



## EAST TOSA NORTH AVENUE PLAN



## ACKNOWLEDGEMENTS



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## EAST TOSA NORTH AVE PLAN



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## INTRODUCTION

**N**orth Avenue in East Tosa is a remarkable community street – remarkable for the variety of goods, services, food, and experiences that it offers. Fast food to fine dining; friendly neighborhood pubs to iconic neighborhood bakeries and coffee shops; Milwaukee’s best malts and best pizza – all are here on North Avenue. High performance bicycles for racing, commuting, or simple pleasure; party supplies and gourmet food to make a special event festive; fine guitars; pet fish; paint and home improvement supplies; auto services; vintage and new clothes; African art; lamps; health care; coins; music – customers can find them all on the district’s sixteen blocks. North Avenue is truly a street of pleasant surprises and great diversity.

The North Avenue business district is also remarkable for its connection to residents of surrounding neighborhoods. People who live around North Avenue are passionate about the district and committed to its economic and physical health. They understand how the strength of the district increases the value of their property and the quality of their neighborhood. Consequently, they have been unusually involved in efforts to improve North Avenue’s economic wellbeing. Moreover, many of North Avenue’s business owners and entrepreneurs live in the surrounding neighborhood.

Finally, North Avenue is remarkable for its physical context. The street has a scale and feel to it that give it a special quality. While not a traditional, transit-oriented “main street,” the street presence of its commercial buildings and homes creates a pleasant and intimate environment. The district’s structures, from the Arcade Building of 1928 to the late-1940s moderne design of Ted’s to contemporary auto-oriented development, are different but not chaotic; subtle night lighting adds to the street’s character. Adjacent neighborhoods, with beautifully designed and maintained bungalows and other classic styles on closely spaced urban lots, complement the street’s urbanity. The boundaries between commercial and residential uses are also carefully tended to avoid the land use conflicts that can both degrade neighborhoods and constrain business operations. The result is a genuine mixed use urban neighborhood that evolved from many years of

incremental development.

Despite these distinctive characteristics, many people who love North Avenue and are its natural supporters believe that it falls short of its potential. They understand the fragility of a diverse and stable business base and the critical need to maintain a safe, comfortable, and delightful environment. They believe that long-term success lies in viewing the East Tosa district as a destination – a place that people go to, rather than move through. The vision statement of the North Avenue Neighborhood Alliance, made up of five neighborhood organizations and a business association, expresses the potential of the trade district succinctly:

**East Tosa is a progressive, walkable, urban community offering niche shopping and dining experiences interconnecting with vibrant, established neighborhoods.**

The North Avenue business district in East Tosa faces challenges in accomplishing this vision. One of the most difficult is its length – it is very difficult to maintain cohesion in a sixteen block linear district. However, in our work on this East Tosa North Avenue strategic plan, we have watched how the street works and feels, and believe that much of the street comes very close to fulfilling the Alliance’s vision. Clearly, work needs to be done to secure North Avenue’s economic and environmental future and, with that, to sustain the quality of its surrounding neighborhoods. This work is strategic and focused in nature – it involves efforts and investments that can be accomplished with available resources. These actions, in turn, can trigger desirable private sector responses and investments.

This document provides a coordinated approach to the continued, positive development of North Avenue as an integral part of Wauwatosa and the Milwaukee metropolitan region, based on the insights and participation of people with the greatest stake in its future – its businesses and residents. We hope that it proves a worthy tool as this intriguing and vital district moves forward.



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# CHAPTER 1 FRAMEWORK







## THE FRAMEWORK

**N**orth Avenue historically developed as one of Milwaukee's major east-west corridors, with land use patterns heavily influenced by transit service. By 1917, Milwaukee Electric streetcar service extended along North Avenue from Lake Drive to about Lisbon Avenue, helping to generate the higher-density commercial corridor pattern evident along the street. Electric service continued west to 60th Street, and was converted to trolley bus operation by 1938. However, North Avenue west of 60th Street was never a rail corridor, instead served by connecting buses as the city of Wauwatosa grew during the 1920s. Rail transit instead ran to the Village of Wauwatosa, the town's traditional center, operating along Lloyd Street until 1933 and Wells Street until 1958.

The 1920s were a period of dramatic growth for Wauwatosa, as its population grew from 5,818 in 1920 to 21,194 in 1930. The East Towne, Inglewood Heights, and Pabst Park neighborhoods, adjacent to North Avenue between 60th and 76th Streets, developed during this pivotal period. The 1920s also brought major commercial development along North Avenue, including the mixed use Arcade Building (1928) with its bowling alley, stores, offices, and apartments; and the National Tea grocery store (1927), an early supermarket that partially burned in 1993 and is now the site of Walter's Restaurant. Rapid growth during an era of motor vehicle transportation by bus and car produced a hybrid pattern of detached commercial buildings with both single tenants and multi-tenant storefronts, strong street definition, lower development intensity, and automobile accommodation. This early auto-era pattern was modified by post World War II commercial "strip" development – freestanding buildings set back from the street, parking in front of buildings, and business entrances from parking lots rather than sidewalks.

The physical form that emerges from nine decades of growth along North Avenue includes:

- A relatively intimate streetscape, with a 66-foot right-of-way width and the majority of commercial buildings built to or

near the street property line.

- A combination of traditional and contemporary "build-to" patterns. Buildings built out to the street line about 44% of the street frontage in commercial part of the district between 60th and Lefebvre Streets, while 33% of this street frontage is adjacent to parking lots. Yards of buildings or houses set back from the street take up the remaining street frontage. Street definition by buildings is somewhat greater and adjacent parking less dominant on the south side of the street.
- Small-scale one- and two-story commercial or mixed use buildings, except for the Lutheran Home. About two-thirds of North Avenue's commercial buildings are single-story.
- A number of houses converted to commercial use, sometimes with extension of storefront additions to the street line.
- Close and exceedingly well-managed boundaries between residential and commercial uses. On the north side, an alley separates the commercial corridor and residential streets between 60th and 65th, 66th and 69th, and 71st and 74th. The south side of the street lacks an intervening alley. Despite this, normal external effects of adjacent commercial development, such as loading, storage, and waste disposal, are extremely well-controlled.
- Small-lot single-family development behind the commercial corridor, oriented to north-south streets. Typical lot width is 40 feet along 60-foot residential street rights-of-way.
- A pattern of relatively short but variable blocks along North Avenue. Typical blocks along the street are 240 feet, but are longer between 64th and 67th (300 to 320 feet) and shorter between 72nd and 74th (200 feet).

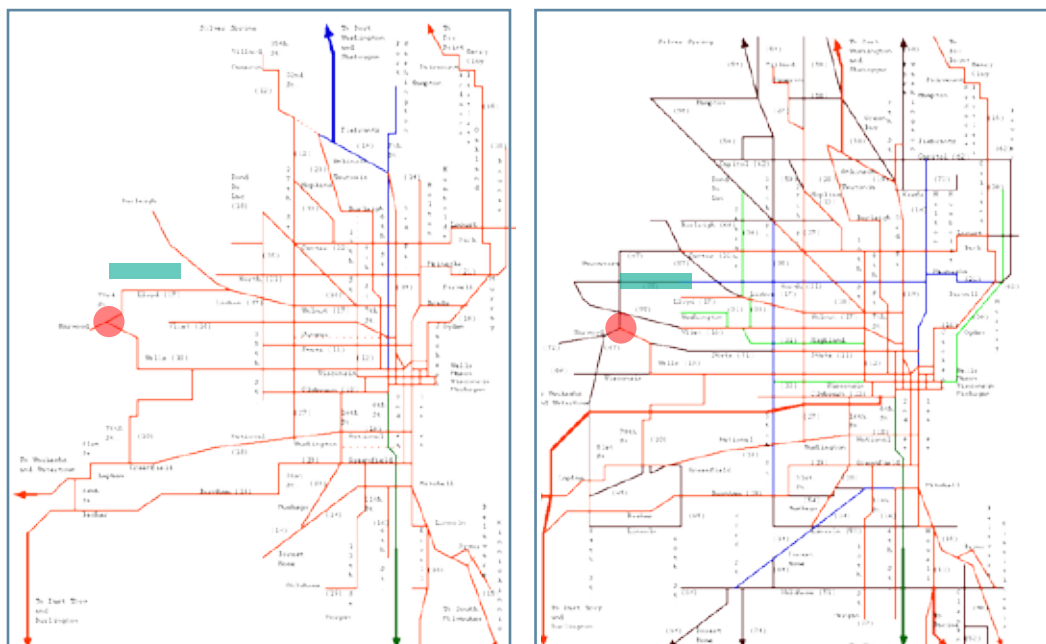






**Figure/Ground Diagram of North Avenue Buildings**

Development patterns in the East Tosa business district mix “main street” urban buildings with free-standing, auto-oriented structures. The highest “urban” concentrations occur around 72nd Street, between 68th and 70th, near 65th Street, and at the 60th Street intersection.



### Transit Service in Milwaukee

Extent of transit network in 1917 (far left) and 1938. Red lines display the streetcar (fixed rail) network.

East Tosa Study Area

Village of Wauwatosa



### Development Eras on the Avenue

From bottom: National Tea grocery at 70th (1927), Ted's at 62nd (1948), and KFC at 67th.



### Nearby Shopping Environments

Top down, North Avenue, Downtown West Allis, Mayfair Mall, and the Village of Wauwatosa

## PREVIOUS PLANNING EFFORTS

The City of Wauwatosa and surrounding neighborhoods have recognized the importance of North Avenue in East Tosa for over two decades. Previous planning studies for the district included the *North Avenue Strategy Study* by Economics Research Associates (1990), the *East Town Business Inventory* (2000) by Callahan and Boeldt, the North Avenue Alliance East Tosa opinion survey (spring, 2008), and the *City of Wauwatosa Comprehensive Plan* (2008) by Vanderwalle & Associates. These efforts provide a foundation for the current strategic plan and are summarized in this section.

### THE ERA STRATEGY STUDY (1990)

This study reflected the city's "concern about the future of the area as a place to live, work, and shop" and considered the North Avenue in relation to competitive retail environments, including the Village and Mayfair districts in Wauwatosa. Conclusions and recommendations of the ERA study are summarized here because many remain relevant to future efforts.

### Existing Conditions

- The neighborhood displays property value appreciation greater than that for the city as a whole, and an ability to attract younger households. (Note: Subsequent observation and demographics since 1990 verify this observation.)
- Serious crime in the area is declining and parking problems are more perception than reality.

### Market Overview

- Offices serving neighborhood and community needs may be feasible.
- Support exists for residential development, including "upscale" condominium and rental apartments, targeted to young professionals attracted to the regional employment market and older Wauwatosans wanting to sell their single-family houses but to remain in town.

- A niche retail market exists for home-related products, unique supplies, specialty retailing and food, and neighborhood services.

## Recommendations

- Create a management structure, including funding for an economic development corporation, creation of a Business Improvement District, and expansion of a resident-based North Avenue Committee.
- Implement an enhancement program including:
  - A city and district gateway feature at 60th and North Avenue.
  - Improved property maintenance.
  - Better support for expansion of existing businesses.
  - Technical assistance for major building rehabilitation.
  - Negotiated transition plans for nonconforming business signage.
  - A parking program reserving most convenient parking for customers, adjusting parking regulations for customer needs, using underutilized sites for temporary employee parking, and enforcing parking regulations.
  - Improved district security.
  - A neighborhood-oriented marketing program, messaging the variety of North Avenue businesses and the relationship of business district health to residential stability.
- Implement a redevelopment program including:
  - A marketing program for existing low-priced space in vacant and underutilized buildings.
  - A retail incubator utilizing a large available space and supported financially through the economic development corporation.
  - An effort to encourage new retail and office development through marketing and site assembly.

- New residential development, probably in the context of mixed use developments.
- Identification of redevelopment sites through the BID and acquisition and write-down of sites through the economic development corporation.
- Gap financing for redevelopment projects.

### EAST TOWN BUSINESS INVENTORY (2000)

The East Town Business Inventory, completed by Sandra J. Callaghan and Marilyn C. Boeldt for the Wauwatosa Economic Development Corporation, provided a detailed, block-by-block business inventory for the 16-block North Avenue corridor as well as information on assessments, vacancy rates, lease rates, traffic volumes, business transition, and estimated gross sales. While not a plan as such, the Callaghan and Boeldt study presented significant recommendations, including:

- A structured, self-sustaining East Town Business Association as an agent for cooperative action. However, the study did not recommend creating a business improvement district because of the continuing cost of tax assessments for the 1990s streetscape project.
- Cooperative business development and promotional efforts with North Avenue businesses in Milwaukee east of 60th Street.
- Using federal and state financing programs to assist East Town businesses.
- Focusing recruiting and business development efforts on growth industries and “gap” businesses.
- Providing business marketing assistance thorough the Economic development Corporation to small businesses.
- Improving parking by developing a public lot in the eastern part of the corridor and increasing the visibility of existing public parking.

### THE NORTH AVENUE NEIGHBORHOOD ALLIANCE COMMUNITY SURVEY (2008)

The North Avenue Neighborhood Alliance, a group of neighborhood associations, initiated a community survey assessing the opinions of residents of the Pabst Park and East Town neighborhoods. About 350 people responded to this web-based survey, and their perceptions helped frame some of the directions of this plan. Key results follow.

- Safety was considered the most important factor to the success of North Avenue, followed by district appearance, dining options, and walkability. Least important were coordinated marketing and promotion and parking.
- Lowest rated factors (from lowest score) were shopping options, coordinated marketing and promotion, and district appearance.
- North Avenue business types with most frequent recent use by residents included gas stations, bakery/coffee shops, fast food restaurants, deli and markets, sit-down restaurants, video stores, and party supply stores.
- Business types most likely to be patronized if located along the street included bookstores, natural food and neighborhood grocery stores, garden centers, live theater, and arts and crafts shops.
- Restaurant types most likely to be patronized if located along the street included coffee shop/bakery; Mexican; gourmet pizza/sandwiches; family-friendly bar and grill; and soda fountain/diner. Most attractive live music genres potentially offered by restaurants were jazz, bluegrass/blues, and contemporary.
- North Avenue has a strong walking distance connection to residents. Three-fourths of all respondents walk to businesses at least 1 or 2 times per month; about 35% walk to North Avenue businesses at least once or twice a week. Difficulty experienced by pedestrians in crossing North Avenue was considered the greatest obstacle to walkability.



#### Parking Issues

The East Town Business Inventory identified a parking shortage along North Avenue and recommended a public lot in the eastern part of the district.



#### North Avenue Neighborhood Alliance Community Survey

The survey underscored the popularity of neighborhood businesses like coffee shops and bakeries, but considered parking to be less important to district success.



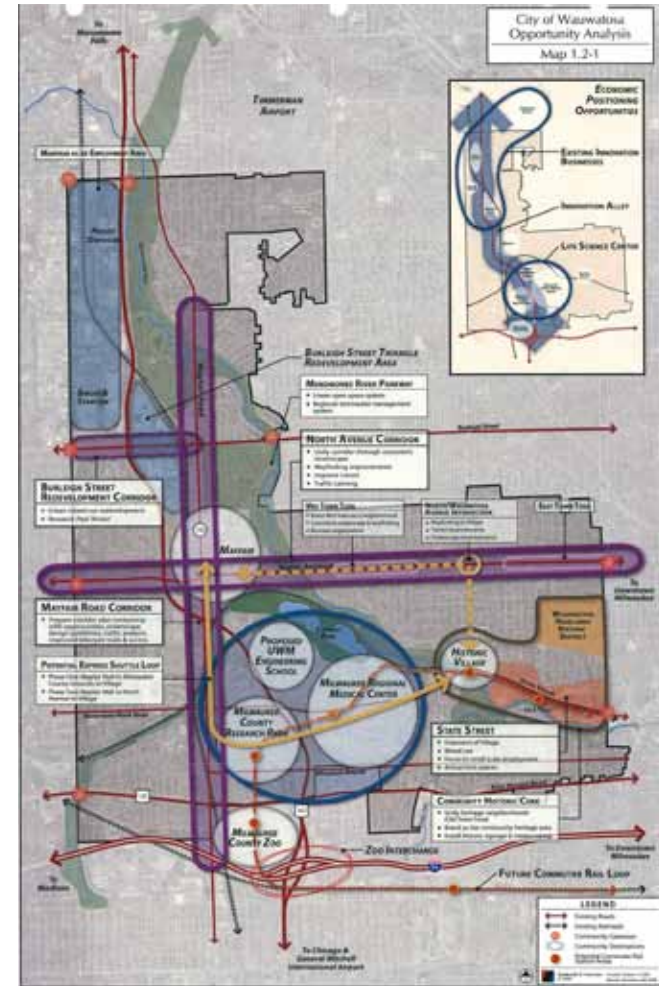


- Key concerns and priorities that emerged from the 2008 survey included:
  - Walkability along and across North Avenue.
  - A perceived lack of safety and rise in crime rates.
  - Need for existing businesses to cooperate on promotions.
  - Businesses that lack variety or do not serve the needs of Wauwatosa's neighborhoods.
  - Redevelopment of blighted and/or vacant buildings, and high business turnover.
  - Attraction of new business types.

### WAUWATOSA COMPREHENSIVE PLAN (2008)

The city's comprehensive plan, prepared by Vanderwalle & Associates and adopted in December, 2008, identified the North Avenue corridor as an opportunity area, and stated that "preparation of a unified corridor plan for North Avenue is a key priority for the City." The plan's economic development chapter proposed the plan as a collaboration among the East Tosa Business and Merchants Association, the Wauwatosa Economic Development Corporation, and the adjacent neighborhoods, addressing the following areas:

- Enhanced pedestrian friendliness and safety.
- Unifying different segments of North Avenue through streetscape and signing themes.
- Promoting business associations.
- Shared public parking in strategic locations.
- Ensuring the long-term viability and visual appearance of buildings.
- Redevelopment of key sites.
- Programmed promotional events.
- City, economic development corporation, and redevelopment authority roles in implementation efforts.
- Increased security measures such as block watch programs.



### Wauwatosa Comprehensive Plan

Opportunities Map suggests a reinforced physical connection between the Village and East Town Tosa along Wauwatosa Avenue, and identifies North Avenue across town as a major opportunity corridor. (Vanderwalle & Associates, 2008)

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CHAPTER  
**2** NORTH AVENUE TODAY





An effective strategic plan for North Avenue in East Tosa begins with understanding the district as it exists today. This section summarizes facts on the ground by assessing three “environments” that define the quality of the street – the business, transportation, and parking environments.

## THE BUSINESS ENVIRONMENT

- **Physical Dimensions.** North Avenue is a 16-block long mixed use corridor, with about 312,000 square feet of commercial space, excluding the Lutheran Home. The district extends from the Wauwatosa/Milwaukee city line at 60th Street to Wauwatosa Avenue. The business corridor is narrowly defined along the street, extending one lot’s depth (typically 120 feet) north and south of North Avenue.
- **Building Use.** Commercial buildings are concentrated in the central segments, generally four blocks east and west of the midpoint intersection of 68th and North. The eastern and western segments also include commercial uses, but still retain residential use and scale. Multifamily residential uses include urban apartment buildings, some with North Avenue storefronts, to the east, and the large Lutheran Home complex between 74th and Wauwatosa Avenue. Commercial use intensity increases again toward the Milwaukee city line at 60th Street.
- **Small Business Character.** The street includes between 120 and 130 business establishments, most of which are locally-owned, small businesses. This assembly of businesses is not dominated by a single anchor, and its largest single commercial establishment, the Hallman-Lindsay paint store, is about 10,000 square feet. This small business, local character that is a fundamental feature of the district.
- **Business Mix.** North Avenue has a well-balanced mix of businesses. Service and retail businesses each represent about 30% of the 123 inventoried establishments. An additional 26 businesses (21.1%) are office-related, 19 (15.5%) are hospitality businesses, and 6 (or 5%) are automotive service establishments. This unusually high proportion of eating establishments is another distinguishing quality of North Avenue. (Table 2.1)
- **Business Distribution.** North Avenue’s non-retail services concentrate in the segment between 64th and 68th Streets. About 46% of all service establishments are located here. Retailing is focused in the central part of the district – about ¾ of all retail establishments are located between 64th and 72nd Streets. Restaurants, on the other hand, are distributed relatively equally throughout the 16-block area. (Table 2.2) The segment between 60th and 64th is oriented to office and service use; between 64th and 68th, to services and retail; between 68th and 72nd to retail and offices; and between 72nd and Wauwatosa, to services and offices. (Table 2.3)
- **Restaurants and Entertainment.** Restaurants and entertainment/hospitality uses occupy an important niche along North Avenue. The street features 18 eating and drinking establishments, with five fast food restaurants, three single item specialty food retailers, and ten are locally-owned, non franchise enterprises offering a wide variety of food and types of operations. In addition, North Avenue features the Rosebud Theater, combining movies, food and drink, and a living room like atmosphere. These businesses together create a vital evening environment along the street.



North Avenue Street Level Building Use (2010), 68th to Wauwatosa Avenue



North Avenue Street Level Building Use (2010), 60th to 68th

Table 2.1. Business Distribution by Type and Street Segment

	Office	Hospitality	Services	Retail	Automotive	Total
60th-64th	9	3	7	4	1	24
64th-68th	5	6	17	14	0	42
68th-72nd	9	4	6	12	4	35
72nd-Wauwatosa	3	6	7	5	1	22
<b>Total</b>	<b>26</b>	<b>19</b>	<b>37</b>	<b>35</b>	<b>6</b>	<b>123</b>
<b>% of Total Businesses</b>	<b>21.1%</b>	<b>15.5%</b>	<b>30.0%</b>	<b>28.5%</b>	<b>4.9%</b>	

### Existing Building Use

- SF Residential
- MF Residential
- Office
- Personal Service
- Business & Other Service
- Retail
- Food Service
- Auto Service
- Entertainment
- Parking
- Vacant





**Table 2.2: Percentage of District Business Types by Street Segment**

	Office	Hospitality	Services	Retail	Automotive
60th-64th	35%	16%	19%	11%	17%
64th-68th	19%	32%	46%	40%	0
68th-72nd	35%	21%	16%	34%	67%
72nd-Wauwatosa	12%	32%	19%	14%	17%

**Table 2.3: Percentage of Businesses in Street Segment by Type**

	Office	Hospitality	Services	Retail	Automotive
60th-64th	38%	13%	29%	17%	4%
64th-68th	12%	14%	40%	33%	0%
68th-72nd	26%	11%	17%	34%	11%
72nd-Wauwatosa	14%	27%	32%	23%	5%

- **Business Transitions.** Contrary to some perceptions, North Avenue businesses have remained relatively stable during the last ten years. Of commercial spaces in 2010, 55% have the same business occupant as in 2000, 21% have experienced transition but house the same general business type, 11% have experienced increasing consumer intensity, and only 9% decreasing consumer intensity. The 64th to 68th segment has

shown the most turnover during the last ten years, with both continued vacancy and retail conversions to personal services. This may be influenced by the continued uncertain future of the vacant building on the northwest corner of 65th and North. (Table 2.4)



**North Avenue Business Transitions, 2000-2010, 68th to Wauwatosa Avenue**



**North Avenue Business Transitions, 2000-2010, 60th to 68th**

**Table 2.4. Business Transitions, 2000-2010**

	Same Business Occupant	Business Transition, but Same or Similar Business Type	Business Transition w/ Increased Retail/Consumer Intensity	Business Transition w/ Decreased Retail/Consumer Intensity	Continued or New Vacancy	Residential Conversion to Commercial Use
60th-64th	7	7	0	2	1	0
64th-68th	24	8	5	5	2	2
68th-72nd	25	4	4	1	1	0
72nd-Wauwatosa	9	6	4	1	0	0
Total	65	25	13	9	4	2
Percent	55%	21%	11%	8%	3%	2%

**Business Transitions, 2000-2010**

- Same Business Occupant, 2000 and 2010
- Business Transition but Similar Business Type
- Increased Retail/Consumer Intensity
- Decreased Retail Intensity or Transition to Service Uses
- Conversion from Residential to Commercial Use
- Continued or New Vacancy





## TRANSPORTATION ENVIRONMENT

- **North Avenue in the Region.** North Avenue is a continuous east-west minor to major arterial, extending from an eastern terminus at Lake Drive on the Milwaukee lakefront to Watertown Road in Pewaukee, a distance of about 16.4 miles. It is a two-lane or modified two-lane facility for much of its length, periodically widening to a four-lane or four-lane divided section at major intersections or through specific segments. North Avenue is Wauwatosa's principal east-west through street, and provides major access from Milwaukee to the western suburbs.
- **Declining Traffic Volume.** Average daily traffic (ADT) at 61st and North peaked in 1992 at about 14,000 vehicles per day (vpd), and dropped slightly to about 12,500 vpd in 1998. Traffic counts at the same location in 2007 placed ADT at 12,600 vpd. Traffic at the west edge of the district, measured at 75th and North, changed much more dramatically, peaking at nearly 35,000 vpd in 1992 and dropping to about 26,000 vpd by 1998. With the modification to North Avenue discussed below, ADT has continued to decline. In 2007, daily volume was measured at 15,900 vpd at 75th Street, or less than half its 1992 peak.
- **Street Section and Design.** For most of its length through East Town, North Avenue's right-of-way width is 66 feet with a 46 to 48-foot street channel. Until 1997, the prevailing street section provided four travel lanes with limited on-street parking. A traffic calming and streetscape project executed at this

time established the existing and still controversial "chicane" design. This design reduced travel lanes to one in each direction, and diverted the through lane around a short protected left-turn lane (typically 50 feet long, adequate for one or two vehicles) every two blocks. Curbside parking is removed at the chicane blocks, and left turns are prohibited on the intervening blocks. The chicane was designed to reduce traffic speeds and divert some movements from a congested North Avenue, and has succeeded in meeting these goals. Maximum traffic volume has been cut in half between 1992 and 2007, from about 35,000 vpd to a present level of about 16,000 vpd. Average traffic speed at 66th and North dropped to about 23.5 mph by 1999, when the chicane was operational. However, subsequent continued reduction in volume probably increased average traffic speeds, which appear to have returned to the 30 to 35 mph range.



- **Wauwatosa Avenue Intersection.** The cross-section of North Avenue widens substantially at Wauwatosa Avenue, expanding to a wide four-lane channelized intersection with medians, protected left-turn lanes, and a separated free right-turn lane. While the intersection generally functions for motor vehicles, a quick merge for eastbound traffic from two lanes to one lane in the business district can be hazardous. A more significant problem is the pedestrian environment.

The foot crossing from the Civic Complex to the south side of North Avenue negotiates about 183 feet of crosswalks; and students walking from the middle school to the southeast corner of Wauwatosa and North are confronted with 280 feet of crosswalks. Right-turn bypass medians provide pedestrian refuges that break up the length, and long signal cycles also help, but this key intersection is a major pedestrian obstacle.



### Operational Diagram of the Chicane

Left-turn lanes are provided at every other intersection by diverting the travel lane to the curb and around the left turning traffic.



- **On-Street Parking.** The chicane design provides on-street parallel parking along both sides of the street. A five-foot wide painted buffer separates the parking and travel lanes, providing a refuge for motorists and passengers leaving their cars. On-street parking ends at intersections where the travel lane diverts into the curb lane to permit protected left turns. At these intersections, the painted buffer tapers and ends, as curb lane changes from parking to through travel lane.
- **Traffic Controls.** North Avenue's intersections at 60th, 68th, and 76th Streets are signalized. Of these, only the 68th Street intersection is internal to the business district, and all other north-south streets through the East Town district are controlled by stop signs.
- **Public Transportation.** Public transportation is a significant part of the North Avenue access picture. Milwaukee County Transit's Route 21 provides frequent service along the street (headways averaging 11-18 minutes on weekdays and 17-20 minute on weekends), from North and Lake Drive to Mayfair Mall. Bus stops are generally located on the "near side" of intersections that provide protected left-turn lanes. Consequently, through motorists often use the left turn lane improperly to pass stopped buses. Two MCT north-south routes also cross North Avenue – Route 76 along Wauwatosa Avenue, from Brown Deer Road in the north part of the county to Southridge Mall, serving the Village of Wauwatosa, State Fair Park, and West Allis; and Route 67 along 60th Street, from Brown Deer Road to 84/92nd and Howard, serving the Village and Hart Park, the Milwaukee Regional Medical Center, and State Fair Park. Headways on these routes range from 18 to 22 minutes on weekdays, and 20 to 30 minutes on weekends.
- **Bicycle Transportation.** North Avenue is emerging as a crosstown on-street bicycle corridor between the UWM/Prospect Triangle area and the Menomonee River Greenway and Brookfield, and the Bicycle Federation of Wisconsin's Milwaukee by Bike map designates North Avenue a "preferred street." The City of Milwaukee has installed bike lanes along North Avenue to 46th Street, and plans to extend dedicated lanes to 60th Street in 2011. The chicane concept of North Avenue in

East Town creates significant safety challenges and ambiguities for cyclists. The painted buffer between parking and travel lanes suggests (and is often used as) a bike lane, but disappears when the travel lane diverts to the curb lane at left-turn intersections, producing a sideswipe hazard. In addition, intersection nodes extend about 18 inches into the painted buffer when it continues across intersections. Center Street, four blocks north of North Avenue, provides continuous standard bike lane between Humboldt Boulevard and Menomonee River Parkway, but lacks the commercial destinations of North Avenue.

- **Pedestrian Transportation.** Typical sidewalk width along North Avenue is nine to ten feet, including a 3 to 4 foot strip of pavers along the back of the curb. Intersection nodes extend into the parking lane at intersections without left-turn lanes. These nodes reduce pedestrian crossing length to 26 feet and provide areas for landscaping and street furniture. Painted "zebra" crosswalks are maintained at all intersections, and, while state law requires motorists to yield to pedestrians within such designated crosswalks, few pedestrians are willing to test compliance. Because 68th Street is the only signalized intersection, pedestrians have difficulty crossing the street at other locations.



### Bus Stop Locations

Near-side bus stops on North sometimes encourage cars to pass a stopped bus in the left-turn lane rather than queuing behind.



### Ambiguous Bike Lane

The buffer between the parking lane and travel lane appears to be a bicycle lane and is often used as such. However, nodes extend about 18 inches out into the buffer, and it disappears entirely at left-turning intersections.



## PARKING ENVIRONMENT

- **Parking Supply.** When the private automobile is the principal form of transportation, an adequate and convenient parking supply is vital to business. Parking is especially challenging in a linear business district surrounded by solid residential areas. To avoid undesirable neighborhood effects, North Avenue's business parking needs must be contained within 120 feet north and south of the right-of-way line. Currently, the district supplies about 985 stalls, (335 on-street, 650 off-street), relatively evenly distributed along the street. (Table 2.5)
- **Supply/Demand Balance.** Parking demand is traditionally based on use and building area, calculated on the basis of spaces per 1,000 square feet. In mixed use areas such as North Avenue, different uses generate their greatest demand at different times. For example, restaurants need parking most in the evening, when offices and many retail and service uses are closed. In theory, complementary demands can lead to efficiencies – the same parking space can serve a café early in the morning, an office or small retailer during the main part of the day, and a restaurant in the evening. However, ownership and operation of a parking lot for a single use reduces this potential efficiency. Typically, only public parking is equally available to all businesses in a district in the absence of very close (although not unprecedented) cooperation among businesses.

In a district with North Avenue's diverse mix of non-residential uses, aggregated commercial area provides a general idea of district-wide parking needs. In an automobile-oriented urban commercial district, 4 spaces per 1,000 square feet is adequate for most of the year. Three spaces/1,000 square feet is appropriate in "walkable" or transit-oriented mixed use districts, where many trips are made on foot, by bicycle, or on transit, and complementary uses allow the same parking space to serve multiple needs. Recent planning literature has criticized excessively high parking requirements in zoning ordinances, contending that they create their own reality by encouraging unnecessary auto use for short trips, disperse commercial uses in urban districts, and are based on peak period requirements that occur infrequently during the year.

The East Town business corridor has about 312,000 square feet of commercial space. Using the traditional 4/1,000 standard, North Avenue has a deficit of about 265 spaces throughout its 16-block length. (By comparison, the Callaghan-Boeldt inventory, using slightly different numbers, calculated a shortage of 325 spaces.) On the other hand, based on a 3/1,000 standard for walkable mixed use development, North Avenue has an adequate parking supply. (Table 2.5)

- **Geographic Balances.** In a long district, the supply and demand for parking around specific business clusters is also very important – a parking facility at one location does not serve a business eight blocks away. The largest disparity (and greatest local need for parking) appears in the 64th to 68th segment. This problem is exacerbated by the fact that the largest lots here are privately controlled, including the McDonald's and Dairy Queen lots. The next largest deficit appears in the neighboring segment from 68th to 72nd. Both deficits disappear when the 3/1,000, "walkable" district parking standard is applied. However, restaurant and entertainment enterprises that invite evening activity, are very dependent on available parking. (Table 2.6)
- **Public Parking.** East Town has two small public parking lots providing 42 spaces, at 72nd and North (27 spaces) and 69th and North (15 spaces). Both lots are on the northeast corners of their respective intersections. With these lots, North Avenue has 377 public parking spaces (lots plus on-street spaces), or 38% of the total parking inventory. Off-street public spaces do not currently have time limitations







**North Avenue Parking Supply, 2010, 68th to Wauwatosa Avenue**



**North Avenue Parking Supply, 2010, 60th to 68th**



### Table 2.5. Parking Supply by Four Block Segments

Segment	Off-Street	On-Street	Total
60th-64th	131	65	196
64th-68th	222	82	304
68th-72nd	153	100	253
72nd-Wauwatosa	144	88	232
<b>Total</b>	<b>650</b>	<b>335</b>	<b>985</b>

### Table 2.6. Parking Demand by Four Block Segments

Segment	Parking Supply	Commercial Area (SF)	Parking Demand @ 4 stalls/1,000 SF	Surplus (Deficit) @ 4 stalls/1,000 SF	Parking Demand @ 3 stalls/1,000 SF	Surplus (Deficit) @ 3 stalls/1,000 SF
60th-64th	196	51,000	204	(8)	153	43
64th-68th	304	102,600	410	(106)	308	(4)
68th-72nd	253	82,350	329	(76)	247	6
72nd -Wauwatosa	232	76,600	306	(74)	230	2
<b>Total</b>	<b>985</b>	<b>312,550</b>	<b>1250</b>	<b>(265)</b>	<b>938</b>	<b>47</b>



## IMPRESSIONS AND ISSUES

The previous discussion reviews key facts in East Town Tosa's business, transportation, and parking environments. These facts, combined with our observations of the daily life of the East Tosa business district and previous city and neighborhood-initiated studies, point toward issues that help guide this strategic plan's focuses.

- **Managing geography effectively.** It is difficult to maintain a cohesive identity throughout a one-mile long business district. While North Avenue's relatively short blocks contribute to a pedestrian scale, many commercial destinations are not within easy walking distance of one another. The district lacks public spaces, defining features, or physical "events" along its length that can break down its apparent length. The city has installed East Tosa banners to attempt to unify the street, but deeper efforts on physical, organizational, and marketing levels are necessary to counter the district's length.
- **Maintaining business balance.** North Avenue has a delicate balance of retail, service, eating/drinking, and office uses. The tumultuous first decade of this new century has brought stability and even a moderate trend toward more active consumer uses to North Avenue. But proposals such as an application to locate a loan and pawn shop in the vacant building at 65th and North could affect this vital stability. Personal services and similar uses tend to locate in areas with relatively low rents in fully amortized older buildings whose property owners are motivated to promote occupancy. The plan should create economic value that causes the market to produce a desirable evolution in the business mix.
- **Strengthening the 64th to 68th segment.** The eastern half of the North Avenue district has generally experienced higher turnover and greater trends than the west half. Within the last ten years, business turnover, loss of consumer intensity, and continued vacancy appears most significant on the 64th to 68th Street segment of the street. This segment also has the largest parking deficit. This strategic segment is a commercial transition between the Milwaukee and Wauwatosa markets, and warrants special attention.
- **Improving the function and quality of North Avenue.** The 1998 chicane design was an innovative approach to balancing traffic volumes and speeds with community functions in a neighborhood business district. The redesign, while controversial, both diverted traffic and reduced average speeds. However, after about fifteen years of operation, there are features of the street that don't work effectively. The pavement markings can be difficult to read in bad weather, and navigating the street can require enough attention from motorists that they become less adept at picking up other cues in the environment – pedestrians, signs, storefronts, and destinations. The lack of traffic breaks creates a uniform flow that complicates crossing movements by vehicles and pedestrians. The chicane causes a loss of on-street parking spaces at left-turn intersections. Finally, the street presents a deceptively unfriendly environment and subtle hazards to bicyclists.
- **Reducing parking demand by increasing walkability.** Parking has sometimes been a contentious issue along North Avenue. The East Tosa business district has enough parking for a walkable mixed use district, but displays a significant deficit using more typical suburban parking requirements. Improving the pedestrian/bicycle and transit experience along the street will not completely eliminate this deficit, but it will help by reducing the number of unnecessary short auto trips.
- **Strategically increasing parking supply.** Efforts to reduce demand by increasing walkability must be matched by making strategic and scattered increases in parking supply. We do not believe that a large parking structure in one location is the answer – parking structures are very expensive and only serve businesses within two to three blocks of the facility. A more reasonable approach will be increasing the parking supply by a smaller amount at several key locations.



# 3

CHAPTER

## NORTH AVENUE MARKETS





This section explores the market potential of the East Tosa district, examining important factors that can help determine business niches and potential for growth. It can help measure project feasibility and guide recruitment and organizational directions for the district. It also tests the reality of various proposals and perceptions about market opportunities in the district.

## THE EAST TOSA TRADE AREA

### GEOGRAPHIC MARKET AREAS

The market analysis begins by defining three concentric trade areas around the North Avenue study area. A “gravity model” analyzes the relationship between the East Tosa trade district and surrounding neighborhoods – that is, the attraction between the business area and surrounding neighborhoods increases when distances decrease. (Map 3.1 & 3.2)

- The **primary trade area** includes the City of Wauwatosa east and north of the Menomonee River Greenway. It also includes areas of Milwaukee within about a mile of the boundaries of the study area. The northern border of this trade area is Burleigh Street and its eastern boundary is US 41/Sherman Avenue. It incorporates the constituent neighborhoods of the North Avenue Alliance, as well as surrounding areas with a strong retail and service affinity for North Avenue. (Map 3.1)
- The **secondary trade area** includes the rest of Wauwatosa and continues another one to two miles into Milwaukee beyond the limits of the primary trade area. It extends north to Hampton Avenue, south to I-94, and east to 27th Street, expanding to I-43 between Burleigh and Vliet Streets. Residents of these areas are likely to consider North Avenue retailers and services as one of several routine choices convenient to their homes. (Map 3.2)
- The **tertiary trade area** expands the secondary trade area another one to two miles. It generally extends north to Silver Spring, south to Greenfield and Lincoln, west to Moorland Road, and east to Downtown. It is weakly associated with East



Map 3.1: Primary Trade Area



Map 3.2: Primary, Secondary and Tertiary Trade Area

Tosa, but is convenient enough that people in the area will consider patronizing unique or specialty businesses. (Map 3.2)

### TRADE AREA BUSINESS DISTRICTS

The immediate East Tosa trade area includes several other comparative business districts that to some degree compete with (or potentially complement) North Avenue:

- **The Village of Wauwatosa.** The Village, centered about  $\frac{3}{4}$  mile south of North Avenue, has two major components: the Village core and the State Street corridor. The core, Wauwatosa's traditional town center, has evolved as a distinctive district of specialty retailers, restaurants, and small-scale neighborhood services. With the exception of dining, few of the Village core's enterprises overlap with North Avenue's offerings. The State Street corridor includes both small-scale businesses, most of which are eating or drinking establishments or services, and substantial large or small-box retailers, including supermarkets, a chain pharmacy, and a natural foods coop.
- **North Avenue West.** North Avenue itself includes a mix of commercial and residential uses in its 86th to 92nd Street segment. The largest retail businesses on this block are a high-quality local grocery store, a garden center, and other restaurants and services. In some ways, this western segment continues the land use patterns and business mix of North Avenue in East Tosa. West of 92nd, North Avenue crosses the Menomonee greenway and crosses through a residential zone, with commercial and office patterns resuming closer to the Mayfair district.
- **68th and Wells.** This is a small neighborhood commercial cluster with neighborhood cafes and services at a former streetcar stop. This attractive small business district, about 1.3 miles south of North Avenue, adds diversity and character to its primarily residential surroundings, but does not substantially compete with the North Avenue district.
- **Mayfair.** The Mayfair district is a major regional retailing corridor about two miles west of the edge of the East Tosa district, and itself extending over two miles from Burleigh Street to Bluemound Road. The corridor includes Mayfair Mall, Wisconsin's highest volume regional shopping center, and a variety of large format retailers, restaurants, and other services. The Mayfair district is a major regional destination that generates significant traffic along eastern segments of North Avenue.
- **Downtown West Allis.** The traditional downtown of West Allis extends along Greenfield Avenue from 70th to 76th Streets, about three miles south of North Avenue. The district includes

a variety of largely local retailers, services, and restaurants. As a traditional downtown, it is significantly different in scale and use mix than North Avenue in East Tosa, but has some overlap in terms of business types. West Allis Town Center, an innovative redevelopment project that includes a power center and office uses on the site of the former Allis-Chalmers plant, is just east of the city's downtown district.

- **Vliet Street.** This traditional neighborhood business district, extending from about 54th to 60th Streets in Milwaukee, is adjacent to Wauwatosa and serves several of the neighborhoods included in the North Avenue Alliance. Its combination of small restaurants, specialty retailers, galleries, and services resembles the North Avenue business mix.
- **Bluemound Road.** Bluemound Road, an arterial street about 1.7 miles south of North Avenue, includes several commercial concentrations, including the Hawley Road to 66th Street segment, and the 76th Street and Glenview Road intersections. While Bluemound is generally an auto-oriented environment, some parts of the corridor have a more traditional neighborhood quality. The Bluemound corridor combines such businesses as supermarkets, and fast food restaurants with smaller-scaled neighborhood businesses and auto services. While substantially different in character than North Avenue, it does include some competitive business types.

## DEMOGRAPHICS

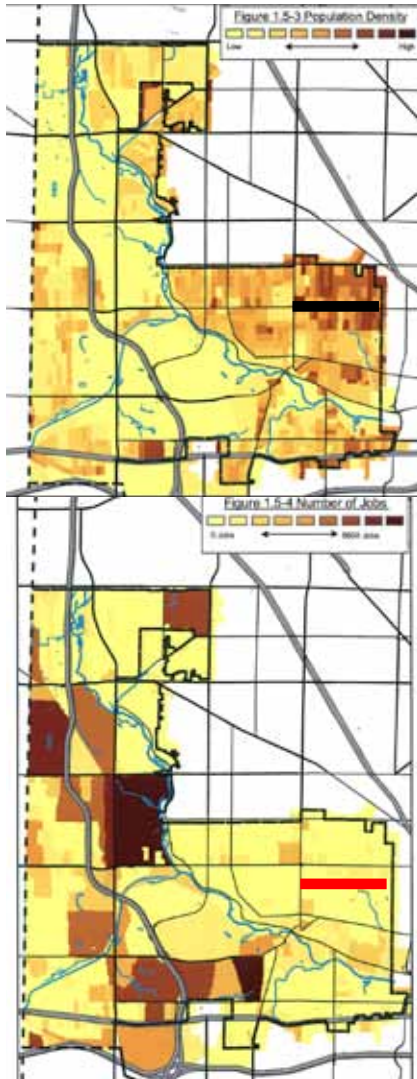
### POPULATION AND HOUSEHOLD CHANGE

Demographic and household changes in East Tosa's market rings help predict potential future business opportunities. This discussion of changes in the characteristics and dynamics of the markets uses information from the U.S. Bureau of the Census and Claritas, Inc. of Ithaca, New York, a geo-demographic research firm. These data are based on projections from the 2000 Census and subsequent estimates, and may change substantially with the release of 2010 Census results.

- **Neighborhood population has declined historically, largely because of shrinking household size, but is now**



**Comparable Business Districts in the East Tosa Market.** From top: The Village of Wauwatosa, mixed use development in the North Avenue West area, and Downtown West Allis along Greenfield Avenue.



**Population and Job Densities in Wauwatosa.** North Avenue is in the center of the most densely populated part of the city and near major regional employment concentrations. (Wauwatosa Comprehensive Plan, 2008)

**stabilizing.** The East Tosa trade areas are mature, built-up neighborhoods, and in common with such neighborhoods, tend to show declines as large population groups age in place. Indeed, population has been declining for each market area. The primary market's decline has been somewhat gradual at 0.26% to 0.29% annually from 1990 to 2010. The secondary market, including both high-income areas on the west side of Wauwatosa and low/moderate income inner-city Milwaukee neighborhoods, lost population at the higher rate of about 1.0% annually during the 1990s and 0.5% during the 2000s. According to Claritas estimates, Wauwatosa's population has stabilized between 2000 and 2009, consistent with the increasing popularity of the city to young families. (Table 3.1)

- **The highest income market base is derived from Wauwatosa itself.** Based on Claritas estimates, the median household income for the primary market area is \$52,669. Median incomes decrease for outer market rings which include the larger low and moderate income populations in Milwaukee neighborhoods. Estimated median household income is \$40,950 and \$37,555 respectively for the secondary and tertiary rings. The city of Wauwatosa's estimated median is higher than any of the three segments, at about \$62,000. (Tables 3.2 and 3.3)
- **North Avenue's markets are racially diverse, but the city's minority population is relatively small.** Minority groups make up about 36% of the primary market, 64% of the secondary market, and 50% of the tertiary market. Secondary market has a larger minority base with 64%, tertiary area is 50%. By contrast, minority groups make up only 8% of Wauwatosa's population. (Table 3.4)
- **Neighborhoods are cycling to younger generations.** The high proportion of "Generation X" adults in the primary market (about 36% of total population) and their children (another 30% of total population) holds the median age at about 35. Residents over 60 represent about 13% of the population. Secondary and tertiary markets experience similar patterns. (Table 3.5)

## EMPLOYMENT AND BUSINESS TYPES

While surrounding residents are a business district's primary customers, employees in or around the area also are a significant potential market. Table 12 presents the distribution of employees for the primary trade area. This ring includes an estimated 1,511 business establishments employing about 15,600 people, with the following characteristics:

- **A majority of employees are employed in services, with the health services making up the largest single group.** The service sector comprises 56% (or 854) of the 1,511 establishments, employing 61% (or 9,526) of all primary market area employees. Nearly 35% (or 3,276) of the service employees are in Health Services, followed by education (2,254 employees) and social services (1,425 employees). Health services become an even more prevalent employer when the secondary area, including the Milwaukee County Medical Center, is included; health employs over 19,000 people in this larger area.
- **Retailing is a major employment sector in the East Tosa trade area.** Because of Mayfair and other commercial districts, retailing is an important job center for the primary East Tosa trade area, with 308 establishments employing about 2,500 people, an average of about 8 employees per business. Eating and drinking establishments, followed by grocery stores, are the leading employment sources, accounting for about two-thirds of all retail employees.

**Table 3.3: Average/Median Household Income for Market Areas, 2009**

	City of Wauwatosa	Primary	Secondary	Tertiary
<b>Average Household Income</b>	\$75,735	\$65,073	\$52,292	\$49,812
<b>Median Household Income</b>	\$61,876	\$52,669	\$40,950	\$37,555

Source: Claritas, Inc., 2009



Table 3.1: Population Change for North Avenue Trade Areas

	1990 Population	2000 Population	Change	% Change	2009 est. Population	2000-2009 Change	2000-2009 %Change	Growth rate bw 1990/2000	Growth rate bw 2000/2009	2014 Estimate
City of Wauwatosa	49,366	47,271	-2,095	-4.2%	47,282	11	0.0%	-0.42%	0.0%	47,421
Primary	54,648	53,233	-1,415	-2.6%	51,831	-1,402	-2.6%	-0.26	-0.29	51,290
Secondary	181,702	162,391	-19,311	-10.6%	155,313	-7,078	-4.4%	-1.06	-0.48	152,248
Tertiary	282,700	270,843	-11,857	-4.2%	263,500	-7,343	-2.7%	-0.42	-0.30	260,277

Source: Claritas, Inc.

Table 3.2: Household Income for North Avenue Market Areas (exclusive)

	City		Primary		Secondary		Tertiary	
Less than \$15,000	1,439	6.9%	1,907	9.1%	11,913	20.0%	22,266	21.5%
\$15,000 - \$24,999	1,787	8.6%	2,042	9.8%	8,645	14.5%	14,944	14.4%
\$25,000 - \$34,999	1,881	9.1%	2,343	11.2%	8,027	13.5%	14,562	14.1%
\$35,000 - \$49,999	3,133	15.2%	3,674	17.6%	9,851	16.5%	17,701	17.1%
\$50,000 - \$74,999	4,386	21.2%	4,598	22.0%	10,439	17.5%	16,890	16.3%
\$75,000 - \$99,999	3,437	16.7%	2,882	13.8%	5,417	9.1%	8,072	7.8%
\$100,000 - \$149,999	3,155	15.3%	2,451	11.7%	3,897	6.5%	5,854	5.7%
\$150,000 - \$249,999	1,000	4.8%	781	3.7%	1,012	1.7%	2,054	2.0%
\$250,000 - \$499,999	304	1.5%	172	0.8%	280	0.5%	812	0.8%
\$500,000 and more	125	0.6%	63	0.3%	90	0.2%	295	0.3%
Total	20,647	100.0%	20,914	100.0%	59,570	100.0%	103,451	100.0%

Source: Claritas, Inc, 2009

Table 3.4: Population by Race for North Avenue Market Areas (exclusive)

	City		Primary		Secondary		Tertiary	
White	43,288	92%	33,344	64%	56,430	36%	131,227	50%
Black or African American	1,340	3%	14,761	28%	84,510	54%	81,995	31%
American Indian, Alaska Native	179	1%	276	1%	836	1%	2,694	1%
Asian Alone	1,160	2%	1,084	2%	6,933	4%	7,467	3%
Native Hawaiian, Other Pacific Islander	66	1%	76	0%	127	0%	223	0%
Some Other Race	410	1%	739	1%	2,316	1%	31,162	12%
Two or More Races	839	2%	1,551	3%	4,163	3%	8,730	3%
Total	47,282	100%	51,831	100%	155,313	100%	263,500	100%

Source: Claritas, Inc., 2009



Table 3.5: Population by Age, 2009 Estimates (exclusive)

	City		Primary		Secondary		Tertiary	
Age 0 - 4	3,212	6.8%	4,341	8.4%	14,159	9.1%	21,390	8.1%
Age 5 - 9	3,177	6.7%	4,359	8.4%	13,412	8.6%	19,114	7.3%
Age 10 - 14	3,012	6.4%	4,058	7.8%	13,345	8.6%	18,770	7.1%
Age 15 - 17	2,047	4.3%	2,459	4.7%	8,042	5.2%	11,286	4.3%
Age 18 - 20	1,261	2.7%	1,858	3.6%	6,371	4.1%	14,569	5.5%
Age 21 - 24	2,089	4.4%	2,384	4.6%	7,482	4.8%	17,177	6.5%
Age 25 - 34 Gen X/Y	4,851	10.3%	6,215	12.0%	18,200	11.7%	38,922	14.8%
Age 35 - 44 Gen X	6,682	14.2%	7,948	15.3%	20,684	13.3%	36,898	14.0%
Age 45 - 49	3,894	8.3%	4,241	8.2%	10,705	6.9%	17,887	6.8%
Age 50 - 54	3,854	8.2%	4,025	7.8%	10,295	6.6%	16,648	6.3%
Age 55 - 59	3,305	7.0%	3,301	6.4%	8,871	5.7%	14,005	5.3%
Age 60 - 64	2,382	5.0%	2,223	4.3%	6,621	4.3%	10,881	4.1%
Age 65 - 74	3,128	6.6%	2,100	4.1%	8,174	5.3%	13,414	5.1%
Age 75 - 84	2,662	5.6%	1,419	2.7%	5,997	3.9%	8,544	3.2%
Age 85 and over	1,726	3.7%	900	1.7%	2,955	1.9%	3,997	1.5%
TOTAL	47,282	100.0%	51,831	100.0%	155,313	100.0%	263,500	100.0%

Source: Claritas, Inc., 2009

- **Personal services account for about 25% of all service businesses.** However, these establishments, including nail salon, hair stylists, cosmetology, and day care, average only about three employees apiece.

### CONSUMER SPENDING PATTERNS BY PRODUCT

Table 3.7 compares annual consumer expenditures by product type in the primary trade area to the national average. National average per capita expenditures are set at 100; scores above one hundred indicate that consumers in the specific area spend more than the national average for that specific product.

- Taken together, primary trade area patterns are similar to national averages.
- Consumer spending is highest for selected sports and entertainment categories, day care, civic contributions, and children's apparel. These patterns reflect the area's orientation towards growing families with access to recreational activities in the metro area. People in the primary market generate a demand of about \$26 million in clothing stores.

### RETAIL SALES

Table 3.8 displays total retail sales for each market ring. East Tosa's primary market generated about \$316 million in annual sales in 2009, or about 7% of the entire trade area.

Table 3.9 shows the gap between consumer demand (expenditures) and retail sales for various goods and services within each trade area. In interpreting these data:

- Demand represents the amount of money people in the trade area spent in 2009 on the specific category of goods and services.
- Supply represents the amount of revenue that businesses in the trade area took in for that specific category.
- When (demand – supply) is positive, the trade area is exporting dollars. This presents a theoretical opportunity for retain-



**Retail Clusters.** Home improvements and furnishings has been one of several sources of retail strength for the East Town Tosa trade area.





**Table 3.6a: Work Places and Employment Summary for North Avenue's Primary Market Area, 2009**

Business Description	Total Establishments	% of Total	Total Employees	% of Total	Employees Per Establishment
<b>Agriculture (All)</b>	21	1.4%	73	0.5%	4
<b>Construction (All)</b>	75	5.0%	350	2.2%	5
<b>Manufacturing (All)</b>	50	3.3%	685	4.4%	14
<b>Transportation, Communications/Public Utilities</b>	28	1.9%	706	4.5%	25
<b>Wholesale Trade (All)</b>	39	2.6%	419	2.7%	11
<b>Retail (All Retail)</b>	308	20.4%	2,516	16.1%	8
Building Materials and Garden Supply	10	3.2%	92	3.7%	9
General Merchandise Stores	4	1.3%	12	0.5%	3
Food Stores	36	11.7%	726	28.9%	20
Auto Dealers and Gas Stations	28	9.1%	96	3.8%	3
Apparel and Accessory Stores	28	9.1%	107	4.3%	4
Home Furniture, Furnishings and Equipment	37	12.0%	118	4.7%	3
Eating and Drinking Places	77	25.0%	919	36.5%	12
Miscellaneous Retail Stores	88	28.6%	446	17.7%	5
<b>Finance (All)</b>	102	6.8%	840	5.4%	8
Bank, Savings and Lending Institutions	24	23.5%	469	55.8%	20
Security and Commodity Brokers	10	9.8%	28	3.3%	3
Insurance Carriers and Agencies	12	11.8%	31	3.7%	3
Real Estate	55	53.9%	310	36.9%	6
Trusts, Holdings and Other Investments	1	1.0%	2	0.2%	2
<b>Service (All)</b>	854	56.5%	9,526	61.1%	11
Hotel and Other Lodging	2	0.2%	202	2.1%	101
Personal Services	224	26.2%	696	7.3%	3
Business Services	143	16.7%	759	8.0%	5
Motion Picture and Amusement	38	4.4%	212	2.2%	6
Health Services	111	13.0%	3,276	34.4%	30
Legal Services	31	3.6%	98	1.0%	3
Educational Services	44	5.2%	2,254	23.7%	51
Social Services	121	14.2%	1,425	15.0%	12
Misc, Membership Orgs and Nonclassified	140	16.4%	604	6.3%	4
<b>Public Administration (All)</b>	34	2.3%	486	5.1%	14
<b>Industries (All)</b>	1,511	100%	15,601	100.0%	10

Source: Claritas, Inc., 2009

Table 3.6b: Work Places and Employment Summary for North Avenue's Secondary Market Area, 2009 (exclusive)

Business Description	Total Establishments	% of Total	Total Employees	% of Total	Employees Per Establishment
<b>Agriculture (All)</b>	47	0.8%	270	0.3%	5
<b>Mining</b>	1	0%	3	0.0%	3
<b>Construction (All)</b>	231	3.8%	1,674	1.9%	7
<b>Manufacturing (All)</b>	201	3.3%	5,027	5.8%	23
<b>Transportation, Communications/Public Utilities</b>	149	2.5%	2,879	3.3%	20
<b>Wholesale Trade (All)</b>	139	2.3%	3,105	3.6%	20
<b>Retail (All Retail)</b>	1,079	1.8%	15,185	17.5%	13
Building Materials and Garden Supply	42	3.9%	897	5.9%	19
General Merchandise Stores	27	2.5%	1,346	8.9%	44
Food Stores	123	11.4%	1,040	6.8%	11
Auto Dealers and Gas Stations	112	10.4%	1,147	7.6%	9
Apparel and Accessory Stores	139	12.9%	2,220	14.6%	14
Home Furniture, Furnishings and Equipment	88	8.2%	1,041	6.9%	9
Eating and Drinking Places	279	25.9%	5,225	34.4%	17
Miscellaneous Retail Stores	269	24.9%	2,269	14.9%	8
<b>Finance (All)</b>	575	9.6%	5,542	6.4%	9
Bank, Savings and Lending Institutions	139	24.2%	1,357	24.5%	11
Security and Commodity Brokers	53	9.2%	357	6.4%	6
Insurance Carriers and Agencies	145	25.2%	1,769	31.9%	12
Real Estate	225	39.1%	1,650	29.8%	7
Trusts, Holdings and Other Investments	13	2.3%	409	7.4%	29
<b>Service (All)</b>	3,477	57.8%	49,774	57.4%	14
Hotel and Other Lodging	19	0.5%	550	1.1%	36
Personal Services	573	16.5%	2,377	4.8%	4
Business Services	478	13.7%	5,326	10.7%	10
Motion Picture and Amusement	108	3.1%	1,013	2.0%	8
Health Services	729	21.0%	19,385	38.9%	27
Legal Services	155	4.5%	,601	1.2%	4
Educational Services	196	5.6%	9,295	18.7%	48
Social Services	565	16.2%	7,499	15.1%	13
Misc, Membership Orgs and Nonclassified	654	18.8%	3,728	7.5%	6
<b>Public Administration (All)</b>	117	1.9%	3,319	3.8%	25
<b>Industries (All)</b>	6,016	100%	86,778	100.0%	14





ing more spending.

- When (demand – supply) is negative, the trade area is importing dollars. This may reflect a retail strength (such as a cluster of eating places that brings people in from a broader region), but also may be vulnerable if a competitive trade area retains more of its customers at home.

Overall, this analysis, using information developed by Claritas and derived from the Consumer Expenditure Survey from the U.S. Bureau of Labor Statistics and the Census of Retail Trade from the U.S. Census Bureau, indicates that:

- People in the primary market are spending more money outside of the area than in it. For nearly every retail category, actual retail sales in the primary market are less than half of the sales leaking to other markets. Spending exceeds supply in the primary market. Within the primary market, retail sales were reportedly \$316,290,989 in 2009. The market's current

**Table 3.7: Consumer Spending Patterns By Product, 2009**

Product Description	Index
<b>Total Specified Consumer Expenditures (AREA)</b>	95
<b>FOOD AT HOME</b>	92
<b>FOOD AWAY FROM HOME &amp; ALCOHOL</b>	
Alcoholic Beverages	102
Total Food away from Home	90
<b>DAY CARE, EDUCATION &amp; CONTRIBUTIONS</b>	
All Day Care	100
Contributions (All)	102
Education	90
<b>HEALTHCARE</b>	
Medical Services	98
Prescription Drugs	94
Medical Supplies	105

<b>HOUSEHOLD FURNISHINGS &amp; APPLIANCES</b>	
Total Furniture	93
Total Household Textiles	97
Major Appliances	97
Misc Household Equipment	105
Small Appliance/Houseware	97
<b>HOUSING RELATED &amp; PERSONAL</b>	
Total Housing Expenses	99
Household Repairs	91
Household Services	88
Housekeeping Supplies	93
Personal Expenses and Services	93
<b>PERSONAL CARE &amp; SMOKING PRODUCTS</b>	
Personal Care Products and Services	98
Smoking Prods/Supplies	99
<b>PET EXPENSES</b>	95
<b>SPORTS &amp; ENTERTAINMENT</b>	
Photographic Equipment	109
Reading Materials	101
Sports and Recreation	104
Travel	96
TV, Radio and Sound Equipment	95
Computers, Software & Accessories	97
<b>TRANSPORTATION &amp; AUTO EXPENSES</b>	
Automotive Maintenance/Repair/Other	89
Gasoline	93
Diesel Fuel	88
Motor Oil	87
Vehicle Purchases & Leases	86
Boats and Recreational Vehicle Purchase	75
Rented Vehicles	114
<b>TOTAL APPAREL</b>	97

population generates a demand of \$778,449,065. The difference is \$462,158,076 that is being spent outside of the primary market.

- Spending demand leaking from the primary trade area is being met largely within the secondary trade area. While the primary market shows a deficiency (or leakage) for additional spending, the secondary market reports a surplus.

## TRADE AREA OPPORTUNITIES AND STRENGTHS

### PRIMARY TRADE AREA

Within the primary trade area (including the East Tosa study area, the Village of Wauwatosa, North Avenue west of 86th Street, Vliet Street), the highest volume retail categories included:

- Grocery stores (\$115 million)
- Food services and drinking places (\$58 million)
- Building materials and supplies (\$27 million)
- Pharmacy and Drug Stores (\$23 million)

Retail categories that experience greater sales than demand, attracting spending from outside the primary area, include:

- Food and Beverage Stores (\$20 million attracted)
- Florists (\$1.3 million attracted)

### SECONDARY TRADE AREA

The Mayfair district makes the secondary trade ring an enormous importer of consumer dollars. Retail categories within this trade ring accounting for more than \$100 million in annual sales include:

- Food services and drinking places (\$202 million)
- Grocery Stores (\$193 million)



Table 3.8: Total (Regional) Retail Sales, 2009

	Total Retail Sales	% of Total
<b>Primary</b>	\$316,290,989	7%
<b>Secondary</b>	\$1,572,810,969	34%
<b>Tertiary</b>	\$2,785,386,492	60%
<b>Total</b>	\$4,674,488,450	100%

Source: Claritas Inc.

- Department Stores (\$191 million)
- Clothing Stores (\$118 million)
- Pharmacy and Drug Stores (\$111 million)
- Building materials and supplies (\$103 million)

Retail categories that experience the greatest surplus of sales over demand, attracting spending from outside the primary area, include:

- Clothing and Clothing Accessories (\$63 million attracted)
- Electronic and Appliance Stores (\$46 million attracted)
- Beer, Wine and Liquor Sales (\$35 million attracted)
- Food service and Drinking Places (\$24 million attracted)
- Health and Personal Care Services (\$17 million attracted)
- Furniture Stores (\$8 million attracted)
- Books, Periodicals and Music (\$5 million attracted)





Table 3.9: Opportunity Gap/Surplus of Retail Demand and Supply

	Primary Area			Secondary Area			Primary & Secondary Areas		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus
<b>Total Retail Sales</b>	\$778,449,065	\$316,290,989	\$462,158,076	\$1,848,630,591	\$1,572,810,969	\$275,819,622	\$2,627,079,656	\$1,889,101,958	\$737,977,698
<b>Adjusted Retail Sales (-motor, -gas, non-store)</b>	\$527,098,450	\$273,908,344	\$253,190,106	\$1,260,731,503	\$1,244,086,993	\$16,644,510	\$1,787,829,953	\$1,517,995,337	\$269,834,616
<b>Motor Vehicle and Parts Dealers</b>	\$110,649,525	\$6,875,138	\$103,774,387	\$244,295,015	\$149,793,781	\$94,501,234	\$354,944,540	\$156,668,919	\$198,275,621
Automotive Dealers	\$92,777,417	\$5,040,383	\$87,737,034	\$203,342,013	\$136,332,405	\$67,009,608	\$296,119,430	\$141,372,788	\$154,746,642
Other Motor Vehicle Dealers	\$7,714,193	\$0	\$7,714,193	\$17,110,637	\$2,162,108	\$14,948,529	\$24,824,830	\$2,162,108	\$22,662,722
Automotive Parts/Accsrs, Tire	\$10,157,915	\$1,834,755	\$8,323,160	\$23,842,365	\$11,299,268	\$12,543,097	\$34,000,280	\$13,134,023	\$20,866,257
<b>Furniture and Home Furnishings</b>	\$16,367,316	\$2,844,158	\$13,523,158	\$35,817,564	\$42,326,474	(\$6,508,910)	\$52,184,880	\$45,170,632	\$7,014,248
<b>Electronics and Appliance Stores</b>	\$19,454,521	\$7,662,364	\$11,792,157	\$44,057,347	\$90,643,130	(\$46,585,783)	\$63,511,868	\$98,305,494	(\$34,793,626)
<b>Building Material, Garden Equip Stores</b>	\$84,197,469	\$27,785,669	\$56,411,800	\$185,860,552	\$111,173,607	\$74,686,945	\$270,058,021	\$138,959,276	\$131,098,745
Building Material and Supply Dealers	\$76,735,268	\$27,694,356	\$49,040,912	\$169,033,295	\$103,455,312	\$65,577,983	\$245,768,563	\$131,149,668	\$114,618,895
Lawn, Garden Equipment, Supplies	\$7,462,201	\$91,313	\$7,370,888	\$16,827,257	\$7,718,295	\$9,108,962	\$24,289,458	\$7,809,608	\$16,479,850
<b>Food and Beverage Stores</b>	\$105,036,138	\$125,652,320	(\$20,616,182)	\$271,994,028	\$250,662,265	\$21,331,763	\$377,030,166	\$376,314,585	\$715,581
Grocery Stores	\$95,191,475	\$115,829,114	(\$20,637,639)	\$248,307,917	\$193,789,336	\$54,518,581	\$343,499,392	\$309,618,450	\$33,880,942
Specialty Food Stores	\$2,802,392	\$1,378,755	\$1,423,637	\$7,360,194	\$4,982,520	\$2,377,674	\$10,162,586	\$6,361,275	\$3,801,311
Beer, Wine and Liquor Stores	\$7,042,271	\$8,444,451	(\$1,402,180)	\$16,325,917	\$51,890,408	(\$35,564,491)	\$23,368,188	\$60,334,859	(\$36,966,671)
<b>Health and Personal Care Stores</b>	\$44,302,959	\$25,788,536	\$18,514,423	\$117,216,343	\$135,057,881	(\$17,841,538)	\$161,519,302	\$160,846,417	\$672,885
Pharmacies and Drug Stores	\$37,912,524	\$23,690,306	\$14,222,218	\$100,539,856	\$111,871,265	(\$11,331,409)	\$138,452,380	\$135,561,571	\$2,890,809
Cosmetics, Beauty Supplies, Perfume	\$1,581,295	\$142,281	\$1,439,014	\$4,251,620	\$6,932,777	(\$2,681,157)	\$5,832,915	\$7,075,058	(\$1,242,143)
Optical Goods Stores	\$2,000,116	\$324,046	\$1,676,070	\$4,871,537	\$6,699,186	(\$1,827,649)	\$6,871,653	\$7,023,232	(\$151,579)
Other Health and Personal Care	\$2,809,024	\$1,631,903	\$1,177,121	\$7,553,330	\$9,554,654	(\$2,001,324)	\$10,362,354	\$11,186,557	(\$824,203)

Table 3.9: Opportunity Gap/Surplus of Retail Demand and Supply

	Primary Area			Secondary Area			Primary & Secondary Areas		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus
<b>Gasoline Stations</b>	\$89,018,722	\$33,911,008	\$55,107,714	\$220,607,040	\$164,966,755	\$55,640,285	\$309,625,762	\$198,877,763	\$110,747,999
<b>Clothing and Clothing Accessories Stores</b>	\$36,845,724	\$8,972,834	\$27,872,890	\$88,086,431	\$151,491,932	(\$63,405,501)	\$124,932,155	\$160,464,766	(\$35,532,611)
Clothing Stores	\$26,557,825	\$5,869,694	\$20,688,131	\$63,606,703	\$118,051,624	(\$54,444,921)	\$90,164,528	\$123,921,318	(\$33,756,790)
Shoe Stores	\$5,218,703	\$895,786	\$4,322,917	\$13,448,586	\$19,644,325	(\$6,195,739)	\$18,667,289	\$20,540,111	(\$1,872,822)
Jewelry, Luggage, Leather Goods	\$5,069,196	\$2,207,355	\$2,861,841	\$11,031,142	\$13,795,982	(\$2,764,840)	\$16,100,338	\$16,003,337	\$97,001
<b>Sporting Goods, Hobby, Book, Music</b>	\$16,203,019	\$7,663,304	\$8,539,715	\$35,612,346	\$30,243,274	\$5,369,072	\$51,815,365	\$37,906,578	\$13,908,787
Sporting Goods, Hobby, Musical	\$11,194,538	\$3,828,340	\$7,366,198	\$24,878,165	\$14,511,532	\$10,366,633	\$36,072,703	\$18,339,872	\$17,732,831
Book, Periodical and Music Stores	\$5,008,482	\$3,834,963	\$1,173,519	\$10,734,180	\$15,731,743	(\$4,997,563)	\$15,742,662	\$19,566,706	(\$3,824,044)
<b>General Merchandise Stores</b>	\$107,279,741	\$2,407,836	\$104,871,905	\$262,189,586	\$212,547,836	\$49,641,750	\$369,469,327	\$214,955,672	\$154,513,655
<b>Miscellaneous Store Retailers</b>	\$18,477,446	\$6,523,217	\$11,954,229	\$41,562,534	\$17,000,101	\$24,562,433	\$60,039,980	\$23,523,318	\$36,516,662
Florists	\$1,620,440	\$3,012,933	(\$1,392,493)	\$3,621,915	\$4,047,998	(\$426,083)	\$5,242,355	\$7,060,931	(\$1,818,576)
Office Supplies, Stationery, Gift	\$8,030,493	\$1,014,983	\$7,015,510	\$17,530,886	\$8,645,238	\$8,885,648	\$25,561,379	\$9,660,221	\$15,901,158
Used Merchandise Stores	\$1,768,081	\$656,577	\$1,111,504	\$3,966,682	\$696,378	\$3,270,304	\$5,734,763	\$1,352,955	\$4,381,808
Other Miscellaneous Store Retailers	\$7,058,432	\$1,838,724	\$5,219,708	\$16,443,051	\$3,610,488	\$12,832,563	\$23,501,483	\$5,449,212	\$18,052,271
<b>Non-Store Retailers</b>	\$51,682,368	\$1,596,499	\$50,085,869	\$122,997,033	\$13,963,440	\$109,033,593	\$174,679,401	\$15,559,939	\$159,119,462
<b>Foodservice and Drinking Places</b>	\$78,934,117	\$58,608,106	\$20,326,011	\$178,334,770	\$202,940,492	(\$24,605,722)	\$257,268,887	\$261,548,598	(\$4,279,711)
Full-Service Restaurants	\$35,580,827	\$15,976,003	\$19,604,824	\$80,208,060	\$89,856,330	(\$9,648,270)	\$115,788,887	\$105,832,333	\$9,956,554
Limited-Service Eating Places	\$32,660,909	\$32,706,878	(\$45,969)	\$74,049,390	\$87,474,315	(\$13,424,925)	\$106,710,299	\$120,181,193	(\$13,470,894)
Special Foodservices	\$6,604,090	\$5,643,056	\$961,034	\$14,984,969	\$9,802,956	\$5,182,013	\$21,589,059	\$15,446,012	\$6,143,047
Drinking Places -Alcoholic Beverages	\$4,088,291	\$4,282,169	(\$193,878)	\$9,092,351	\$15,806,891	(\$6,714,540)	\$13,180,642	\$20,089,060	(\$6,908,418)





## CONCLUSIONS

### RETAIL TARGETS FOR THE DISTRICT

The retail factors analysis presented in this section suggests the following possibilities and strategies:

- **The East Tosa North Avenue District can be strengthened as a destination-oriented business district, focusing on neighborhood-oriented commercial businesses and niche markets.** North Avenue already includes niche businesses with regional draws, and additional growth can still occur in categories with a trade surplus or marginal gap. For example, categories present in East Tosa (such as paint and home improvement stores) attract spending from secondary and tertiary rings, and additional related or complementary businesses can further increase imported dollars.
- **The district's characteristics most appropriately fit retailers needing smaller building footprints, and complementing but not competing with existing businesses.** Successful local business districts have competed successfully by focusing on specialty or niche markets that are differentiated from the more homogeneous offerings of auto-oriented commercial districts. This differentiation is evident in districts such as North Avenue and the Village of Wauwatosa, where two kinds of retail development opportunities emerge:
  - Filling niche gaps where conditions require local consumers to go into other market areas, exporting consumer dollars to them. Businesses in this group provide neighborhood services, but are replicated in other neighborhood districts.
  - Capitalizing on categories where the district has already become a cluster or has a unique business that attracts outside customers.

The opportunity/gap analysis suggests the following sectors may, but not necessarily do, have growth potential in the East Tosa market areas:

- **Full service restaurants (\$20 million opportunity gap in primary market ring).** Despite the presence of a restaurant



cluster in the Village and high-quality full-service restaurants on North Avenue, residents of the primary area spend \$20 million more on dining at full-service restaurants than these restaurants take in. This suggests additional potential for North Avenue in this retail category.

- **Clothing Stores (\$20 million gap).** North Avenue and the Village both include specialty clothing stores, but the bulk of this gap is exported to the secondary market ring, including the Mayfair district. Because Mayfair is very convenient to the East Tosa trade area, the unmet market potential is actually small. Opportunities focus on specialty apparel, boutiques, and children's clothes.
- **Pharmacies and Drug Stores (\$14 million gap).** While the 2009 analysis indicates a gap in this category, large format pharmacies already exist at other locations convenient to the East Tosa area (including 70th and State and Mayfair). Unmet need is probably insufficient to support a similar facility in the East Town North Avenue district.
- **Appliances, TVs, Electronic Stores (\$11 million gap).** While the primary ring displays an \$11 million opportunity/gap, the secondary market ring attracts \$50 million from other markets, primarily to large format retailers in Mayfair. As a result, this gap does not produce a significant opportunity demand for the North Avenue district.



- **Hobby, toys and game stores (\$6.6 million in combined primary/secondary rings).** The combined opportunity/gap of the primary and secondary market areas for hobby, toys and games is \$6.6 million. Contemporary retail trends has commoditized these goods in large format stores and on-line sales. However, the cycling to more affluent households suggests a possible opportunity for specialized toy and hobby retailers.
- **Specialty Foods (\$3.8 million in combined primary/secondary rings).** This combined opportunity/gap of the primary and secondary market areas is substantial, and filling part of it presents a significant opportunity for the North Avenue district, with an already demonstrated category cluster with a bakery, candy store, gourmet grocery, and other specializations. The primary market ring represents 22% of specialty food sales for the combined primary/secondary rings, compared to about 15% of all retail sales.
- **Automotive parts (\$20.8 million in combined primary/secondary rings).** This substantial gap represents an opportunity that may not be easily met within the context of a walkable neighborhood business district. However, East Town's North Avenue's category cluster of auto service businesses that retain a neighborhood scale opens some additional retail possibilities.
- **Hardware Stores (\$4 million in primary).** Despite a small opportunity/gap, nearby large format home centers west of Highway 45 on Burleigh Street and Capital Drive serve much of this market. The Village includes an iconic neighborhood hardware store, and the market for a similar business on North Avenue is highly questionable. However, specialized home-related businesses, including lighting and antiques, are present on North Avenue, and an opportunity exists for similar specialized "home arts" establishments.
- **The North Avenue corridor may be able to absorb an additional 15,000 to 20,000 square feet of new retail/consumer service space.** Table 3.10 presents a model that conservatively predicts the amount of new retail space that could be absorbed in the East Town district. This methodology:

- Applies a target absorption percentage of the observed opportunity gap. For example, the model assumes that the primary area could eventually reduce the demand versus supply gap for full-service dining from \$20 million to \$10 million annually, or a net gain in expenditures of \$10 million.
- Applies a percentage of that net gain that could be captured by the East Town Tosa district. This percentage varies based on the district's existing business mix and physical character.
- Calculates the potential retail yield for each gap category and applies a \$350/square foot factor (based on the Urban Land Institute's Dollars and Cents of Shopping Centers) to estimate potential space demand.

This method suggests a feasible demand for about 16,000 square feet of net new (or re-occupied) consumer commercial space in the district. This excludes a move of an existing business to North Avenue, or the location of a destination business with proven regional pull. However, it does provide an order of magnitude estimate for new space in the district.

- **Support does not appear adequate for a new full-service grocery store in the East Town district.** Because earlier surveys and this planning preference both suggested a strong desire among neighborhood residents for a grocery store, it is important to address this issue. The primary trade area attracts outside consumer spending for the grocery store category, generating about \$20.6 million more in sales than primary market consumers spend. The immediate East Tosa neighborhoods are relatively well-served by convenient grocery stores, including Sendik's at 86th and North, and two supermarkets and the Outpost natural foods market in the State Street corridor, as well as specialty food stores such as Venturi's and Cranky Al's in the North Avenue district. A new, general purpose grocery is likely to compete with, rather than complement, these existing businesses. While a desire for a walking distance grocery is understandable, most people drive to





**Table 3.10: Estimating Model for New and Reoccupied Retail Space, East Town North Avenue District**

Category	Annual Opportunity Gap	Market Ring Absorption Percentage	East Town North Avenue Share	East Town North Avenue Potential Sales	Sales/SF Target	Potential Retail Area
Full Service Restaurants	\$20,000,000	.50	.25	2,500,000	350	
Clothing	20,000,000	.25	.25	1,250,000	350	
Hobby, Toys, Games	6,600,000	.20	.25	330,000	350	
Specialty Foods	3,800,000	.50	.35	665,000	350	
Auto	20,800,000	.20	.15	624,000	350	
"Home Arts"	4,000,000	.25	.35	350,000	350	
<b>Total</b>				5,719,000	350	16,340

food shopping, and the population density does not appear high enough to support an additional walk-in grocery. The convenience demand can be more appropriately met by expanding the lines offered by existing businesses, or by additional specialty food retailers.

## RESIDENTIAL MARKETS

The North Avenue Alliance's constituent neighborhoods are exceedingly attractive, high value residential areas that include everything from Werner Hegemann's landmark Washington Highlands to distinctive streets lined by trees and bungalows. Because these neighborhoods are fully built-up, infill sites in com-



Table 17: Housing Occupancy for the Primary Market Area, 2009

	Wauwatosa		Primary		Secondary		Tertiary	
Owner Occupied	13,931	67%	12,864	62%	30,734	52%	42,038	41%
Renter Occupied	6,716	33%	8,050	38%	28,836	48%	61,412	59%
Total	20,647		20,914	100%	59,570	100%	103,450	100%

Source: Claritas Inc.

Table 18: Owner-Occupied Housing Values

	Wauwatosa		Primary		Secondary		Tertiary	
	Units	% of Total	Units	% of Total	Units	% of Total	Units	% of Total
Less than \$20,000	8	0.1%	0	0.0%	174	0.6%	228	0.5%
\$20,000 - \$39,999	13	0.1%	65	0.5%	1,148	3.7%	1,135	2.7%
\$40,000 - \$59,999	37	0.3%	195	1.5%	2,305	7.5%	4,527	10.8%
\$60,000 - \$79,999	65	0.5%	538	4.2%	2,969	9.7%	5,506	13.1%
\$80,000 - \$99,999	89	0.6%	776	6.0%	3,660	11.9%	5,380	12.8%
\$100,000 - \$149,999	1750	12.6%	3,336	25.9%	10,034	32.6%	11,998	28.5%
\$150,000 - \$199,999	4509	32.4%	3,327	25.9%	5,559	18.1%	5,256	12.5%
\$200,000 - \$299,999	5865	42.1%	3,628	28.2%	3,905	12.7%	4,475	10.6%
\$300,000 - \$399,999	1098	7.9%	663	5.2%	653	2.1%	1,702	4.0%
\$400,000 - \$499,999	300	2.2%	209	1.6%	178	0.6%	758	1.8%
\$500,000 - \$749,999	175	1.3%	111	0.9%	102	0.3%	741	1.8%
\$750,000 - \$999,999	13	0.1%	12	0.1%	7	0.0%	194	0.5%
\$1,000,000 or more	9	0.1%	3	0.0%	42	0.1%	137	0.3%
Total	13,931		12,864	100.0%	30,736	100.0%	42,037	100.0%
Median Housing Value	\$208,438		\$172,867		\$137,282		\$128,012	

Source: Claritas Inc.



**Traditional mixed use development on North Avenue.** Mixed commercial and residential projects have been part of the East Tosa landscape for over 80 years.

mercial, industrial, or mixed use areas east of the Village of Wauwatosa core and along North Avenue represent rare residential development possibilities. Salient housing characteristics about the residential context of North Avenue include:

- A desirable mix of owner and renter occupied housing. The occupancy mix in the primary market area is 62% owner-occupied and 38% renter occupied. Rental occupancy rates increase in the outer market rings, increasing to 48% and 59% in the secondary and tertiary rings respectively.
- Higher housing values in the primary area. Estimated median value for homes in the primary market in 2009 was \$172,867, dropping to \$137,282 in the secondary market and \$128,012 in the tertiary ring. About 63% of homes in the primary market were valued above \$150,000, compared to about 35% of secondary and tertiary markets were above \$150,000.
- An extremely well-maintained and sound housing supply. Homes adjacent to North Avenue are in exemplary condition, with regular setbacks along distinctive tree-lined streets. These neighborhood qualities contribute to the walkable scale of North Avenue Alliance neighborhoods.
- A recycling of neighborhoods to new households with young families. East Tosa neighborhoods offer a high quality of life



and convenient access by car, bus, or bicycle to job centers such as the medical campus, Downtown Milwaukee, and the planned UWM research park that is clearly attracting young households. An attractive, safe, and economically vital North Avenue business district strengthens these neighborhoods; and the neighborhoods in turn create markets for the business street.

North Avenue development should support residential neighborhoods, but is not likely to have a large, stand-alone residential component. Probable residential uses is likely to take the form of upper level apartments above street-level commercial and office uses in mixed use projects.

## POTENTIAL DEVELOPMENT SITES

Wauwatosa's Economic Development Vision, Structure and Implementation Plan (2009) establishes a policy that focuses on redevelopment of land within the city. North Avenue is a basically sound mixed use corridor that fortunately does not have large, distressed properties that demand redevelopment. Existing viable land and building uses may change over time, assuming implementation of a program that increases demands and land values. However, North Avenue offers some short-term redevelopment opportunities that can support an improving business environment along the entire street. These sites are identified here based on: (1) current utilization, (2) property condition, (3) marketability, and (4) capability to accommodate 4,000 to 10,000 square feet of new commercial space. Candidate sites for short-term redevelopment include:

- **Blockbuster site (6100 block).** The total site area is 32,400 square feet, developed with a 6,800 square feet, one-story commercial building surrounded by parking. Current economic conditions and industry changes make the future of the business uncertain. Redevelopment should increase use intensity of the site and incorporate mixed uses, and include adequate on-site parking.
- **65th and North Avenue site.** An existing vacant building on the northwest corner of 65th and North Avenue is planned for



development. Supporting public investments could support reinvestment at the intersection.

- **6800 Block.** Redevelopment of the AquaTerra site on the southwest corner of North Avenue and 68th Street could provide more intensive urban mixed uses. AquaTerra could be incorporated into the new development or into another commercial project along the street.

Photo by Ed Haydin



**Sites with Redevelopment Possibilities.** Above from top: the “Blockbuster” site on the 6100 block and the AquaTerra site. Right: The 6500 block.





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# 4

CHAPTER **PLANNING PROCESS**





Photos by Ed Haydin

## GOAL-SETTING FOR THE EAST TOWN NORTH AVENUE DISTRICT

This plan's concepts flow from the opinions and insights of those who know North Avenue in East Tosa best – the people who work, shop, own businesses, and live on and around the street. This strategic plan was unusual in that it was initiated by a partnership of the City of Wauwatosa, residential neighbors, and the North Avenue business community. This high identity of interest will help ensure future public and private implementation of the plan's recommendations and concepts.

The planning process was designed to maximize engagement by people with a stake in the future of the street, and featured:

- **A community survey.** The planning process began with an on-line public opinion survey, designed to complement the North Avenue Alliance's earlier opinion survey in 2008. This survey asked participants to evaluate existing quality, potential actions, and environmental features and preferences. It was completed by 288 people during the course of the process.
- **Kick-off Presentation.** An initial community kick-off event on May 17, 2010. This event included a public presentation that presented the planning process and presented initial impressions of North Avenue and strategies that comparable communities have used. The kick-off also included an open discussion of North Avenue and some of its possibilities.
- **Stakeholder Group Discussions and Individual Interviews.** Stakeholder group discussions and interviews took place on July 19-21, 2010, including two days of informal discussions and individual interviews addressing the state of North Avenue and exploring issues and priorities for the East Town business district.
- **Design Studio.** An on-site design took place on August 31-September 2, 2010 to engage citizens, residents, business

owners, and other stakeholders directly in conceptual planning for North Avenue. Participants shared the ideas, issues, and concerns informally with the planning team and helped define and test concepts for the district. The studio concluded with a public outbriefing on September 2, 2010.

- **North Avenue Project Committee.** The Project Committee met at key points during the process to review the progress of the plan and direct and discuss key concepts. Project committee meetings took place during multi-day site visits in May, July, September, October, and November, 2010.

## SURVEY RESULTS

The community survey was designed to build on the 2008 instrument and provide specific guidance to the focuses of this plan. This section summarizes its key results.

- **North Avenue Features.** The initial question on the survey asked respondents to grade various features of North Avenue on a 5 (excellent) to 1 (poor) scale. Results were tabulated and reported by frequency of responses. Features receiving the highest scores (aggregated scores in parentheses) were:
  - Condition of surrounding neighborhoods (3.76)
  - Quality of North Avenue restaurants (3.71)
  - Neighborhood support and patronage of businesses (3.56)
  - Customer experience (3.42)
  - Customer service standards (3.30)
  - Walkability (3.28)
  - Quality of businesses opened during the last 10 years (3.25)

Features or systems that received the lowest rankings were:

- Bicycle safety and access (2.42)
- Attracting customers from other neighborhoods (2.43)
- Marketing and promotional activities (2.54)



- Number and quality of special events (2.54)
  - City investment and support of North Avenue (2.55)
  - Public image of the street (2.59)
  - Business and economic trends (2.61)
- **Quality and Importance of Various Actions.** The second question asked respondents to grade various ideas, many suggested by participants in the 2008 neighborhood survey, on the basis of both their quality for North Avenue (5=excellent idea to 1=poor idea) and importance (5=very important to 1=very unimportant). Table 4.1 compares the top ten rated ideas for both quality and importance, with aggregate score in parentheses.
  - **Visual Listening.** The third part of the survey asked participants to grade sixteen images of business district environments based on their quality as urban environments and their applicability to North Avenue. All images were taken in high quality, economically strong, street-oriented business districts. The visual listening helps define community preferences about design and streetscape features in ways that responses

to words cannot.

The eight images on the following pages were ranked highest on the basis of the percentage of respondents who considered them to be “good” or “excellent” urban environments. This list displays the percentage of respondents who considered them to either have “many applicable features” to North Avenue or be “a model that the street should follow.” The survey did not indicate the location of individual environments.

- **North Avenue Assets.** This unprompted question asked participants to describe the features that they considered to be the business district’s greatest assets. The responses were then tabulated and grouped by general subject. Table 21 displays the most mentioned assets in order of frequency.
- **Frequency of Use.** This question asked respondents to indicate how often they patronized the North Avenue district. Nearly half indicated that they shopped on the street at least twice a week. Table 4.3 reviews responses to this question.

Of people who reported infrequent or very infrequent use of



**Highest Positive Ratings.** From top: Adjacent residential street and menu specialty at Juniper 61. Neighborhoods and restaurants received the highest positive ratings in the North Avenue opinion survey.

**Table 4.1 8 North Avenue Community Survey: Opinions of Various Actions**

Actions	Quality Rank (aggregate score)	Importance Rank (aggregate score)
Recruiting specific business targets	1 (4.41)	2 (4.24)
Redeveloping underutilized sites/vacant spaces	2 (4.33)	1 (4.35)
Improving pedestrian access and ease of crossing North Avenue	2 (4.33)	3 (4.06)
Holding events such as art shows	4 (4.32)	4 (3.85)
Working cooperatively with North Avenue businesses east of 60th in Milwaukee	5 (4.17)	6 (3.79)
Developing places for public activity	6 (4.16)	5 (3.80)
Increasing cooperation among North Avenue businesses	7 (4.13)	10 (3.66)
Improving North Avenue streetscape elements (benches, landscaping, etc.)	8 (4.06)	---
Form a business improvement district to manage and promote the district	9 (4.00)	7 (3.71)
Working with the Village on cooperative promotions	10 (3.98)	
Increasing the police presence on North Avenue	---	8 (3.70)
Adopting zoning policies that restrict types of commercial uses permitted along the street	---	9 (3.69)



Table 4.2: Visual Listening Survey Results





Image	Location	Quality Rank (% rating environment "good" or "excellent")	Applicability Rank(% rating environment high for features that could be applied to North Avenue)	Major Features of Environment
	Bethesda (MD) Crescent	1 (88.2%)	1 (66.3%)	Outdoor dining Planter and landscaping Treatment of narrow sidewalk Railings
	Historic Colorado City Colorado Springs, CO	2 (84.1%)	2 (55.2%)	Sidewalk material Landscaping Buffering of sidewalk from major street
	Delft in the Netherlands	3 (72.3%)	9 (32.6%)	Scale Canal Overall quality
	Lincoln Square, Chicago	4 (70.9%)	4 (44.7%)	Entry arch Bollards and street landscaping Building scale

Table 4.2: Visual Listening Survey Results

Image		Quality Rank (% rating environment "good" or "excellent")	Applicability Rank(% rating environment high for features that could be applied to North Avenue)	Major Features of Environment
	Lincoln Square, Chicago	5 (68.9%)	3 (51.8%)	Sidewalk materials Landscaping Outdoor dining Planters
	Newburyport, MA	6 (59.6%)	7 (34.8%)	Sidewalk material Lighting Building scale and windows Building signage
	Downtown Santa Barbara, CA	7 (58.8%)	6 (39.5%)	Two-lane street section Bike lanes Crosswalks Street landscaping
	Flatiron Square, Shenandoah, Iowa	8 (58.3%)	5 (40.6%)	Small public space Clock Street furnishings Small town quality



North Avenue, most commonly cited reasons were businesses on the street did not meet the respondents' needs; and the physical environment was unfriendly and not pedestrian-oriented.

Other Comments. The survey concluded by providing participants with an opportunity to offer other comments about the district and their priorities for it. Of the 288 participants, 155 offered additional comments, included in the appendix to this plan. As expected, individual comments sometimes reflected conflicting priorities and view points, but frequently mentioned concerns included:

- Building use and zoning issues, including increasing numbers of personal service businesses and controls over the use of vacant spaces and properties.
- Parking, expressing a variety of opinions. Most people offering comments believed that parking supply was adequate, but needed to be utilized more effectively, and opposed a parking structure or diagonal parking.
- North Avenue traffic operations, expressing general dislike of the chicane, the need for better pedestrian and bicycle access, support for creating breaks in traffic to ease pedestrian crossings, and changing the location of bus stops to prevent traffic back-ups.
- Business mix, including introducing new magnet businesses, strengthening weaker parts of the street, emphasizing locally-owned businesses.
- Maintaining the authentic character of the street, rather than turning it into an "artificial" environment.

## STAKEHOLDER GROUP DISCUSSIONS AND INDIVIDUAL INTERVIEWS

Stakeholder groups and individual interviews, including neighborhood leaders, North Avenue business and property owners, public officials, engaged over 40 people in in-depth conversa-

**Table 21: North Avenue Assets**

Rank	Asset	Number of Responses
1	Restaurants	137
2	Variety of business	78
3	Surrounding neighborhoods	53
4	Rosebud Theater	43
5	District character and design (including architecture)	41
6	Walkability	35
7	Accessibility, location in city and to neighborhoods	31
8	Locally owned businesses	30
9	Traffic volume (people coming to area)	25
10	Community support	24
11	Development and redevelopment potential	20
12	Streetscape improvements (good foundation, mature trees, flowers)	12

**Table 22: Frequency of visits**

Frequency	% of Respondents
Almost every day: 5-7 times a week	11.1%
Frequently: 2-4 times a week	36.8%
Once a week to once every two weeks	37.6%
Infrequently: Once a month to a few times a year	14.5%
Very infrequently or never	0



tions about the business district and future goals and strategic priorities. The positions described below were presented by stakeholders, and, while very helpful, do not necessarily represent the findings or conclusions of this document.

## PARKING

- Parking has been a divisive issue, particularly difficult in the highest demand segment, from 68th and 70th Streets.
- North Avenue needs uniform and sensible parking regulations. A one-hour time limits for on-street parking hurts business.
- Stakeholders disagree on the adequacy of parking supply, but agree on the need for strategic improvements.
- A parking structure would only be needed in the context of a large redevelopment project that brought a new, high parking demand anchor business.

## COOPERATION AND MARKETING

- North Avenue businesses tend not to cooperate or cross-market.
- A business improvement district may be needed to provide unity in management and promotion, although the district's linear nature makes BID organization challenging.
- Communication techniques are needed that inform customers about all the goods and services available on the street.
- Cooperative marketing and promotions are necessary.
- The residential neighborhoods around North Avenue have developed a strong communications infrastructure.
- Marketing efforts may be directed toward nearby employment centers. Wayfinding from these areas is an issue – some employees apparently have difficulty navigating through the Village to North Avenue.
- Some North Avenue businesses appeal to affinity groups (such as ethnic groups, specific niche markets, traditional social groups). Capitalizing on these can benefit the entire district. Other hospitality/entertainment businesses, like Al's and the Rosebud, offer a "living room" atmosphere that adds to co-

hesion and experience.

- North Avenue businesses should reinforce each other. Local neighborhood markets provide a foundation to expand from.

## PLACEMAKING: NORTH AVENUE AS A DESTINATION

- North Avenue lacks features or places that attract people to street and keep them there.
- Unlike the Village, North Avenue does not establish a sense of place.
- Cranky Al's is the closest to a "community place" on the street. Otherwise, there is no acceptable place where one can go to see and be seen anytime of the day.
- North Avenue lacks landmarks, visual cues, or generally accepted public features.

## NEIGHBORHOOD CONSTITUENCIES

- Surrounding residential neighborhoods are very connected and committed to North Avenue. A comparatively large number of business owners also live in the surrounding area, strengthening this commitment.
- Many in East Tosa neighborhoods feel very connected to neighboring Milwaukee neighborhoods and stress cooperation with these areas.

## DEVELOPMENT TOOLS

- West Allis developed an aggressive downtown development program along Greenfield Avenue, attracting significant business reinvestment as a result of public action.
- North Avenue would benefit from an array of tools, including TIF, façade restoration financing, and supporting public investments.

## BUSINESS ATTRACTION AND NICHES

- The district needs a food store, particularly one that offers fresh produce – a "greengrocer" concept could be ideal. Residents perceive a "food desert" between 40th and 76th, and lo-



Photo by Ed Haydin



cal stores are viewed as highly specialized.

- Rosebud Theater and restaurants are distinct assets. More restaurant choices are needed.

### TRADE DISTRICT WITH INDIVIDUAL ZONING REGULATIONS

- North Avenue is currently designated as a “trade district,” providing a level of special review of projects. The district regulations should be strengthened to provide additional control over uses and allow for activities such as outdoor dining, which add vitality to the street environment.

### STREET AND SIDEWALK MAINTENANCE

- Pavers now used along North Avenue are expensive and very difficult to maintain. Part of the cost of a recent repositioning and repair of pavers was assessed to businesses. But ultimately they should be replaced for both maintenance and accessibility.
- Snow removal is a priority in order to keep both streets and sidewalks clear. The Village accomplishes this through an assessment.

### LAND ECONOMICS

- Low land values and rents on parts of North Avenue open the way to occupancy by marginal businesses, which in turn further depress rents. Public and private actions should create a demand that sustains higher rent levels, using a stable market to produce an appropriate business mix.

### BARRIER BREAKING

- The Wauwatosa and North Avenue intersection presents a major barrier to pedestrians because of its width and traffic. This divides North Avenue from the civic complex and Longfellow Middle School.
- North Avenue’s traffic flow characteristics make it a barrier to pedestrians, dividing neighborhoods to the north and south.
- The North Avenue chicane was not planned for non-motor-

ized transportation.

## DESIGN STUDIO

The North Avenue design studio took place on August 31 through September 2, 2010. The plan and strategies presented in Part Five reflect and refine the work done during this session. The work of planners and community members during the studio focused largely on the district’s physical environment, including:

- **Street section and character.** This explored alternatives for North Avenue, including keeping or modifying the chicane, adding traffic controls, addressing crosswalks, and considering on-street parking, bus stops, and other traffic flow characteristics.
- **Streetscape and sidewalk environment,** including materials, street furnishings, and landscaping.
- **Strategic focuses and placemaking,** considering locations along the street that can provide centers for activity and civic life.
- **Redevelopment opportunities,** investigating sites that could be available for change within the foreseeable future.
- **Parking,** addressing both the deployment of on-street parking and the design of existing public lots to increase parking supply with relatively moderate investments.
- **Relationships of parking, public space, businesses, and the street to one another.**

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# 5

CHAPTER THE PLAN





## A PLAN FOR NORTH AVENUE IN EAST TOSA

The energy and life of North Avenue in East Tosa, and the indispensable foundation of its economic strength, is the close identity between the neighborhoods and the business district. East Tosa residents clearly understand the interaction between the value and quality of their neighborhoods and the health of the business district. The unifying basis of this strategic plan, and its various recommendations, is to reinforce this community of interest and use it as the primary instrument of building an even more successful urban district.

This section presents a unified strategy – physical, economic or organizational, and promotional – to re-form North Avenue and to create a destination street that provides value, urbanity, economic opportunity, and delight to its businesses, customers, and neighbors.

## GOALS FOR NORTH AVENUE

A program that effectively utilizes the strengths and relationships of North Avenue will:

**STRENGTHEN NORTH AVENUE AS AN URBAN ENVIRONMENT.** East Tosa neighborhoods place a high value on the urban character of their part of Wauwatosa and the Milwaukee metropolitan area, and have invested accordingly. A healthy North Avenue makes a critical contribution to this quality. One measure of a district's "urbanity" is its ability encourage unplanned, positive human interactions. Great cities and their neighborhoods form dense relationship networks that spark vitality and creativity. Yet, interactions also can create problems such as traffic, concerns over security, and an element of uncertainty and even risk. A recent New York Times profile of physicist Geoffrey West ("A Physicist Solves the City," New York Times Magazine, December 19, 2010), who is developing field equations that describe the workings of cities, quotes the subject's description of the goal of urban planning as "maximizing interaction and minimizing dis-

stress." This expresses a primary goal of the North Avenue strategic plan.

**CREATE A SELF-SUSTAINING BUSINESS INVESTMENT ENVIRONMENT.** The North Avenue strategy should encourage new private investment and maximize the district's economic potential. It should support existing businesses, and reward productive investment in buildings, new business starts, and other private sector decisions that strengthen the economic and physical success of the street. Strategic investments in the public realm catalyze productive growth and create a neighborhood economy that sustains itself and continues to evolve.

**MAKE NORTH AVENUE A PLACE TO GO TO, RATHER THAN A PLACE TO MOVE THROUGH.** Positive urban interaction happens in places, when we slow down and leave our vehicles. On North Avenue, these experiences occur in coffee shops, restaurants, and businesses, but rarely in a public realm whose primary purpose is to move people through the district to another destination. Successful economic districts need traffic and movement – the general failure of most (but not all) auto-free zones in American cities is testimony to this. Yet, successful districts are destinations as well as conduits, with features that attract people to them, and encourage those passing through to return.

**SECURE NEIGHBORHOOD CONNECTIONS AND REMOVE BARRIERS.** North Avenue should connect to its primary customers – people who live, work, and go to school along the street and in surrounding areas. This involves maintaining and improving easy walking and bicycling access, and minimizing barriers that discourage this access. Barriers take different forms, and include the wide Wauwatosa Avenue intersection, traffic flow without breaks that keep pedestrians from crossing the street easily, obstructions in sidewalks, and parking lots that separate business entrances from the sidewalk.

"Securing neighborhood connections" also means that negative effects of commercial uses do not insinuate themselves into surrounding residential areas. The successful close adjacency and



lack of pressure for space-consuming “horizontal buffering” connects North Avenue and neighborhoods, and adds to the walkability of the overall area. It is important that threats to this balance, such as parking and traffic encroachments, incompatible scale, noise, or negative operating effects, be carefully controlled.

**INCREASE BOTH THE SUPPLY AND CONVENIENCE OF PARKING WHERE IT’S NEEDED THE MOST, WHILE REDUCING DEMAND.**

No issue is more controversial or has created such significant rifts along North Avenue as parking. When space is constrained and private transportation is dominant, convenient parking is precious. Yet, while parking in the district is not overly abundant, it is also not critically scarce. The overall supply, combining private and public stalls, is about adequate for a pedestrian-oriented neighborhood business district and moderately short for an automobile-dominated district. In a linear district with moderate parking shortages, a massive, high-capital solution like a parking structure is not usually warranted. Rather, appropriate strategies should make moderate increases in key areas, use existing real estate devoted to auto storage and circulation as efficiently as possible, reduce demand by diverting short trips to walking and cycling, and improve the street environment so people find it acceptable to walk a slightly longer distance from parking to front door.

**BUILD INTER-BUSINESS RELATIONSHIPS AND COOPERATION.**

Businesses in a neighborhood district have common interests and benefit greatly from customers who make multi-purpose visits – dropping off a car for repair, buying flowers and party supplies, and eating lunch, for example, all in the same immediate area. In this respect, they act like multi-tenant shopping and service centers. Yet, businesses in linear urban districts, often behave as individuals, and lack the cohesion, shared marketing, and unified standards that can bring the benefits of a true business community. Cooperation becomes more difficult when the length of the corridor increases – businesses on one end have limited contact and identity with businesses on the other end. The North Avenue strategy must address both the opportunities of cooperation and the physical reality of its length.



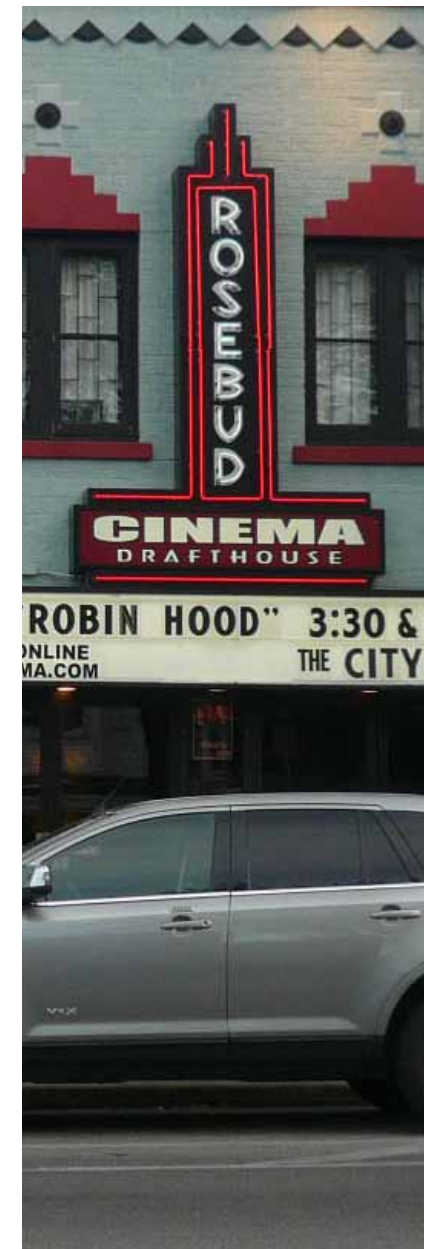
**ACCOMPLISH GOALS IN INCREMENTAL, AFFORDABLE STEPS.**

Incrementalism is important because resources for capital projects are limited. An effective program happens in affordable chunks, and should not depend on massive projects. In addition, every step should add significant value, even if future steps are either delayed or, for some reason, not completed. Business district development in uncertain funding climates should not be cliff-hangers.

## NORTH AVENUE STRATEGY

The strategy for North Avenue emerges from the guiding goals described above, the potential markets described in Part Three, and the needs and directions identified during the community engagement process. It is a concept built of relatively small steps that, together, create a fertile environment for business growth and urban quality. The components of this concept include:

- **Framework**, a conceptual diagram that shows the relationship of physical initiatives.
- **Street and Streetscape**, addressing the function and design of North Avenue for its various users, including all forms of transportation.
- **Project Focuses**, describing self-contained projects that realize the goals of an urbane and economically vigorous mixed





use district.

- **Theme**, establishing a unified expression of the district's character that is reflected in the physical environment.
- **Organization and Marketing**, with recommendations for the cooperative management of the North Avenue district.
- **Policy**, considering public and private actions and guidelines that advance the goals of the North Avenue effort.

## FRAMEWORK

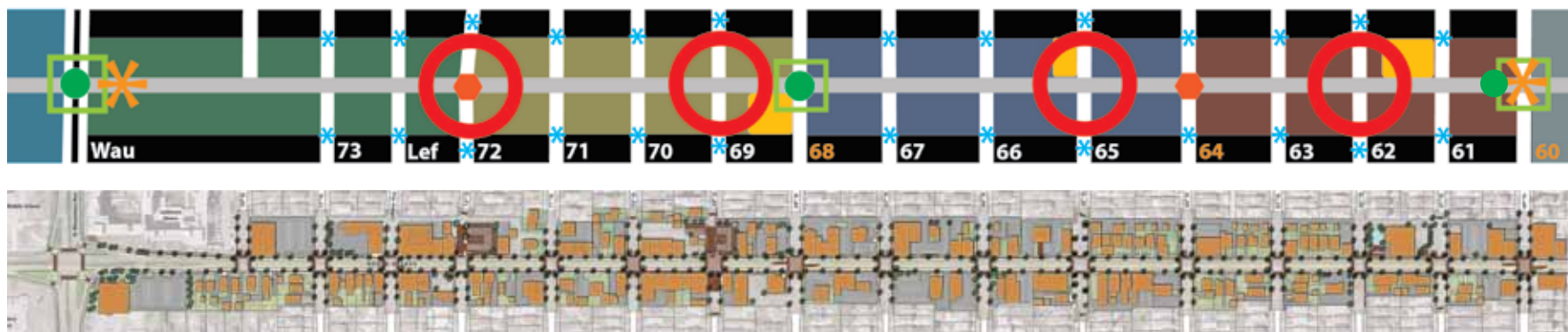
The Framework Diagram on the facing page describes the overall physical structure of the North Avenue development strategy. It suggests transportation movements, development areas, and other features discussed more fully below. Highlights of the Framework include:

- **Simplified two-lane North Avenue.** The current chicane pattern is replaced by a simple, straight two-lane, two-way movement. The 68th Street intersection is signalized and the street section modified to retain a protected left-turn lane. On-street parallel parking is increased substantially with the removal of the chicane. Parking is separated from travel lanes by bicycle lanes.
- **Traffic Controls and Turns.** Traffic signals are maintained at Wauwatosa Avenue, 68th Street, and 60th Street. Four-way stops are installed at the "quarter point" intersections, 64th Street and 72nd Street. Left turns would initially be permitted only at signalized and four-way stop intersections, but may be evaluated at other locations.
- **Four Thematic Subdistricts.** The entire 16-block North Avenue district has a unified theme but is grouped into four thematic subdistricts, providing a subtle method of orientation that coincides with walking distance segments.
- **Gateways.** Features and intersection modifications at 60th Street and Wauwatosa Avenue define the gateways and establish district themes, but also connect East Town Tosa to



neighboring North Avenue segments – Milwaukee to the east, the Civic Complex, Middle School, and the rest of the city to the west.

- **Subdistrict centers.** Each thematic subdistrict has a focus project area that becomes an organizing center. Each focus combines parking, public space, and a special streetscape ele-



ment or landmark. These centers are located at 62nd Street, 65th Street, 69th Street, and 72nd Street.

- **Redevelopment sites.** The framework diagram identifies three near-term redevelopment opportunity sites: north side from 61st to 62nd Street, northwest corner of 65th Street, and southwest corner of 68th Street.

## THE STREET AND STREETScape

### OVERALL VISION

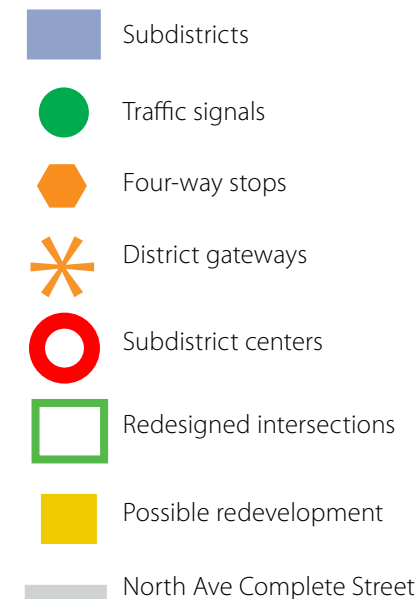
North Avenue will be an attractive, smoothly functioning street that:

- Moves motor vehicles at speeds appropriate to a neighborhood business district.
- Comfortably accommodates all modes of transportation, including pedestrian, bicycle, and public transportation.
- Makes crossing easier for pedestrians and local cross-traffic.
- Provides an accessible, easy to maintain, and pleasant sidewalk environment.

**VARIABLES.** North Avenue's operation was discussed extensively throughout the planning process. Major variables and questions to consider include:

- **The fate of the chicane.** The chicane concept accomplished its intended goals by decreasing through traffic volume and, at least in the short-term, average traffic speed. On the other hand, motorists find the pavement markings difficult to see in bad weather; the complexity of negotiating the line of travel distracts from seeing pedestrians or finding destinations, and compliance is inconsistent as motorists sometimes use the chicane improperly to pass slower traffic.
- **Modifying traffic flow to create gaps.** "Lane diets" from four to two travel lanes on streets like North Avenue can handle traffic demand and tend to slow average speeds. They also shorten pedestrian crossings, especially when corner nodes are also provided. However, placing all directional traffic in a single travel lane can reduce breaks in the traffic flow, providing fewer chances for pedestrians and local traffic to cross the street at uncontrolled intersections.
- **Locating permitted left turn movements.** The chicane design provides protected left turns every two blocks. Left-turns are prohibited on intervening blocks. Removing or modifying the chicane may either reduce left-turn opportunities or allow left turns from the travel lane, which can affect traffic flow.
- **Changing the street section and parking.** The North Avenue section is about 48 feet from back of curbs. The chicane pattern removes on-street parking where the through travel lane veers into the curb lane.

### North Avenue Framework Diagram







North Avenue Master Plan, 68th to Wauwatosa Avenue (above), 60th to 68th (below)



### Master Plan Highlights

- 1 Wauwatosa Avenue intersection modification and gateway
- 2 Parking lot landscape
- 3 Four-way stop
- 4 72nd Street Carscape Square
- 5 69th Street Carscape Square
- 7 New mixed use development
- 8 New occupancy
- 9 Parking Street at 65th
- 10 Neighborhood Commons
- 11 New mixed use development
- 12 60th Street gateway

- **Accommodating alternative transportation.** Current bus stops are marked by signs and are typically at “near-side” locations, encouraging cars to bypass stopped buses in the left-turn lane. Bicycles often use the cross-hatched buffer between the parking lane and the travel lane, but encounter hazards from extended nodes and the chicane’s winding through travel lane.
- **Reconstructing sidewalks for maintenance and accessibility.** The long-term maintenance of the pavers that define the sidewalk edge and pavement fields in the nodes, has been a problem. The pavers, set on a sand bed, are prone to settlement, and were recently reset. Settlement and cross slopes, make the walking surface too narrow in places.

**STREET AND TRAFFIC FLOW CONCEPT.** In order to realize the vision for North Avenue and address the issues presented

above, the street and traffic flow concept includes:

- **A typical section with two straight travel lanes.** North Avenue has a similar section through much of its course in Milwaukee. North Avenue widens to four lanes at Wauwatosa Avenue and tapers to two lanes again west of the Civic Complex. The direct two lane concept adds on-street parking by restoring spaces now subsumed by the chicane.
- **Bike lanes and parallel parking throughout the 16-block district.** Bike lanes buffer the parking and travel lanes, calm traffic by maintaining an eleven foot travel lane width, continues the evolution of North Avenue as a continuous bikeway from Milwaukee, who will be constructing bike lanes to 60th in 2011, and eliminates the temptation for motorists to pass slower traffic illegally on the right. Colored bike lanes would be ideal to reinforce traffic calming and complete street fea-





↓ **North Avenue Plan View.** Right-hand intersection, at 60th and 68th Streets, provides a protected left-turn lane and a surface median refuge for pedestrians. Left-hand intersection is typical, and includes a four-way stop at 64th and 72nd.
 ↑ **North Avenue Perspective.** View looks west from 60th or 68th Street intersection.





#### Colored bike lanes in New York City.

In addition to colored bicycle lanes, many of the city's new bike lanes are located between parked cars and the curb.

tures for North Avenue. The curb line of the existing corner nodes would be modified to eliminate protruding into the bike lane.

- **Four-way stops at 64th and 72nd Streets, with left turns initially restricted to the “quarter-point” intersections (60th, 64th, 68th, 72nd, and Wauwatosa Avenue).** Initially, this can be implemented on an extended trial basis to evaluate its effect over time on traffic volume, operations, and gap-ping. Depending on outcomes, in-line left-turns may also be permitted at other intersections.
- **Special intersection designs at 68th and 60th Streets, to provide a protected left-turn at signalized intersections.** This design includes a symmetrical alignment of travel lanes and bike lanes to provide a protected left-turn and a six-foot wide mountable median that both channelizes traffic and provides a pedestrian refuge.
- **A modified Wauwatosa and North intersection to reduce pedestrian crossing distances and reduce the scale the apparent size of the intersection.** Features include:
  - Reducing travel lane width on Wauwatosa Avenue to 12 feet, and enlarging the right-turn bypass medians commensurately. This reduces the pedestrian crossing distance across both avenues.
  - Lengthening medians to provide a pedestrian refuge and reduce the apparent length of the crossing.
  - Continuing North Avenue bike lanes to the intersection.
  - Directing the eastbound curb lane into the southbound Wauwatosa Avenue right turn bypass lane; continuing the inner lane as a single eastbound lane; and maintaining the existing left-turn lane to northbound Wauwatosa. This eliminates the dangerous two lane to one lane merge on North Avenue east of Wauwatosa Avenue.
- **Defined crosswalks, using an asphalt street printing or stamped/colored concrete surface.** The StreetPrint product is one example of this technique, currently being used at crossings of the New Berlin Trail to Waukesha. Crosswalks



#### Wauwatosa and North Intersection Changes

- 1 12-foot lanes
- 2 Lengthened medians
- 3 Extended bike lanes
- 4 Enlarged right-turn bypass medians
- 5 Defined crosswalks
- 6 Gateway feature

may be slightly elevated above the pavement surface to create subtle speed tables that further calm traffic through intersections.

- **Far-side bus stops.** To expedite traffic flow, buses would stop past the intersection, with the stop zone provided by removing parking spaces.
- **A new streetscape environment developed in phases that includes:**
  - Replacing existing sidewalks and pavers with a simpler concrete walk using color-conditioned concrete in place of the existing pavers. This provides a uniform, walkable surface throughout the district, and reduces long-term maintenance costs.

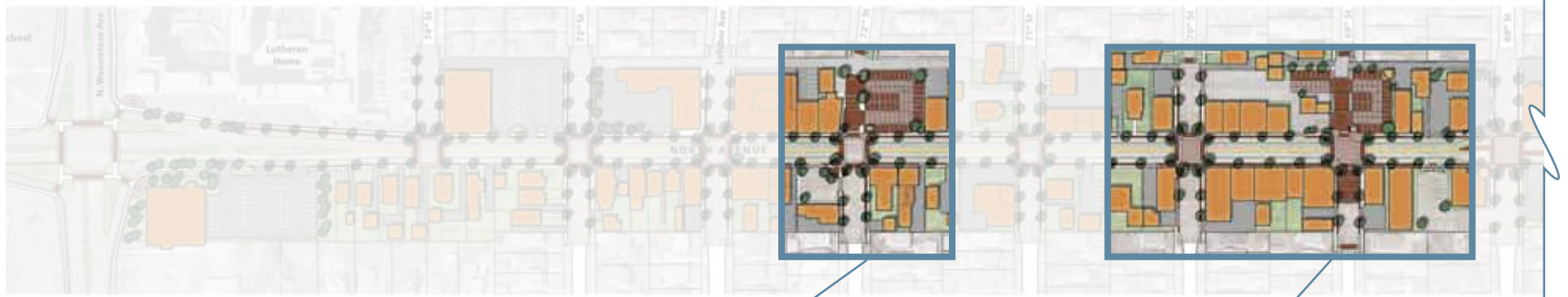




**North Avenue looking east from 69th Street**

- Reusing existing lighting and street trees where possible. Thematic graphics would be installed on the lighting standards.
- Modifying corner nodes to reduce damage by cars and eliminate encroaching into bike lanes.
- Installing new lighted bollards at intersections, set back sufficiently to reduce damage by motorists.
- Adding benches and street furniture.





*72<sup>nd</sup> Street Center*



*69<sup>th</sup> Street Center*



## SUBDISTRICT CENTERS

### OVERALL VISION

The mile-long North Avenue corridor will be activated by four walkable sub-districts, identifiable as both individual clusters and members of a larger East Tosa district family. Each sub-district has a center that combines parking and a community feature.

The subdistrict centers are like pools of light along a hallway, be-





*65<sup>th</sup> Street Center**62<sup>nd</sup> Street Center*

coming organizing landmarks that draw people through the district and provide a focus for each of the four segments. Each internal center includes both a public place and parking, meeting two of the programmatic needs identified by the community during the planning process. They also encompass the three short-term redevelopment sites identified in the Framework.





## 62nd Street Center

- 1 Neighborhood Commons
- 2 New mixed use building
- 3 Outdoor dining
- 4 Parking and corner plaza
- 5 Parking street
- 6 Neighborhood gateways
- 7 60th Street district gateway



**Interactive water.** A spray pool oriented to young families, like this feature in Bayliss Park, Council Bluffs, IA by RDG, could be the highlight of the Neighborhood Commons.



## 62ND STREET CENTER

The 62nd Street Center incorporates the existing Blockbuster Video site on the north side of the street, and presents an opportunity for a major neighborhood development. Features of this center include:

- A Neighborhood Commons with a children's interactive water feature, open space, and shelter on the 62nd and North corner. The children's play area is set back from the street, toward the residential edge. The water feature uses spray jets, and works as a plaza for events when the water is not in use.
- A mixed use development on the balance of the block, with up to two floors of office or residential use over street-level commercial or related use. A restaurant with outdoor dining could front the neighborhood commons. The project also includes parking below the street level grade for employees and residents. Parts of the building may have shallow setbacks to widen the sidewalk or provide more outdoor space. Project

design should also include a small corner plaza at 61st and North.

- Redesign of 61st as a "parking street." The parking street concept is applied when a local street is adjacent to a redevelopment project or an existing site where curb lines can be moved back. The parking street is 60 feet wide between curbs, permitting perpendicular parking on both sides of the street. The street necks down to an 18-foot width at the entrance to the neighborhood, with a slight curve to discourage through traffic. The neck-down establishes a Neighborhood Gateway, completed with an entrance monument and a contrasting pavement surface. The parking street concept adds substantially to side street parking, while keeping commercial district traffic from routinely entering residential streets. The parking street with on-street parking supports street level commercial uses in the new building.





### The 62nd Street Center, looking north.

62nd Street and the Neighborhood Commons are on the left of the drawing.



### Ted's.

Great traditional neighborhood businesses like Ted's will both define the Commons and benefit from increased activity as this end of the street.



### The Parking Street concept illustrated.

The conversion of a cross-street provides more parking and a clear delineation between the business street and the neighboring residential domain.



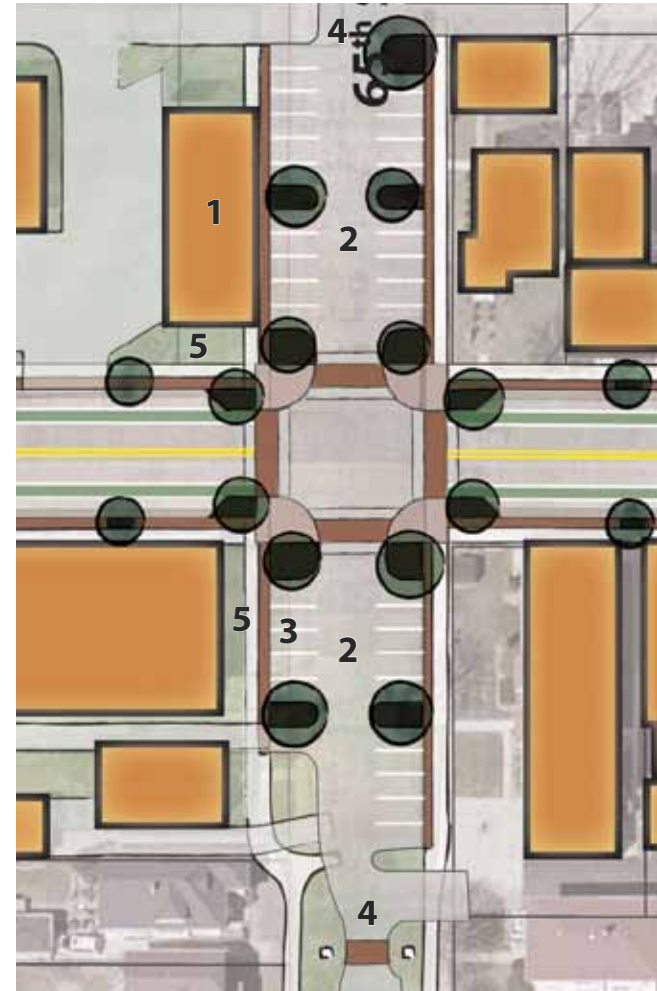
## Parking Street Features

- Adds perpendicular parking along north-south cross-street close to North Avenue
- Cross streets remain open to neighborhoods
- Neck-down to 18 feet at neighborhood gateway discourages unnecessary commercial traffic
- Curve, textured pavement and neighborhood entrance monument form neighborhood gateway

## 65TH STREET CENTER

The 65th Street center provides additional parking and small public spaces a part of North Avenue that has experienced chronic vacancy. Its features include:

- Redesign of 65th Street as a "Parking Street." 65th is widened into underused paved areas on the west side of 65th; the widened street provides almost 40 parking stalls.
- Neighborhood gateways, using neckdowns, neighborhood entrance monuments, and textured pavement to define the edge of the North Avenue commercial district without inhibiting residents' access to North Avenue.
- Intersection greening, with small, landscaped public spaces adjacent to the multi-tenant commercial building on the southwest corner and south of the vacant commercial building on the northwest.
- Re-occupancy or redevelopment of the commercial building on the northwest corner of 65th and North.
- A stronger pedestrian connection to North Avenue to the Dairy Queen entrance.



### 65th Street Center

- 1 Re-occupied building
- 2 Parking Street
- 3 Realigned curb and green space
- 4 Neighborhood Gateway
- 5 New green spaces





**The 65th Street Center.**

The Parking Street along 65th and related changes will provide much needed parking for neighboring commercial buildings and adds small green spaces to the intersection.





## 69th Street Center

- 1 Carscape Square
- 2 Expanded parking
- 3 "Plaza" surface on 69th Street
- 4 Stage
- 5 Sidewalk pavilion
- 6 Improved Rosebud parking with entry arch
- 7 New mixed use development or theater expansion
- 8 Redesigned 68th and North



### The Carscape Square

- Multi-purpose parking lot that also functions as a public space and base for events
- Combination of lots with adjacent local streets to increase parking supply and efficiency
- Special paving patterns to define functions,
- Street pavilions, pergolas, and stage wired for events.
- Sidewalk continuity to residential areas and Neighborhood Gateways



### 69TH STREET CENTER

The 68th to 70th Street segment is in many ways the core of the East Tosa district, with its concentration of core retailers, restaurants that serve the entire community, and the Rosebud movie theater. The small 69th and North parking lot has become the base for such successful events as the Wauwatosa Chili Cook-off. The concept for the 69th Street Center includes:

- Redesign of the 69th Street parking lot and the adjacent 69th Street as a "carscape square." This multi-purpose concept, used traditionally in Europe, designs a parking lot that also can function as a public space. The current 69th Street lot provides a single bay with diagonal spaces, fenced off from the neighboring local street. The proposed design combines that lot with 69th Street, resulting in a larger, more efficient facility. The public square concept is established by using paving materials and textures to mark parking stalls and circulation,

in place of conventional asphalt and paint. Pavers, stamped concrete, and "StreetPrint" are methods of embellishing the "floor" of the space. The enhanced paving surface is carried across 69th Street to make the street and lot part of a larger public place. The carscape design would include a stage at its northeast corner, an open pavilion or pergola on the corner, landscaping, and thematic features.

- Acquisition of a currently available house behind Voline Service. This extends the Walters parking lot and drive aisle from 69th and 70th, adding both spaces and functionality. The surface of this lot should be consistent with the new design of the 69th Street carscape.
- 69th Street paving on the south. 69th Street between Cranky Al's and North Star Music should also be resurfaced to match the carscape design, reinforcing the intersection's sense as a district center.





### The 69th Street Center.

Birds-eye view looking east over 69th Street.

- Neighborhood gateways. Neighborhood gateways, with neckdowns, entrance monuments, and a contrasting pavement strip, are used again to differentiate between the commercial and residential domains.
- 68th Street Redevelopment. The southwest corner of 68th and North, now occupied by Aqua Terra, has been mentioned as a possible redevelopment site. A new, mixed use proj-

ect could include a retail street level with apartments above. While a new building should be oriented to the street corner, a small setback for outdoor pedestrian space would be welcome. A larger parking lot, defined by an arch or ornamental fence or low wall would serve both the Rosebud and an adjacent new mixed use building. Alternatively, the site could be used to accommodate an expansion of the theater and supporting parking.



## 72nd Street Center

- 1 Carscape Square
- 2 "Plaza" surface on 72nd Street
- 3 Sidewalk pavilion
- 4 Neighborhood Gateway
- 5 Four-way stop
- 6 Urban space
- 7 Redesigned parking
- 8 Sidewalk to Cosmo's



## 72ND STREET CENTER

The 72nd Street center anchors the westernmost of the four subdistricts, and includes the largest public parking lot. This area encompasses the mixed use Arcade building, one of street's most notable landmarks. The concept for this center includes:

- Redesign of the 72nd Street parking lot and the adjacent 72nd Street as a "carscape square." As at 69th Street, the proposed design combines the existing lot with the adjacent street, increasing both available parking and efficiency of the area. The 72nd Street carscape includes a corner pavilion or pergola, landscaping, and thematic features.
- Parking lot redesign and corner space on the southwest corner. The current lot is entirely hard-surfaced, but a significant corner space could be created with no loss of functional parking. This corner space would complement the carscape square and improve the public character of the intersection. A path along the western edge of the parking lot would connect Cosmo's to the North Avenue sidewalk.
- Neighborhood gateway. A neighborhood gateway would mark the transition from the carscape square and the historic residential area to the north.



**The 72nd Street Center.**

Birds-eye view looks to the northwest, showing the carscape plaza to the right and the redesigned commercial parking lot to the left.





### East Town Tosa Gateways.

From top: The Milwaukee/Wauwatosa city line at 60th Street, and the Wauwatosa Avenue intersection looking west.

## GATEWAYS

**In addition to the four subdistrict centers, the two edges of the East Town Tosa district deserve special attention.** This gateways, at the 60th Street and Wauwatosa Avenue intersections, should both identify the district as a special precinct and provide a bridge to these same adjacent parts of North Avenue to the east and west.

A 60th Street gateway project includes:

- Redesign of the 60th and North intersection as described in the Street and Streetscape section, providing protected left-turns, pedestrian comfort, and bike lane continuity.
- Vertical gateway features on all four corners of the intersection. While these features should be identical in form to unify the Milwaukee and Wauwatosa sides of the district, they should define the municipal boundaries and express the themes of their respective districts. Thematic concepts for North Avenue in East Tosa are described below.

The Wauwatosa Avenue gateway project includes:

- Modifying the Wauwatosa and North intersection as described above, reducing the scale of the massive intersection and improving pedestrian access from Longfellow Middle School and the City Hall/Library complex.
- Vertical gateway features on both the northeast (Lutheran Home) and southeast (M&I Bank) corners, consistent in design with those at 60th Street, and expressing the district identity and theme.

## THEMES

### OVERALL VISION:

**North Avenue will establish a strong district identity, expressed in the street environment and based on one of East Tosa's most distinctive urban assets: the close relationship between residential neighborhoods and the business district.**

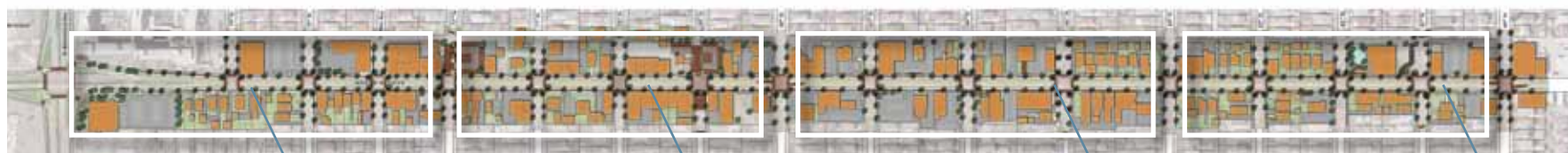
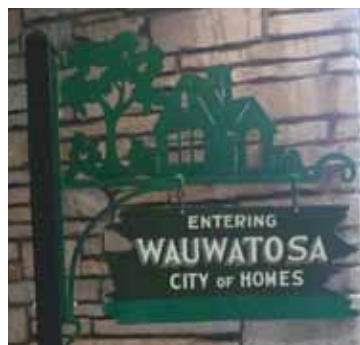
The overused term “brand” takes on greater meaning when we describe it in terms of a “package of expectations” – the type of experience and degree of satisfaction that a customer expects from using a business or product. Brands can be positive or negative, and, in a business district, are often unintentionally communicated. For example, a store that communicates a sense of warmth and community produces a positive set of customer expectations that benefits the entire district. On the other hand, a business that suggests that an area is unsafe establishes a brand that pushes customers to other, competing districts.

A positive “brand” – the expectation that a customer will find the products that he/she wants and have a pleasant experience doing so – is vital to a business district, and extends to both its mix of businesses and its urban quality. Brands are the cumulative result of the efforts and impressions of many people (including business owners, neighboring residents, customers, and even media from newspaper publishers to bloggers), and are difficult to impose artificially.

A physical environment does not alone define a brand, but can be a powerful contributor. One strategy for building a positive brand is expressing associations or allusions – in another word, themes – that are authentic to the district. Examples of themes used in towns and business districts around the country, with varying degrees of success, include community history, railroads, music, art, architecture, pioneer life, industry, agriculture, sports, and others. Unifying the theme can add value to the East Tosa district by reinforcing positive associations.

Wauwatosa itself has established an historic slogan – City of



**Tudor****Gables/American Classical****European Revivals****Bungalows/Craftsman**

Homes – with an authenticity consistent with the fabric of the community. A theme derived from its association with surrounding neighborhoods is especially relevant to North Avenue. This planning process required an alliance between the business community and constituent neighborhoods.

In the community survey conducted as part of the process, “the condition of surrounding neighborhoods” was the top-ranked attribute of the district, and customers from the immediate surroundings its consumer base. Expressing the association between North Avenue and its neighborhoods does not require taglines or slogans. It can, however, subtly inform the design

of specific streetscape features such as graphics, materials, and lighting; and reinforce other organizing elements of the concept.

The Framework concept of four subdistricts, each with a central feature, break a long commercial street into four walkable, cohesive segments, each with an identity that contributes to the greater whole. It also can build a cooperative spirit among clustered businesses. Theming neighborhoods within the business environment reinforce this useful concept. Thus, the neighborhoods around each four-block segment have subtle differences in architectural form. The 60th to 64th Street segment is surrounded by superb blocks of historic bungalows; the 64th to 68th Street blocks introduce related styles with European elements such as gambrel roofs; the 68th to 72nd Street segment includes a number of classic four-poster houses and gabled roofs; and the westernmost block includes Tudor revival styles. These gradual changes in residential architecture can be associated with their respective sub-districts and be reflected

**Cover art from *Walking Wauwatosa***

Kubala Washatko Architects and Jenann Olsen for the City of Wauwatosa Historic Preservation Commission



## Family of Elements

- Gateway Features
- Medallions or metal graphic panels
- Neighborhood gateways
- Subdistrict Center Elements

## Concepts for Subdistrict Center Elements

Variations on these ideas could mark subdistrict centers, and establish a common vocabulary with differences in content for each center.

by graphics, lighting features, and other streetscape elements whose icons change within a consistent vocabulary as people move through the district. Distinctive urban districts such as the landmark Washington Highlands area or walking tours through adjacent areas, as presented in the Walking Wauwatosa publication of the Historic Preservation Commission may be interpreted by special features at the subdistrict centers.

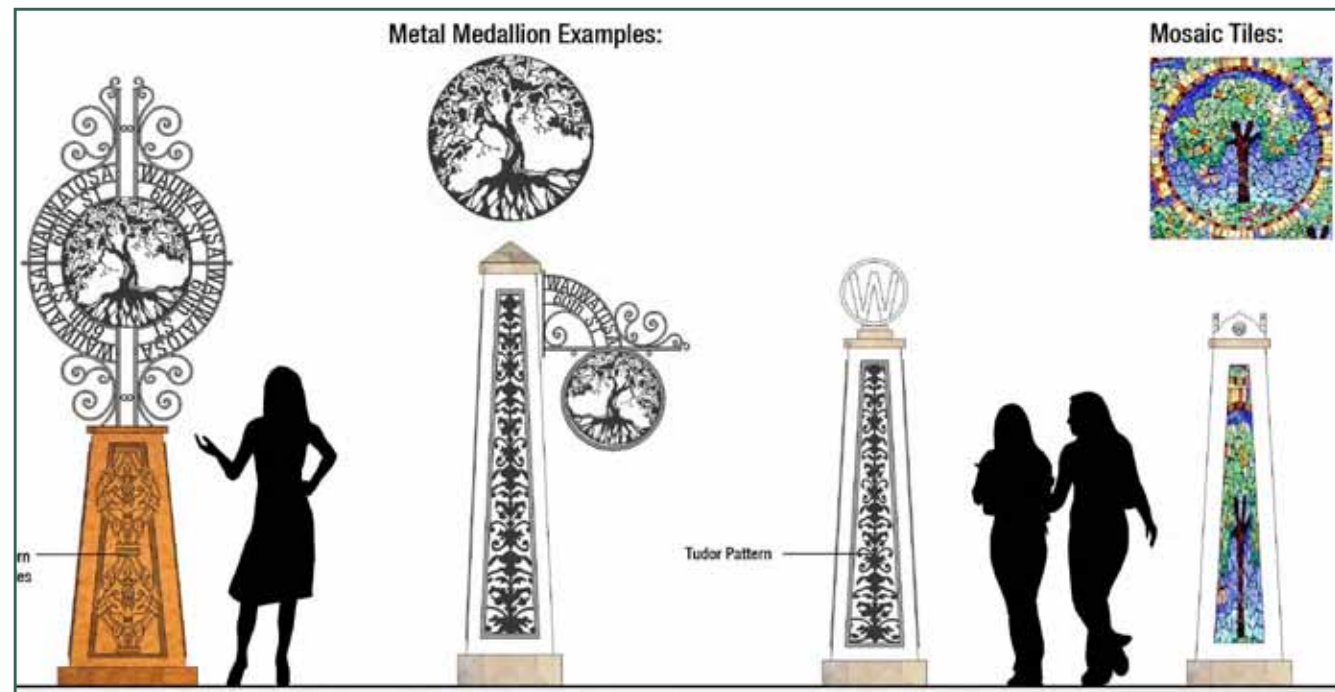
## A FAMILY OF ELEMENTS

The theme of a district within neighborhoods may be expressed by a family of elements, establishing a common vocabulary that illustrates different residential and commercial forms. Concepts for these family members are illustrated here and may include:

- **Gateway features.** The gateways should have a larger scale that necessitates verticality, and should incorporate light into

their forms. Examples are monuments with internally lighted graphics; light tubes, wrapped by metal perforated with iconic forms; or free-standing sculptures that incorporate light.

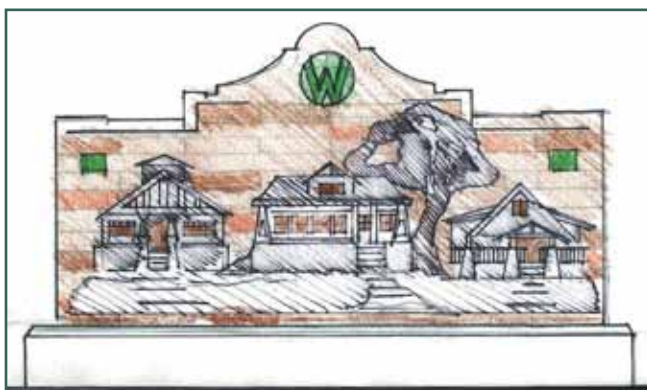
- **Medallions or metal “banners.”** Street-light mounted graphics are an inexpensive but effective way of carrying graphic themes throughout a district. Canvas banners are a frequently used method, but tend to deteriorate and fade, requiring constant replacement. Metal elements, such as enamelized metal graphic panels, have a much longer capital life. On North Avenue, these panels would be a mark for each of the four subdistricts, illustrating a colorful graphic image of the residential style associated with the surrounding neighborhood.
- **Neighborhood Gateways.** These features would be located at the neckdowns where north-south local streets transition from the commercial to residential environments, and mark the entrance into residential streets. In addition to carrying





themes forward, they have the functional feature of further discouraging commercial traffic from encroaching into residential areas. Appropriate forms include monuments with a stone or masonry base, or a variation of the traditional “City of Homes” sign.

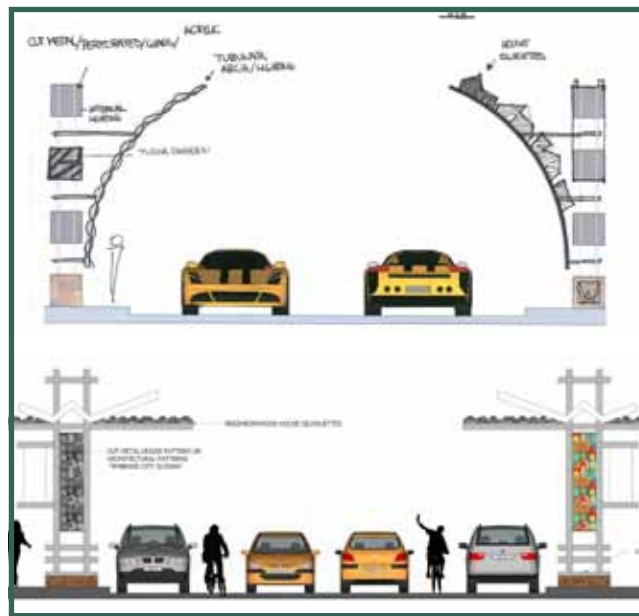
- **Subdistrict Center Elements.** Each subdistrict center should have a place for an individual distinguishing feature, such as a public art installation. These need not be uniform, and can lend a degree of individuality within a family of consistent features.



**Neighborhood gateway monument.** This concept uses a form derived from the commercial architecture of North Avenue.



**Environmental interpretation.** Above: Neighborhood gateway feature in Bismarck, ND; Right: Interpretive graphic panel (Everly Brothers), Shenandoah, IA (top); light tubes at I-80 rest stop near Adair, Iowa (middle); Tree of Life entrance sculpture, South Omaha, NE (bottom) (all by RDG)



**District gateway concepts.** These ideas combine home images with modern commercial lighting and materials.





## PARKING

### OVERALL VISION:

**North Avenue will substantially increase the supply and functionality of parking while improving the street environment and avoiding high-cost projects.**

The North Avenue concept, fully implemented, adds about 150 public parking stalls to the district's inventory, spread around all four subdistricts (Table 5.1). This increase closes much of the parking deficit for all but unusual peak times, and is accomplished by:

- Removing the chicane.
- Instituting "parking streets" on 61st Street, part of 62nd Street, and 65th Street.
- Developing the "carscape squares" which expand the size and efficiency of the existing 69th and 72nd Street public lots.

Adding substantially to the public parking supply raises the issue of time limits for parking. Generally, customers and employees alike tend to find on-street spaces in front of their businesses easiest to use. As a result, short time limits are used to prevent employees from using the most convenient spaces and to encourage rapid turnover. However, short time limits are unfriend-

ly to customers, especially if they are visiting several businesses. Parking policy should ensure that primary parking stalls serve the convenience of customers, and encourage them to park in one space and shop in many places on foot.

An ideal parking limit to permit this convenience while discouraging all day parking is three hours. Some high turnover spaces in front of businesses with substantial pick up/drop-off business should be signed for shorter durations, at the request of those businesses. Parking in off-street public lots or along parking streets should at least initially be unrestricted. Three-hour restrictions should end in the evening, probably at 6 p.m.

**Table 5.1: Existing and Proposed Parking Supply after Implementation**

Segment	Existing Supply	Planned Supply	Change	Public	Private
<b>60th-64th</b>	196	240	+44	112	128
<b>64th-68th</b>	304	347	+43	128	219
<b>68th-72nd</b>	253	302	+49	167	135
<b>72nd-Wauwatosa</b>	232	244	+12	98	146
<b>Total</b>	985	1,133	+148	505	628

Source: RDG Planning & Design



### Proposed parking distribution and supply.

Public parking is indicated by lighter color. Red numbers are total supply by block, blue numbers indicate public on- or off-street parking.





**East Tosa Neighborhood Website.** [www.easttosa.org](http://www.easttosa.org)

## ORGANIZATION AND MARKETING

### OVERALL VISION:

North Avenue in East Town Tosa will support its infrastructure and physical investments with a high degree of inter-business cooperation and a cohesive management structure that markets the district successfully to its various target audiences.

Investments in parking, new buildings, public spaces, and streets are necessary but not sufficient ingredients to the success of a business district. The most effective districts, like private shopping centers, implement management and marketing programs. These programs also increase cooperation, and help businesses see that their individual interests are also served by the common interest. This section outlines organizational and management initiatives that North Avenue should pursue.

### Organization

While North Avenue has instituted a voluntary merchants' association, a complete management and marketing program will require a more formal, self-funded effort. The district should be organized as a Business Improvement District (BID), a technique that allows a business area to collect and use assessments to finance management, maintenance, promotions, and capital im-

provements. The Village is organized as a BID; the City of Milwaukee has 44 BID's, including West North Avenue east of 60th Street; and BID's are active along other peer commercial streets such as Oakland Avenue in Shorewood, Silver Spring Avenue in Whitefish Bay, and others.

One obstacle to establishing a BID is the cost of start-up and retention of new staff. East Tosa can minimize cost by contracting with the Village BID to administer an East Tosa BID. This allows the existing BID to provide more efficient staff services under a single executive director. Participants in the community survey felt that marketing coordination with the Village was very important; management of a unified Village/North Avenue BID makes this desirable coordination much easier.

Another obstacle to an effective BID is the length of the East Town Tosa district, as businesses on the extremities do not strongly identify with each other as members of the same entity. The concept of subdistrict committees, organized around the four segments of the street, addresses this issue. The organizational sub-structure is reinforced by the physical and thematic environments. Each subdistrict committee would have representatives on the BID Board and would meet regularly to address specific area issues. The quarter-mile subdistricts become the building blocks of the BID board and ensure maximum and equal engagement by everyone along the street.

A final obstacle is the burden of assessments on small businesses. North Avenue property owners are currently paying assessments for the resetting of pavers completed recently. A BID administration agreement with the Village would help reduce costs. In general, though, BID's are most successful in a district like North Avenue if they are able to focus on maintenance, promotions, marketing, and internal business investment, leaving large-scale infrastructure investment to the city or other sources.



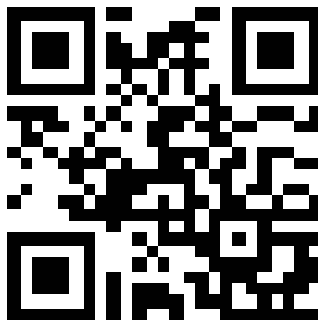




## Marketing Initiatives

With the formation of a BID, initial efforts should be devoted to relatively inexpensive marketing efforts, combined with project implementation discussed in the next section of this plan. Initiatives to consider include:

- **A district website and use of social media like Facebook.** East Tosa has a presence on the Web, although “North Avenue” does not as such. The existing East Tosa website, [www.east-tosa.org](http://www.east-tosa.org), is an excellent starting point and includes a directory of East Tosa businesses. However, it can grow to provide better information to potential customers and links to individual business websites, greater interactivity, and other consumer-oriented information. The district would also benefit from increasing its involvement with social media.
- **Touchpoint matrix system.** This technology uses a barcode sticker placed on storefront windows to communicate information through devices such as smartphones and iPads. The cameras on these devices scan the code and links the phone to Internet content, which can include store offerings, business history, information about available goods and services on the street, interpretive stories, and other information. A window into one business will also be a “window” into every business on the street. Content can include static information, be interactive, or include videos. The technology provides an inexpensive way to link a long district electronically, provide information that is always current, and identify the district with contemporary technology.
- **Events.** The Wauwatosa chili cook-off is a signature event for both the city and the district. A regular schedule of events, orchestrated with the Village to avoid duplication, can be a very important feature of an East Tosa marketing program. The subdistrict centers and “carscape squares” provide venues for these events, as they can be transformed from parking lots into public spaces and would be equipped with necessary utilities and features.
- **Traditional media.** While electronic pundits consider their role to be declining, traditional media (print, communications, and outdoor advertising) still have applications, and joint marketing with the Village extends resources.
- **Business Recruitment.** The East Tosa website currently provides some information designed for business prospects. However, as changes occur on the avenue, additional assets will emerge. An early priority for a BID will be to design a recruitment and information program, organized around the business targets identified in the market analysis.
- **Wayfinding.** Currently, the Village has individual wayfinding signs, although the nature and content of directional information is being evaluated as part of the Village’s strategic planning process. Wauwatosa has destinations that increasingly demand a community-wide system, and directional information to the Village, East Tosa, and other definable business areas (68th and Wells, for example) may be incorporated into a community system or have their own related but specialized graphic. East Tosa should be included in any system as a key community destination.



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### Organizational and marketing initiatives.

Top: Joint marketing and possible cooperative BID administration is logical, given complementary businesses and short distance between the two districts. East Town Tosa and the Village may also initiate a commercial and community wayfinding system.

Bottom: Scanning this matrix with an iPhone or iPad will direct the user to RDG’s website. A similar matrix could be used along North Avenue to give customers instant access to information about all the district’s businesses.



## POLICY

### OVERALL VISION:

**City policy, including zoning and development guidelines, and related private actions will create investment, small scale change, and new development that continue to improve the street's urban quality.**

The East Tosa business district is a hybrid environment – part “main street,” commercial strip, and mixed use urban district. In addition it is a transitional district, a bridge between the central city and the suburbs, with a remarkably diverse customer base. As such, it demands its own public policy framework, designed to encourage appropriate new investment and reinvestment and enhancement of existing properties. Elements of this framework include zoning, design guidelines, private site improvements, and an investment structure.

### Zoning

The Wauwatosa zoning ordinance, which will be undergoing review, lacks a district that precisely defines North Avenue's special development conditions. North Avenue in East Tosa is designated as a Trade District, the purpose of which is to “encourage and support the development of small businesses and retail stores that are compatible in scale and type with the surrounding residential neighborhoods.” Under current ordinances, trade districts prohibit some high-impact commercial uses; defer setbacks to subsequent district-specific actions by the planning commission and common council; restrict operating hours without conditional use permits; and allow flexibility of parking requirements for mixed use projects and uses that cannot meet individual parking requirements. The Village of Wauwatosa's Trade District adds a specific permitted use list, prohibits “convenient cash businesses,” requires setback review of individual projects by the planning commission and common council, and establishes additional height regulations. East Tosa's Trade District designation should be strengthened to add some of the same requirements, along with relevant design guidelines. It should include a specific list of permitted, conditional, and special uses;

establish procedures for administrative site plan review; and include a reference to design guidelines (see below) for new development. These should be a part of the ordinance rewrite that the city is undertaking during 2011.

### Design Guidelines

An East Tosa Trade District should adopt design guidelines by reference as performance standards for new development and retrofits. Traditional “main street” historic district design guidelines, which often attempt to define and replicate period architectural features and proportions, are not relevant to North Avenue. The variety of architectural forms are in fact part of the nature of the street. Rather, focus should be on urban design and fabric issues, such as relationship of buildings to the street, signs, site plan, pedestrian access, building scale, and similar features.

The details of an East Tosa Trade District may be developed through the zoning rewrite process. General principles to guide the development of specific Trade District language for North Avenue include:

#### *Building siting and street orientation:*

- New buildings should define the street, with a maximum permitted street setback (or build-to line) generally not greater than 15 feet. This setback may be used for landscaping, gardens, or outdoor pedestrian areas, but not for parking or loading.
- Front entrances should be oriented to North Avenue.
- A building's frontage should occupy at least 50% of its parcel's frontage along North Avenue.

#### *Building scale:*

- To add pedestrian scale, façades along North Avenue should have a high degree of transparency. A reasonable guideline is that at least 40% of the area of the street level façade should be windows, storefront doors, or window displays.
- Two- and three-story construction is encouraged.
- Large buildings should be articulated, with architectural ele-



### Setbacks

Traditional development on North Avenue is built out to the property line. However, a shallow setback (such shown by the Locker's development on 92nd and North) can widen a sidewalk and provide outdoor space for tables.



### Signs

Ground signs are more consistent with the scale of the street than freestanding pole signs, and are more readable to motorists traveling through neighborhood business districts. Attractive projecting signs are often more visible than flush-mounted wall signs.



ments used to break continuous planes into separate bays.

### Parking:

- Because a substantial amount of the parking supply on North Avenue will be provided by public facilities, a reduction of required parking is permissible. A reasonable standard might be a minimum requirement of 60% of the minimum parking otherwise required by the city's zoning ordinance.
- Parking should not be located in the North Avenue street yard – the area between the building line and the street property line.
- Shared parking should be encouraged; in mixed use projects, parking adjustments reflecting complementary demands should be permitted as part of project approval.
- Landscaping should be required on the periphery of all parking lots where they are visible to either North Avenue or intersecting streets.
- Vertical or landscape screening should be required to buffer North Avenue developments from neighborhoods north and south of the corridor.

### Signs:

- New freestanding pole signs should be prohibited.
- Well-scaled projecting signs are often more readable along North Avenue than signs that are flush to building facades, and should be encouraged subject to size restrictions and structural requirements.
- Monument and ground signs must not obstruct driveway visibility of either pedestrians or vehicles.

### Approvals:

- New projects proposed for an East Tosa Trade District would require project review and approval for compliance with design guidelines.

### Retrofits:

- Existing buildings with retail or office uses set back from the North Avenue sidewalk should establish a defined path from

the sidewalk to the front entrance.

- Landscaping should be established along the North Avenue frontage of existing parking lots or paved areas when these areas do not provide usable parking spaces or are not necessary for the function of the primary use.
- Existing signs should be amortized and replaced to comply with East Tosa design guidelines.
- Access to individual properties should be managed and, to the greatest degree possible, shared with adjacent uses. Unnecessary driveway accesses, including driveways or access points that are too close to intersections or compromise pedestrian access, should be minimized.

**Private Property Enhancements.** The North Avenue East Tosa master plan drawing illustrates sites along the street after modifications for retrofits suggested above. Most of these changes are relatively low capital items, and have no effect on the use of properties. The city and district at large should assist with implementing these retrofits by:

- Providing a reasonable time for bringing sites into compliance, focusing on key areas: access management, landscaping of paved areas adjacent to North Avenue, noncompliant signage, and defining pedestrian paths to business front entrances.
- With creation of a BID, acquiring easements and providing district-wide maintenance of landscaped areas along North Avenue, making them part of the street environment.
- Incorporating private access and landscape improvements into the gradual reconstruction of the North Avenue streetscape.
- Providing a funding source to assist with building and site enhancements.



### Retrofits: Paths from Sidewalks

Existing buildings set back from the street should offer a direct, protected connection between the North Avenue sidewalk and the front door of the business.



### Retrofits: North Avenue Landscaping

Paved area along the sidewalk that are not usable for parking should be landscaped to provide a green separation between sidewalk and parking lot.







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# CHAPTER 6 IMPLEMENTATION





The previous section presented an integrated physical, organizational, and policy plan for East Tosa's North Avenue business district. This part addresses factors critical to implementation of the plan, including:

- A summary of organizational roles, introduced in Part Five.
- Priority criteria for determining the sequence of implementation.
- Opinions of probable costs of physical elements of the plan.
- An implementation schedule, applying the priority criteria over time to help integrate recommendations into program and capital budgets.
- Funding techniques.

The plan and its scheduling will inevitably change, and some projects may advance as opportunities and conditions change. However, this schedule will help ensure that the plan remains nimble, and provides implementers with an overall context to respond to new situations.



## ORGANIZATIONAL ROLES

This discussion reviews the roles of different agencies who will be responsible for implementing and maintaining the North Avenue plan:

**City of Wauwatosa.** The city's principal responsibilities include:

- Managing capital improvements, including street modifications, parking changes, and public elements of the subdistrict centers.
- Assembling primary funding through the city's capital program, possible use of TIF or other tax policies, and other sources such as grants to complete major public improvements.
- Creating a program with private participation to encourage private property enhancements.
- Developing and implementing a Trade District with use and site development regulations and guidelines customized to the North Avenue environment.
- Establishing design guidelines and conducting project review for compliance with the guidelines.
- Preparing requests for redevelopment proposals and administering the developer selection process if the city is involved in property acquisition.

**East Tosa Business Improvement District.** A BID, created at least initially in cooperation with the Village BID, would be responsible for:

- Special maintenance of the public environment above city routine standards.
- Developing and implementing marketing and promotions efforts.
- Designing and executing a business recruitment program.
- Coordinating marketing and promotional events with the Village.
- Serving as a communications conduit for district businesses.



- Creating subdistrict committees with individual representation on the overall BID Board.

**Subdistrict Committees.** These groups, organized as agencies of the BID around the four quarter-mile subdistricts, would be responsible for:

- Conducting regular meetings among businesses and property owners in the subdistrict to develop local initiatives and identify specific issues for BID consideration and action.
- Carrying out local programs and activities, within the framework of the overall BID program.

## PRIORITY CRITERIA & SEQUENCING

Implementation is an incremental process that requires setting priorities, completing initial steps, and evaluating new conditions along the way. Priorities and actions are placed in a sequence based on applying the following criteria:

- Does the project address high priority concerns identified through the community engagement parts of this planning process?
- Does the project address functional or safety problems in the environment?
- Does the project help solidify customer relationships with North Avenue's most reliable market, its surrounding neighborhoods?
- Does the project help unify the business community by proposing improvements that are perceived as benefiting most interests?
- Does the project have the potential to generate substantial private investment response?

The East Tosa business district plan recommends a variety of actions that, over time, will continue to strengthen the North Av-

enue corridor. However, it is not possible to do everything at once and different projects mature or emerge at different times. Relatively modest, early stage projects can create conditions that make it easier to complete more complex developments later.

The initial package of projects that will address immediate priorities and demonstrate the benefits of undertaking the entire North Avenue program includes:

- **Adding new traffic controls to create gaps in traffic, helping pedestrians cross North Avenue more easily.** The plan recommends adding four-way stops at 64th Street and 72nd Street. This is a very low capital item that can be implemented on an experimental basis for evaluation. However, the experiment should run long enough (a minimum of three to six months) to allow motorists to adjust to new traffic patterns and to give the concept a fair test.
- **Removing the chicane and making low-cost street modifications to establish the new configuration.** These modifications include restriping the street with two-way traffic and bike lanes; modifying the curbline of existing corner nodes to eliminate their protrusion into the new bike lanes; and using an asphalt stamping technique like StreetPrint or a similar product to define crosswalks at all intersections.
- **Establish visual themes on the street with low-cost, high visibility enhancements.** For example, the neighborhood themes distinguishing the four subdistricts of North Avenue could be established at low cost by in the design of metal graphic panels mounted to streetlight poles.
- **Complete one major project.** The 69th Street subdistrict center would be the most effective demonstration of the concept because of its location at the heart of the business district, its emerging role as the base for special events on the street, and its ability to add parking in a strategic location.
- **Implement a new on-street parking policy, implementing a three-hour daytime parking limit along most parts of North Avenue.** A shorter time limit should be established



only for establishments that depend on adjacent, high turn-over on-street parking.

- **Create the business improvement district (BID).** As the plan states, the least expensive and most desirable way to establish a BID is as a cooperative effort with the existing Village BID.
- **Design, install, and market the “sticky matrix” technology along the North Avenue corridor.** This technique would establish a cutting edge marketing image and is provides instant cross-marketing of all the goods and services available on the street, all at relatively low cost.
- **Implement a commercial and community wayfinding system in cooperation with the Village and other distinctive Wauwatosa retail areas.**
- **Develop a Trade District designation, with use regulations and design guidelines specifically tailored to the needs and physical characteristics of the East Tosa district.**

#### LATER STAGES

Other major physical projects should be programmed through the city's capital budget, using a variety of funding sources. These include:

- **The 62nd Street center.** This project should be coordinated with potential redevelopment of the “Blockbuster” site. This project, developed to full potential, is likely to generate a significant tax increment, which can be applied to project related public improvements, including the neighborhood commons on 62nd Street. Timing will respond to availability of the site for redevelopment.
- **Other subdistrict centers.** These projects, at 65th and 72nd Street, should be completed one at a time over a five to six year period, suggesting completion at two- to three-year intervals. The 65th Street center is a substantially less expensive project, but adds substantially to the local parking supply in an area that has experienced historic weakness. Therefore, we suggest that it might have a higher immediate priority than

the 72nd Street center. It may be coordinated with re-occupancy of the vacant building on the northwest corner.

- **Sidewalk reconstruction.** Replacement of the North Avenue sidewalks, which will create a more accessible, easier to maintain sidewalk and streetscape, is the largest single capital project in the strategic plan. While it will provide long-term cost savings and provide a better, more commodious walking surface, the subdistrict centers and street projects, which add parking, improve traffic function and safety, and make substantial image improvements to the physical environment, are probably more powerful “difference-makers” in generating new business and investment. The existing sidewalks, a City and State 1998 project, still have a substantial remaining service life. Therefore, a sidewalk replacement project should occur in phases, with each phase corresponding to a quarter-mile subdistrict, with the initial phase occurring in 2013-2015 (or 15 to 17 years after the initial project).

The North Avenue master plan also recommends minor to moderate changes on some private properties, largely related to access management, parking lot redesign, pedestrian access to front entrances, and landscaping of unnecessary paved areas adjacent to North Avenue. In most cases, these should be coordinated with sidewalk reconstruction project phasing.

- **Gateway projects.** The two gateway projects should be scheduled as relatively near-term improvements because of their role in defining business district themes. Both projects also have ancillary benefits. The Wauwatosa Avenue concept substantially improves the pedestrian link between the East Tosa business district and the Civic Complex and Longfellow Middle School, while the 60th Street thematically links the North Avenue districts in Milwaukee and East Tosa.

#### OPINIONS OF PROBABLE COST

Financing the East Tosa business district project involves both public and private sector components. This section provides preliminary opinions of probable costs, based on contempo-

rary (2011) dollars and approximate construction costs. Final cost calculations will be determined by detailed design, choice of materials, nature of special features and installations, cost climate at the time of construction, and many other factors. The following tables also offer a general estimate of private development that may occur in each project area. The section also includes a long-term capital schedule, phasing projects over the course of a 15-year North Avenue effort.



**Table 6.1: Initial North Avenue Street Modifications**

Project Component	Public	Private	Total
Site Acquisition and Preparation	NA	NA	NA
Hardscape (Paving, Traffic Control, and Related Elements)	157,400	0	157,400
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	44,200	0	44,200
Private Project Development	NA	NA	NA
<b>Subtotal</b>	<b>201,600</b>	<b>0</b>	<b>201,600</b>
Contingency	30,246	0	30,246
Design/Testing	24,197	0	24,197
<b>Total Probable Cost</b>	<b>256,083</b>	<b>0</b>	<b>256,083</b>

**Table 6.2: 62nd Street Subdistrict Center**

Project Component	Public	Private	Total
Site Acquisition and Preparation	288,000	576,000	864,000
Hardscape (Paving, Traffic Control, and Related Elements)	172,850		172,850
Interactive Water Feature	150,000		150,000
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	131,300		131,300
Private Project Development		4,500,000	4,500,000
<b>Subtotal</b>	<b>742,150</b>		<b>5,818,150</b>
Contingency	111,323		111,323
Design/Testing	89,058		89,058
<b>Total Probable Cost</b>	<b>942,531</b>	<b>5,076,000</b>	<b>6,018,531</b>





Table 6.3: 65th Street Subdistrict Center

Project Component	Public	Private	Total
Site Acquisition and Preparation	29,600		29,600
Hardscape (Paving, Traffic Control, and Related Elements)	162,360		162,360
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	82,678		82,678
Private Project Development		300,000	
Subtotal	<b>274,638</b>	<b>300,000</b>	<b>574,638</b>
Contingency	41,196		41,196
Design/Testing	32,957		32,957
Total Probable Cost	<b>348,791</b>	<b>300,000</b>	<b>648,791</b>

Table 6.4: 69th Street Subdistrict Center (without lot expansion west of 69th)

Project Component	Public	Private	Total
Site Acquisition and Preparation	19,200	600,000	619,200
Hardscape (Paving, Traffic Control, and Related Elements)	248,320		248,320
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	198,740		198,740
Private Project Development		2,500,000	2,500,000
Subtotal	<b>466,260</b>	<b>3,100,000</b>	<b>3,566,260</b>
Contingency	66,939		66,939
Design/Testing	55,951		55,951
Total Probable Cost	<b>592,150</b>		<b>3,692,150</b>

Table 6.5: 69th Street Subdistrict Center (Parking Lot Expansion west of 69th)

Project Component	Public	Private	Total
Site Acquisition and Preparation	180,000		180,000
Hardscape (Paving, Traffic Control, and Related Elements)	33,440		33,440
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	4,367		4,367
Private Project Development	0		0
Subtotal	<b>217,807</b>		<b>217,807</b>
Contingency	32,671		32,671
Design/Testing	26,137		26,137
Total Probable Cost	<b>276,614</b>		<b>276,614</b>

Table 6.6: 72nd Street Subdistrict Center

Project Component	Public	Private	Total
Site Acquisition and Preparation	0		0
Hardscape (Paving, Traffic Control, and Related Elements)	249,280		249,280
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	109,747		109,747
Private Project Development			
Subtotal	<b>359,027</b>		<b>359,027</b>
Contingency	53,854		53,854
Design/Testing	43,083		43,083
Total Probable Cost	<b>455,964</b>		<b>455,964</b>

Table 6.7: Wauwatosa Avenue Gateway

Project Component	Public	Private	Total
Site Acquisition and Preparation	1,800		1,800
Hardscape (Paving, Traffic Control, and Related Elements)	136,800		136,800
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	113,653		113,653
Private Project Development			
Subtotal	<b>268,453</b>		<b>268,453</b>
Contingency	40,268		40,268
Design/Testing	32,214		32,214
Total Probable Cost	<b>340,936</b>		<b>340,936</b>

Table 6.8: 60th Street Gateway

Project Component	Public	Private	Total
Site Acquisition and Preparation	0		0
Hardscape (Paving, Traffic Control, and Related Elements)	15,020		15,020
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	100,000		100,000
Private Project Development			
Subtotal	<b>115,020</b>		<b>115,020</b>
Contingency	17,253		17,253
Design/Testing	13,802		13,802
Total Probable Cost	<b>146,075</b>		<b>146,075</b>





**Table 6.9: North Avenue Sidewalks and Streetscape (60th to 64th)**

Project Component	Public	Private	Total
Site Acquisition and Preparation	44,000		44,000
Hardscape (Paving, Traffic Control, and Related Elements)	271,920		271,920
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	114,400		114,400
Private Project Development			
Subtotal	<b>430,320</b>		<b>430,320</b>
Contingency	64,548		64,548
Design/Testing	51,638		51,638
Total Probable Cost	<b>546,506</b>		<b>546,506</b>

**Table 6.10: North Avenue Sidewalks and Streetscape (64th to 68th)**

Project Component	Public	Private	Total
Site Acquisition and Preparation	53,200		53,200
Hardscape (Paving, Traffic Control, and Related Elements)	321,320		321,320
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	116,800		116,800
Private Project Development			
Subtotal	<b>491,320</b>		<b>491,320</b>
Contingency	73,698		73,698
Design/Testing	58,958		58,958
Total Probable Cost	<b>623,976</b>		<b>623,976</b>

**Table 6.11: North Avenue Sidewalks and Streetscape (68th to 72nd)**

Project Component	Public	Private	Total
Site Acquisition and Preparation	45,200		45,200
Hardscape (Paving, Traffic Control, and Related Elements)	285,320		285,320
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	116,000		116,000
Private Project Development			
Subtotal	<b>446,520</b>		<b>446,520</b>
Contingency	66,978		66,978
Design/Testing	53,582		53,582
Total Probable Cost	<b>567,080</b>		<b>567,080</b>



Table 6.11: North Avenue Sidewalks and Streetscape (72nd to Wauwatosa)			
Project Component	Public	Private	Total
Site Acquisition and Preparation	53,600		53,600
Hardscape (Paving, Traffic Control, and Related Elements)	292,400		292,400
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	85,000		85,000
Private Project Development			
Subtotal	<b>431,000</b>		<b>431,000</b>
Contingency	64,650		64,650
Design/Testing	51,720		51,720
Total Probable Cost	<b>547,370</b>		<b>547,370</b>

Table 6.12: Implementation Schedule (Cost in \$000's)									
Project	2011-2012	2013-2014	2015-2016	2017-2018	2019-2020	2021-2022	2023-2024	2025-2026	Total
Initial North Avenue Modifications	260								260
Commercial Wayfinding System	50								50
Touchpoint: matrix content and installation	50								50
BID Implementation									
69th Street Center	592								592
62nd Street Center		950							950
65th Street Center			350						350
72nd Street Center				460					460
60th Street Gateway					150				150
Wauwatosa Avenue Gateway			340						340
North Avenue Streetscape (60-64)					550				550
North Avenue Streetscape (64-68)						625			625
North Avenue Streetscape (68-72)							570		570
North Avenue Streetscape (72-76)								550	550
<b>Total by Year</b>	<b>952</b>	<b>950</b>	<b>690</b>	<b>460</b>	<b>600</b>	<b>625</b>	<b>570</b>	<b>550</b>	<b>5,397</b>





## FUNDING SOURCES

This section presents a directory of financing tools available in Wisconsin to help realize the East Tosa concept.

### Local Funding Tools

- Building Façade Easements
- Business Improvement District
- City Funds
- Estate Taxes
- General Obligation Bonds
- Land Sale Proceeds
- Private and Foundation Philanthropy
- Revenue Bonds
- Tax Increment Financing (TIF)

### State Sources

- DNR Urban Forestry Grants
- State Historical Society
- Transportation Economic Assistance (TEA) – Wisconsin Department of Transportation
- Business Employees' Program (BEST)

### Federal Sources

- Community Development Block Grants
- Community Development Corporation Grants
- HOME Investment Partnerships Program – HUD
- National Trust Main Street Program
- Neighborhood Stabilization Program (HUD)
- Recreational Trails Program (RTP) (FHWA)
- Small Business Administration
- Transportation Enhancements

## LOCAL FUNDING TOOLS

### Building Façade Easements

Historically or architecturally significant buildings fronting North Avenue could qualify for building façade easements. Façade easements are dedicated to the City, protecting the façade from unsympathetic modifications and providing a tax benefit to the donor. In addition, various forms of public financing, including TIF, may be available as a result of permanent public easements. Typically easements dissolve in less than 10 years, returning control back to the private owner.

### Business Improvement District (BID)

The State of Wisconsin authorizes municipalities to establish business improvement districts (BIDs) for the promotion, management, maintenance and development of the district (Wisconsin Statutes 66.1109). Districts are restricted to commercial and industrial properties, any structures that are tax-exempt or function exclusively as residences cannot be included in assessments. The State of Wisconsin does not currently specify an assessment formula for municipalities to follow. The majority of BIDs utilize a fee based on the per \$1,000 value of property. Other widely used assessment formulas include assessments based on the frontage foot, or a flat fee for each property within the BID. Establishing special assessments should be reasonable to not deter investment into and around project areas. The plan recommends establishing an East Tosa BID, developed in coordination with the existing Village BID. The City of Milwaukee has established 44 BID's, including the West North Avenue BID (District #16), adjacent to the East Tosa district and extending along North Avenue from 43rd to 60th Streets.

### City General Revenues

General revenues, appropriated through the city's annual budget process, can finance services, improvements, facilities and development projects. These appropriations are separate from general revenues devoted to debt service on bonds. Common uses of general revenues in business district development pro-

grams include funding staff and organizational expenses, or projects that can be divided into smaller phases, such as streetscape improvements.

### **Estate Taxes**

Estate taxes are collected by the county and may be used to help finance capital improvements.

### **General Obligation Bond Issues**

General obligation bond issues, typically secured by general city revenues or incremental property taxes, can finance major public projects or improvements. General revenues may include property taxes or local option sales taxes. Appropriate uses for bonds include streets, infrastructure, park and public space projects, and similar improvements.

### **Land Sale Proceeds**

Proceeds from sale of land to development projects could be allocated back to project improvements and acquisition for other redevelopment activities.

### **Private and Foundation Philanthropy**

The Plan provides a variety of opportunities for individual or foundation contributions. Private philanthropy, with appropriate recognition and commemoration, can be important to the North Avenue project. Subdistrict centers provide special opportunities for commemorative features. For additional information about sources of philanthropy and non-profits, contact Donors Forum of Wisconsin at [www.dfwonline.org](http://www.dfwonline.org) or 414-270-1978.

### **Revenue Bonds**

Revenue bonds are debt instruments that are repaid all or in part from revenues generated by the project or by other associated revenue sources. For example, part of the capital cost of a parking facility may be repaid through parking fees generated by that structure, or other parking facilities in a community. Revenue bonds typically are not secured by the credit of the community.

Revenue bonds typically are not secured by the credit of the community.

### **Tax Increment Financing (TIF)**

Local Tax Increment Financing (Local TIF) permits the use of a portion of local property taxes to assist funding the redevelopment of certain designated areas within your community. Projects pay their entire established tax obligation. However, taxes produced by the added value of the property caused by redevelopment or improvements may be used to finance project-related improvements or other public improvements in the district. TIF may be used to pay certain costs incurred with a redevelopment project. Such costs may include, but are not limited to:

- Public improvements and amenities
- Infrastructure improvements and upgrades
- Site improvements and preparation
- Rehabilitation of structure, including adaptive reuse or rehabilitation of private properties.
- Property acquisitions

For additional information on the development of TIF Districts, contact the Wisconsin Department of Revenue at 608-261-5335, or at [tif@revenue.wi.gov](mailto:tif@revenue.wi.gov).

## **STATE OF WISCONSIN SOURCES**

### **Business Employees' Skills Training Program (BEST)**

Established by the Wisconsin Legislature to help small businesses in industries that are facing severe labor shortages upgrade the skills of their workforce, including information technology and child care. Under the BEST program, Commerce can provide applicants with a tuition reimbursement grant to help cover a portion of the costs associated with training employees. For additional information visit [www.commerce.state.wi.us/bd/BD-](http://www.commerce.state.wi.us/bd/BD-)





BESTprogram.html.

### **Community Development Corporation Grants**

The CBED Program is designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program also helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. For additional information, visit [www.wisgov.state.wi.us/journal\\_media\\_detail.asp?locid=19&prid=507](http://www.wisgov.state.wi.us/journal_media_detail.asp?locid=19&prid=507)

### **Wisconsin Department of Transportation (DOT), Transportation Economic Assistance (TEA)**

The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.

**Program purpose.** The goal of the TEA program is to attract and retain business firms in Wisconsin and thus create or retain jobs. The businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within three years from the date of the project agreement and remain after another four years.

**Program description.** Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50% local match can come from any combination of local, federal, or private funds or in-kind services. Applications are first come, first serve, and funded when all eligibility information is

complete and satisfactory.

**History.** The TEA program began in September 1987. Through March 2008, 66,435 jobs have been directly and indirectly created through the \$74 million invested in grants awarded to 179 communities. About 305 businesses have benefited from the grants. For additional information visit [www.dot.wisconsin.gov/localgov/aid/tea.htm](http://www.dot.wisconsin.gov/localgov/aid/tea.htm).

### **Wisconsin Department of Natural Resources (DNR), Brownfields Redevelopment Assistance**

Brownfield Site Assessment Grant (WDNR) - Eligible local governmental units can be reimbursed up to 80 percent of the costs associated with assessing environmental contamination at Brownfield sites.

The applicant must be a local government unit such as a city, village, town, county, tribe, or redevelopment, community development, or housing authorities.

- The applicant cannot have caused the environmental contamination at the site.
- The party responsible for the environmental contamination must be unknown, unable to be located or financially unable to pay for grant activities.

Funding is divided between small and large grants with 70 percent of funds allocated to small grants (between \$2,000 and \$30,000) and 30 percent allocated for large grants (between \$30,001 and \$100,000). No more than 15 percent of all available funds will be awarded to a single applicant in the fiscal year. At least one application cycle will be offered per fiscal year, if funding is available. This program may be applicable if gas station or similar sites are redeveloped for other uses. For additional information, visit <http://dnr.wi.gov/org/caer/cfa/Grants/SAG.html>

### **Wisconsin Department of Natural Resources (DNR), Urban Forestry Grants**

The DNR offers financial assistance for urban forestry projects that improve a community's capacity to manage its trees. Eligible applicants may be a city, village, town, county, tribal government or 501(c) (3) non-profit organization and joint applicants are encouraged to apply. The urban forestry grant program supports projects that advance a community's urban forestry management program. The grant program is a 50/50 cost-share program where applicants match each grant dollar. Grant awards range from \$1,000 to \$25,000. Application forms are available on the website. Completing and returning Intent to Apply form ensures that you will receive an application.

For additional information, visit <http://dnr.wi.gov/forestry/uf/grants/index.htm>

### **Wisconsin State Historical Society**

Wisconsin State Historical Society offers assistance in seeking funding for historic preservation projects and programs. A database is available to help identify public and private funding sources related to the documentation and preservation of Wisconsin's historic places. Assistance types include grants, low-cost loans and tax credit programs. There are funding programs administered by federal, state and local agencies, as well as by private organizations. Eligibility, application requirements and level of competition vary according to the goals of each grantor. For additional information, visit [www.wisconsinhistory.org/hp/funding/](http://www.wisconsinhistory.org/hp/funding/)

## **FEDERAL FUNDING SOURCES**

### **Community Development Block Grant**

The Community Development Block Grant Program (CDBG) provides funds on an annual basis to cities for activities that principally benefit low and moderate-income residents, prevent or eliminate slums and blight, and meet emergency community development needs. Wauwatosa is a recipient of CDBG funds,

using them for such projects as the senior center, fair housing initiatives, planning, public infrastructure, and small business development assistance through the Wauwatosa Revolving Loan Fund Corporation. Additional information is available on the city's website at [wauwatosa.net](http://wauwatosa.net).

### **HOME (Home Investment Partnership)**

Wauwatosa participates in the Milwaukee County HOME Consortium, which administers the city's annual allocation of program funds. HOME provides block grants to State and local governments to create affordable housing for low-income households. Grants are used to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people, often in partnership with local nonprofit groups. Information is available at the city's website, [Wauwatosa.net](http://Wauwatosa.net), or at [www.hud.gov/offices/cpd/affordablehousing/programs/home/](http://www.hud.gov/offices/cpd/affordablehousing/programs/home/)

### **Neighborhood Stabilization Program (NSP) (HUD)**

The Neighborhood Stabilization Program provides assistance to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within their communities. Neighborhood Stabilization funds can be used to purchase foreclosed or abandoned homes and to rehabilitate, resell, or redevelop these homes in order to stabilize neighborhoods and stem the decline of property values of neighboring homes.

### **Recreation Trails Program (RTP)**

The Recreational Trails Program offers federally-funded grants through the Federal Highway Administration that are administered by the Wisconsin Department of Natural Resources. Grant funds are to be used for motorized or non-motorized trail development or renovation and preservation. Each project requires a minimum match of 20 percent. Projects must be maintained for a period of 25 years and requests up to \$100,000 are eligible. Eli-



gible applicants include cities and counties, schools, and private non-profit and for-profit businesses. The proposed trail along the West Bank could be eligible for these funds. For additional information, contact Wisconsin Department of Natural Resources – Northeast Region at 920-662-5487.

### **Small Business Administration**

The Small Business Administration (SBA) has financial assistance program which provide access to debt and equity primarily from banks or other private sources. SBA evaluates each loan application on two levels; the first is for eligibility, which varies by industry and SBA program, and second on credit merits of the application. SBA programs and services support small business owners, connecting businesses to loans, government contracting opportunities, disaster assistance and training programs to help your business succeed. For more information, visit [www.sba.gov](http://www.sba.gov).

### **Transportation Enhancements (TE)**

The TE program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. Federal funds administered through this program provide up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping or streetscaping and the preservation of historic transportation structures. Wisconsin's Bicycle and Pedestrian Facilities Program (BFPF) became part of the TE program in 2008 and shares application, review and selection processes. TE and BFPF are directly applicable to the substantial complete street, bicycle facility, and pedestrian access aspects of the North Avenue concept. Additional information is available at <http://www.dot.wisconsin.gov/localgov/aid/te.htm>.





