATIONAL ATTAINMENT								
Population 25 years and over	15,448		15,638		15,250		1.2%	-2.5%
Less than 9th grade	460	3.0%	440	2.8%	287	1.9%	-4.3%	-34.8%
9th to 12th grade, no diploma	1,567	10.1%	926	5.9%	869	5.7%	-40.9%	-6.2%
High school graduate (includes equivalency)	4,356	28.2%	4,169	26.7%	4,225	27.7%	-4.3%	1.3%
Some college, no degree	3,767	24.4%	3,158	20.2%	3,057	20.0%	-16.2%	-3.2%
Associate's degree	1,061	6.9%	1,269	8.1%	1,086	7.1%	19.6%	-14.4%
Bachelor's degree	2,862	18.5%	3,886	24.8%	3,857	25.3%	35.8%	-0.7%
Graduate or professional degree	1,375	8.9%	1,790	11.4%	1,866	12.2%	30.2%	4.2%

1 U.S. Census Bureau, 2000 Census

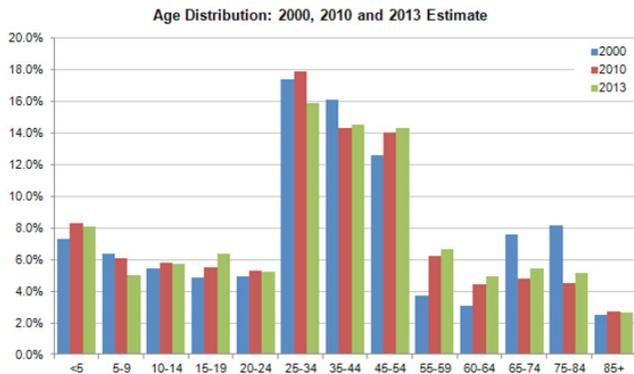
2 U.S. Census Bureau, 2010 Census

3 U.S. Census Bureau, 2006-2010 American Community Survey

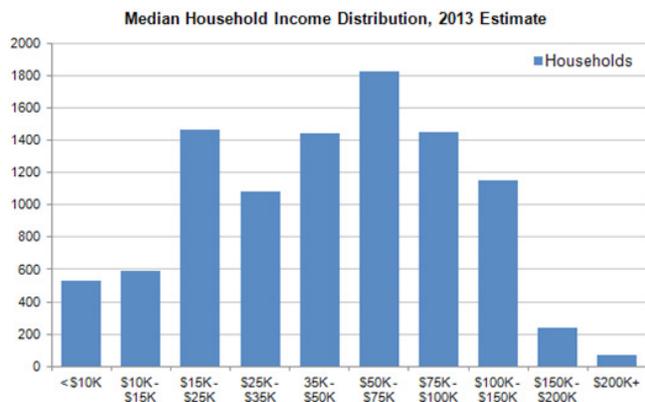
4 U.S. Census Bureau, 2009-2013 5-Year American Community Survey

*The Hispanic or Latino population is also included in the other race categories for the year 2000

There is a large working age population: The median age in the area is 37.2, while the citywide median age is 30.6. The largest cohorts in the area are in the middle years of 25–54. These are peak buying years and household formation years when people are making major purchases such as automobiles, household goods and appliances.



There is a well-educated population: 37.5% of residents have a bachelor's degree or higher, which is well above the citywide average of 22.1%.



A high level of education is connected to greater lifetime earning potential and purchasing power. Median household income in the surrounding area is \$50,516. Citywide median household income is \$35,467.



Retail Building on the Corner of Burleigh and Lisbon

According to U.S. Census Bureau, American Community Survey 5-Year Estimates for 2009-2013, area households represent nearly half a billion dollars in purchasing power (9,846 Households x \$50,516 = \$497,330,020).

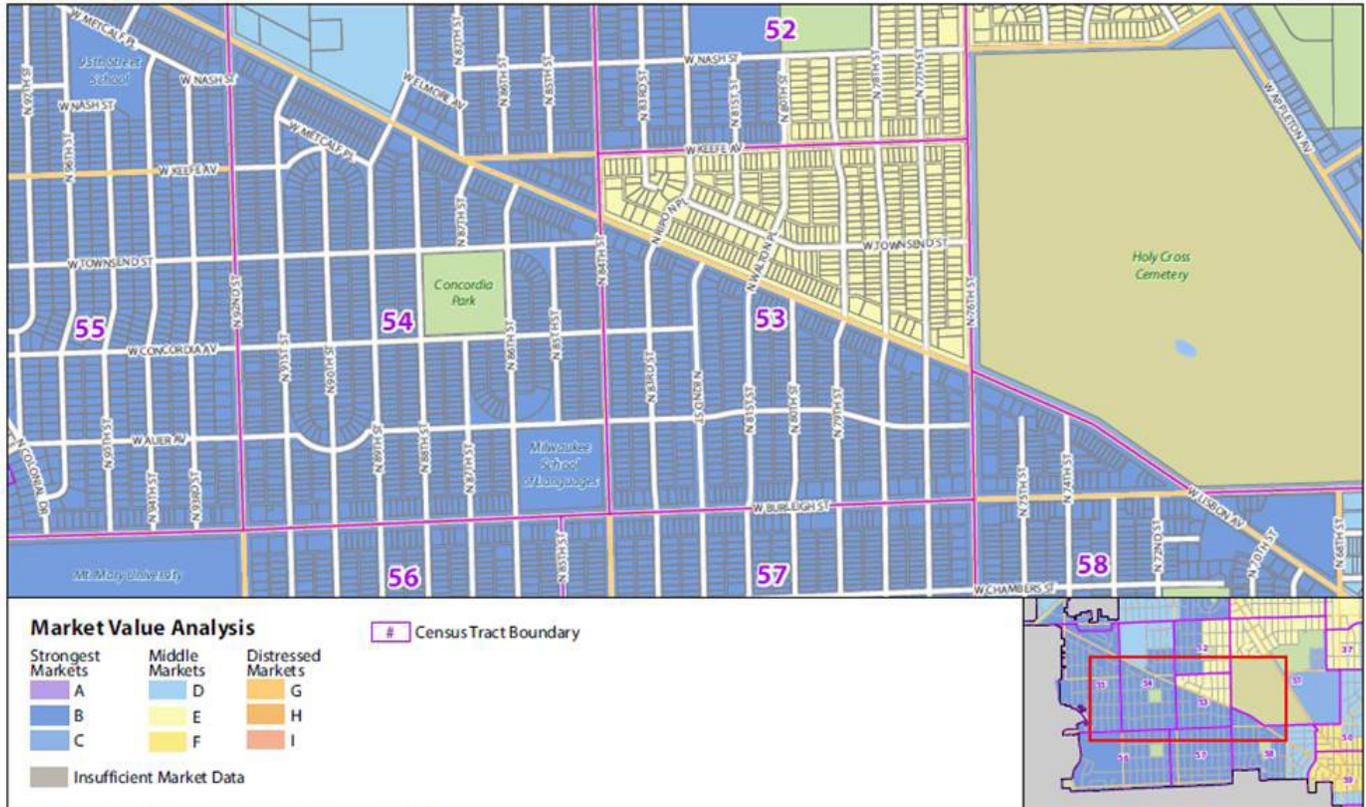
The area makes up 4.3% of total households in the city, but 6.1% of citywide purchasing power. Economically, the area is "punching above its weight."

The 103 non-residential properties along the West Burleigh and West Lisbon corridors have an average assessed value of \$275,288, and a total of \$27,059,400 in total assessed value. The average building area is 5,145 square feet.

There are more small format than big box (50,000+ square foot) stores in the district. Many are older, historic buildings as opposed to "big box" warehouse format. The good news is that retail is headed toward more development of more "small box" neighborhood-oriented formats. For example, in many cities throughout the country, both Wal-Mart and Target are developing neighborhood-scale stores.

2.3 Economic Health of the Neighborhood, Stability and Purchasing Power

WEST BURLEIGH STREET AND WEST LISBON AVENUE MARKET VALUE ANALYSIS



Market Value Analysis

In 2012-13, the City of Milwaukee hired The Reinvestment Fund (TRF) based in Philadelphia to do a structured evaluation using a cluster of indicators tailored to Milwaukee to determine the relative economic health and stability of Milwaukee's neighborhoods and commercial districts. In this "Market Value Analysis," TRF categorized neighborhoods in a range from prosperous to distressed and recommended strategies for each category.

The market area surrounding the West Burleigh/West Lisbon commercial district (deep blue) is classified as a stable or steady market area, predominantly owner occupied, with relatively high and stable housing values, and homes that are in good physical condition. By all indicators, the residential area surrounding the West Burleigh/West Lisbon commercial district is one of the strongest, financially healthiest markets in the city.

Market Value Analysis Recommended Strategies

For stable/steady markets such as this one, The Reinvestment Fund recommends the following intervention strategies and activities:

- Conduct active code enforcement within the commercial corridor and the market area surrounding the commercial district, to ensure that properties remain in good condition and disinvestment is not allowed to occur. (Note: Code enforcement in the city typically occurs on a complaint basis, where a neighborhood group or business association is aware of a code violation and makes a request for service to the city's Department of Neighborhood Services.)
- Implement capital improvement projects such as streetscape and right-of-way improvements, to smooth transitions and unify market types. For example, a commercial district that has a broad diversity of land uses can be unified by a consistent streetscape and right-of-way (functional as well as welcoming, inviting to customers).

- Government (Department of Neighborhood Services and Milwaukee Police Department) should create a rapid response to any vacant units with code violations or public nuisance issues.
- Invest in public amenities such as landscaped treatment of the public right-of-way, trees, benches, lighting, and enhanced hardscapes, creating a coordinated set of street elements.
- Local government and organizations should be attentive to signs of change in the market and carefully respond to changes in any troubled sub-market(s).

Retail competition

Retail competition in this area is a "two sided coin." Residents in this area live within a 10-15 minute drive of the best shopping in the metro area and a wide variety of shopping formats-- big box, village, commercial strip, shopping mall, etc. In short, the competition for businesses in the larger area is fierce and highly competitive, resulting in a wealth of choices for residents. However, this wealth of options within a short drive poses challenges for retailers on Burleigh

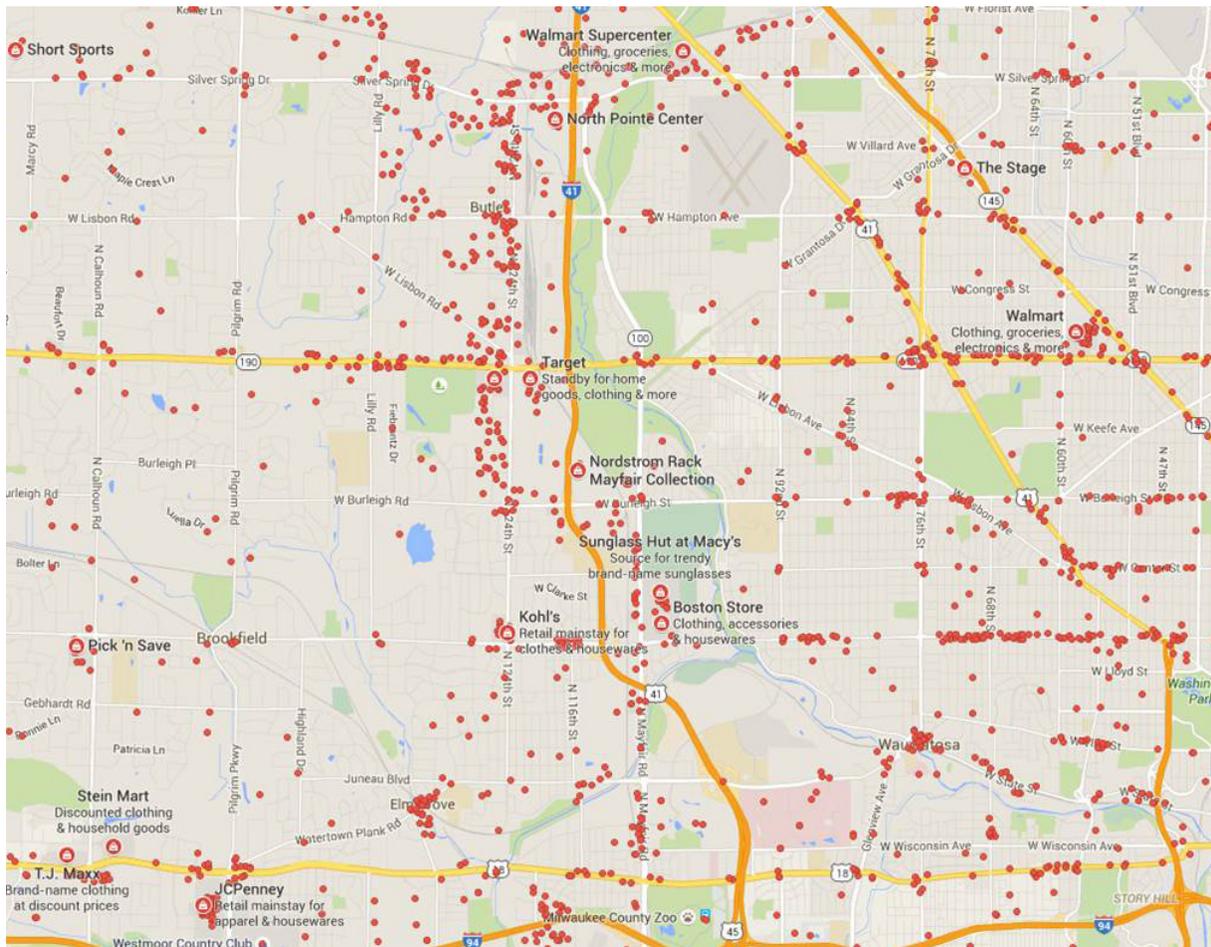
and Lisbon. As an already primarily auto-oriented corridor, shoppers who are already in their cars may easily select other areas to stop and shop on their drives to and from work, school, and other activities, and as the map below demonstrates, some areas in the near vicinity of the area offer a wide variety of popular national chain retailers of the type that don't generally locate in local shopping districts.

Retail leakage

Retail leakage refers to the loss of local retail sales that occurs when people shop in an area other than the one in which they live.

In an average month, 92% of people in the survey area did most of their shopping outside the West Burleigh/West Lisbon commercial district. This is a very high number and significant for the long term viability of the district.

The 92% number correlates with 2013 data from the U.S. Bureau of Economic Analysis that shows that about 90% of disposable income leaves zip code 53222.



Shopping choices within a 15 minute drive

Online shopping



Computer Repair Shop on Burleigh Street

Online shopping is also eating away at the bottom line for many retailers. Retail trends show people are doing more of their shopping online. Many retailers have added an online component to their in-store shopping experience, where customers can select from what's on the floor or what's shown online with the help of a store clerk who can assist with placing an order. To boost sales, many retailers have also added an email outreach component, constantly reminding customers when sales are occurring, when items they have shown an interest in have been marked down or when similar items are available.

Sites like Pinterest direct customers to products they can find online or in stores. Sites like Amazon offer the ability to have an item delivered to the customer's doorstep in a short time with low to no shipping charges. Customers can purchase even common items like toothpaste or vitamins--things they routinely buy--and have them delivered without ever having to go into a bricks-and-mortar store.

Granted, for any given business, the exact amount of business lost to online shopping may be hard to quantify because it is difficult to estimate the number of the customers who are not coming to a store (lost business), but the trend is real and increasing--albeit faster among Millennials than the general population.

Within retail districts, there are some areas that are not as affected by online shopping. These are:

- Destination and one-of-a-kind retail; e.g., Bunzel's offers specialty meat and deli items that are unmatched in the metro area
- Specialty retail; e.g., Daly's Pen Shop offers a product line that is unique and hard to find.
- Lifestyle centers that sell a shopping experience. The Third Ward, Mayfair Mall and Bayshore Town Center would qualify as lifestyle centers because in addition to stores selling products, they offer recreational activities, entertainment venues, food, events, etc. in an attractive customer-friendly shopping environment. For example, fashion shows, Lego building contests for kids, gallery exhibits, "sidewalk sales" and other promotions, enhance the overall retail experience.
- Personal services like those provided at salons and spas.
- Goods and products that require personal interaction or examination--for example, most shoppers want to sit on a sofa, try on clothes or shoes, drive a car, experience art in person, etc.



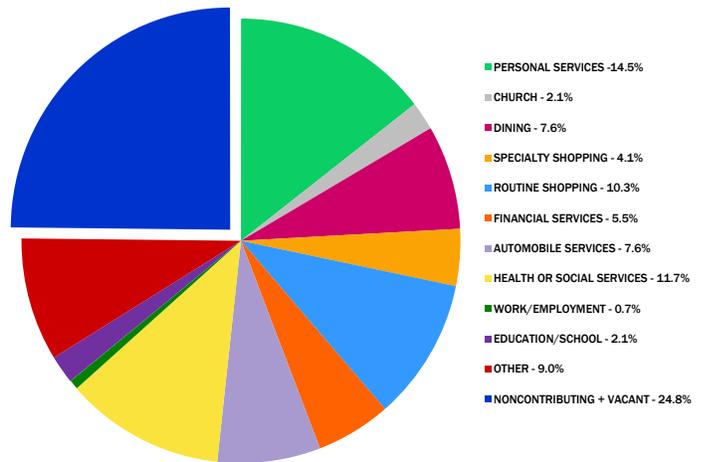
Beauty Salon on Burleigh Street

Description of the District's Business Mix

Within retail districts, there is an optimum mix of businesses by category that both serves the needs of the market area and enhances the competitiveness of the district.

- The commercial district has a balanced business and institutional mix.
- Routine shopping options such as grocery, pharmacy and hardware, are good.
- There are many good options for convenience shopping, such as gas stations, fast food and carry-out food, which is not surprising. These are auto-oriented corridors where convenience shopping options are typically located.
- There is a relatively large complement of personal services, such as hair salons and spas.
- There are also many nonprofits in the district.

District Business Categories



- The district is anchored by well-known/destination businesses.



Range of District Businesses



Range of Destination Retail

Destination & Specialty Retail

Having specialty and destination retail stores in a corridor that serve a much broader market than the immediate area is a desired strength. Destination retail means that the store is either unique, one-of-a-kind, offers a product line that people will go out of their way to find, or go out of their traditional market area to find because the product line is superior. There are a strong concentration of destination retailers in the Burleigh/Lisbon corridor; however, they are generally spread out across the district, leaving them somewhat isolated.

Destination retail works similarly to anchor stores in malls that bring additional foot traffic to smaller businesses within a retail cluster. For example:

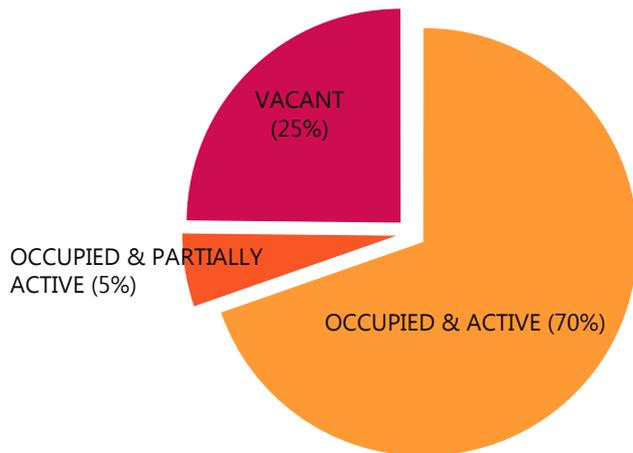
- Bunzel's draws customers from all over the metro area.
- Daly's Pen Shop sells a high-end, "elite" product that draws people to the district. The competition for Daly's is expensive specialty pen catalogs because there is no other store in the metro area that carries an equivalent product line.
- Torrence's House of Threads is the kind of shop that has an established clientele that draws from a larger market area.
- Trent Towers Hats and Caps provides a quality hard-to-find item that people will seek out or drive to from farther away to purchase.
- A local landmark, Gard's Restaurant and Lounge, is definitely an anchor at the intersection of Lisbon and Burleigh.

While there have been some recent losses in the district in the destination retail category due to natural turnover, retirements, and other factors, some of these were partially caused by factors that are not tied specifically to the market on West Burleigh and West Lisbon:

- Wilke's Village Pharmacy & Gifts recently closed as a result of the owners' retirement. Wilke's provided a unique line of gift items plus served as a neighborhood pharmacy. While the loss of Wilke's is due to retirement, it can be very hard for local, "mom and pop" stores such as this one to compete with major chains' economies of scale. This is true of local retail in general and pharmacies especially given national trends in the pharmaceutical and health insurance industry.
- Another recent closing of a destination retailer in the area is the former Artist & Display. However, this vacancy will not be long lasting as it will provide Bunzel's a new home about ten blocks west of its present location and a much needed larger footprint. Bunzel's investment in this larger space demonstrates that existing retailers have confidence in this commercial district.
- One of the most cited business closings that residents would like to see replaced is the former Mama's Italian Cuisine. While that restaurant was closed as part of a larger business closing, the survey carried out in conjunction with creating this Commercial District Strategy as well as the market data presented in the document exhibit a strong demand in the area for a casual sit-down restaurant.

Vacancy Rates

District Business Vacancies



Of the commercial buildings in the district, 30% are vacant or non-active storefronts. The commercial buildings vacancy rate, meaning buildings with no active use at street level, is 25%.

Partially active storefronts, those with limited hours, dark windows, and/or blinds drawn represent an additional 5% of retail space in the district.

A high level of vacancies (25%) does cause some concern because vacancies sap the energy and the strength of a commercial district. Similarly, partially active (5%) storefronts also have a negative or diluting effect on the strength of a commercial district.

There are many examples of partially active storefronts in the district:

- One real estate investment company is located in a partially vacant storefront with the doors usually locked, the blinds drawn, limited hours posted, and a phone number to call if there is no one there to answer the door.
- There are also several storefronts that have posted "by appointment only," which means that they don't observe normal business hours.
- One local café has a dark storefront, limited hours posted, "CLOSED" sign in window. The café is not open for usual business hours, closed Monday and Tuesday, and not open mornings when most people might go to a café.



Partially Active Storefronts

- A hair salon has reflective shades covering the entire front window that make it very hard to tell when they are open and to see whether there is really an active business inside.

2.4 Comparison to other Retail Environments



West Burleigh Street Businesses

How does this commercial district compare or “stack up” to other retail environments in some of the major categories: building stock and footprints, rents or lease rates, automobile environment and access, pedestrian environment and access, transit access, and presence of anchor businesses?

General Assessment from stakeholder interviews and observations from real estate brokers:

- Overall, the commercial district is solid and the residential market is good with houses selling in the \$160,000-\$190,000 range.
- The automobile environment is good, access to stores is good (parking varies). Auto corridors work well for destination retail whose customers come from both inside and outside the immediate area.
- Rents are relatively low, which is good for start-ups, and good for businesses that need to keep their overhead low. According to City Assessor’s data, rents in the district average \$6-\$10 dollars per square foot (PSF) versus an average of \$10-\$20 per square foot (PSF) citywide for neighborhood shopping districts. For an apples-to-apples comparison, the rent for Collector’s Edge Comics on West Burleigh (approximately \$8 PSF) is estimated to be roughly half of the lease rate for its location on North Farwell (approximately \$15 PSF).
- The building stock is older, which will attract some tenants and result in more affordable rents, but may be viewed as a negative by certain potential users.
- Retail formats are dated, which may matter for some businesses, but not for all, e.g., smaller footprints, floor space broken up by columns, upper story tenant spaces with street level access by stair, etc. For smaller boutiques and professional services, a row of old-fashioned storefronts with recessed entries from the street still works very well.
- Footprints are generally smaller, which favors small local businesses and results in fewer small box footprints (10,000 to 50,000 square feet) and big box footprints (over 50,000 square feet).
- Anchor businesses are too spread out along both corridors to be effective in generating business for the district as a whole. The commercial district has clusters of retail separated by residential. Smaller businesses that are too far from an anchor business will struggle for lack of foot traffic and multi-purpose shopping that the anchor store brings.
- Access to transit--Milwaukee County Transit System (MCTS)--is good. Route 60 runs along Burleigh Street and routes 57 and 67 run along streets that intersect with the district’s portion of Burleigh Street and Lisbon Avenue.

Specific Areas for Improvement offered by Commercial Real Estate Brokers:

- The pedestrian environment needs improving--it could be more welcoming and inviting.
- The district needs better streetscape treatment--enhanced hardscape, street trees, benches, planters, etc.
- The district would benefit from having more welcoming and better organized storefronts.
- The district needs to build on momentum from larger centers like Mayfair Collection, starting at the west end of Burleigh.
- The district needs more anchors, some should be larger format.
- The district needs to cluster anchors and smaller stores that depend on the traffic generated by the anchor stores. When smaller stores are located too far from anchors in the district, they struggle to maintain an optimum number of customers throughout peak and non-peak hours.
- The district needs higher end locally owned restaurants (those found on North Avenue in Wauwatosa were often cited as examples), or local expansions of restaurants popular in other commercial districts like La Fuente, and/or national chains like Noodles or Olive Garden.
- Need to address problem of stores with limited hours.
- Improvement is needed in public safety to address not just perception of crime but crime itself.
- In some cases, need for additional parking should be addressed. A business group responsible for the district could assess the opportunity for shared parking arrangements and develop an overall parking strategy for the area.



West Lisbon Avenue Business

Specific discussion of how to accommodate automobiles while enhancing the pedestrian environment

Both Burleigh and Lisbon are auto-oriented auto-dominated corridors, which works well for destination retail where the pedestrian experience is limited to getting out of a car in a parking lot and walking to the main entrance, but not as well for neighborhood shopping where the pedestrian experience is extended to multi-purpose shopping, e.g., walking from store to store, stopping at a restaurant or cafe, sitting at an outdoor cafe, seeing and talking to neighbors, etc. For pedestrians, a customer-friendly streetscape adds to the experience of shopping or dining.



West Lisbon Avenue

Several characteristics define the district as an auto-oriented auto-dominated corridor:

1. The speed limit for both Lisbon and Burleigh is 35 miles per hour, but traffic is reported to generally travel at even faster speeds. A U.S. Federal Highway Administration study indicates that the ideal traffic calmed speed for a pedestrian-oriented neighborhood shopping district is 18-21 mph.¹ For commercial Main Streets, target speeds should be 20-25 mph.²
2. Average daily traffic counts are high, averaging 10,000-15,000 vehicles per day.
3. The street rights-of-way for both Burleigh and Lisbon are fairly wide (note: right-of way is measured property line to property line and not curb to curb, and thus includes all publicly controlled space), and range from 110 feet wide on Burleigh to 120 feet wide on Lisbon. The rights-of-way for both corridors are similar and accommodate four driving lanes, two parking lanes and a well-planted median. By comparison, the rights-of-way for the neighborhood shopping districts of West Vliet Street and West North Avenue continuing into Wauwatosa, are both 66 feet wide.
4. The pedestrian experience is average to poor. The noise level for pedestrians is similar to that of walking along a divided highway. Noise level is high due to close proximity to traffic moving

at relatively high speed (35 mph or greater). The sidewalks along Burleigh are full width attached sidewalks with little buffer space or landscaping and few street trees to better separate the pedestrian area from motor vehicle traffic.

5. Based on the online survey conducted for the district, 86% of people who travel to the district to shop or dine get there by car.
6. Neither street has any designated bicycle accommodations nor do they have adequate width to maintain the existing travel and parking lane configurations and provide designated bicycle facilities like striped bicycle lanes.

Comments on district need for business organization or association

There is no one organization, business association or a business improvement district (BID) responsible for organizing businesses to solve common problems, promoting and marketing the district, advocating for a business-oriented agenda, and advancing a comprehensive improvement program for the district. Right now, this happens on an individual business-by-business basis working independently or through the Aldermen's offices.

¹ National Bicycling and Walking Study FHWA Case Study No. 19: Traffic Calming, Auto-Restricted Zones and Other Traffic Management Techniques-Their Effects on Bicycling and Pedestrians

² "Main Street Design Parameters" in the Institute for Transportation Engineers' 2010 publication, Designing Walkable Urban Thoroughfares: A Context Sensitive Approach



West Burleigh Street

PLANNING & DEVELOPMENT CONTEXT

3.1 Recommendations from 2009 West Side Area Plan

The 2009 West Side Area Plan, which is part of the Citywide Comprehensive Plan, is a stakeholder driven plan that determines policies and strategies for neighborhoods, districts and corridors, and identifies catalytic projects, i.e., projects that have the ability to leverage investment and create economic opportunity.

The West Side Area Plan recommendations for the Lisbon and Burleigh corridors remain in force as part of the Citywide Comprehensive Plan. They are also useful in guiding development in that they were created with the benefit of urban design and marketing consultants and bear out many of the responses in the public participation surveys and listening sessions for the Plan.

Here is a summary of those recommendations that are still useful today:

1. Upgrade buildings, storefronts, streetscape elements, and landscape design to enhance the attractiveness and safety of the corridor.
2. Seek a main street mix of destination retail and neighborhood businesses that can compete with nearby suburban malls and big box retail.
3. Work with businesses to improve storefronts and explore partnerships for maintenance of public spaces.
4. Implement traffic calming as feasible and as needed. Create safe pedestrian and bicycle access points to adjacent neighborhoods.

Additional Recommendations for the West Lisbon Commercial Corridor

The following policies, strategies and actions are recommended for the West Lisbon commercial corridor. Those of particular importance to the commercial district's retail strategy are bolded.



USE POLICIES:

- **Promote commercial, office, and institutional infill development on vacant parcels, and encourage concentrations of commercial development at major nodes.**
- Allow and encourage shared parking for all existing parking lots and future developments.
- Limit large concentrations of multi-family units along all commercial corridors.
- Avoid concentration (more than three per block) of non owner-occupied multi-family rental units along commercial corridors.



West Lisbon Avenue looking East

FORM POLICIES:

- Preserve and maintain landscaping in all corridors, and continue efforts to incorporate open space features in all new developments.
- Consider opportunities for improving stormwater quality through the use of bioswales and alternative stormwater management.
- Improve access to civic places (e.g. the Capitol Library) for those traveling on foot and by bicycle/vehicle/public transit.
- Promote traffic calming devices appropriate for arterial streets (e.g., corner curb extensions to shorten crossing distances and enhance visibility, improved landscaping, enhanced crosswalks, etc.) in both the Burleigh and Lisbon corridors, particularly in areas that have transit stops.
- Bring all parking lots up to code, i.e., meet the landscaping and fencing requirements established in the City's landscape code.

REDEVELOPMENT STRATEGIES:

- **Encourage the formation of business improvement districts to manage economic, marketing, design and organizational issues**

for commercial districts and corridors.

- Encourage renovation or replacement of outdated malls and strip centers.
- Encourage renovation of multi-family rental units to multifamily owner-occupied units where feasible.
- Encourage on-site property management of all multifamily buildings.
- Create safe access points to adjacent neighborhoods. Encourage signage and way-finding elements for pedestrians that identify public access to parks, parkways, trails and civic institutions, e.g. libraries and schools.

ACTIONS:

- **Actively promote all corridors through creative branding and marketing techniques.**
- Support the maintenance and expansion of transit, e.g., greater frequency of service, more routes, enhanced stops and shelters.



West Burleigh Street looking West

Additional recommendations for the West Burleigh commercial corridor

The following policies, strategies and actions are recommended for West Burleigh. Those of particular importance to the commercial district's retail strategy are bolded.

USE POLICIES:

- **Encourage the continuation and expansion of vibrant business districts within all neighborhood arterials.**
- Discourage non-commercial uses from locating in former commercial buildings.
- Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.

FORM POLICIES:

- **Renovate and upgrade buildings to a high standard of architectural design.**
- Require designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way.
- **Improve the public right-of-way to include space for people walking and bicycling.**
- **Reinforce streetscape elements and pedestrian amenities that naturally slow traffic to enhance the safety and attractiveness of commercial corridors.**
- **Reconfigure and add landscaping to large**

parking lots.

- Encourage shared parking among retailers.
- Surface parking lots, garages and covered parking should be placed to the side or rear of buildings.
- Residential uses on neighborhood arterials should maintain a street-friendly appearance and avoid fences, walls and other visual barriers.

REDEVELOPMENT STRATEGIES:

- **Seek a Main Street mix of destination retail and local neighborhood-serving businesses that will effectively compete with nearby suburban malls and big box retail.**
- **Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the arterial.**
- **Provide adequate funding for the maintenance of public spaces, boulevards, and streetscapes.**

ACTIONS:

- **Work with local businesses to improve storefronts and street frontages.**
- Work with area businesses to explore partnerships for maintenance of public spaces and boulevards.
- Create safe pedestrian and bicycle access points that between neighborhood arterials and adjacent neighborhoods.

For more analysis and discussion of West Side commercial corridors and the particular challenges they face, go to Appendix B.

3.2 Zoning Summary

When undertaking any kind of planning project, it is always necessary to review the existing zoning to make sure the allowed uses are the same as the desired or predicted uses for the district. Zoning is also a principal vehicle for implementing planning goals and should be consistent with the comprehensive plan for the area. Zoning also has legal status as a regulatory tool. Stated simply, Zoning should support the planning for the area and be consistent (not in conflict) with the planned or desired land uses.

- For the West Burleigh/West Lisbon commercial district, the planned land use is that the two corridors will remain commercial/mixed use in nodes or clusters with stretches of residential land use in between.
- The district is zoned Commercial-Neighborhood Shopping or Commercial-Local Business where there are clusters of commercial uses, and Residential where there are stretches of residential housing units between or near the commercial clusters.
- Most residential zoning is for single-family. There is some two-family on W. Burleigh between N. 85th and N. 90th Streets.

- There is multi-family zoning near the commercial clusters, generally along N. 76th Street and near the intersection of Lisbon and Burleigh.

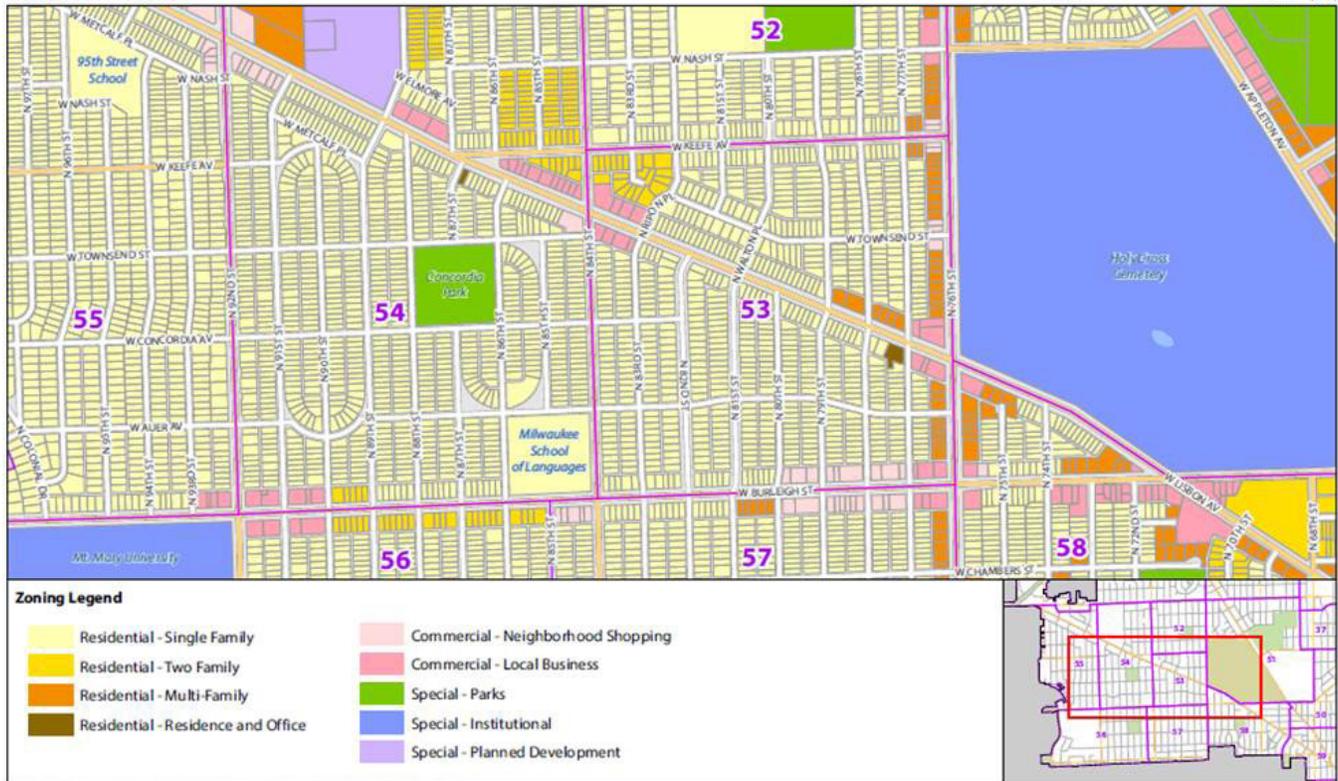
Current zoning is consistent with existing uses and fits both present and future planning goals.

What zoning can and cannot do

Zoning is a limited strategy. The city can designate an area as Local Business (LB-2), which limits the type of uses allowed there, but cannot dictate the style or brand of businesses allowed within general use categories. For example, Sentry, Sendik's, Aldi, Whole Foods, Trader Joe's, Outpost are all allowed as retailers within the local business zoning designation (LB-2). No distinction is made as to whether the store is a national franchise or local business, whether it carries products that the neighborhood has identified as desirable, e.g., organically grown local produce, an ethnic product line, "upscale" food items like artisanal cheese, "small batch" items like craft bakery crackers and cookies, etc.

None of these specific store or brand characteristics fall within the regulatory purview of zoning. The market may determine whether a store succeeds in a local retail context, but zoning does not dictate which stores within a given use category have the right to be there.

WEST BURLEIGH STREET AND WEST LISBON AVENUE
CURRENT ZONING



Commercial District Zoning Map

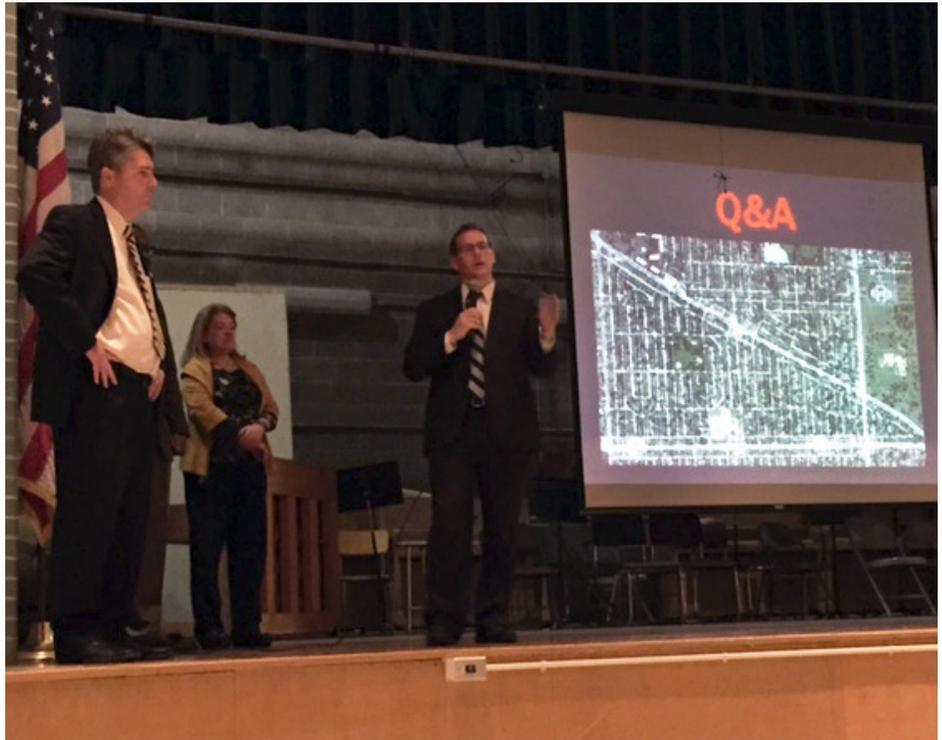
PUBLIC PARTICIPATION

4.1 Public Participation Process

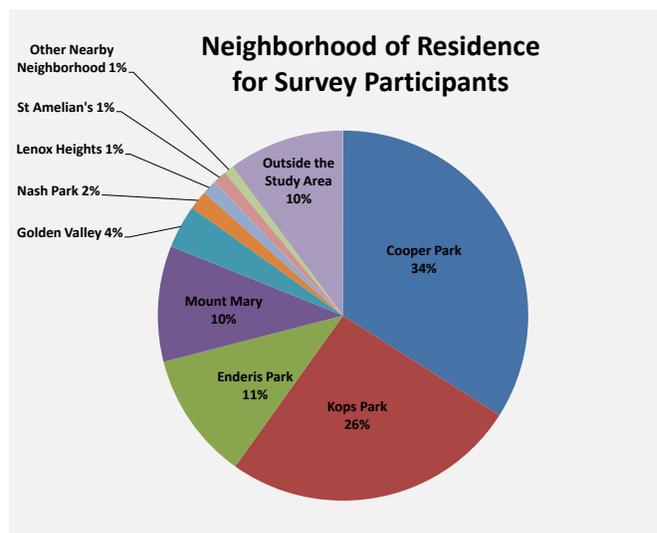
Overview and Highlights of Online Survey

To help maintain neighborhood-serving businesses and create the most vibrant, appealing commercial district possible, the City, with Advisory Group input, conducted a survey that could be used for evaluation of current impressions of the District, a gauge on the types of businesses residents would like to see locate in the district and improvements they would like to see made to the area. Open ended neighborhood input on the district was also sought through the survey and proved valuable in influencing the retail strategy. The results of the survey are discussed below and summarized in greater depth in the appendix. The results will also be shared with area businesses and brokers to assist in district recruiting efforts.

- Outreach for the survey was conducted through neighborhood groups, neighbor-to-neighbor contacts, the City of Milwaukee's E-notify system, the City's website for the West Side Area Plan, communications sent from both area aldermen, Facebook, and other social media.
- Overall participation in this survey (750+ responses) was exceptionally high for a survey of this type.
- 90% of survey takers were from the immediate area.
- 90% of survey respondents who live in one of the neighborhoods immediately surrounding the West Burleigh/West Lisbon Commercial District do most of their shopping outside the district.



November 2015 Corridor Strategy Meeting



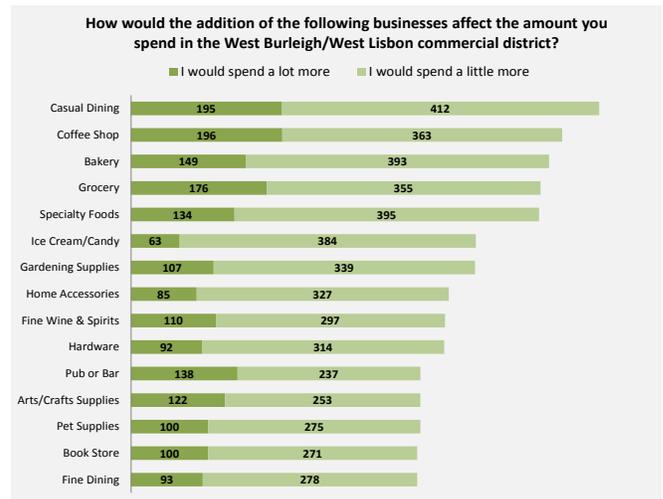
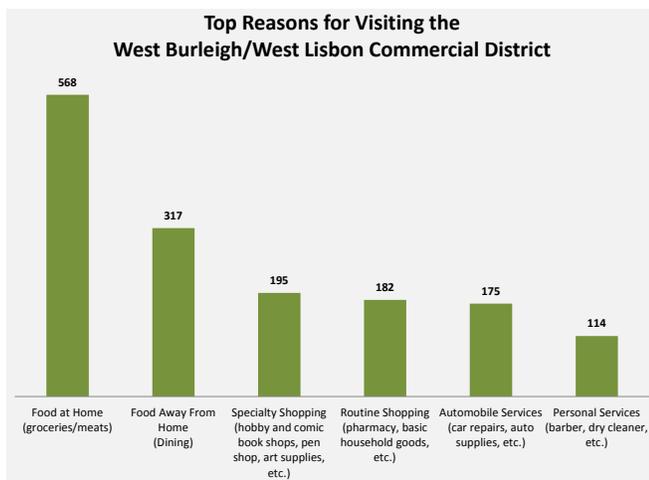
4.2 Survey

Survey Results: Top Reasons for visits to the Commercial District

In order, the top reasons survey respondents provided for visiting the West Burleigh/West Lisbon Commercial District were: grocery shopping, dining out, specialty shopping, routine shopping, automobile services, personal services. **Survey Results: Types of Businesses that would improve the District**

- When asked what businesses would improve the district for shoppers, respondents noted which specific retail categories would cause them to spend more money in the district. The big categories mentioned were casual dining (81%), coffee shop (75%), bakery (73%), grocery (71%), and specialty foods (71%). After that, respondents preferred more of the “Main Street” categories like ice cream shop (60%), gardening supplies (60%), home accessories (55%), wine shop (54%), hardware store (54%), bookstore (50%), etc. These preferences were not surprising as these are businesses that are generally desired in most neighborhood retail districts. However, the purchasing power of the neighborhood combined with the lack of certain types of “staple” retailers such as a neighborhood coffee shop suggest that there may be sufficient market demand for a business to fill this current void.)
- In some cases, people wanted either a different or more upscale version of what is there--for example, an Outpost or a Whole Foods instead of existing grocery options.

The written responses also indicate that some of the routine neighborhood shopping in the district does not match up with the preferences of the surrounding



neighborhoods. Routine refers to frequent or regular shopping, such as grocery, pharmacy, hardware, coffee shop, etc.

Survey Results: Customer Satisfaction

The following questions were geared toward determining aspects of the district where customers are very satisfied, somewhat satisfied, and areas where there is room for improvement in the district.

Of the following characteristics, NONE were rated “excellent” or “above average” by 50% or more of respondents.

The following characteristics were rated “average” by 50% or more of respondents:

- Business Hours – 58%
- Pedestrian access- 58%
- Street Lighting – 65%
- Automobile Traffic flow- 59%
- Parking Availability – 52%



Lisbon Avenue Business

The following characteristics were rated “below average” or “awful” by 50% or more of respondents

- Building Appearance – 67%
- Landscaping/streetscaping – 50%
- General attractiveness – 58%

General Safety

- These numbers are important because if a commercial district is perceived as anything other than safe, people will limit their visits as a result.
- Safety in the district is rated “average” (39%), “below average” (36%), or “awful” (12%) - a total of 87% of respondents. That means that public safety, whether based on real or perceived issues, is something that needs to be addressed.
- It is worth noting that crime statistics for this commercial district are better in nine out of ten categories than the city averages for the same period in 2015. The district slightly exceeds the city average in burglaries.



Burleigh Street Business



Lisbon Avenue Business

* Counts include all people and types of vehicles involved in accidents. Numbers should not be summed, refer to column titled Total Reported Accidents.

Statistical Category	Selected Census Tracts		City of Milwaukee	
	Number	Per 1000 Residents	Number	Per 1000 Residents
Summary Information of Wisconsin Incident Based Report (WIBR) for specific group A offenses 11/10/2014 - 11/10/2015 - Milwaukee Police Department				
Total Summary WIBR for specific group A offenses	1,046	47.58	39,733	66.8
Assault Offenses	182	8.28	9,251	15.55
Arson	2	0.09	231	0.39
Burglary	214	9.73	5,604	9.42
Criminal Damage	93	4.23	3,764	6.33
Locked Vehicle	92	4.18	3,246	5.46
Robbery	72	3.27	3,492	5.87
Sex Offense	14	0.64	609	1.02
Theft	161	7.32	6,791	11.42
Vehicle Theft	214	9.73	6,621	11.13
Homicide	2	0.09	124	0.21

Prepared by: City of Milwaukee/Information and Technology Management Division/COMPASS project



Landscaping on the corner of Burleigh and Lisbon

What landscape or streetscape changes would have the most positive impact on the District?

Starting from the top of the list in order of respondent preference:

- Building Façade improvements- 69%
- Building repair, painting, etc- 51%
- Better lighting, security – 46%
- Additional planters/trees/flowers – 46%
- Events/festivals – 38%
- Street furniture such as benches, planters, trash receptacles, bicycle racks, etc. – 16%

What street or streetscape changes would improve the district?

- YES to Greening of public right-of-way with more street trees and additional landscaping – 81%
- YES to Greening of private property and better landscaping on parking lots – 81%
- YES to Bicycle Lanes – 57%

What street or streetscape changes would NOT improve the District?

- NO to Wider sidewalks and narrower streets – 57%
- NO to One through lane of traffic in each direction rather than two lanes – 65%
- UNDECIDED on traffic calming/slowing. The Yes and No votes were split 39% Yes and 40% No with 21% Not Sure, which could mean that people taking the survey were not sure what traffic calming is--the term was unfamiliar, or not sure which methods would be selected, or not sure whether traffic calming as a trade-off for traffic speed would be good for the district.



Buffered bike lane addition to Milwaukee's South 2nd Street

Survey Results: Open-ended Questions Summary

There were 670 write-in comments out of 757 total responses, or 89% of all survey takers who added comments. The majority of respondents indicated what they most wanted to see added, enhanced, or changed about the district and what they were most concerned about. Percentages are greater than 100 because some people touched on more than one theme/topic.

Of the write-in comments categorized by theme or topic, the following are mentioned most frequently:

- Safety/crime (173 comments; 26% of all comments)
- Business types or business mix (177 comments; 26% of all comments)
- District appearance (151 comments or 23% of all comments)
- Road condition and the need for repairs (56 or 8% of all comments)
- Traffic speed too high (48 comments or 7%)
- Need for greater cleanliness (44 comments or 7%)
- Parking (19 comments or 3%)

There were also 100 comments (15%) that did not fit a theme, but added an insight or an observation, a complaint or concern, or simply a 'thank you' for conducting the survey.

Many responses do indicate that some of the routine neighborhood shopping in the district does not exactly serve the needs or preferences of the surrounding neighborhoods. For example, some people wanted a better, different or more upscale version of a store type, such as a more upscale grocery store than the one located in the district.



Building facade on Lisbon Avenue



Lisbon Avenue Streetscape Conditions

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STRATEGY

The West Burleigh and West Lisbon corridors host over a hundred businesses as well as a number of institutional and service uses. To remain competitive, the district needs to respond to its existing customer base, primarily in the surrounding neighborhoods, as well as retail changes and trends in the market.

This section suggests a retail strategy that can be the basis for solutions to stabilize and transform the district. Based on data, interviews with business owners and brokers carried out during the planning process, the assessment and survey responses received.

5.1 Strategy One: Create a Business Improvement District (BID) or Business Association.

While there have been previous discussions about forming a Business Improvement District (BID) or Business Association in this area, one does not currently exist for this commercial district.

BIDs are formed by property and business owners to advance their interest in a particular area. A BID has the legal power to assess properties within a defined area using a uniform formula for each property, such as dollar per thousand of assessed value or a flat fee per property. Once formed, a BID can use the additional assessment dollars to fund activities such as revitalization grants, streetscape improvements, security cameras and marketing efforts. A merchants' or business association may do similar activities but without a set funding mechanism. There are currently no special funds available for marketing and promotion or to physically improve the district other than the general programs the city operates for all commercial districts.

A BID can have a significant impact on commercial districts and help an area become or remain successful. In fact, many businesses would say BIDs are worth their weight in gold. Following are some of



Commercial District Business Owner Meeting

the general tasks that BIDs take on. If property and business owners in this area decided to form a BID, these tasks could be tailored to the specific priorities of businesses located on Lisbon and Burleigh.

1. Organize businesses to advance a common agenda and solve common problems.
2. Promote and market the area by developing branding strategies, operating a website, and social media outreach.
3. Fund efforts to recruit businesses that are complimentary to existing businesses and improve the overall business mix. For example, a BID could help with business recruiting for vacant properties.
4. Plan physical improvements in the district such as design of the streetscape.
5. Address security and safety issues. A BID could share information with property owners related to recent developments that might improve security.
6. Work with City and property owners to resolve zoning and building code issues.
7. Address problem or nuisance properties where they may exist. For example, some absentee owners require additional enforcement measures to maintain properties up to code.

5.2 Strategy Two: Use Main Street Principles and Techniques

One development strategy available to a business association or Business Improvement District is to organize businesses along established Main Street principles and techniques that will over time, transform and make the commercial district more competitive.

Main Street grew out of the National Trust for Historic Preservation's effort to help small town downtowns (many of them National Register Historic Districts) organize, adapt, and devise strategies to compete successfully with the big box retailers that had drawn away their customer base and left them struggling and empty. After considerable success revitalizing downtown business districts, Main Street programs were later extended to neighborhood shopping districts in cities like Milwaukee.

It is worth noting that the West Burleigh and West Lisbon corridors don't resemble the typical Milwaukee neighborhood shopping street, or a traditional downtown main street. However, they are similar to many classic main streets that are actually highways bisecting the heart of the small town downtown, such as Highway 57 that travels through downtown Cedarburg. Even though West Burleigh and West Lisbon are fairly auto-oriented and spread out, they can still employ many of the same techniques.

Core redevelopment techniques under Main Street are aimed at:

- Finding ways to compete with big box retailers like Wal-Mart and K-Mart that have the economic advantage of economies of scale;
- Addressing the dilution of the downtown marketplace as a result of urban sprawl;
- Capitalizing on assets such as small scale and personal service with customer-oriented retail, mom and pop stores, an exciting mix of restaurants, movie theaters, basic stores like hardware, pharmacy, etc.;
- Creating a friendly walkable shopping district;
- Using activation of the street (people, activity, transparency) to create a safe pedestrian zone;
- Integrating shared parking to serve a commercial district;

- Doing innovative marketing and promotion;
- Working with historic buildings and making those footprints work for retail;
- Making the most of streetscape, public art and historic character; and
- Surviving, even thriving, in a 21st Century shopping environment.

The West Burleigh/West Lisbon commercial district has the option of incorporating "big box" retail provided a large enough site could be assembled (typically, a warehouse type building structure with landscaped parking lot). Most Main Street districts are limited to continuous shopping streets with smaller retail formats where shared public parking is placed to the rear of the district. However, the challenge will be to incorporate a larger retail format and still maintain a good pedestrian environment. There are a few good examples of this blended approach to redevelopment on W. Capitol Drive in the RiverWorks commercial district.



Lisbon Avenue Business



If, as the survey seems to indicate, residents and businesses in the area want a district that resembles a Main Street, then a Main Street type organization might be in order, or the adoption of a number of Main Street strategies. The program has only been tried on a limited basis as a pilot program in Milwaukee, but it is arguably the most successful revitalization program in the United States.

Many of the retail challenges faced by the West Burleigh/West Lisbon commercial district are comparable or similar to those in other commercial districts throughout the city. Only a few have sought formal Main Street designation. A far greater number have simply employed a number of Main Street strategies to help resolve redevelopment issues and to improve their competitive edge, as would be useful for this district as well.

As a basis for further discussion and to determine whether a Main Street type program might be a good strategy for this commercial district, it might be helpful to review the Main Street Four Point structure: (1) Overall Organization, (2) Marketing and Promotion, (3) Architectural and Streetscape Design, and (4) Economic Restructuring

1. Overall Organization works for the district. Businesses can establish priorities and action steps, and form committees to get those accomplished. Committees or action groups can vary with the Main Street. Given the priorities mentioned in the online survey, it would make sense for this district to have

a Design group, a Safety and Security group, and a Streetscape/Landscape group, and a Marketing/Promotion group. By building partnerships among the various groups that have a stake in the commercial district, the district becomes stronger.

Can a Main Street group be combined with a BID or a Merchant's Association? Yes, it can. The former 501(c)3 Burleigh Westtown Association, could be "revived" to become the basis for a newly formed business association for the West Burleigh/West Lisbon commercial district.

2. Marketing and Promotion takes many forms, but the goal is to create a positive image that will renew community pride and promote the district to the surrounding market area.

There are many conventional forms of marketing and promotion, such as annual events, holiday specials, flyers, etc. There are a number of ways to go about branding a commercial district, such as banners, streetscape elements, roadway design, etc.

The one type of promotion that should not be overlooked, that would be of help to the anchor businesses on the street (what we often refer to as "destination retail") is further development of an online presence and an online business component. There may be local expertise for this. However, it may also make sense for businesses to pool resources to hire a consultant to help develop this.



Milwaukee's Locust Street Festival of Music and Arts

3. Design means working on facades, storefronts and signage, doing historic restoration where it applies, and working on a range of streetscape, parking and traffic safety issues. Again, this will vary quite a bit with the district.

In the case of the West Burleigh/West Lisbon district, improving design means getting buildings on both corridors into better physical shape and creating a safe, inviting environment. Some of the highest priorities have already been mentioned: storefronts (organizing merchandise in an attractive way, unblocking windows, and “unblinking” walls; making improvements to parking lots; greening the district with more street trees and planters; traffic calming to address safety and noise.



Brightly colored storefront on Burleigh Street

4. Economic Restructuring is knowing how to strengthen economic assets while diversifying the economic base by: evaluating how to retain and expand successful businesses to provide a balanced commercial mix, sharpening the competitiveness and merchandising skills of business owners, and attracting new businesses that the market can support.

To compete with online shopping, major businesses in the district need to continue to provide services or sell items that big box stores don't, for example, Bunzel's fish and deli selections, and Daly's pen shop selections, and hosting talks or events that increase customer visits to the store.



The local community has to support businesses in the district. The Economic Restructuring group could reach out to surrounding neighborhood groups, e.g., Enderis Park, Kops Park, Cooper Park, etc., and other entities like Mount Mary College, to develop an approach to grow neighborhood support of area businesses.

Customer loyalty programs tailored to the market area could also be explored and marketed through the existing neighborhood groups to the extent possible.

The following are types of customer loyalty programs that might work for a neighborhood shopping district:

- Offers/Services
- Excellent overall shopping experience
- Customer preferences (consultant option)
- Customized services (catering, special occasion planning)
- Product updates (at the customer's request)
- Referral schemes
- Word of mouth marketing
- Personal data protection

5.3 Strategy Three: Business Recruitment

Shore up the district with more anchors

Reinforce the district's appeal with more dining establishments. This point was reinforced in stakeholder interviews with real estate brokers and mentioned frequently in written comments in the online survey. One of the longest running successes in the district has been Mama's Pizza and that building is currently available for sale to a new user. Another preference people frequently expressed in the survey is for a neighborhood-oriented coffee shop.

Anchors could be commercial, institutional, or nonprofit--in order to function as a major draw to the district, the anchor does not have to be limited to retail/commercial.

Note: This strategy may require land assembly to form larger parcels.

Increase the district's competitive edge

Big Picture - Compete more effectively with surrounding retail venues by creating a more inviting, welcoming shopping environment.

Small Picture - Make individual stores within the district and the public realm adjacent to these stores, more customer-friendly.

Specific approaches to creating a more customer-friendly environment are discussed in Appendix C: Design Guidelines for Commercial District.



Vacant business on Lisbon Avenue

5.4 Strategy Four: Increase Neighborhood Support and Customer Loyalty

If there is an important business, something people truly value in the neighborhood commercial district, it is important to remind residents that they need to support it. Residents must vote with their pocketbooks or desired businesses will not be financially successful. Residents must buy local before ordering on Amazon, EBay or Overstock—if they want those products available in the neighborhood in the future.

5.5 Strategy Five: Address Safety and Security Issues

Use both passive design approaches and active surveillance measures to increase security in the district.

- Work with the MPD District 7 Community Liaison Officer to identify and address security issues.
- Employ "Eyes on the Street" surveillance by employing views in and out of storefront windows, as well as rear, side, and upper story windows. Supplement with security cameras as needed.
- Use CPTED (Crime Prevention through Environmental Control) strategies as they apply to commercial districts, e.g., eliminate dark, dead end, out-of-normal-sightlines spaces, hiding places, etc.
- Create activity both in store and on the street throughout the day.



Bank on Burleigh Street

5.6 Strategy Six: Physical Improvements to the District

Approach to Funding Improvements

One of the first steps in developing a capital improvements strategy is to identify and address gaps between what people want and what people are willing to support. It is important to know what businesses and residents envision for the commercial district (the survey provides a good sense of what residents hope to see in the district), but it is also important to know which results and improvements businesses and residents are willing to support and pay for in addition to city subsidies, programs and improvements that the city regularly makes, i.e. the city's "business resource toolbox" (see Strategy Seven for an outline description of programs).

Create a More Welcoming Shopping Environment

Address areas that the survey noted were need of improvement: Building Appearance (67%), Landscaping/streetscaping (50%), General attractiveness (58%).

Recommended actions:

- Clean-up/Paint-up/Fix-up , i.e., do usual and customary repair and maintenance, or if possible, a notch better.
- Recruit businesses to fill vacancies.
- Better landscaping and streetscaping

Very good landscaping exists in a few places in the district as well as in the City-maintained medians, but it needs to be more consistent throughout the district.

One of the best things the city can do is plant street trees and enhance streetscaping. With the assistance of a BID or business association, that can be accentuated with other elements such as hanging baskets on street lights, banners, benches, trash



Building facade on Lisbon Avenue

receptacles, etc.

One of the most important things private property owners can do to create a more welcoming shopping environment is to landscape parking lots and plant more trees, shrubs and groundcover than the minimum required by code.

Another thing private property owners can do is to individually personalize the streetscape in front of or adjacent to their businesses with benches, planters, sidewalk seating, like the benches at Gard's Restaurant or at Bunzel's. This can include adding planting areas such as the raised planters in front of Suzie's Hair Design at the west end of West Burleigh or the lengthwise in-ground planters in front of Trent Towers Hats and Caps at the east end.



Landscaping on Burleigh Street

Traffic Calming

There is growing evidence that traffic calmed streets are good for business.

The most notable example of this is a stone's throw from the district on North Avenue in Wauwatosa. The returns are in and they are good. Wauwatosa's investment in roadway improvements, bike lanes and added streetscaping have been very good for businesses' bottom line and have attracted new businesses that want to locate there.

There are many different options and techniques for traffic calming that have to be mutually agreed upon between the local business district and the Department of Public Works.

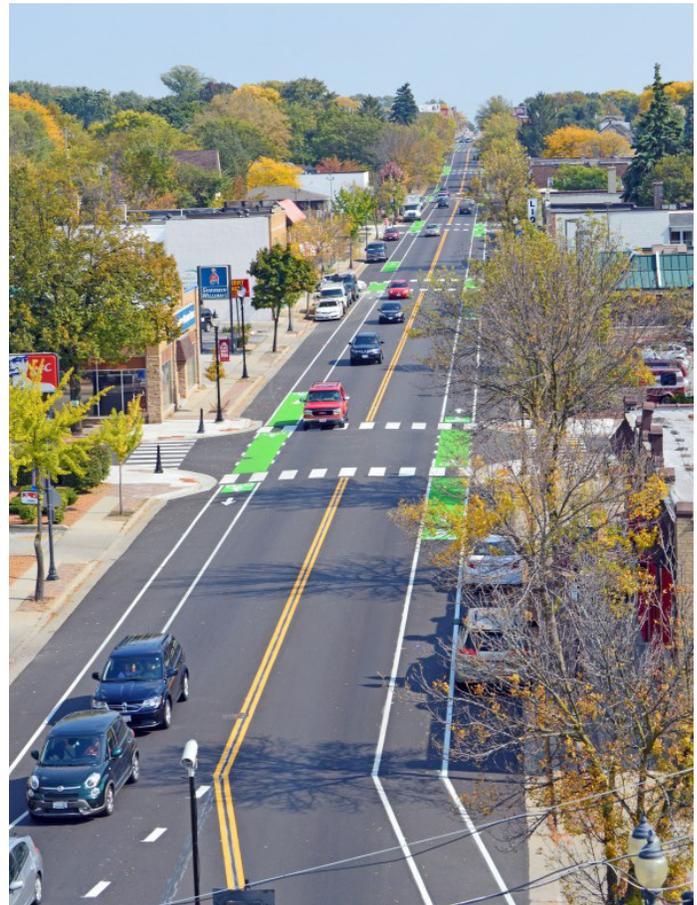
What is traffic calming?

Traffic calming is a range of measures that can be taken to make traffic slow down, not just for the associated safety benefits, but for economic reasons.

For economic reasons, slowing traffic as it moves through a commercial district signifies that the district is not just a place where people speed through to get to somewhere they really want to go, but is a destination where they might want to shop, dine, and spend time. The other practical reason businesses want drivers to slow down is that no one will see what's in a storefront window going 35 miles per hour.

What does this mean in the context of this commercial district?

- Numbers confirm that the Burleigh and Lisbon commercial corridors are marked by high speeds and heavy traffic. Neither of these is conducive to neighborhood shopping.
- Target speed for neighborhood shopping districts is 18 - 21 mph. The posted speed limit on Burleigh and Lisbon is 35 mph. Because of narrow sidewalks coming close to moving traffic, and a sporadic on-street parking buffer, pedestrians can feel like they are walking along a divided highway when they are simply walking down the street. Traffic speed may be 35 mph but for pedestrians in close proximity to moving traffic, it can feel like traffic is traveling much faster. Neither Burleigh nor Lisbon is currently pleasant to walk around for pedestrians. It is more tolerable from a noise and safety standpoint for visitors to arrive by car, drive, park, purchase something and drive home.



Redesigned North Avenue in Wauwatosa

- These arterials are not a commercial Main Street now, and may not ever have a Main Street feel. However, there are improvements that could make them greener, more inviting, and less noisy and hectic. It may be possible to have a positive impact at key nodes, e.g., the intersections of Lisbon and Burleigh; 76th and Burleigh, etc. while acknowledging that these corridors will remain wide arterials for the foreseeable future.
- The rights-of-way for both Burleigh and Lisbon are designed as boulevards. Boulevard design is a "double-edged sword." It can be very helpful at aiding pedestrians to cross busier streets when there is a sizable mid-block place to make a two-staged crossing. However, a wide right of way and boulevard design also contribute to high speed and volume on the corridors because boulevards create a buffer that makes it safer to go faster, typically a negative factor in improving pedestrian environment.
- The wide right-of-way is actually an asset for possible future change. The width allows ample room for widening sidewalks, enhancing streetscape, and re-allocating space for bicycle

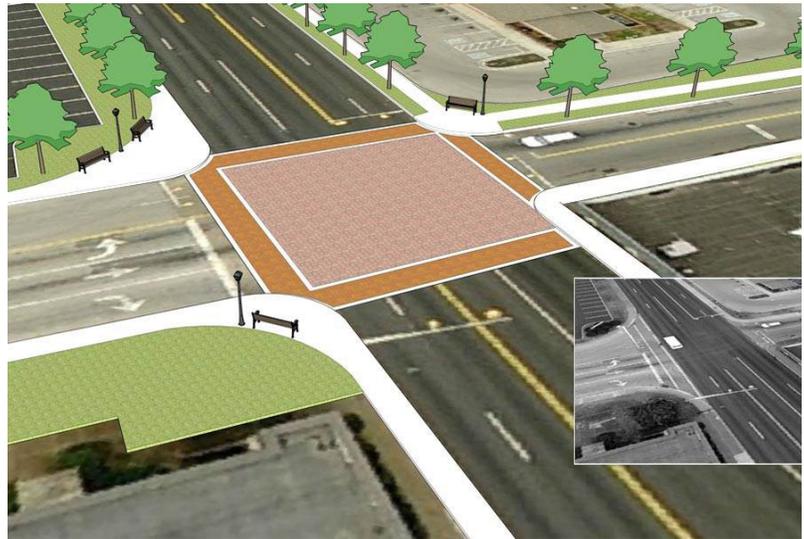
lanes. However, the curb to curb width and sporadic on-street parking, currently create an overly long pedestrian crossing, not particularly conducive to neighborhood shopping.

- Unless there is a conscious effort to slow traffic and redesign the right-of-way to favor pedestrians and bicycles, the commercial district may not be able to create the desirable welcoming pedestrian-oriented character that it needs to realize its market potential.

If businesses decide that traffic calming is a good strategy to get people to slow down, possibly stop and shop in the district, what kind of traffic calming is most appropriate and affordable for this district?

Traffic calming involves a whole menu of design options for making the street less auto-dominated and more pedestrian-friendly. The City’s Department of Public Works (DPW) can advise on practical appropriate solutions for arterial streets:

- Curb extensions or bump-outs are one of those options that are used to produce “side friction” or an inducement to slow down to avoid passing cars and people on the sidewalk at too high a rate of speed. Bump-outs should be considered for key intersections throughout the district, prioritized at business clusters and at Milwaukee School of



Example of Speed Table at Intersection

Languages and other crossings that connect to key neighborhood destinations north and south of the corridor.

- Speed tables or raised intersections are a somewhat controversial option for forcibly getting traffic to slow down when passing through a commercial district. However, the survey responses indicate residents have concerns with strategies that would increase travel times through the corridor. Speed tables are controversial because raised treatments on heavily traveled arterials can startle drivers who are going too fast. They are not ideal treatments for transit routes because buses may not be able to negotiate the “hump” or “bump” in the roadway without sudden deceleration. Adding inappropriate treatments can drive traffic onto adjacent residential and collector streets to avoid them.

- Medians can be helpful in reducing the width of pedestrian crossings. These are already present on Lisbon and Burleigh.

- Narrowing the street or having fewer driving lanes will slow traffic.

- Introducing more traffic stops and designated pedestrian crossings will enhance pedestrian safety.



Example of Curb Bump-out

- More or better traffic monitoring and enforcement, which could start with neighbors and businesses working with the Milwaukee Police Department to identify problem areas, will also increase traffic safety and compliance with speed limits, pedestrian crossings, lights, stops, etc.

Note: DPW is constrained by schedules for street paving and may not have a budget for streetscape that goes beyond the basics – street trees, standard bike racks, standard street lights, etc. Businesses and neighborhood groups will have to take that into account in planning for improvements. Generally, Business Improvement Districts in the City are responsible for a share of streetscaping improvements made in their corridors.

If businesses want to make the district more inviting and attractive, which changes to the right-of-way would produce the desired result?

- Additional street trees and street furniture could make the shopping environment more welcoming and attractive. For example, the small plaza at the Lutheran Thrift Store on Lisbon could have places to sit and planters. The small plaza just west of 92nd and Burleigh could add seating. More of Burleigh could have planted areas similar to the southwest corner of the block at Lisbon and Burleigh.
- Businesses can always personalize the space in front of the store entry. For example, Bunzel’s has picnic tables where customers can buy something from the deli and sit and eat outside in good weather.

The right-of-way (usually at the time of regular assigned street repaving) could be changed, reallocated or redesigned with regard to street width, number of lanes, type of lanes, etc.



Small Plaza West of 92nd and Burleigh Street



Plaza on Lisbon Avenue



Picnic Benches for Bunzel’s Customers

5.7 Strategy Seven: Take Advantage of City Programs

Encourage small and/or local businesses in the district to take advantage of city programs: Façade Grants, Signage Grants, White Box Grant Program, Retail Investment Fund (RIF), and Milwaukee Economic Development Corporation (MEDC) Loans. These programs have been used successfully in the district in the past and can assist in incentivizing businesses to locate in the area. When reviewing grant applications, City staff ensures that businesses receiving funds comply with City design guidelines.

The city's Commercial Corridors Team is available to work with businesses on a one-on-one basis to achieve their goals and meet program guidelines.

Façade Grants

- Commercial property exterior improvements
- Project budget must exceed \$2,000
- Grants up to \$5,000 per storefront
- Windows, doors, awnings, landscaping, painting, asphalt parking
- No reimbursement for work completed prior to approval
- New construction: fencing, signage, awnings and landscaping



Signage Grants

- Project budget must exceed \$2,000
- Grants up to \$2,500
- Matching funds requirement
- Internally illuminated box signs not eligible
- Eligible sign types: Sign boards, awnings, display window lettering, hanging signs, transom, neon

White Box Program

- Recruitment to vacant commercial / retail space
- Grants up to \$10 per square foot, not to exceed 75% of project cost
- Maximum grant of \$25,000
- No reimbursement for work completed prior to application approval
- Cannot be used in conjunction with RIF grant
- Eligible expenses include lighting, plumbing, electrical, HVAC, interior walls and ceiling
- May be used to cover the cost of repairing and restoring damaged surfaces to a state where they can be ready for interior finish-out

Retail Investment Fund (RIF)

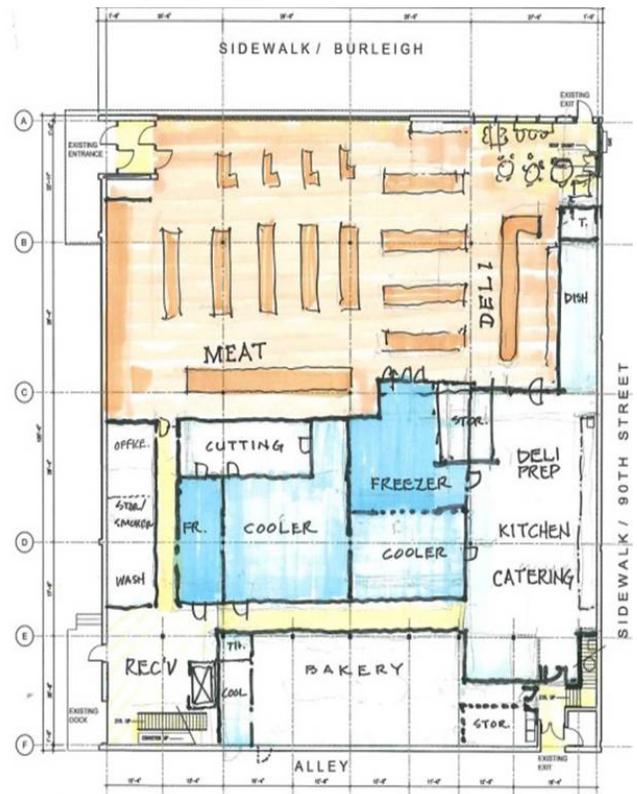
- Award is based on job creation
- Must be a for profit, taxpaying business
- Applicant may own or lease
- Reimbursement program covers up to 20% of project costs
- Offers \$5,000 per full-time employee (FTE), or part-time equivalent, up to \$50,000
- Includes furniture, fixtures and equipment (FFE), build-out, startup inventory
- May include A&E (architectural and engineering services that would be required to produce cost estimates, product selection, construction documents, construction supervision, etc.)

Milwaukee Economic Development Corporation (MEDC)

City-affiliated lender providing assistance to create and retain jobs in the City of Milwaukee.

- Second Mortgage Program
- Capital Access Program
- Venture Debt Program
- SBA Community Advantage

Note: A Business Improvement District (BID), Business or Merchant's Association could help businesses take advantage of the programs described in this section. If a BID or Business Association were formed, the BID could add matching funds. If there is no BID or Business Association, DCD's Commercial Corridors Team and/or the MEDC staff remains committed to working with businesses directly.



THE *Juice* KITCHEN



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NEXT STEPS

6.1 Action Items and Priorities for a Business Improvement District or Merchant's Association

Based on survey responses and expert advice, here is a tentative list of priorities based on critical timing for the district and citizen level of interest or concern.

Priority One: Organize. Create a Business Association or Business Improvement District

Without the right organization, it will be hard for the district to regain its competitive edge in the face of increasing competition from surrounding retail centers and online shopping. Some type of organized business group will be required in order to implement many of the other strategies suggested in this document.

This could start with a revival of the former Burleigh business association, the Burleigh Westtown Association and expand to include new members on Lisbon and Burleigh.

The DCD Commercial Corridors Team could invite local experts in to talk about the benefits of having a business association of Business Improvement District (BID).

Responsible parties: Business association; individual business owners; property owners; active neighborhood groups; Department of City Development (DCD) Commercial Corridors Team; DCD Planning; Aldermen for 5th and 10th Districts; local experts willing to advise; local institutions interested or willing to participate

Priority Two: Recruit. Fill vacancies. Add Anchors & Dining Establishments that Bring Traffic to Smaller Businesses

- Develop west to east to capitalize on the new Mayfair Collection, starting with the intersection of 92nd/Burleigh



Business Vacancy on Burleigh Street

- Concentrate on recruiting for the three major vacancies--Wilke's Pharmacy, Bunzel's former location at 81st and Burleigh, and the Mama's Pizza/Papa's group
- Where feasible, create more large format sites or sites that might accommodate anchor tenants
- Add anchors with national identity that are not already available in the Milwaukee area
- Cluster small businesses that benefit from anchor establishments (build on existing clusters such as those businesses surrounding the Lisbon and Burleigh intersection)

Note: Real estate brokers, individual businesses, property owners, and the Aldermen for the district are already engaged in recruiting businesses to the district.

Responsible parties: Business association; individual business owners; property owners, commercial real estate brokers active in the area, Department of City Development (DCD) Commercial Corridors Team, DCD Planning, Aldermen for 5th and 10th Districts, other interested stakeholders, local institutions interested or willing to participate

Priority Three: Increase Neighborhood Support and Customer Loyalty

Increase neighborhood support and customer loyalty by working with neighborhood associations that form the core market area for the district--Enderis Park, Cooper Park, Kops Park, etc. Neighbors must support the businesses on the corridor that they value if they wish to see the area thrive. In this current highly competitive retail environment, it helps give businesses an edge if neighborhood groups work with local business to organize customer loyalty programs. Responsible parties: Business association, individual business owners.

Priority Four: Address Safety and Security Issues

- Work with District 7 Police to employ "Crime Prevention Through Environmental Design" strategies where appropriate, such as eliminating unlighted or out-of-view alleys, etc.
- Activate the street where possible. For example, make the streetscape more inviting with benches or outdoor furniture.
- Improve natural surveillance ("Eyes on the street") by increasing the number of stores with normal business hours and storefronts with transparency



Partially-active business on Burleigh Street

or unobstructed views to the street.

Responsible parties: Business association, individual business owners, property owners, neighborhood groups, Milwaukee Police Department District 7 Community Liaison Officer, City of Milwaukee Department of Public Works (DPW), City of Milwaukee Department of Neighborhood Services, Aldermen for 5th and 10th Districts.

Priority Five: Consider Improvements to the Public Right-of-way, such as Traffic Calming, Bike Lanes, Streetscaping, Curb Bump-outs, Street Trees, etc.

Consider the benefits of improvements such as traffic calming as well as which approaches would be most effective including the possible addition of bike lanes, streetscape improvements such as curb bump-outs, street trees, and street furniture. Prioritize short term and long term improvements. For example, streetscape improvements can have an immediate impact on the image of a commercial district.

Traffic calming and bike lanes may be a more long term solution to improving the pedestrian environment. The Aldermen, DCD and neighborhood groups can work with the City's Department of Public Works to achieve the best all around design to make the district more walkable and pedestrian friendly.

Given the widths of both streets, the unlikely willingness to lose parking, the possible limited ability to remove travel lanes, it may be more pragmatic to look at creating a parallel bicycle boulevard network on streets adjacent to the busy arterials of Lisbon and Burleigh. Lower volume streets with light improvements (signs, limited markings, possibly some basic intersection traffic calming) will appeal to a much wider range of people than bicycle lanes on busy streets with transit routes.

Responsible parties: Business association, individual business owners, property owners, neighborhood groups, City of Milwaukee Department of Public Works (DPW), DCD Planning, Aldermen for 5th and 10th Districts.

Priority Six: Raise the Bar/ Work on Shortfalls Identified in Survey

Work to address major shortfalls identified in survey:

Building Appearance (67%)

Landscaping/streetscaping (50%)

General attractiveness (58%)

General safety (87%)

Some facades just need better storefront windows—improved design, aesthetics and organization.

Some facades need maintenance and repair--clean-up, paint-up, fix-up. Not all solutions are expensive and the City offers programs to assist businesses in improving the exterior of their properties (see the following item). Examples of facade grants in the district are PEC Meeting at 9224 W. Burleigh and the new Bunzel's location (former Artist and Display) at 9015 W Burleigh.

Responsible parties: Business association, individual business owners, property owners, Milwaukee Police Department District 7 Community Liaison Officer, City of Milwaukee Department of Public Works (DPW), City of Milwaukee Department of Neighborhood Services, Department of City Development (DCD) Commercial Corridors Team, Aldermen for 5th and 10th Districts.



District Storefront

Priority Seven: Take advantage of City programs that Support Small Business

The City's Commercial Corridors Team administers these programs to help small and/or local businesses in the City of Milwaukee:

- Façade grants
- Signage grants
- White box
- Retail investment fund
- MEDC Loans

Responsible parties: Individual business owners, property owners, Department of City Development (DCD) Commercial Corridors Team, Milwaukee Economic Development Corporation (MEDC).



Lisbon Avenue Businesses



District Business that received a Façade Grant

6.2 Conclusion

With a concentrated effort by a core group of businesses working with residents, local Aldermen, the Department of Public Works and the Department of City Development, the West Burleigh/West Lisbon commercial district has a strong opportunity to regain its “competitive edge,” fill high-profile vacancies, attract new businesses to this strong area and strengthen its position in the range of Milwaukee metro retail offerings. As a part of that retail strategy, it also has the energy and motivation to become a more successful attractive neighborhood or “Main Street” shopping district.

6.3 Next Steps

The next steps will involve implementation of the strategy. The first part of that will be exploring the formation of a business association or a business group, possibly a revival of the Burleigh Westtown Association. That group, working with partners, e.g. the city’s Commercial Corridors Team, neighborhood groups, Aldermen and commercial brokers, will establish priorities and organize working groups around core priority areas. Outreach to businesses that want to be more engaged in determining

the future of the district is a logical first step. Next, planning and organizing meetings with key stakeholders--businesses, residents, brokers and city representatives, will be critical.

Another aspect to planning and organizing will be determining which of the streetscape or public right-of-way improvements suggested in this document would be most helpful to the district’s image. Recruiting will also be a critical element of the district’s future and will involve property owners and brokers. City programs administered by the DCD Commercial Corridors Team can be brought to bear to attract new businesses to the area.

6.4 Updates and Contact Information

Email plan questions or comments: WestSidePlan@Milwaukee.gov

Sign up to receive future planning updates and meeting invitations: city.milwaukee.gov/enotify (West Side Plan)

For updates or to view plan documents online, visit: www.city.milwaukee.gov/AreaPlans/West



View of Burleigh Street looking East

APPENDIX A: RESULTS OF ONLINE SURVEY CONDUCTED IN NOVEMBER 2015: West Burleigh/West Lisbon Commercial District Retail Study

Total number of people taking the survey: 757

Top reasons for visiting the district during the past year:

- 1 - Food/groceries/meats **(78%)**
- 2 - Dining **(43%)**
- 3 - Specialty Shopping **(27%)**
- 4 - Routine shopping **(25%)**
- 5 - Automobile services **(24%)**
- 6 - Personal services **(16%)**
- 7 - Financial services **(13%)**

92% of people did most of their shopping outside the West Burleigh/West Lisbon commercial district

86% of respondents usually travel to the District to shop/dine by driving

Nearby Commercial District Rankings (“the competition”):

Ranking of commercial districts that respondents shopped at “At least weekly” on average:

- 1 - North 124th St. and West Capital Dr. Area **(37%)**
- 2 - Wauwatosa Village **(27%)**
- 3 - Mayfair Mall or Highway 100/Mayfair Road **(22%)**
- 4 - West Burleigh/West Lisbon commercial district **(19%)**
- 5 - West Burleigh Street in Wauwatosa **(16%)**
- 6 - Other Commercial corridors in the area (North 68th, West Capital, West North Ave) **(6%)**
- 7 - Brookfield Square/Bluemound Road in Brookfield **(5%)**
- 8 - Downtown Milwaukee **(2%)**
- 9 - Bayshore Town Center **(0%)**

Ranking of commercial districts that respondents shopped at “A few times each month” on average:

- 1 - Wauwatosa Village **(19%)**
- 2 - N 124th St. and W. Capital Dr. Area **(17%)**
- 3 - Mayfair Mall or Highway 100/Mayfair Road **(16%)**
- 4 - Other Commercial corridors in the area (N 68th, W Capital, W North Ave) **(9%)**
- 5 - Downtown Milwaukee **(8%)**
- 6 - Brookfield Square/Bluemound Road in Brookfield **(7%)**

6 - West Burleigh/West Lisbon commercial district **(7%)**

7 - Bayshore Town Center **(1%)**

Shopping and Dining Preferences:

If the following restaurants/stores were added to the district, more than 50% of respondents would "Spend a little more" or "Spend a lot more":

1 - Casual Dining **(81%)**

2 - Coffee Shop with light food, delicatessen, bakery or pastry/dessert items **(75%)**

3 - Bakery **(73%)**

4 - Grocery **(72%)**

5 - Specialty Foods (prepared or ethnic) **(71%)**

6 - Ice Cream/Candy **(60%)**

7 - Gardening Supplies **(59%)**

8 - Home Accessories **(55%)**

9 - Fine Wine and Spirits **(55%)**

10 - Hardware **(54%)**

11 - Arts/Crafts/Knitting/Sewing Supplies **(50%)**

12 - Book Store **(50%)**

13 - Pub or Bar **(50%)**

14 - Pet Supplies **(50%)**

Customer Satisfaction:

Factors respondents were asked about:

Bicycle access, business hours, building appearance, cleanliness of streets and sidewalk, landscaping/streetscaping, general attractiveness, general safety, pedestrian access, pedestrian safety, street lighting, automobile traffic flow, and parking availability.

Rated "excellent" or "above average" by 50% or more of respondents: **None**

Rated "average" by 50% or more of respondents:

- Street Lighting **(65%)**
- Automobile Traffic flow **(59%)**
- Business Hours **(58%)**
- Pedestrian access **(58%)**
- Parking Availability **(52%)**

Rated "below average" or "awful" by 50% or more of respondents:

- Building Appearance **(67%)**
- General attractiveness **(58%)**
- Landscaping/streetscaping **(50%)**

Customer-Friendly Environment/Suggested Improvements:

Top improvements that respondents thought would have the "**most positive impact**" on the District:

- 1 - Building façade improvements **(69%)**
- 2 - Building repair, painting, etc. **(51%)**
- 3 - Better lighting, security **(46%)**
- 4 - Additional planters/trees/flowers **(41%)**
- 5 - Events/festivals **(38%)**
- 6 - Street Furniture **(16%)**

Majority said **YES** these improvements would improve the District:

- Greening of public right-of-way with more street trees and additional landscaping **(81%)**
- Greening of private property and better landscaping on parking lots **(81%)**
- Bicycle lanes **(57%)**

Majority said **NO** these improvements would not improve the District:

- One through lane of traffic in each direction rather than two lanes **(65%)**
- Wider sidewalks and narrower street **(57%)**

Majority were **UNDECIDED** as to whether these improvements would improve the District:

- Traffic calming **(39%** in favor, **40%** not in favor, **21%** undecided)

Most common respondent write-in answers to question: "I would spend a lot more if there was a..."

- Sit-down dining restaurant
- Brunch restaurant
- Restaurant with fresh/healthy options
- Family restaurant
- Health/organic food stores- Outpost, Whole Foods
- Better grocery store- Sendik's, Trader Joes
- Yogurt shop, custard shop
- Craft store- Hobby Lobby, Michael's, JoAnn's
- Nail salon, high end salon

- Pharmacy- Walgreens
- More resale stores
- Community theater
- Indoor children’s play area, Activity center
- Movie theater
- Classy/nice bar, live music
- Jazz club

Most common respondent write-in answers to the question: “Name up to two NON West Burleigh/West Lisbon restaurants that you have patronized recently and believe would be good additions to the West Burleigh/West Lisbon commercial district?”

- Casual sit-down restaurants - Applebee’s, Buffalo Wild Wings, Baker’s Square, BelAir Cantina, Café Hollander, North Avenue Grill
- Ethnic food restaurants- Italian, Mexican
- “Fast-casual” food restaurants- Noodles, Chipotle, Blaze Pizza, Jimmy John’s
- Coffee shops- Colectivo, Starbucks
- Bakery- Panera, Bruegger’s, Dunkin’ Donuts

Most common respondent write-in answers to the question: “In the past month, what have you purchased elsewhere that you wish you could have bought in the West Burleigh/West Lisbon commercial district?”

- Art/craft supplies
- Bakery items
- Quality groceries
- Coffee
- Hardware
- Home goods
- Pet food & supplies
- Clothing
- Children’s items

Respondent write-in answers to the question: “At what stores did you make these purchases?”

- | | |
|--------------------|------------|
| • Lowe’s | • Outpost |
| • Kohl’s | • Sendik’s |
| • Mayfair Mall | • PetSmart |
| • Colectivo | • Aldi |
| • Valentine Coffee | |

APPENDIX B: West Side Area Plan Discussion of Commercial Corridors such as West Burleigh and West Lisbon

The following is a set of recommendations included in the West Side Area Plan (pp. 98-100). For classification purposes, W. Burleigh was grouped with Neighborhood Arterials, i.e., more pedestrian than auto-oriented. W. Lisbon was grouped with Commercial Corridors, i.e., more automobile than pedestrian-oriented.

Note that the last paragraph mentions that traffic calming is of particular concern. Also of concern is the auto-dominated (at the expense of pedestrian-friendly) character of these corridors.

Commercial Corridors (West Lisbon)

Commercial corridors in the West Side maintain a variety of retail, restaurant, office, institutional, and residential uses in a wide range of development patterns; e.g. neighborhood shopping districts made up of a collection of buildings on a shopping street; and strip malls with individual tenants, big box retail, fast food franchises, drive-up and drive-through establishments.

These corridors support a wide variety of businesses that cater to customers traveling by car, bus, bike, and on foot. However, with the exception of older neighborhood arterials that were originally designed to be accessed on foot, **the majority of West Side commercial corridors are not pedestrian friendly.** In fact, the biggest threat to older neighborhood arterials (apart from absentee owners) is the encroachment of automobile-oriented development and oversized parking lots that eliminate the historic buildings and erase the sense of place that maintains their appeal and keeps them viable as commercial districts.

West Side commercial corridors generally are centered around wider roadways that are intended to accommodate higher traffic counts and increased speeds. Commercial corridors in the West Side area tend to be automobile-oriented, and many are state or county highways.

West Side corridors include the following: N. 76th Street; W. Appleton Avenue; W. Capitol Drive; W. Fond du Lac Avenue; W. Hampton Avenue; **W. Lisbon Avenue**; and W. Bluemound Road.

Because West Side corridors have been developed and redeveloped at different times over more than a century, **they exhibit a range of overlapping development patterns and economic activity, not always in harmony of form or use.** Building types range from local businesses in older main street areas to larger retail operations located in strip centers. Whether following an older streetcar route pattern of development or an auto-oriented commercial strip pattern, commercial uses are typically distributed in a linear pattern along these thoroughfares.

Uses generally serve those traveling by automobile, although these uses are also served by transit. Limited bicycle access is available, and the need for traffic calming devices is apparent throughout most corridors. **West Side corridors in general need to be more multi-modal in design to accommodate a greater range of vehicle and pedestrian users.**

Neighborhood Arterials (West Burleigh)

West Side neighborhood arterials support local businesses, specialty shops, unique venues, and also offer numerous amenities for area residents and visitors. They provide opportunities for economic development, options for transportation, meeting locations for networking or other purposes, a “third place” for working residents, and most importantly, a sense of place. These amenities often cannot be quantified, but contribute significantly to the overall value of the arterials.

Neighborhood arterials in the West Side area include: N. 60th Street; N. 91st Street; the older unreconstructed sections of W. Bluemound Road; **W. Burleigh Street**; W. Center Street; W. North Avenue; N. Sherman Boulevard; W. Silver Spring Drive; W. State Street; W. Vliet Street.

West Side neighborhood arterials are mixed use corridors. Following a pattern typical of transit routes (old streetcar routes), they have clusters or nodes of commercial uses with housing interspersed.

Because these arterials are part of the neighborhood and have a residential component, traffic calming is of particular concern. Even though neighborhood arterials may safely accommodate pedestrians and bicycles more so than the heavily trafficked commercial corridors (commuter routes), they still need to do a much better job of offering a friendly, safe and walkable environment for all ages and abilities.

APPENDIX C: COMMERCIAL DISTRICT DESIGN GUIDELINES



CREATE A CUSTOMER-FRIENDLY ENVIRONMENT

PEDESTRIAN MOVEMENT & ACCESS

Do pedestrians have easy access to the businesses?

- Public entrance to business should be at the street's sidewalk.
- If the building is at an intersection, it should activate the corner with a welcoming entrance.



Does the district offer areas for activities besides shopping?

- The district should provide open space, green space, and plazas to enhance the overall experience and allow for outdoor activities, displays, and public art.
- The district should allow for informal gathering spaces, sidewalk cafes, seating and similar activities.



Do pedestrians in the district feel safe from traffic?

- Pedestrians should feel safe from vehicles walking on the sidewalks and crossing the street.
- Streets should have infrastructure/signage to facilitate pedestrian safety.



Do businesses create a welcoming shopping environment?

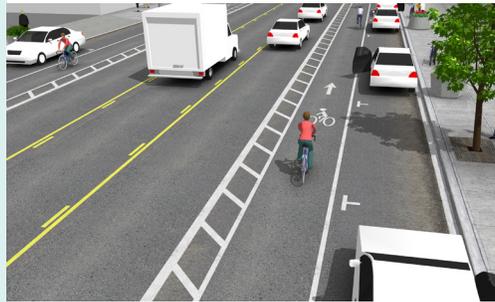
Storefronts, signage, landscaping features, and entrances should be designed to draw customers in and enhance the overall district appearance



BICYCLE MOVEMENT & ACCESS

Do bicyclists have easy access to the businesses?

- The street should allow for safe travel to the businesses with bicycle infrastructure such as bike lanes.
- The street should provide for bicycle racks



VEHICULAR MOVEMENT & ACCESS

Does the street allow for safe pedestrian and vehicular travel?

- The street should be safe for both pedestrians and vehicles.

Does the area have on-street and shared parking to reduce the parking lot footprint and requirements?

- The street should provide on-street parking, shared parking and minimal surface parking where necessary.



TRAFFIC CALMING

Does the street utilize traffic calming methods to slow traffic and prevent vehicular/pedestrian conflicts?

- An option is curb bump-outs which extends the sidewalk, reduces the crossing distance and allows pedestrians about to cross and approaching vehicle drivers to see each other when vehicles parked in a parking lane.
- Another option is a speed table which is a slightly elevated intersection that causes drivers to slow down at the intersection.



USE LANDSCAPE & STREETScape TO REINFORCE THE ASSETS OF THE COMMERCIAL DISTRICT

LANDSCAPING ON PRIVATE PROPERTY

Does the parking lot help define garden-like outdoor spaces?

- Parking lot landscaping should create green spaces and help to screen the lot from public right-of-way, public spaces, and residential uses.

Do the businesses incorporate landscaping to enhance the building and entries?

- Businesses should incorporate landscaping on their property to increase street frontage attractiveness and screen unattractive features.



LANDSCAPING ON PUBLIC RIGHT-OF-WAY

Does the district's street design include landscaping elements?

- The street should incorporate landscaping features to create a comfortable and attractive pedestrian zone along public rights-of way.



Use of Street furniture

Does the district incorporate street furniture to promote pedestrian use?

- The district should encourage pedestrian activity with benches, trash cans, bike racks, and other street furniture.



Lighting

Does the district incorporate pedestrian scaled and vehicular lighting?

- The street should facilitate pedestrian and vehicular safety with both human-scaled lighting and street-scaled lighting.



CREATE ENGAGING BUILDING FACADES & STOREFRONTS

BUILDING FACADE CONDITIONS

Do the businesses in the district keep their façade well-maintained?

- The businesses should keep their property well cared for with building repairs, painting, and other upkeep.

STOREFRONT DESIGN

Does the storefront welcome customers with attractive display windows, decorative use of merchandise and graphics, and allow for visibility of the business's interior?

- The storefront should be designed to be inviting for customers with visibility of the interior, attractive front display window and decorative use of advertisement.
- The storefront should enhance the visual connection and activity outside of the building.

SIGNAGE

Does the signage promote the retail establishment and enhance the overall pedestrian experience with interesting and decorative graphics and use of materials? Does the sign fit with the building elements and is the scaled appropriate to a pedestrian-friendly environment?

- The signage should be designed to enhance the pedestrian's shopping experience and complement the building with proper scale and interesting and decorative graphics.



USE NEW BUILDING CONSTRUCTION OR RENOVATIONS TO CREATE AN EVEN BETTER COMMERCIAL DISTRICT

BUILDING PLACEMENT

Do building design elements create a continuous façade pattern along the street edge? Is the building's front façade parallel to the right-of-way and located within the build-to zone?

- The building should be placed close and parallel to the street and should create a continuous façade pattern along the street's edge.



BUILDING FACADES & COMPOSITION

Does the architecture complement surrounding uses and buildings?

- The building should complement surrounding building and uses with proper scale and proportion and harmonizing building design elements.



BUILDING LAYOUT

Does the placement of the windows allow for maximum transparency from publicly accessible and visible areas?

- The windows should maximize visibility of the business from public areas.

Does interior building layout allow for active spaces, such as shopping areas, product displays and office spaces adjacent to the windows to further enhance the visual connection and activity outside of the building?

- The building should enhance the visual connection and activity outside of the building with an interior layout that places active spaces adjacent to windows.



IMAGE SOURCES

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