



WAUWATOSA

MIDTOWN NORTH AVENUE PLAN

MAY 2018



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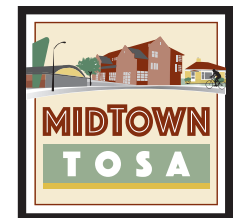
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City of Wauwatosa
MidTown Tosa Neighborhood



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INTRODUCTION

WHAT IS MIDTOWN TOSA?

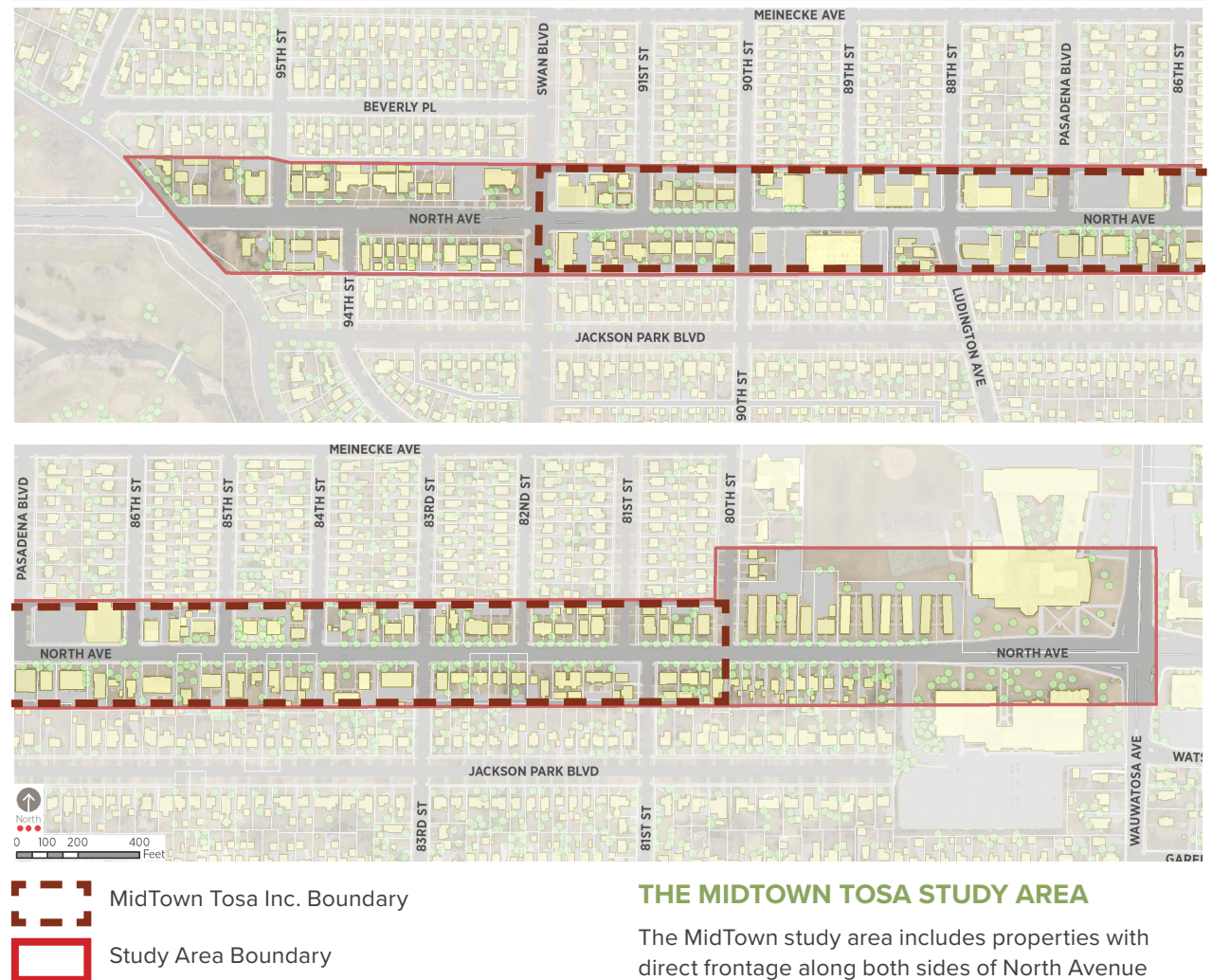
Wauwatosa has an eclectic mix of business districts, each with their own character. The various sections of North Avenue, Wauwatosa's main east-west community street, reflects this diversity. From Menomonee River Parkway to Wauwatosa Avenue (76th Street), North Avenue provides a mixed use transition between the regional commercial character of Mayfair Mall and surrounding development to the lively urbanity of the East Tosa district. This section, known as MidTown Tosa, integrates a distinctive urban residential neighborhood with commercial goods and services scaled to the needs of the surrounding community. The district has something for everyone, with offerings that include a popular grocery, health care, pharmacy, fitness center, restaurants, coffee shops, home and auto services, and, of course, a neighborhood tavern.

A common interest in the continued vibrancy and character of MidTown led property owners and businesses to form MidTown Tosa Inc. in 2015. MidTown Tosa Inc. includes fifty businesses located along the center of West North Avenue focusing on:

- **Services:** Growing MidTown's economy through collaborative promotions and events that foster a thriving environment for all businesses.
- **Wellness:** Highlighting the diversity of traditional and integrative healthcare providers in MidTown to support all aspects of health and wellness.
- **Community:** Strengthening our neighborhood through community partnerships and encouraging our neighbors to explore MidTown by making it accessible to all.

While most MidTown Tosa businesses cluster between 80th Street and Swan Boulevard (92nd Street), the overall character segment extends west to Menomonee River Parkway and east to Wauwatosa Avenue (76th Street). **Figure 0.1** shows these boundaries.

Figure 0.1: MidTown Boundaries



THE MIDTOWN TOSA STUDY AREA

The MidTown study area includes properties with direct frontage along both sides of North Avenue between Wauwatosa Avenue and Menomonee River Parkway. The analytical maps shown in Chapter 1 includes residential properties on the north side of the study area to the alignment of Beverly Drive. This was done because the north-south orientation of these local streets intersecting North Avenue increases the exposure of properties along them to changes in the North Avenue environment.

WHY PLAN FOR MIDTOWN?

The City of Wauwatosa has experienced remarkable change from previous planning efforts, particularly in East Tosa and the Village of Wauwatosa, the historic town center. Each has individual features and a business mix that attracts both local citizens and visitors. MidTown's strategic location in both Wauwatosa and the Milwaukee metropolitan area along with the growing popularity of walkable, urban density residential neighborhoods are likely to bring future changes and pressures, some welcome (like the installation of a bike share station) and others controversial (such as recent land use proposals). These trends lead to important questions:

- What is a vision for the future of MidTown that accommodates change while respecting the intrinsic qualities that distinguish MidTown Tosa?
- How can new development capture the quality and scale of buildings that may be gradually replaced by more contemporary structures?
- How does MidTown retain the features, mix of uses, and densities that create a family-friendly environment?
- How do we increase the quality of civic life, the transportation environment, and urban design on the corridor?



These considerations are the basis for the MidTown Tosa Strategic Master Plan – a cohesive and coordinated approach for the future of the district.

The plan reviews current conditions, trends, and future redevelopment opportunities that focus on meeting the needs of MidTown Tosa businesses, the surrounding neighborhoods, and the community at-large. It presents a vision for the future defined through extensive community engagement and recommendations to achieve that future. The plan's objectives include:

Guiding Decision Makers and Developers.

Evaluating the district and its market potentials to guide developers, property owners, and other decision makers toward successful efforts that respect the character and dynamics of the community.

Building on Strengths. Identifying development opportunities and improvements throughout the corridor that build on supportable business niches and integrate the residential and commercial environments.

Overcoming Challenges. Like any mature urban district, MidTown faces challenges that include traffic, safety, and commercial occupancy. Solutions to these challenges are feasible by taking strategic steps and actions in a coordinated way.

Improving Safety for All. MidTown should offer a safe and comfortable public environment that includes social space and accommodates all modes of transportation – vehicle, public transit, bicycle, and walking.

Adapting Over Time. A MidTown plan is a living document that will be used and updated over time by decision-makers, property owners, businesses, and residents.

Marketing District. MidTown is unique and should not be treated as other districts in Wauwatosa. Promoting MidTown's special qualities and feel builds its attractiveness as a destination to visit or place to live.

Maintain Neighborhood Fabric. MidTown complements other commercial areas along North Avenue. Any future plan for MidTown should seek redevelopment opportunities where appropriate without neglecting the neighborhoods where customers live.

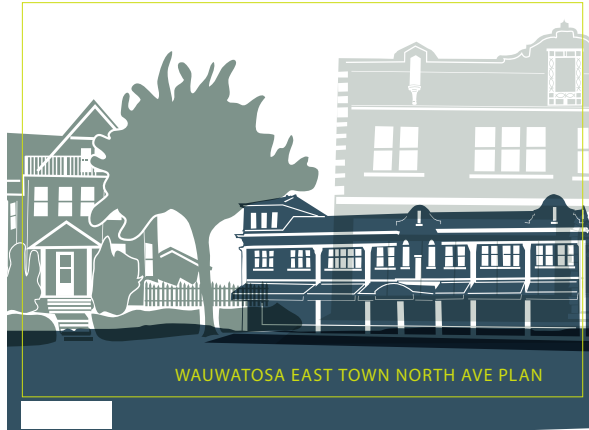
PAST PLANNING EFFORTS

The development of strategic directions in this plan build on several past planning efforts in Wauwatosa. These include the:

- Comprehensive Plan
- East Tosa North Avenue Plan
- Bicycle & Pedestrian Facilities Plan
- MidTown West North Avenue Bike Lane Study
- Park, Trail, Open Space, and Recreational Facilities Master Plan
- City of Wauwatosa Economic Development Vision, Structure and Implementation Plan
- Burleigh Triangle Market Analysis

Wauwatosa Comprehensive Plan (2008). The comprehensive plan 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.” Most of North Avenue is designated as Neighborhood Commercial. Goals for North Avenue as Wauwatosa’s Main Street focus on:

- 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 and Community Development Authority roles in implementation efforts
- Increased security measures such as block watch programs



East Tosa North Avenue Plan (2010). The plan was the first step in unifying different segments of North Avenue. To date most of the plan recommendations have been implemented. Recommendations included streetscape amenities, bicycle lanes, selected redevelopment sites, parking policy adjustments, visual theming, and wayfinding, and gateway projects.

City of Wauwatosa Bicycle & Pedestrian

Facilities Plan (2014). With this plan, the city continues to develop upon its existing potential of being a great place for active transportation. Exploring various ways that the city can improve their bikeability and walkability allows for the city to accommodate transportation needs for residents in different stages of life. Connectivity and access are reoccurring themes especially in relation to community destinations such as schools, the library, parks, and recreational facilities. The plan includes options to improve MidTown’s walking and bicycling environments.



MidTown West North Avenue Bike Lane Study (2015). The study evaluated and recommends designs for the implementation of bicycle lanes on North Avenue through the MidTown study area. The study followed the recommendation of the bicycle-pedestrian plan. Data and analysis from the study provides valuable information on traffic conditions, crashes, safety concerns, and solutions that help shape the concepts in this Strategic Master Plan.

Park, Trail, Open-Space, and Recreational Facilities Master Plan (2017).

The plan analyzes existing conditions and evaluates community input to provide a better understanding of how the environment and community needs align. Program evaluation is a substantial part of this plan, addressing how residents will use amenities. Of specific interest to this study includes the following action strategies to strengthen existing resources:

- Prepare organizations for the work needed to implement the master plan
- Understand the true cost of operations and maintenance and identify sustainable funding sources for capital improvements, maintenance, and operations
- Improve quality and efficiency of existing space
- Address deficiencies in program offerings



City of Wauwatosa Economic Development Vision, Structure and Implementation Plan (2009). Completed during the “Great Recession,” this somewhat dated plan addressed Wauwatosa’s economic challenges as an inner ring suburb. Stakeholder participation, consisting of interviews and roundtable discussions, played a vital role in developing a foundation for Wauwatosa’s economic future. The document identifies three goals for structuring economic development activities in the community, including:

- Establishing a robust structure for economic development
- Clearly defining responsibilities for economic development
- Following a predictable process for economic development

The document also identified economic development best practices in similar communities to identify techniques to help Wauwatosa achieve sustainable economic development. By identifying the who, how, and when of actions and policy, Wauwatosa is restructuring how the community pursues economic development opportunities.



Burleigh Triangle Market Analysis. This document preforms a market analysis for the Burleigh Triangle, a redevelopment area near the Mayfair Mall. The market analysis provides insight into the impact of the mall on retail and customer draw. The following are key components that highlight the market potential of Wauwatosa.

- The market demand profile of those residing within 5 minutes of Mayfair Mall, including most of MidTown Tosa, differs from those further away (20 minutes). This greatly affects the type of development that occurs in specific regions of Wauwatosa.
- Wauwatosa is a credible competitor in the office market.
- Wauwatosa can expand its residential market by providing diverse type and value of homes. This includes town homes, condominiums, and single-family housing in various price ranges.
- Potential Wauwatosa retailers that could be supported:
 - Book, Periodicals, & Music
 - Building Materials & Supplies
 - Full Service Restaurants
 - Specialty Food Services
 - Furniture





Photograph by Brad Foley



CHAPTER 1

MidTown Today

The plan begins by understanding the characteristics of Wauwatosa today and the planning efforts that will affect MidTown either directly or indirectly. MidTown is part of both Wauwatosa and a larger economic region. How planning in the region affects development and creates new opportunities is important for creating a strategic path forward for MidTown. Each element of MidTown Today must work together for successful strategic recommendations including:

- The existing framework and context;
- The built environment – building form, character, use, and conditions; and
- The mobility environment - transportation and parking

FRAMEWORK AND CONTEXT

Wauwatosa, a first-ring suburb of Milwaukee, had a 2016 population of 47,945, compared to the Milwaukee metropolitan area population of 1,575,747. Despite being landlocked by other communities, Wauwatosa continues to experience substantial economic growth through redevelopment projects such as Innovation Campus and The Mayfair Collection. Wauwatosa's varied shopping and dining clusters include the North Avenue corridor, the traditional downtown in The Village, and Wisconsin's largest regional shopping center, Mayfair Mall. Wauwatosa has also experienced significant high-density residential development, largely along major corridors and near business clusters. This trend has begun to touch the MidTown segment and creates part of the reason for this planning effort.

North Avenue Development Patterns

North Avenue is a major arterial in Wauwatosa and transects the metropolitan area from the lakefront to Waukesha. North Avenue between the Wauwatosa-Milwaukee boundary at 60th and I-41/US 45 naturally splits into three sub-districts separated by major north-south or natural barriers. These segments, displayed in Figure 1.1, include East Tosa from 60th to Wauwatosa Avenue (76th Street); MidTown from Wauwatosa Avenue to the Menomonee River Parkway; and Mayfair, from the Greenway to the highway.

North Avenue in East Tosa is largely a commercial district. In recent years, it has transformed into a vibrant restaurant and evening environment and has experienced the start of a number of new businesses. The street, once a 4-lane corridor, was reconstructed with a serpentine pattern and new streetscape during the 1990s. Following the recommendations of the East Tosa North Avenue Plan, the serpentine was straightened to a two-lane facility with improved

Figure 1.1: North Avenue Districts



Image: Google Earth

pedestrian crossings, strategic left-turn pockets, and “green” bike lanes. The business district quickly transitions to single-family urban residential neighborhoods north and south of North Avenue.

The area's dominant feature is Mayfair Mall, a large shopping center attracting patrons from areas well outside of Milwaukee County. Sites around the main shopping center include big box retail and strip commercial development. Primary access to the area is Interstate 41 to the west and Mayfair Road.

MidTown – A Character of its Own

The MidTown portion of North Avenue is a transitional, mixed use urban avenue different from either of its neighboring segments. The east and west sections (Wauwatosa to 85th, and 92nd to Menomonee River Parkway) are primarily residential in use and feel, while neighborhood commercial services and offices predominate in the central section. However, these dominant uses are occasionally punctuated by other development types. For example, there is residential in the business core and a neighborhood auto repair shop in a former gas station in the residential segment

at 81st Street. The corridor itself is surrounded by traditional small lot, urban single-family development, achieving a residential density in the range of eight to ten units per acre.

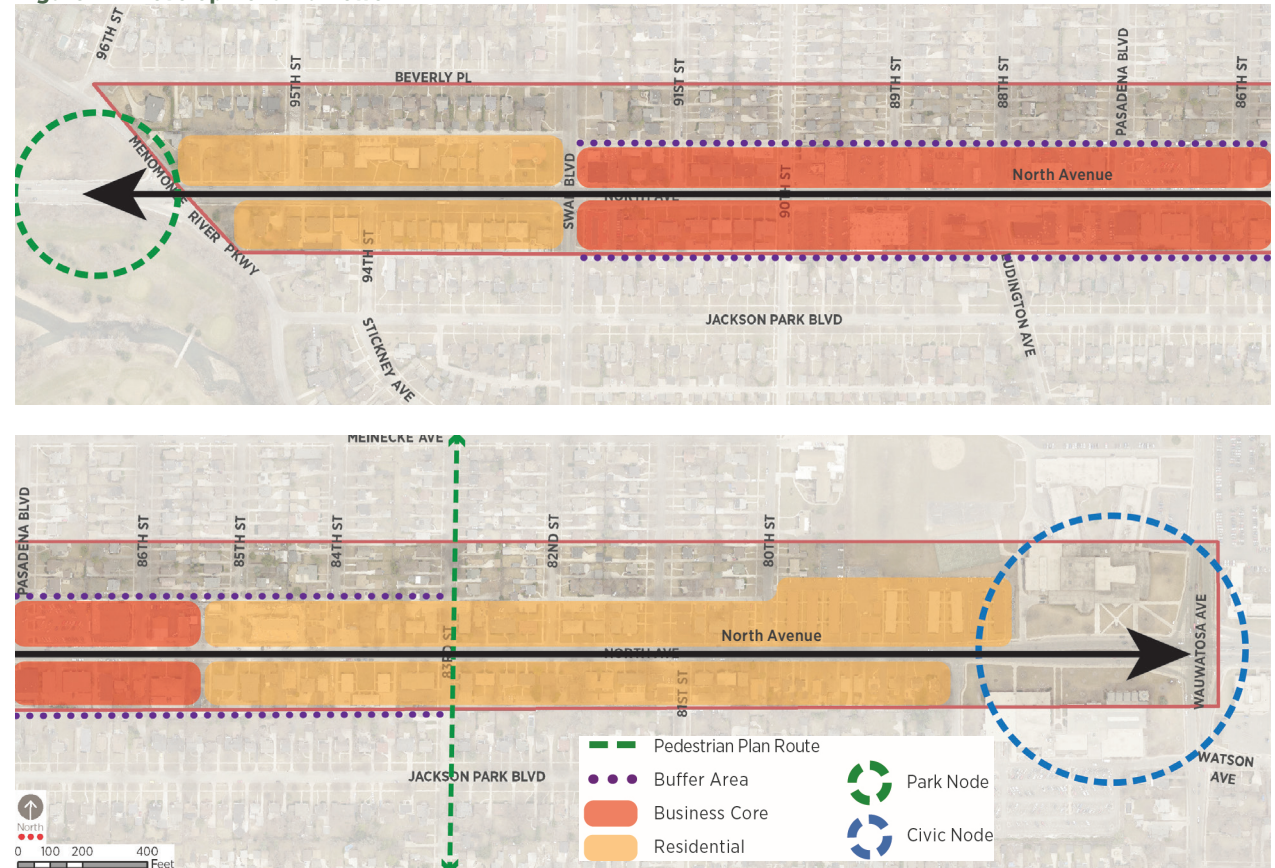
The City's Municipal Complex and Longfellow Middle School mark the east end of the MidTown segment. The interplay of these uses and development patterns creates an unusual urban environment with solid residential streets and walking distance neighborhood services that has proven highly popular with people of all ages, including families with children. **Figure 1.2** provides a diagram development framework of MidTown today. Salient qualities that underlie this diagram include:

Common Identity. Surrounding residential blocks identify with North Avenue businesses and recognize mutual interests. However, the relatively shallow depth of commercial lots along the corridor and the proximity of residential and commercial uses can create site development controversies over such issues as access, screening, and drive-throughs.

Variation within Residential Patterns. North Avenue includes some single-family homes but is dominated by low-scale multi-family buildings set back from the street. These buildings are distinguished by individual details but are unified by common patterns in material, window type, roof forms, entrances, building footprints, and architectural styles. The result is a comfortable family resemblance that creates an attractive combination of unity and diversity.

Business Variety. MidTown has a variety of largely locally-owned and neighborhood-oriented businesses. Notable business anchors based on floor area include Sendik's Food Market, Wisconsin Garden & Pet Supply, Ray's Liquor, and Anytime Fitness. The neighborhood has a significant cluster of health-related stores and services that can complement each other to sustain future business.

Figure 1.2: Development Framework



Auto-Oriented Development. North Avenue development spans the transition period from a transit/pedestrian to auto-dominant transportation network. As such, it is neither a pedestrian “main street” with limited parking nor a “strip” dominated by parking and auto access. The result is a hybrid urban avenue with businesses built toward the street edge for easy access and visibility, residential uses set back from the street by front yard green spaces, and relatively small parking areas that sometimes do not meet contemporary standards.

Destination Nodes. North Avenue in MidTown contains or is close to community destinations such as the Municipal Complex, Longfellow Middle School, the Oak Leaf Trail, and destination businesses with outdoor activity like Ray's and Colectivo Coffee. These, combined with other aspects of the neighborhood fabric, create substantial street and civic activity that plays a large part in defining the MidTown atmosphere.

BUILT ENVIRONMENT

Analyzing the character, patterns, and experiential “feel” of the existing built environment can help guide effective policy for the future. Contributing factors include the siting and scale of buildings, access to outdoor and interior spaces, and the form and function of each property. These considerations establish the base for future planning and policy to encourage a positive public realm, create desirable new activity, increase safety and decrease stress, and maintain the neighborhood’s valued interplay of different housing and use types.

Building Form + Character Themes

The variety of building styles makes MidTown visually interesting. New projects such as the Pasadena Apartments at 84th and North blend with older buildings that date from the immediate post World War II period. While not historically or architecturally significant in the classical sense, some of the district’s most representative commercial buildings evoke a sense of familiarity and comfort – the places that “you went to when you were a kid”. As mentioned earlier, multifamily buildings with similar two- and three story scale and materials are differentiated by details such as doorways, window designs, overhangs, and pillars. This section summarizes the different character themes along North Avenue.

CHARACTER THEMES

Development character along North Avenue transitions from relatively lower intensity residential uses near Menomonee Parkway and Wauwatosa Avenue to higher intensity mixed uses between Swan Boulevard and 86th Street. Similar to the framework map shown earlier, the character of MidTown can further be divided into five land use categories that are displayed in **Figure 1.3: Character Areas**.

- Single-family residential
- Limited multi-family, typically two-story buildings with setbacks typically in a 30-foot range
- Transitional residential, including two and three-story buildings
- Mixed use core, largely commercial but incorporating some office and residential uses
- Public/civic uses

These land use categories help guide the development concepts and policies detailed in Chapter 4: MidTown Tomorrow. Policies should balance compatibility and form to accommodate different use types in compatible ways that contribute to the character of the corridor.

Compatibility – measured by the performance (effects) of different uses and designing properties that allow for integration of uses while addressing noise, traffic, parking, privacy, and aesthetics in a walkable environment. Compatibility can include the style, details, and materials of a building. Understanding these aspects affect the character and cohesiveness of the district.

Form – related to how developments are laid out including parking, access drives, building orientation, setbacks from streets, building heights, and relation to surrounding uses.



SINGLE-FAMILY RESIDENTIAL

Description. Characterized by single-family homes, some of which may have pre-dated later, denser development patterns in MidTown. These homes are mostly on the east near Longfellow School and City Hall, with others scattered along North Avenue.

Compatibility. These uses generate little traffic or parking concerns. In MidTown, a variety of single-family homes exist including quaint bungalows, craftsman, ranch, and contemporary styles.

Form. Homes have deep setbacks and driveway access from North Avenue. Homes are on lots under 10,000 square feet with low lot coverages. These sites reflect residential patterns found along Jackson Park and Stickney Avenues south of the North Avenue corridor, including relatively large and deep lots, long blocks, and streets in an east-west direction. Higher-density, small-lot (typically 5,000 square feet and under) single-family blocks with densities in the 8 to 10 unit per acre range occurs along north-south streets north of the main corridor.

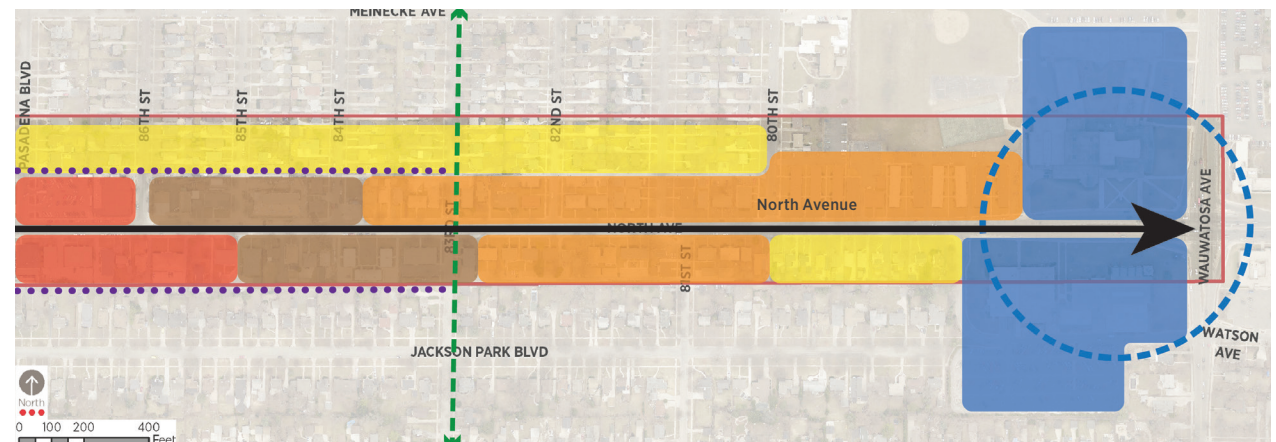
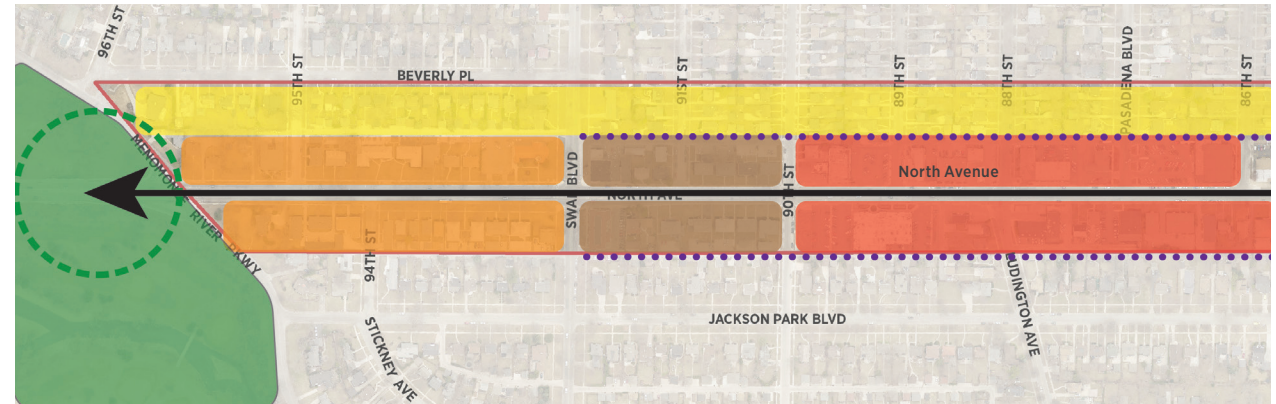


LIMITED MULTI-FAMILY

Description. Limited multi-family development comprises the majority of North Avenue frontage and land area in the MidTown study area. Areas on the east and west reaches of the North Avenue corridor contain this type of development.

Compatibility. Multi-unit buildings include both condominiums and rental units. Many are small footprint, two-story walk up structures in a “four-square” or elongated configuration ranging between four to eight units per building. These buildings are on individual lots and present themselves to the street or to off-street entrance courts. An exception is a larger scale, 11-building complex immediately west of Longfellow Middle School with buildings sites perpendicular to the street and oriented to internal walkways. Net density is in the range of 20 to 25 units per acre. Local circulation and parking is largely provided along adjacent alleys, with buffering from adjacent single-family uses to the north and south. This type of development establishes much of the urban design context of North Avenue.

Figure 1.3: Character Areas



Form. Buildings are typically set back 25 to 30 feet from the back of the sidewalk, often with a front lawn pattern similar to single-family homes. Parking areas are located in the rear along alleyways and sometimes includes detached garages that form a buffer from adjacent single-family uses. Most buildings are two-story with entrances oriented toward North Avenue that maintain the neighborhood character. Some larger multi-building developments frame off-street courtyards in a U- or L-configuration.





TRANSITIONAL RESIDENTIAL

Description. Transitional residential defines the transition from lower intensity residential into commercial/mixed-use areas of MidTown. These character areas occur between 83rd and 86th Street and 90th and 92nd Street and include an increase in scale that includes three-story structures. Building frontages are also somewhat longer than the four-square format found to the east. MidTown Tosa's newest apartment project, the Pasadena, has three residential levels over one level of parking 1/2-level below street grade.

Compatibility. Buildings in this area typically have brick or stone facades. Because of higher demand, parking is provided in lots, detached garages, and within building envelopes. Some commercial uses are present. However, in MidTown commercial uses in the transition area retain residential character through conversion of residential homes or use of very small as-built commercial structures such as former gas stations.

Form. Buildings include two to three-story apartment buildings, sometimes with shallow front yard setbacks. Buildings are oriented to face North Avenue and have higher lot coverages than other residential areas in



MidTown. Alleys create natural buffers, but overall residential character remains.

MIXED-USE CORE

Description. The core of MidTown is a mixed use district with small to moderate scale commercial, service, and office uses and some multifamily residential similar in character to the other sections of North Avenue. While the main core extends from 85th to 90th, a secondary cluster occurs at the 92nd Street intersection.

Compatibility. Commercial buildings are an eclectic mix of scale and design with no single style or typical size. The largest freestanding structures are Anytime Fitness with about 18,000 square feet of space and Sendik's at about 14,000 square feet. Each building is unique with no one single style of development. Parking and access management along North Avenue are important issues because many of these commercial uses attract customers from outside the immediate walking distance neighborhood. Compatibility with surrounding residential land uses depends on resolution of traffic circulation, parking, site layout, building placement, and operational issues.



Form. Typical commercial buildings have shallow setbacks; some are built out to the property line and several other buildings have small parking areas in the front yard. Often, parking is provided to the side of commercial buildings, a function of the limited depth of commercial lots. Most commercial buildings are single-story, single use structures, with the exception of the two-story Ray's and the Colectivo mixed use development at 92nd Street. Rear building service and parking areas can provide some operating issues that can affect neighboring residences. Alleyways and landscaping provide some rear yard buffering.

PUBLIC/CIVIC USES

Description. Two major civic developments, the Municipal Complex and Longfellow Middle School, occupy large sites on both sides of North at Wauwatosa Avenue. The former presents one level to the street, with a walkout level oriented to a 340-stall surface parking lot to the south. While the complex has a ceremonial North Avenue entrance, most users enter the building from the rear parking lot. The building set back is about 80 feet from the street and is landscaped with lawn and trees, but receives little use. The school is also set back between 80 and 90 feet from the street frontage, with most servicing and parking provided to the north and east.

Building and Land Use

An analysis of building use helps develop policies that respond to both existing development patterns and potential marketplace support. **Figures 1.5 – 1.6** display the mix and area of uses along North Avenue and within the mixed use core between Swan Boulevard and 85th Street. **Figure 1.7 - 1.10** on the next page shows the types of businesses in MidTown today and their linear frontage along the street. Together, these tables summarize both the actual make-up of building occupancy and the nature of the commercial experience that people have as they drive or walk along the street. Frontage measurements include parking lots when they have primary frontage on North Avenue.

FIGURE 1.5: Study Area Building Uses

Use	NORTH AVENUE BUILDING USE (SQ. FT.)						EXCLUDING CITY FACILITIES AND SCHOOL	
	First Floor	Second Floor	Third Floor	Fourth Floor	Total	Percentage	Total	Percentage
Civic	210,762				210,762	24.6%	-	-
Multi-Family	221,332	231,465	40,003	8,680	501,480	58.6%	501,480	78%
Restaurants/Bars	13,600	6,714			20,314	2.4%	20,314	3%
Office	7,302	1,914			9,216	1.1%	9,216	1%
Service Commercial	58,988	3,136			62,124	7.3%	62,124	10%
Commercial	45,717				45,717	5.3%	45,717	7%
Vacant	5,490				5,490	0.6%	5,490	1%
Total	563,191	243,229	40,003	8,680	855,103		644,341	

*Excludes 24 Single-Family homes located along North Avenue

Source: RDG Planning & Design

FIGURE 1.4: MidTown Commercial Business Types

Commercial Business Type	NUMBER
Retail	7
Restaurant	6
Personal Care	21
Financial	2
Office	3
Auto	2
Grocery	1
Vacant	4
Other	6
Total	52

Source: MidTown Tosa Inc.

FIGURE 1.6: Swan Blvd to 85th Street Building Uses

Use	NORTH AVENUE BUILDING USE – SWAN BLVD TO 85TH STREET (SQ. FT.)					
	First Floor	Second Floor	Third Floor	Fourth Floor	Total	Percentage
Civic	-	-	-	-	-	0.0%
Multi-Family	49,747	62,210	26,981	-	138,938	52.7%
Restaurants/Bars	9,041	6,714	-	-	15,755	6.0%
Office	5,388	-	-	-	5,388	2.0%
Service Commercial	49,876	3,137	-	-	53,013	20.1%
Commercial	45,718	-	-	-	45,718	17.3%
Vacant	4,995	-	-	-	4,995	1.9%
Total	164,764	72,061	26,981	-	263,806	

*Excludes 4 Single-Family homes located along North Avenue

Source: RDG Planning & Design

Figure 1.7: Building Use

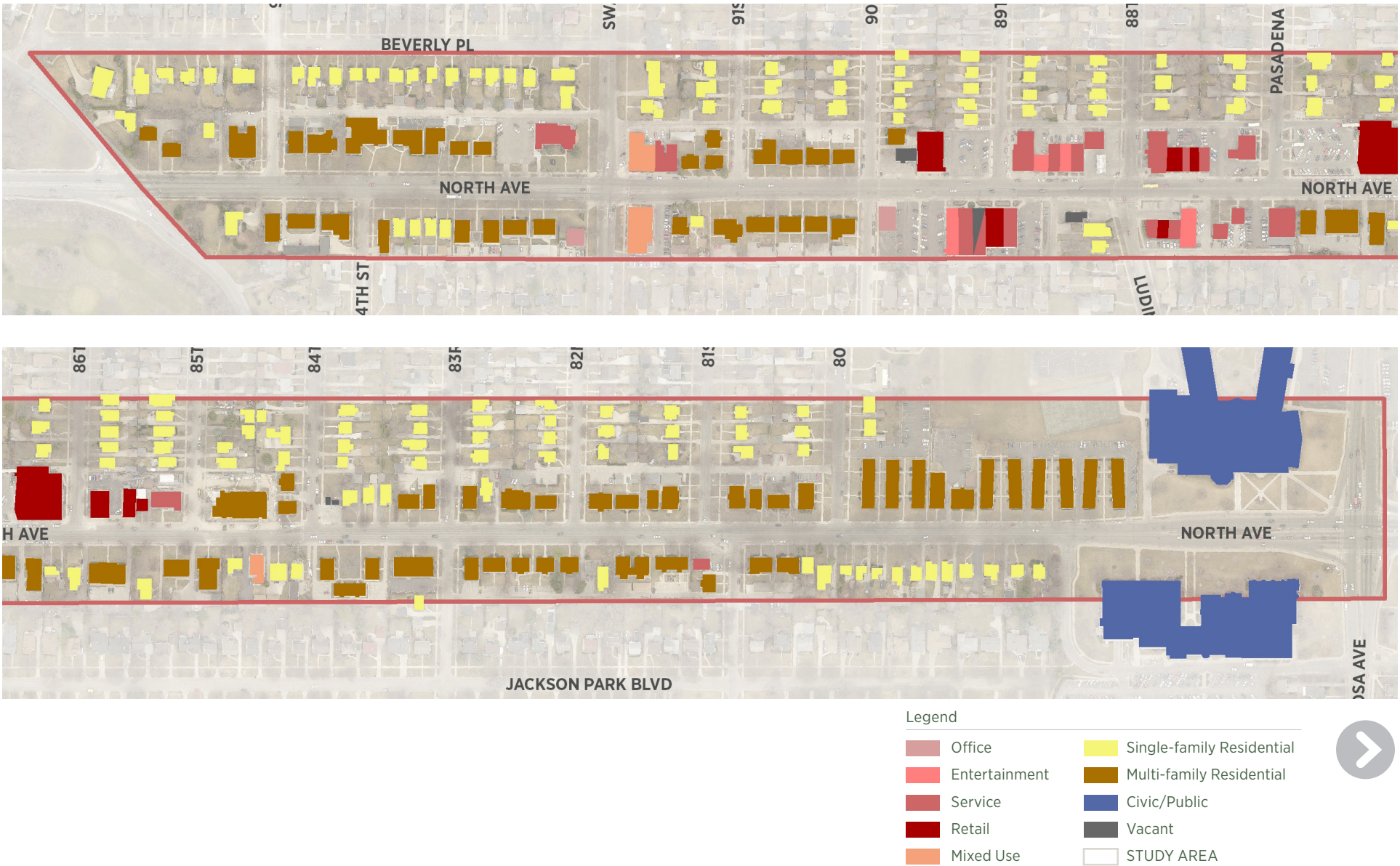
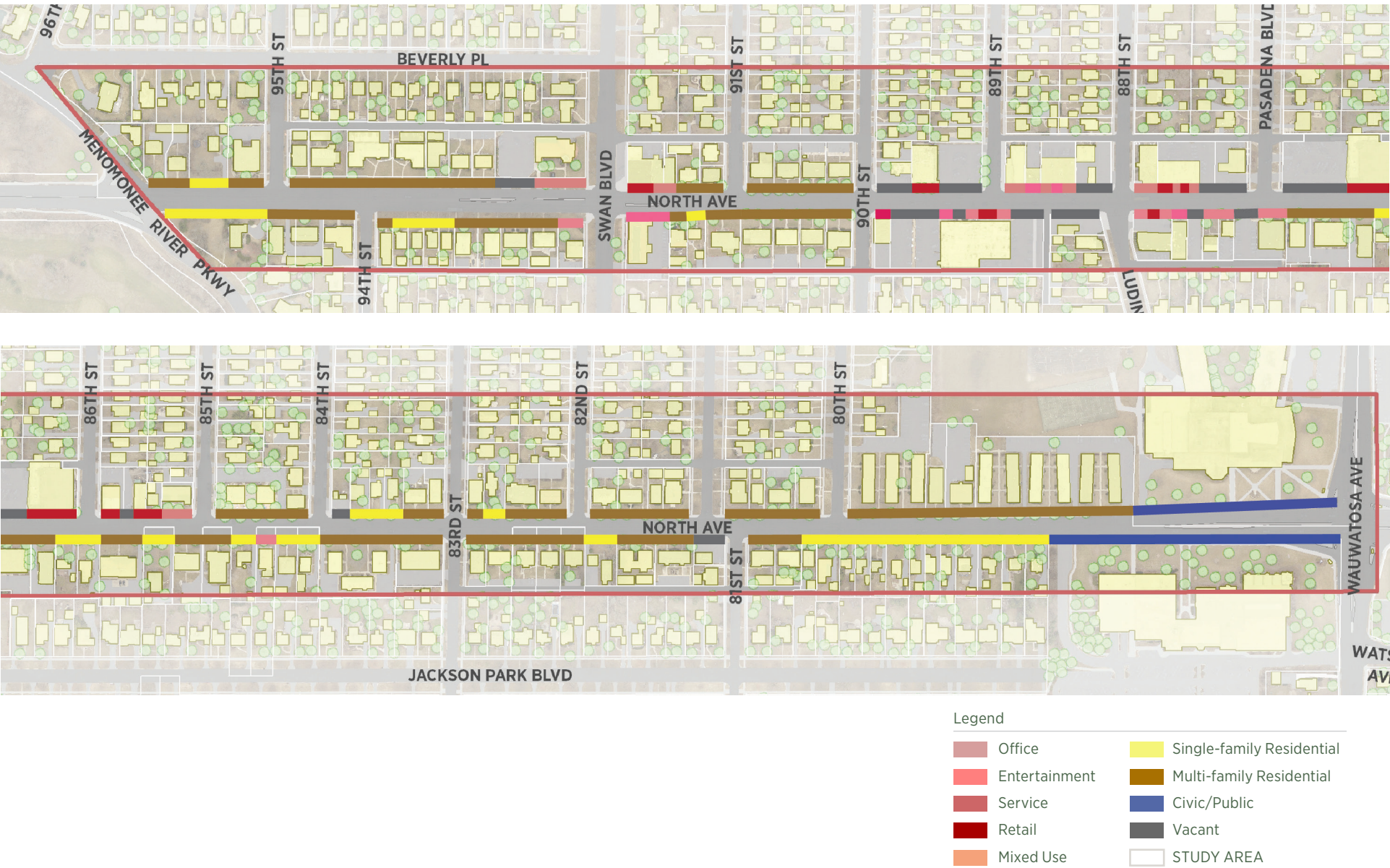


Figure 1.8: North Avenue Frontage



**FIGURE 1.9:** North Avenue Frontage - Total District (Linear Feet)

Use	North side	% North side	South side	% South side	Total	% Total
Civic	538	10%	753	13%	1,291	11%
Single Family	293	5%	1564	26%	1,857	16%
Multi-Family	2,846	52%	2,411	41%	5,256	46%
Entertainment	60	1%	152	3%	212	2%
Office	0	0%	41	1%	40.5	0%
Service Commercial	490	9%	430	8%	935	8%
Commercial	516	9%	63	1%	579	5%
Parking/driveway	608	11%	354	6%	962	8%
Vacant Lots	139	3%	140	2%	264	2%
Total*	5,490		5,907		11,396**	

*Does not include linear right-of-way intersections, thus the north and south sides of North Avenue are not equal

**Not an indication of the length of the district, but the length of properties on both sides of North Avenue

Source: RDG Planning & Design

FIGURE 1.10: North Avenue Frontage - Swan Blvd to 85th Street (Linear Feet)

Use	North side	% North side	South side	% South side	Total	% Total
Civic	-	0%	-	0%	-	0%
Single Family	-	0%	238	12%	238	6%
Multi-Family	398	21%	838	41%	1,236	31%
Entertainment	60	3%	112	5%	172	4%
Office	-	0%	41	2%	41	1%
Service Commercial	366	19%	328	16%	694	17%
Commercial	516	27%	63	3%	579	15%
Primarily parking in front	454	23%	295	14%	749	19%
Vacant Lots	139	7%	140	7%	279	7%
Total*	1,932		2,054		3,986**	

*Does not include linear right-of-way intersections or driveways, thus the north and south sides of North Avenue are not equal

**Not an indication of the length of the district, but the length of properties on both sides of North Avenue

Source: RDG Planning & Design

BUILDING USE THEMES

Residential Dominance. Multi-family and single-family residential are the majority use types along North Avenue. Multi-family residential accounts for nearly 60% of total building use and residential uses account for 62% of the street frontage (linear uses). Even within the mixed use core, residential uses comprise 36% of street frontage. Single-family use is more limited and some single-family structures near the core of the district are likely to convert to other uses.

Civic Nodes. Major public uses on the east edge of the MidTown study area include the Wauwatosa Municipal Complex (City Hall, Library, and Civic Center) and Longfellow Middle School, accounting for about 25% of overall building use. The library's strategic location in the center of Wauwatosa is underscored by its heavy usage rate, about two-times the national norm. Wauwatosa has undertaken a study of the Municipal Complex campus and facilities, largely because of the relative age of the buildings and their ability to meet future community needs.

Low, But Visible Vacancy. Building vacancy is low in MidTown, about 0.4% of building area and 2% of linear frontage. However, existing vacancies are very visible and located at key intersections. As of November, 2017, prominent vacant sites include:

- NE corner of 90th and North Ave – Former Kitchen Design Studio
- SW corner of Ludington and North Ave – Former Colony Camera
- NE corner of 84th and North Ave – Former Wauwatosa Oil station

The reuse of these sites has been a source of major community discussion and sometimes controversy.

At the time of Plan adoption, Colony Camera and adjacent sites along the south side of the street from Ludington to 90th Street are in unified ownership and present a major development opportunity. A 2016 proposal to convert the former Wauwatosa Oil station at 84th Street into a neighborhood restaurant was unsuccessful, largely over neighborhood concerns about traffic.

Parking and Access Driveways. North Avenue's commercial and multi-family uses do not extend past the alleys or property lines paralleling the corridor. Businesses have access driveways onto North Avenue and some have alley access in the rear. Within the core, side yard parking areas, front yard parking areas, and driveways account for 26% of frontage. Parking along frontages tends to degrade the walkability and overall experience of a neighborhood corridor. The shallow depth of commercial lots makes large front-yard parking lots impossible, helping to maintain pedestrian scale along the street. Maintaining a good pedestrian, bicycle, and public transportation environment helps moderate parking needs, but adequate and convenient parking is nevertheless necessary for a successful district. Sufficient on-site parking also reduces customer parking on neighboring residential streets. Key factors to consider in the continued design of the North Avenue parking environment include:

- Adequate rear buffering from adjacent residential uses
- Landscaping and site features along visible parking frontages on North Avenue
- Shared access and inter-connectedness of parking to manage the number of access cuts
- Reducing the visibility of parking by building and site design



Central Commercial. General commercial goods and services are the primary non-residential uses in MidTown, distributed across about 60 enterprises and illustrated previously in Figure 1.4: MidTown Commercial Business Types. Significant features of the district's commercial uses include the following:

- About 16% of building uses in the district are service, commercial, restaurant, and office uses
- In the seven-block mixed use core, commercial uses account for 46% of building use and 37% of linear frontage
- Most commercial buildings are single-story, with a few exceptions, such as Ray's Wine and Spirits

While most individual businesses inhabit relatively small areas, consistent with the size of lots and structures, MidTown's two largest commercial buildings, Sendik's Food Market and Anytime Fitness, are both important anchors that present some operational issues.

Sendik's, a very popular neighborhood grocery, is a highly valued part of the business community. But its congested parking lot encourages some customers to park on North Avenue and adjacent residential streets. This, along with pedestrian traffic generated by other businesses in the area, creates conflicts between vehicles and pedestrians that should be resolved.

The Anytime Fitness building includes the fitness center and five additional tenant spaces, along with two adjacent buildings: the vacant Colony Camera building and a one-story law office. This three building group, on the block between Ludington Avenue and 90th Street, is in single ownership and may present an important opportunity for unified, more contemporary development.

Building Condition

Structures are generally in good condition with the exception of a few vacant properties that have declined over time. Some minor rehabilitation and cosmetic upgrades could improve the overall appearance of the district.

Historic Character

While MidTown is not a designated historic district, the overall ensemble of buildings presents a good example of post World War II vernacular architecture.

Several specific properties in the study area were surveyed in a citywide architectural and historical survey completed in 2017. The survey did not include residential properties. Properties found potentially eligible for historic designation include:

- 8107 W. North Avenue: Dependable Auto Service building built in 1941
- 7600 W. North Avenue: Longfellow Middle School built in 1956
- 7725 W. North Avenue: Wauwatosa City Hall, Civic Center, and Library built in 1957

Above Average Condition



Average Condition



Below Average Condition



TRANSPORTATION ENVIRONMENT

The transportation environment – how people move to and through MidTown – affects both the function and the experience of the street. A preliminary design report by Ayres & Associates studying the feasibility of extending bike lanes between Wauwatosa Avenue and 92nd Street included a thorough examination of traffic operations in this segment, and is the source of some of the material presented here. In general, this section addresses transportation issues as they pertain to the overall objective of the function and experience of the environment that North Avenue presents to its residents, customers, businesses, and the traveling public.

THE STREET

North Avenue’s MidTown segment between Wauwatosa Avenue and 92nd Street is typically a 48-foot wide two-lane section with parallel parking and newly installed bike lanes. East of 80th Street, this section widens to a four-lane channelized intersection at Wauwatosa Avenue with a median, a protected left-turn pocket, and free right-turn bypass lanes for all right turn movements. The street section also widens to approximately 60-feet at the 92nd Street intersection, providing two westbound lanes, a westbound to southbound left-turn lane and, prior to 2017, two eastbound lanes merging to a single lane. Sidewalks along the segment of North Avenue are in most cases adjacent to curbs, with a typical width of 6 feet in residential areas and 8 feet in the business core.

The typical street section widens to approximately 55 feet from curb to curb between 92nd Street and Menomonee River Parkway. This section is striped as a four-lane facility with parking currently permitted on both sides of the street. The west leg of the 92nd Street intersection provides three eastbound lanes:

a recently defined right-turn only lane, a single direct lane, and a left turn lane, as well as two westbound lanes. The east leg of the Menomonee River Parkway intersection provides two direct lanes in each direction. The west leg of that intersection includes free right-turn lanes for eastbound to southbound and southbound to westbound movements, creating very difficult crossings for pedestrian and bicycle traffic on the Oak Leaf Trail, as noted below. Sidewalks through this largely residential segment are typically 5 to 6 feet wide, with varying setbacks as little as 5 feet and as much as 22 feet from back of curb.

The 2015 Ayes study indicated average daily traffic (ADT) on North Avenue in MidTown between 15,300 and 20,100 vehicles per day (vpd). ADT has remained relatively constant during the ten-year period preceding the study. Peak use occurs during typical rush hour periods, 7:00 - 8:00 am and 4:30 - 5:30 pm. North Avenue’s posted speed through Midtown is 30 mph with 20 mph limits at specific times within pedestrian crossing zones.

INTERSECTIONS

Figure 1.11 displays the volume of activity for cars, pedestrians, and bicyclists at key intersections studied in the 2015 Ayres report. Clearly, the highest volume intersection is at Wauwatosa and North Avenue, which presents special operational issues. The Ayres study considered major internal intersections: Menomonee River Parkway (MRP), 92nd Street/Swan Boulevard, 89th Street, Ludington Avenue, and Pasadena Boulevard. Of these:

- North/MRP displays the highest peak hour weekday and weekend auto volumes, followed by Swan Boulevard.
- North/Ludington has the highest weekday peak pedestrian volume, followed by Pasadena Boulevard. Both of these intersections are in the mixed use core.
- Pedestrian volume is substantially higher on weekend than weekday peaks. Highest weekend peak ped volume occurs at Swan Boulevard, followed by 89th Street, both on the western edge of the mixed use core. However, pedestrian volume at both Ludington and Pasadena are also significantly higher than their weekday peaks.

FIGURE 1.11: North Avenue Weekday Evening and Saturday Peak Hour Intersection Activity

Intersection	PEAK HOUR	TOTAL PASSENGER CARS	TOTAL PEDESTRIANS	TOTAL BICYCLISTS
Menomonee River Parkway (signalized)	Weekday Evening	3,330	9	22
	Saturday Middyay	2,450	24	28
Swan Boulevard (signalized)	Weekday Evening	3,140	14	4
	Saturday Middyay	2,250	57	27
89th Street (one-way stop)	Weekday Evening	1,860	13	2
	Saturday Middyay	1,660	53	8
Ludington Avenue (signalized)	Weekday Evening	2,310	28	28
	Saturday Middyay	1,850	47	26
Pasadena Boulevard (one-way stop)	Weekday Evening	1,870	23	10
	Saturday Middyay	1,630	42	5

Source: Ayres Associates



- Weekday peak bicycle travel is highest at the Ludington intersection in the center of the mixed use core, followed closely by MRP, which is the route of the Oak Leaf Trail.
- Leading weekend peak bicycle volumes take place at MRP, Swan Boulevard, and Ludington, and are almost identical at these three locations.
- Bicycle peak levels have substantially less weekday/weekend variation than pedestrian peak levels.

ALTERNATIVE TRANSPORTATION MODES

The analysis of intersection volumes suggest the substantial presence in the MidTown corridor of active transportation modes: pedestrian, bicycle, and public transit.

Pedestrian access is provided by sidewalks along both sides of North Avenue and other streets in the study area. A sidewalk connection is also provided between terminus of Jackson Park Boulevard and the Municipal Complex. As noted above, the mixed use core experiences the highest peak pedestrian volumes in the district. In addition, recreational walking appears to be a significant activity, although this is limited to some degree by back of curb, relatively narrow walks along much of North Avenue. Significant pedestrian travel occurs between Longfellow Middle School and North Avenue, particularly to the East Tosa segment with its substantial commercial development.

Bicycling for commuting, recreation, and other purposes is also a significant and growing part of the street's transportation picture. The Oak Leaf Trail, Milwaukee County's regional trail network, follows Menomonee River Parkway through Wauwatosa and locally connects MidTown to the Village or Wauwatosa and Hart Park. MidTown's bicycle environment was improved with the 2017 addition of bike lanes between Wauwatosa Avenue and Swan Boulevard. This addition extends continuous bike lanes along North

Avenue all the way east to the lakefront. The district also provides three Bublr bike share stations: Swan Boulevard adjacent to Colectivo, 83rd Street, and the Municipal Complex.

Public transportation is provided by two Milwaukee County Transit System bus lines. Route 21 operates along the MidTown corridor, connecting Mayfair and the University of Wisconsin-Milwaukee campus on 10 minute weekday headways. Route 31 connects Mayfair with Downtown Milwaukee and operates along North Avenue from the mall to Ludington, and continuing east along Milwaukee and Highland Avenues. This route operates on 42 to 50 minute headways.

CRASH RATES

North Avenue through MidTown accommodates four modes of urban transportation: private motor vehicles, pedestrians, bicyclists, and public transportation. The interaction of these modes can create hazards

and analysis of crash incidents can help create a safer and more comfortable environment for all. **Figure 1.12: Intersection Crash Frequencies, 2011-2013** identifies locations of crashes during this analysis period. Intersections at Menomonee River Parkway, Swan Boulevard, and Wauwatosa Avenue display the highest crash frequencies along the corridor. Another area of concern, the Ludington Ave intersection, exceeds statewide traffic safety conditions for an urban signalized intersection with a 1.22 crash rate versus the statewide average of 1.0 crashes per million vehicles entering, shown in **Figure 1.13: Intersection Crash Frequencies and Rates Per Year**.

Figure 1.14: Collision Patterns show that most crashes (52%) were rear end collisions, understandable given the speed of vehicles on North Avenue. Bicycle and pedestrian involved crashes accounted for 5% of total crashes. However, input from the community engagement process indicated



Figure 1.12: Intersection Crash Frequencies, 2011-2013

that many do not choose to cycle on North Avenue or are hesitant to cross at certain intersections because of safety concerns. The overall crash frequency in MidTown is lower than other similar arterials, but crashes are concentrated at specific locations.

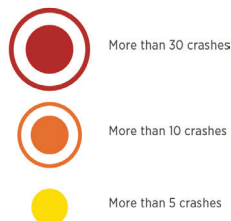
RECENT MODIFICATIONS

Wauwatosa has made some recent improvements to address short-term operational issues. These specific issues include:

- The number of motorists using a single wide travel lane and lightly used on-street parallel parking lanes outside of the mixed use core to pass other motorists on the right.
- Excessive speeds encouraged by wide travel lanes, evidenced in part by the high incidence of rear-end crashes because of failure to notice left turning vehicles.
- Difficulties encountered by pedestrians attempting to cross North Avenue, partially because of the lack of gaps in the traffic flow.
- Merge difficulties from the four-lane to two-lane sections west and east of the Swan Boulevard intersection.

Actions taken in 2016/2017 to address these issues include:

- Installing on-street bike lanes between Wauwatosa Avenue and Swan Boulevard. These lanes extend the North Avenue bikeway from the Milwaukee lakefront, reduce travel lane width, and sharply reduce the perception that space is available for right-side passing. These bike lanes are an initial installation that may be upgraded as part of an overall MidTown enhancement program, with options discussed later in this plan.
- Establishing a right-turn only restriction for the eastbound curb lane approaching the Swan Boulevard intersection, designating only a single lane of continuing eastbound traffic.
- Installing Rectangular Rapid Flashing Beacons (RRFB's) at pedestrian crossings at 83rd and 90th Streets.

FIGURE 1.13: Intersection Crash Frequencies and Rates Per Year

Intersection	AVERAGE CRASH FREQUENCY (PER YEAR)	CRASH RATE (PER MILLION ENTERING VEHICLES)
Menomonee River Parkway	10	1.08
Swan Boulevard	10.3	1.01
Ludington Avenue	6	1.22
Pasadena Boulevard	5	.42
Wauwatosa Avenue	13	1.05

Source: Ayres Associates

FIGURE 1.14: West North Avenue Collision Patterns by Intersection

	REAR-END	LEFT-TURN	RIGHT ANGLE	FIXED OBJECT	PED/BIKE	INVOLVED PARKED/ PARKING VEHICLE
Wauwatosa	14	10	4	1	3	0
Rozmus	0	3	1	1	0	0
80th St	5	0	0	1	0	0
81th St	1	0	0	0	0	1
82th St	0	0	0	0	0	0
83th St	2	3	1	0	0	0
84th St	6	0	2	1	0	0
85th St	3	0	0	0	0	0
86th St	6	0	0	0	0	0
Pasadena	10	0	3	1	0	1
Lundington Ave	12	1	1	0	0	2
89th St	3	3	0	0	0	2
90th St	3	0	2	0	2	0
91th St	9	0	0	0	0	1
Swan Blvd	11	6	4	1	3	2
94th St	0	0	0	0	0	0
95th St	5	1	0	1	0	0
Men. River Pkwy	19	4	2	1	2	0
Total	109	31	20	8	10	9
Percentage	52%	15%	10%	4%	5%	4%

Source: Ayres Associates

Other unresolved issues are considered on the following pages.

Traffic Analysis

Figure 1.15: Conflict Areas, on the next page identifies high traffic issue areas along the MidTown corridor. The major problem areas include:

The Wauwatosa Avenue Intersection. The design of this highly auto-dominant intersection is inconsistent with the lower-speed, two-lane street

sections of both the reconfigured East Tosa segment and the two-lane MidTown section of North Avenue. Right-turn bypass lanes and medians require a pedestrian to negotiate about 170 feet of pavement to cross North Avenue in designated crosswalks. The pedestrian journey from the northwest corner (Longfellow Middle School) to the southeast corner is about 275 feet. The high-speed appearance of the intersection, combined with the westbound downgrade from Wauwatosa Avenue appears to speed traffic entering the MidTown district. Finally,

Longfellow Middle School has a drop-off/pick-up turnout on north side of North Avenue just west of the intersection that causes additional congestion and occasional double parking, conflicting with through traffic.

Pasadena Boulevard. A variety of conflicts occur in a small area, caused in part by parking lot traffic from Sendik's, Tosa Pediatrics, and North Shore Bank, truck loading in the north alley, heavily used on-street parking, and a significant number of pedestrians crossing North Avenue at this point.

Ray's Liquor store area at 89th Street. The parking lot to Ray's, an important retail destination, has two access points along North Avenue. Ray's and the Anytime Fitness cluster of businesses generate significant pedestrian traffic, but rarely make the detour to the signalized intersection at Ludington or the RRFB-protected crossing at 90th.

Swan Boulevard near Colectivo. Colectivo Coffee and other businesses generate significant foot and bicycle traffic, and Swan Boulevard is a direct route to the Oak Leaf Trail and County Grounds area. Despite recently-installed signage, eastbound motorists still appear to have difficulty reading the sudden transition from two to one direct lane, with unprotected on-street parking further complicating matters.

Menomonee River Parkway/Oak Leaf Trail. The Oak Leaf Trail, with heavy pedestrian and bicycle use, crosses North Avenue at this obliquely angled intersection. Its geometry and free right-turn bypass lanes and medians create some of the same access problems as found at Wauwatosa Avenue. Pedestrians and bicyclists on the trail must negotiate an approximately 185-foot crossing distance with offset curb cuts and mast arm supports obstructing the way. The free right turns create further conflicts with motor vehicles.

Figure 1.15: Conflict Areas



Potential Safety Directions

Previous studies, including the 2015 Ayres study of North Avenue and the 2014 Bicycle/Pedestrian Facilities Plan, included possible directions to address these issues and troublesome locations. Among these were the following:

- High visibility crosswalks at most bus stops and intersections along North Avenue (except at 84th Street, Pasadena Boulevard, and 94th Street).
- Pedestrian refuge islands at 83rd Street and 90th Street.
- Traffic signal mast arms at Ludington Avenue to increase visibility and reduce rear-end and left turning crashes at the intersection.
- Selected left turn prohibitions.
- Re-timing the traffic signals at Swan Boulevard to reduce eastbound queuing, prohibit northbound 'Right Turns on Red' for better pedestrian safety, and increase the number of gaps available for turning movements.
- Improved access management and decreased number of curb cuts directly onto North Avenue.



PARKING

Parking is an extremely challenging issue for walkable urban commercial corridor. While many of us want to increase the number of people who walk, bike, or ride transit to their destinations, people in most cities (with notable but rare exceptions) travel by car. A parking space with circulation for one of those cars occupies an average of 350 square feet, a rare commodity in urban districts. Parking also has an impact on the character of a business street, breaking up the interest and continuity of a block. But businesses in urban districts compete with other businesses that provide plentiful, free, and convenient parking. To remain competitive, we must provide just the right amount of parking and the right level of convenience, without losing the character that makes a street attractive. In addition, adequate and convenient parking minimizes the search for spaces and reduces overflow into adjacent residential neighborhoods.

When people perceive that a district has a parking issue, it is important to understand the nature of the problem. Is it an issue of quantity, location, visibility, functionality, or appearance? This section will help answer that question for MidTown. Development and street design needs to consider both parking supply and the visual appeal of parking areas. Parking alternatives should optimize the balance of safety, parking supply, customer convenience, and experience.

Parking Supply

Figure 1.16 and **Figure 1.17** shows the existing parking supply in the district. An inventory of existing parking in the corridor shows 292 on-street parking spaces strictly on North Avenue and 751 off-street parking spaces (including commercial, multi-family residential areas, and vacant properties). When the half blocks north and south of North Avenue are included, the number of on-street spaces increases to 432.

Figure 1.16: MidTown Parking Supply

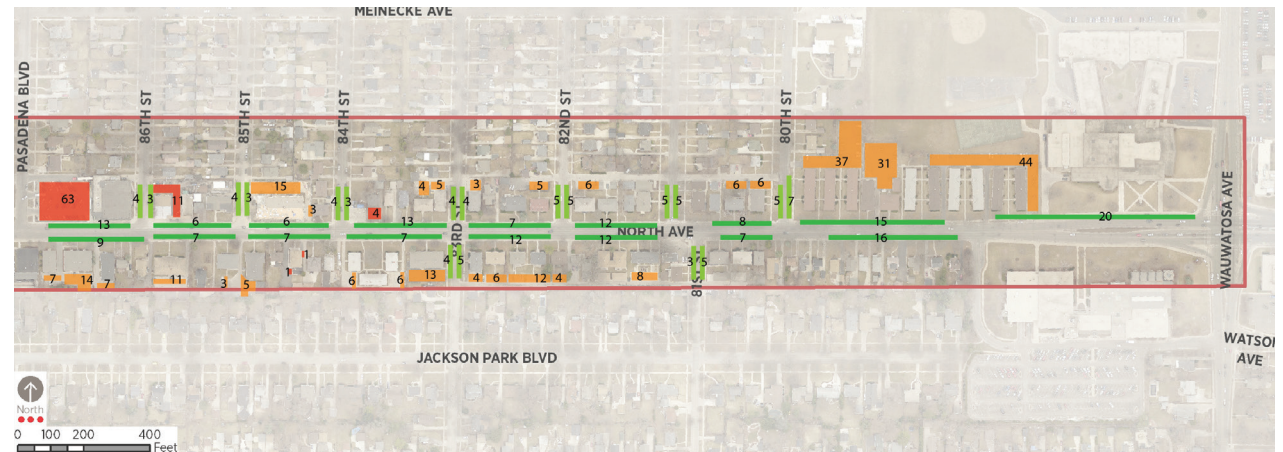


FIGURE 1.17: MidTown Parking Supply

TOTAL PARKING SUPPLY		SWAN TO 85TH STREET PARKING SUPPLY	
Off-street	751	Off-street	447
Commercial	399	Commercial	350
Multi-Family	352	Multi-Family	97
On-Street	432	On-Street	168
North Ave	292	North Ave	113
North/South half blocks	140	North/South half blocks	55
TOTAL	1,183	TOTAL	615

Source: RDG Planning & Design; Ayres Associates

Off-street parking supply combines areas designated for multi-family residents and commercial customers. Approximately 352 parking spaces are provided for multi-family developments and 399 for commercial uses. The parking supply calculations exclude off-street spaces for single-family homes and the lots at Longfellow and the Municipal Complex.

Parking Regulations

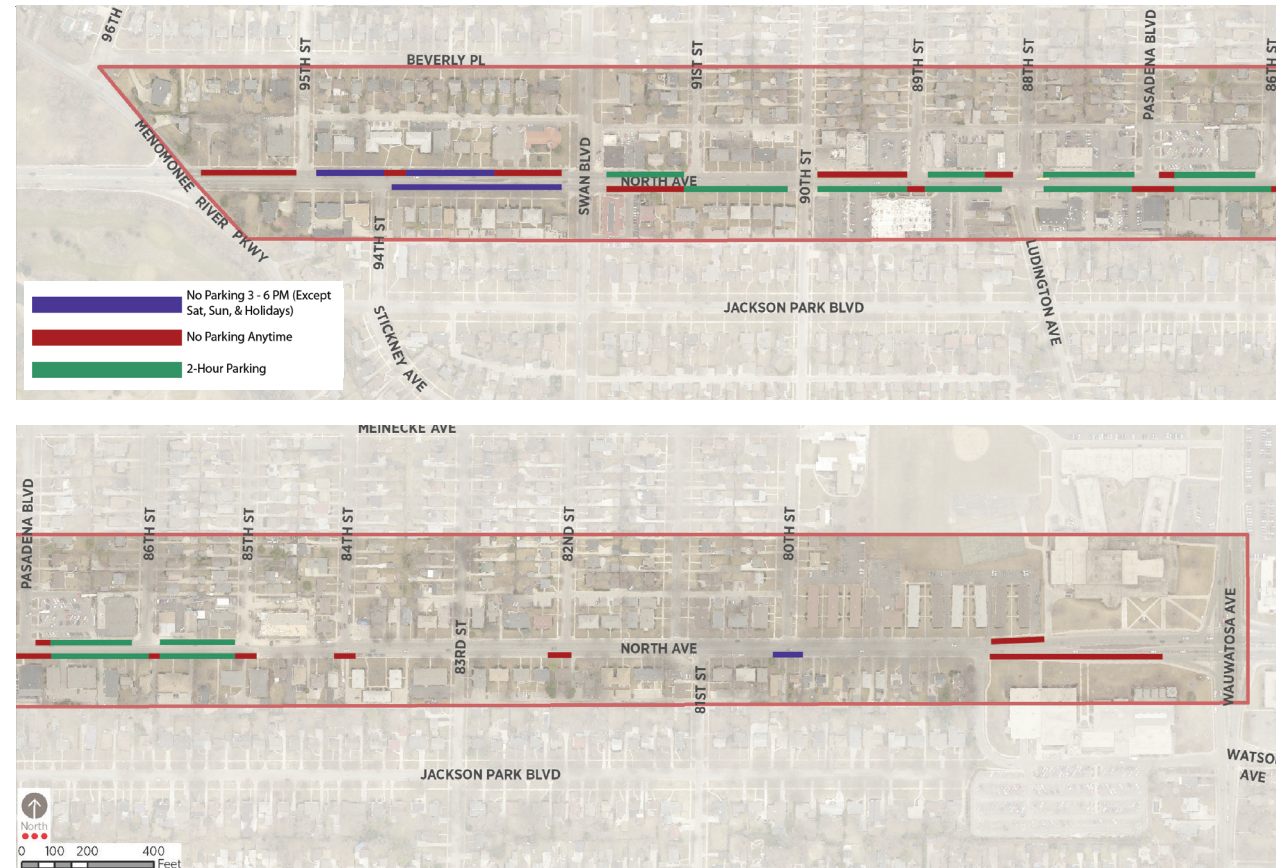
Aside from off-street parking restrictions on private lots, on-street parking restrictions vary for different parts of the corridor, as illustrated prior to the installation of bike lanes in the fall of 2017 in **Figure 1.18**.

- No parking anytime.
- Weekday evening restriction - prohibits parking during the weekday evening time period between 3:00PM and 6:00PM, Monday through Friday. During this period, the parking lane serves as a second traffic lane to alleviate peak hour congestion.
- 2-hour parking - Time limit from either 9:00AM to 6:00PM or from 9:00AM to 10:00PM, except for Saturdays, Sundays, and holidays.

Parking Demand

As we know, most commercial uses are clustered in the core segment between Swan Boulevard and 85th Street. We also know that the Municipal Complex and Longfellow are meeting their parking requirements on-site and assume that multi-family projects are also meeting their own parking requirements. Thus, parking demand in MidTown is primarily generated by commercial uses that see regular turnover and frequent visits. **Figure 1.19** shows the parking demand for commercial uses between Swan Boulevard and 85th Street, with the surplus or gaps in parking by block illustrated in **Figure 1.20: Parking Surplus(Gaps) by Block**.

Figure 1.18: On-Street Parking Regulations



Calculations of parking demand:

- Are based on the square footage of commercial building use on each block and district wide;
- Measure spaces needed per 1,000 square feet of building use;
- In single use multi-family buildings, are considered as private by residents and not included in supply or demand calculations.
- Use two methods:

1. Demand per 1,000 square feet based on use type:
 - Retail Commercial - 2
 - Service Commercial - 3
 - Restaurant - 4.5
 - Office - 2.2
 - Upper story residential - 1
2. Demand based on 4 spaces per 1,000 square feet for all commercial uses, a conservative method for parking demands in a general mixed-use district.

Parking Balance

Overall parking demand appears to be met in the mixed-use core when including on-street parking. There are 511 total parking spaces with demand ranging from 383 – 505 parking spaces. Nonetheless, there are factors that affect the parking environment that include:

- Design that causes congestion or appears to be difficult to use during peak hours.
- Parking needs vary by block and require people to park in a place that they perceive to be inconvenient or far from their destination, including crossing North Avenue. People generally feel 300 feet as a comfortable walking distance.
- Spaces are hard to find, disorienting, or not sufficiently secure.

For example, Sendik's grocery store is approximately 15,500 square feet, requiring about 31-61 parking spaces measuring by commercial use requirements or by 4 spaces per 1,000 square feet. Sendik's off-street lot provides 63 spaces with some additional on-street spaces available as well. However, the parking lot seems full most times of the day. Drive aisles are tight and require difficult maneuvering. Some stalls are taken out of service because of truck deliveries, and evening peaks may require more parking at specific times. It is a testimony to the unique quality of Sendik's that its customers understand these limitations and the store prospers.

By way of comparison, the 88th to Pasadena Blvd mixed-use block to the west of Sendik's has about 15,000 square feet of commercial/service space and supplies 21 off-street spaces with 12 on-street spaces. Comparing the supply versus a projected demand of 42-60 spaces shows a parking gap of 9-27 spaces. However, the uses on this block, including a bank that does much of its business through a drive-through and others that operate on an appointment, reduce parking demand.

FIGURE 1.19: MidTown Parking Supply and Demand

	BLOCK	DEMAND 1 (USE TYPE)	DEMAND 2 (4 PER 1,000 SQ. FT.)	ON- STREET	OFF- STREET	TOTAL SUPPLY	SURPLUS/ GAP 1 (USE TYPE)	SURPLUS/ GAP 2 (4 PER 1,000 SQ. FT.)
North Side	Swan to 91st	29	38	26	5	31	2	-7
	91st to 90th	0	0	24	0	24	24	24
	90th to 89th	44	54	2	39	33	-3	-13
	89th to 88th	52	61	12	21	33	-19	-28
	88th to Pasadena	42	60	12	21	33	-9	-28
	Pasadena to 86th	31	62	17	63	80	49	18
South Side	86th to 85th	32	51	13	11	24	-8	-27
	Swan to 90th	34	27	11	25	36	2	9
	90th to 88th	67	90	26	108	134	67	44
Total	88th to 86th	52	62	18	57	75	23	13
	Total	383	505	161	350	511	128	6

Figure 1.20: Parking Surplus(Gaps) by Block - Swan Blvd to 85th Street



MIDTOWN TODAY CONCLUSIONS

The existing conditions in MidTown shape the framework to strategically plan around, combined with the market potential and community preferences detailed in Chapters 2 and 3. Key points of focus include:

Residential Activity. Multi-family residential uses along the North Avenue frontage increases pedestrian activity and supports the business district. Multi-family uses create the transition into the commercial core of MidTown. Residents of surrounding urban single-family blocks, including younger households with children, view North Avenue as part of their territory as well, creating an unusual integration of different types of densities and uses.

Pedestrian Scale Buildings. Building are small in scale and are compatible with the surrounding neighborhoods. Commercial buildings along sidewalks provide comfort and variety to pedestrians walking along North Avenue.

Neighborhood and Service Focused Commercial. Service commercial is the primary non-residential use. Some of these businesses are appointment- or membership-based, reducing mitigate parking demand but not generating foot traffic. However, other retailers are destination businesses that have regional attraction and benefit from a location near the state's largest regional mall.

Traffic and Access Management. North Avenue has a number of direct access points, and left-turns without sufficient gaps in traffic flow that can prove challenging. Traffic speeds, intersection geometries, and different modes of travel in the same space can create a difficult operational environment. An effective development concept for MidTown must resolve speed, safety, and traffic conflict issues.

Parking. Parking needs vary by block and use types. The balance between on-street regulations and off-street needs are an essential consideration for any redevelopment or changes to the streetscape. In addition, many parking lots lack landscaping and visual appeal. Opportunities for greater design efficiency and consolidation of access points are present.

Limited, but Prominent Vacancy. Vacancy in MidTown is low. However, these buildings are located at key intersections and detract from the first impression that visitors get of the district.

Building Maintenance. Good maintenance of the existing building stock will help retain the character of MidTown. Some visible signs of wear and tear are present, but not concentrated to a specific block or area. However, some sites, currently occupied by small multi-family structures built after World War II, are likely to experience pressure for more contemporary or larger-scale development. When redevelopment occurs, it should capture the fundamental character, scale, and rhythm that defines the North Avenue corridor.







CHAPTER 2

Market Potential

Existing physical conditions consider the character and experience that MidTown offers, but not necessarily the market forces that can generate new demand. A market review evaluates opportunities and niches for new MidTown businesses. Past and current retail consumer trends give insights into the types of businesses that MidTown can and should support in the context of other business districts in Wauwatosa. A successful urban district should attract people for a variety of reasons to encourage desirable activity.

DEMOGRAPHICS

A review of citywide demographic trends sets a baseline for analyzing MidTown's markets and how the preferences of households adjacent to MidTown may differ from the city as a whole.

Population Characteristics

- The population of Wauwatosa declined steadily from 1980 to 2010, shown in **Figure 2.1**. Population began to rebound in 2016 back to 2000 population levels attributed to large scale redevelopment, a growing preference for urban living, and Wauwatosa's attraction to a new generation of family households who are beginning to have children.
- Growth in Wauwatosa since 2010 is similar to that of other metropolitan area cities, as shown in **Figure 2.2**.
- Wauwatosa attracts young professionals and families. Populations aged 25-34 exceeded forecasts based only on natural population growth between 2000 to 2010, as shown in **Figure 2.4**. This indicates movement of younger households into Wauwatosa.
- Wauwatosa has experienced in-migration of seniors above age 75, possibly the result of new assisted living facilities or alternative housing options.
- Estimates show the population growing by an increasing rate since 2010. By 2030 the City could reach a population of 49,775 at a 0.25% annual growth rate and 51,669 at a 0.5% annual growth rate. Factors such as replacement of small, aging households by larger, younger families, and redevelopment are likely to move toward the higher projection.

FIGURE 2.1: Historical Population Change

	1960	1970	1980	1990	2000	2010	2016
Population	56,923	58,676	51,310	49,328	47,271	46,396	47,945
Annual growth rate		0.30%	-1.3%	-0.4%	-0.4%	-0.19%	0.13%

Source: U.S. Census

FIGURE 2.2: Comparable City Population Growth

		WAUWATOSA	MENOMONEE FALLS	WAUKESHA	BROOKFIELD	WEST ALLIS	MILWAUKEE
Population	2015	47,126	35,884	71,324	38,000	60,677	599,498
	2010	46,396	35,221	69,946	38,198	60,009	589,697
	% Change	1.6%	1.9%	2.0%	-0.5%	1.1%	1.7%

Source: U.S. Census

FIGURE 2.3: Wauwatosa Age Distribution, 2010

2010 Actual	TOTAL	PERCENT
0-15	8,437	18.2%
15-19	2,434	5.2%
20-24	2,041	4.4%
25-34	7,309	15.8%
35-44	6,053	13.0%
45-54	6,775	14.6%
55-64	5,639	12.2%
65-74	2,789	6.0%
75-84	2,782	6.0%
85+	2,137	4.6%
Total	46,396.00	100.0%

Source: U.S. Census

FIGURE 2.4: Predicted Versus Actual, 2000-2010

	2010 PREDICTED	2010 ACTUAL	DIFFERENCE
0-15	7,822	8,437	615
15-19	2,830	2,434	-396
20-24	3,125	2,041	-1,084
25-34	4,518	7,309	2,791
35-44	6,769	6,053	-716
45-54	7,708	6,775	-933
55-64	6,327	5,639	-688
65-74	3,081	2,789	-292
75-84	2,397	2,782	385
85+	1,937	2,137	200
Total	46,516	46,396	-120

Source: RDG Planning & Design

Economic and Housing Characteristics

- Households in Wauwatosa have relatively high incomes. Median income in 2015 was estimated at \$69,460. Household incomes in Wauwatosa are in the middle of a sample of comparable metropolitan area communities. **(Figure 2.5)**
- Home values in Wauwatosa are also relatively high with a median value of \$220,800. A common measure of affordability is a value to income ratio. For example, an affordable, self-sustaining housing market, with adequate value and revenues to support market-rate new construction, typically exhibits a value to income ratio between 2.5 to 3.0. Ratios above 3.0 present significant affordability issues while ratios below 2.0 are significantly undervalued relative to income.
- Wauwatosa has a V/I ratio of 3.18 indicating that housing overall may stretch the resources of some households. However, Wauwatosa value/income ratio is similar to that of surrounding cities.
- Much of Wauwatosa's workforce finds employment outside the city, shown in **Figure 2.7**. About 7.4% of those that work in Wauwatosa also live in Wauwatosa.
- However, a far larger number of people commute into Wauwatosa for employment, not surprising given the presence of the Medical Center and major private employers. At some level, these employees are also consumers of goods and services in the City.

FIGURE 2.5: Comparable City Characteristics

		WAUWATOSA	MENOMONEE FALLS	WAUKESHA	BROOKFIELD	WEST ALLIS	MILWAUKEE
Median Household Income	2015	\$69,460	\$73,350	\$59,547	\$92,518	\$45,221	\$35,958
	2010	\$64,574	\$68,677	\$56,248	\$86,791	\$44,136	\$35,921
	% Change	7.6%	6.8%	5.9%	6.6%	2.5%	0.1%
Median Home Value		\$220,800	\$224,800	\$192,200	\$283,000	\$141,700	\$118,200
V/I Ratio		3.18	3.06	3.23	3.06	3.13	3.28

Source: U.S. Census

FIGURE 2.6: Wauwatosa Economic and Housing Characteristics

	2000	2010	2015
Median Household Income	\$54,519	\$64,574	\$69,460
Median Home Value	\$138,500	\$231,300	\$220,800
Owner Occupied	68%	65%	63%
Renter Occupied	32%	35%	37%

*Dollar values between years are not adjusted for inflation and not meant for direct comparisons.

Source: U.S. Census

Figure 2.7: Employment inflow/Outflow



Source: U.S. Census

MIDTOWN TRADE AREA

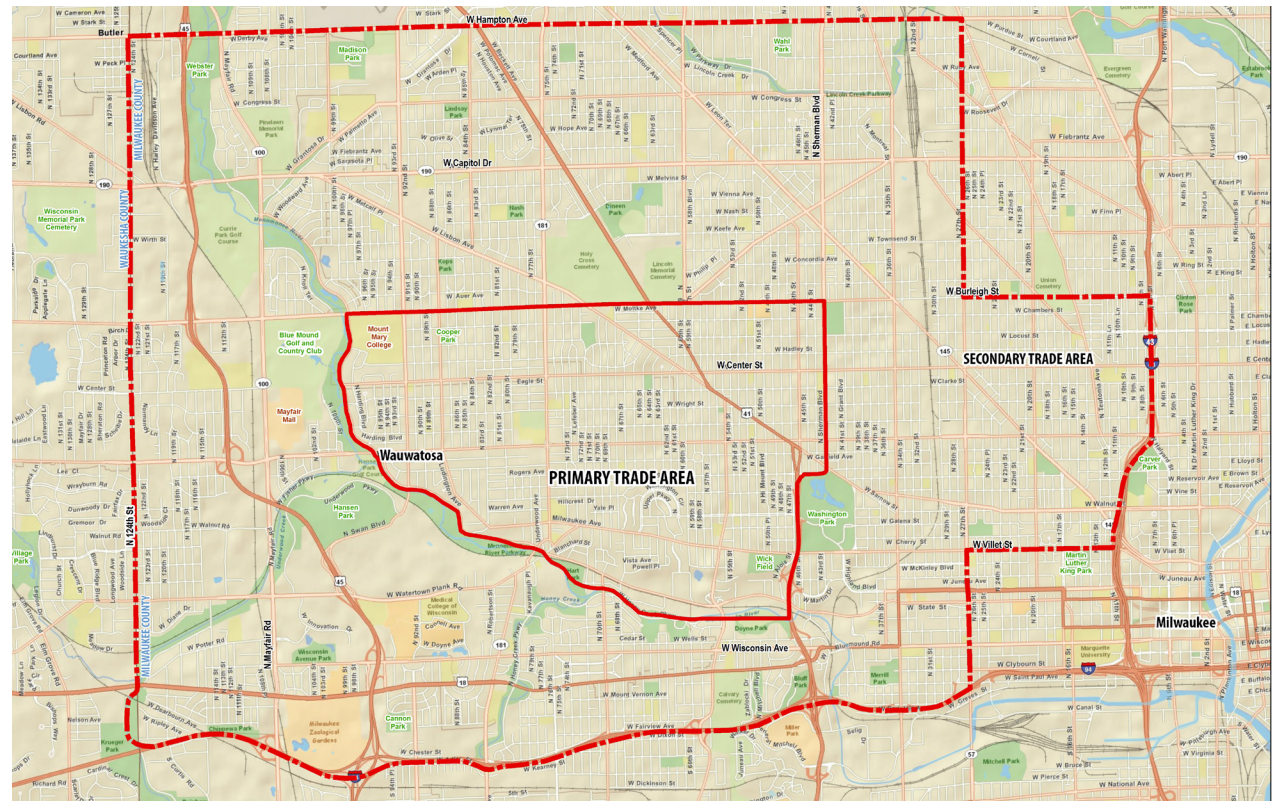
A deeper business and retail spending analysis recognizes different trade areas. The trade areas for MidTown are the same as those for East Tosa, evaluated as part of the North Avenue East Tosa planning process in 2011. Both districts pull from the same general market area, with primary consumers coming from immediately surrounding neighborhoods. Defining the market trade area can vary depending on the objective of the analysis. Trade areas are often defined by a distance radius around a specific point. In this case, however, trade area definitions consider natural decision points and travel routes that may cause people to shop in one area over another. For example, the need to drive across major intersections or congested roads that produce long delays and general frustration may lead a consumer to make a different choice.

The density of the region presents challenges as people have dozens of choices for restaurants and shopping within a short time and distance. Thus, the market analysis considers potential gaps and opportunities in the market under the trade area assumptions. Intangible or other physical barriers that consumers consider in their decision to shop in certain areas are addressed in other portions of this document.

Potential MidTown trade areas are defined as follows, shown in **Figure 2.8:**

Primary Trade Area. Includes the City of Wauwatosa east and north of Menomonee River Parkway. It also includes areas of Milwaukee within about a mile of the boundaries of the study area. Burleigh Street forms the northern border and US 41/Sherman Avenue forms the eastern boundary of this trade area. It incorporates the constituent neighborhoods of the East Tosa Alliance, as well as surrounding areas with a strong retail and service affinity for North Avenue. The primary trade areas does not include Mayfair Mall.

Figure 2.8: MidTown Market Trade Areas



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 W. Villet Streets. Residents of these areas are likely to consider North Avenue retailers and services as one of several routine choices convenient to their homes or prioritize a special visit to a unique or well-regarded establishment. Although MidTown contains its own unique businesses and atmosphere, the district still competes with other commercial centers that offer everyday services, restaurants, and grocery options. The commercial districts that most directly affect MidTown include:

- **Mayfair Road.** Large scale commercial stores encourage one-destination shopping while also providing entertainment options. Mayfair attracts customers from across the metro and region.
- **East Tosa.** East Tosa provides a variety of restaurant options and everyday services. Similar in scale to MidTown, but with a more extensive retail district, East Tosa has evolved into a destination district for customers looking for a specific restaurant or purchase, but also serves the surrounding neighborhood.
- **The Village.** The traditional and historic center of Wauwatosa, the Village offers specialty shops, restaurants, and unique experiences for visitor. Offices generate daytime foot traffic from employees in the district.

Business Mix

The primary trade area includes a slightly larger population than Wauwatosa at 51,964. The secondary trade area includes a total residential population of 203,826, shown in **Figure 2.9**. The business and employment mix is similar in both the primary and secondary trade areas.

Figures 2.10 and 2.11 illustrate the business mix of the trade areas. In summary:

BUSINESSES

- Retail trade (15.7% of establishments) and other services (17.5%) are the most prevalent businesses in the primary trade area. When the secondary trade area is added, health care and social assistance (15.8%) businesses have the largest share.
- Of retail business types, miscellaneous stores are the most plentiful (19%) in the primary trade area followed by food and beverage stores (11%), motor vehicle dealers (11%), and clothing stores (11%).
- When the secondary trade area is added, clothing stores become the most common retail trade business (17%) as a result of business in the Mayfair mall.

EMPLOYMENT

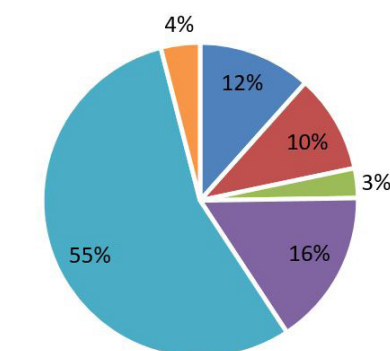
- Most employment in the primary and secondary trade area is in health care and social services and educational services.

FIGURE 2.9: Trade Area Characteristics

	PRIMARY TRADE AREA	SECONDARY TRADE AREA
Total Businesses:	1,371	6,528
Total Employees:	14,030	98,201
Total Residential Population:	51,964	203,826
Median Household Income	\$54,940	\$40,421

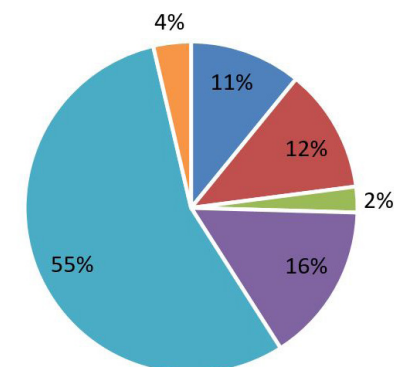
Source: ESRI, 2017

Figure 2.10: Primary Trade Area Business Mix

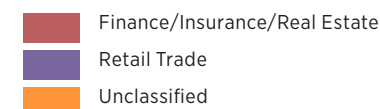


Source: ESRI, 2017

Figure 2.11: Secondary Trade Area Business Mix



Source: ESRI, 2017



Consumer Spending

Where consumers devote spending can indicate opportunity markets. **Figure 2.12** compares annual household expenditures by product type in each trade area to an indexed national average of 100, also known as the Spending Potential Index. Therefore, scores greater than 100 indicate that consumers spend more on a good or service compared to the rest of the nation.

Spending patterns in the primary trade area are not significantly different from national averages. However, spending patterns including the secondary trade are typically lower than national averages across all categories.

Retail Sales

A way to evaluate local economic roles in the region is to consider spending and retail sales patterns. **Figure 2.13** indicates the total retail sales in each trade area: the primary area, the secondary area (area excluding the primary trade area), and the total trade area (includes both the primary and secondary trade area). Identifying surpluses and gaps in the market unveils where opportunities may exist to build upon.

- Surplus (negative difference) indicates actual spending exceeds anticipated spending. A surplus indicates the area is a destination for certain goods and services. Efforts may be directed toward expanding this area of demonstrated strength.
- Gap (positive difference) indicates actual spending that falls short of anticipated sales. A gap suggests that people are traveling elsewhere for a good or service. If the gap is large enough to support a new venture, efforts should be made to recruit or incubate a business to fill the gap.

FIGURE 2.12: Consumer Spending Index

	PRIMARY TRADE AREA	TOTAL TRADE AREA
Households	21,310	80,215
Income	\$54,940	\$40,421
Product or service		
Apparel and Services	98	76
Entertainment & Recreation	95	73
TV/Video/Audio	96	78
Food	97	76
Food at home	96	77
Bakery and Cereal Products	96	77
Meats, Poultry, Fish, and Eggs	96	78
Dairy Products	95	76
Fruits and Vegetables	97	76
Snacks and Other Food at Home	96	77
Food Away from Home	97	75
Alcoholic Beverages	99	76
Pets	90	70
Home		
Mortgage Payment and Basics	91	67
Maintenance and Remodeling Services	88	66
Maintenance and Remodeling Materials	84	66
Utilities, Fuel, and Public Services	94	77

Total retail sales rise significantly between the primary and secondary market. The retail spending gap in the primary trade area is offset by the surplus in the secondary trade area when adjusting for retail industries that do not create commercial space. However, the surplus in food and drink purchases is comparably lower.

FIGURE 2.12: Consumer Spending Index (cont.d)

	PRIMARY TRADE AREA	TOTAL TRADE AREA
Household Operations		
Child Care	100	74
Lawn and Garden	86	65
Moving/Storage/Freight Express	101	75
Household Furnishings and Equipment		
Household Textiles	97	75
Furniture	98	76
Rugs	96	72
Major Appliances	90	68
Housewares	96	74
Small Appliances	97	75
Luggage	98	74
Telephones and Accessories	100	81
Transportation		
Payments on Vehicles excluding Leases	93	73
Gasoline and Motor Oil	94	75
Vehicle Maintenance and Repairs	94	74
Travel		
Airline Fares	97	70
Lodging on Trips	93	69
Auto/Truck Rental on Trips	94	69
Food and Drink on Trips	94	70

Figure 2.14 on the next page shows the retail gaps and surpluses in every industry group. In summary:

PRIMARY TRADE AREA

- Households in the primary trade area spend more outside the area than in it. There are retail gaps in nearly every category - less spending than anticipated based on population. This means people in the primary trade area are choosing locations other than the area more often to purchase these products. This is predictable because larger commercial districts in the region have a stronger market pull factor, as referenced in the Burleigh Triangle Market Analysis
- Retail businesses in the primary trade area that are attracting customers from outside the area or retaining households in the area include:
 - Beer and liquor stores
 - Florists
 - Specialty food stores
- The largest gaps occur in general merchandise stores and department stores.

SECONDARY TRADE AREA

- The secondary trade area sees surpluses in nearly every category - attracts people from outside the trade area to spend money – with about \$1.2 billion in annual retail sales.
- Major importing retail businesses include:
 - Clothing and accessory stores
 - Furniture stores
 - Health and personal care
- The secondary area has gaps in several retail categories including:
 - Drinking places
 - General Merchandise stores
 - Building material dealers
 - Used Merchandise Stores
 - Auto Parts stores

FIGURE 2.13: Retail Trade Summary

	TOTAL RETAIL TRADE, FOOD AND DRINK* (\$MILLIONS)				TOTAL FOOD AND DRINK (\$MILLIONS)			
	Retail Potential	Retail Sales	% Total Sales	Gap (Surplus)	Retail Potential	Retail Sales	% Total Sales	Gap (Surplus)
Primary	\$586.8	\$255.0	15%	\$331.7	\$79.2	\$45.2	20%	\$33.9
Secondary	\$1,144.6	\$1,495.8	85%	(\$351.1)	\$150.9	\$186.4	80%	(\$35.4)
Total	\$1,731.4	\$1,750.8		(\$19.3)	\$230.2	\$231.7		(\$1.5)

* Adjusted to exclude auto dealers, online retail, and gas stations
Source: ESRI, 2017

Retail Space Growth

Potential growth created by retaining expenditures that now leak outside the primary trade area determines much of the potential need for retail space. As expected for an area containing the state's largest single retail center, the secondary market imports consumer dollars. With the diverse mix of retail options in and around Wauwatosa, customers can choose from many consumer alternatives. Considering the added factor of on-line sales, the future of retailing in a small area is difficult to predict and may depend largely on the uniqueness or creativity of individual retailers. However, there are targeted opportunities within the trade area, and MidTown can expect to attract a portion of these.

Large retail gaps indicate a potential for additional/new businesses in the primary trade area. However, larger format businesses are not appropriate to MidTown's small lots, where the largest single spaces are less than 20,000 square feet. Furthermore, existing businesses saturate the immediate market area for certain products. For example, some forms of specialty foods could succeed in MidTown, but a competitor to Sendik's is both unlikely and inadvisable.

The businesses most suitable for MidTown are small specialty stores and restaurants. The following retail options for MidTown can fill gaps in the primary trade area and build around demonstrated strengths.

OPPORTUNITIES

Health and Personal Care Stores. A \$15 million gap corresponds to about 30,000 square feet of retail space in the primary trade area. With close proximity to the Milwaukee Regional Medical Center and existing health services along North Avenue, new health stores could continue to build a niche market in MidTown. Consumer preferences toward healthier options also build on the sustainability of this market.

Sporting Goods, Hobby, Book & Music Stores. The gap for these specialty stores (\$14 million) could support about 25-30,000 square feet of retail space in the primary trade area. A portion supported within MidTown would complement other stores that established themselves successfully in the district such as Ruckus and Glee (a toy store that relocated in 2017 to the 68th and Wells business cluster) and Candy Bouquet. These business types contribute to a business mix where people will park once and walk from store to store in a business core.

FIGURE 2.14: Gap Analysis

INDUSTRY SUMMARY	PRIMARY & SECONDARY TRADE AREA			PRIMARY TRADE AREA			SECONDARY TRADE AREA		
	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)
Total Retail Trade and Food & Drink	\$2,446,020,292	\$2,145,355,232	\$300,665,060	\$827,147,751	\$300,675,474	\$526,472,277	\$1,618,872,541	\$1,844,679,758	-\$225,807,217
Total Retail Trade	\$2,215,799,864	\$1,913,606,929	\$302,192,935	\$747,895,157	\$255,388,719	\$492,506,438	\$1,467,904,707	\$1,658,218,210	-\$190,313,503
Total Food & Drink	\$230,220,429	\$231,748,303	-\$1,527,874	\$79,252,594	\$45,286,755	\$33,965,839	\$150,967,835	\$186,461,548	-\$35,493,713
Adjustment	\$1,731,429,804	\$1,750,828,589	-\$19,398,785	\$586,760,766	\$255,006,194	\$331,754,572	\$1,144,669,038	\$1,495,822,395	-\$351,153,357
Industry Group									
Motor Vehicle & Parts Dealers	\$510,907,366	\$283,014,466	\$227,892,900	\$172,539,252	\$27,476,771	\$145,062,481	\$338,368,114	\$255,537,695	\$82,830,419
Automobile Dealers	\$415,081,423	\$169,578,141	\$245,503,282	\$139,824,228	\$18,341,494	\$121,482,734	\$275,257,195	\$151,236,647	\$124,020,548
Other Motor Vehicle Dealers	\$64,185,679	\$87,497,127	-\$23,311,448	\$21,969,492	-	\$21,969,492	\$42,216,187	\$87,497,127	-\$45,280,940
Auto Parts, Accessories & Tire Stores	\$31,640,265	\$25,939,198	\$5,701,067	\$10,745,532	\$9,135,277	\$1,610,255	\$20,894,733	\$16,803,921	\$4,090,812
Furniture & Home Furnishings Stores	\$64,641,780	\$101,221,124	-\$36,579,344	\$22,125,329	\$5,126,888	\$16,998,441	\$42,516,451	\$96,094,236	-\$53,577,785
Furniture Stores	\$40,834,356	\$79,817,906	-\$38,983,550	\$13,927,263	\$915,868	\$13,011,395	\$26,907,093	\$78,902,038	-\$51,994,945
Home Furnishings Stores	\$23,807,424	\$21,403,218	\$2,404,206	\$8,198,067	\$4,211,020	\$3,987,047	\$15,609,357	\$17,192,198	-\$1,582,841
Electronics & Appliance Stores	\$113,982,303	\$130,609,184	-\$16,626,881	\$39,248,582	\$14,828,615	\$24,419,967	\$74,733,721	\$115,780,569	-\$41,046,848
Bldg Materials, Garden Equip. & Supply	\$129,115,557	\$102,368,734	\$26,746,823	\$44,080,382	\$14,421,274	\$29,659,108	\$85,035,175	\$87,947,460	-\$2,912,285
Bldg Material & Supplies Dealers	\$114,206,713	\$82,928,773	\$31,277,940	\$39,077,113	\$14,093,825	\$24,983,288	\$75,129,600	\$68,834,948	\$6,294,652
Lawn & Garden Equip & Supply Stores	\$14,908,844	\$19,439,960	-\$4,531,116	\$5,003,269	\$327,450	\$4,675,819	\$9,905,575	\$19,112,510	-\$9,206,935
Food & Beverage Stores	\$369,948,275	\$409,967,529	-\$40,019,254	\$123,483,719	\$108,025,464	\$15,458,255	\$246,464,556	\$301,942,065	-\$55,477,509
Grocery Stores	\$316,847,836	\$352,854,719	-\$36,006,883	\$105,590,520	\$94,049,338	\$11,541,182	\$211,257,316	\$258,805,381	-\$47,548,065
Specialty Food Stores	\$35,372,636	\$31,242,117	\$4,130,519	\$11,800,355	\$7,514,370	\$4,285,985	\$23,572,281	\$23,727,747	-\$155,466
Beer, Wine & Liquor Stores	\$17,727,803	\$25,870,693	-\$8,142,890	\$6,092,844	\$6,461,756	-\$368,912	\$11,634,959	\$19,408,937	-\$7,773,978
Health & Personal Care Stores	\$129,688,398	\$168,644,217	-\$38,955,819	\$43,025,132	\$27,854,423	\$15,170,709	\$86,663,266	\$140,789,794	-\$54,126,528
Gasoline Stations	\$164,252,338	\$120,211,590	\$44,040,748	\$54,337,840	\$24,237,914	\$30,099,926	\$109,914,498	\$95,973,676	\$13,940,822

FIGURE 2.14: Gap Analysis (continued)

INDUSTRY SUMMARY	PRIMARY & SECONDARY TRADE AREA			PRIMARY TRADE AREA			SECONDARY TRADE AREA		
	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)	DEMAND (RETAIL POTENTIAL)	SUPPLY (RETAIL SALES)	RETAIL GAP (SURPLUS)
Industry Group									
Clothing & Clothing Accessories Stores	\$86,274,509	\$202,849,712	-\$116,575,203	\$29,703,411	\$7,355,382	\$22,348,029	\$56,571,098	\$195,494,330	-\$138,923,232
Clothing Stores	\$57,098,642	\$156,888,690	-\$99,790,048	\$19,590,351	\$4,399,078	\$15,191,273	\$37,508,291	\$152,489,612	-\$114,981,321
Shoe Stores	\$11,845,448	\$26,240,516	-\$14,395,068	\$4,050,276	\$1,176,768	\$2,873,508	\$7,795,172	\$25,063,748	-\$17,268,576
Jewelry, Luggage & Leather Goods Stores	\$17,330,419	\$19,720,506	-\$2,390,087	\$6,062,784	\$1,779,536	\$4,283,248	\$11,267,635	\$17,940,970	-\$6,673,335
Sporting Goods, Hobby, Book & Music Stores	\$52,647,662	\$43,699,350	\$8,948,312	\$18,063,160	\$3,679,131	\$14,384,029	\$34,584,502	\$40,020,219	-\$5,435,717
Sporting Goods/Hobby/Musical Instr Stores	\$43,655,291	\$31,641,518	\$12,013,773	\$14,987,609	\$1,498,556	\$13,489,053	\$28,667,682	\$30,142,962	-\$1,475,280
Book, Periodical & Music Stores	\$8,992,371	\$12,057,832	-\$3,065,461	\$3,075,551	\$2,180,575	\$894,976	\$5,916,820	\$9,877,257	-\$3,960,437
General Merchandise Stores	\$429,119,868	\$242,534,695	\$186,585,173	\$145,331,129	\$1,587,861	\$143,743,268	\$283,788,739	\$240,946,834	\$42,841,905
Department Stores Excluding Leased Depts.	\$339,890,094	\$227,254,794	\$112,635,300	\$115,429,660	-	\$115,429,660	\$224,460,434	\$227,254,794	-\$2,794,360
Other General Merchandise Stores	\$89,229,774	\$15,279,901	\$73,949,873	\$29,901,470	\$1,587,861	\$28,313,609	\$59,328,304	\$13,692,040	\$45,636,264
Miscellaneous Store Retailers	\$94,150,759	\$91,246,542	\$2,904,217	\$31,701,797	\$17,705,125	\$13,996,672	\$62,448,962	\$73,541,417	-\$11,092,455
Florists	\$3,734,910	\$6,713,044	-\$2,978,134	\$1,280,860	\$5,622,572	-\$4,341,712	\$2,454,050	\$1,090,472	\$1,363,578
Office Supplies, Stationery & Gift Stores	\$18,842,305	\$11,819,645	\$7,022,660	\$6,464,980	\$2,381,362	\$4,083,618	\$12,377,325	\$9,438,283	\$2,939,042
Used Merchandise Stores	\$17,416,870	\$6,855,325	\$10,561,545	\$6,001,490	\$529,082	\$5,472,408	\$11,415,380	\$6,326,243	\$5,089,137
Other Miscellaneous Store Retailers	\$54,156,675	\$65,858,528	-\$11,701,853	\$17,954,466	\$9,172,109	\$8,782,357	\$36,202,209	\$56,686,419	-\$20,484,210
Nonstore Retailers	\$71,071,048	\$17,239,785	\$53,831,263	\$24,255,425	\$3,089,872	\$21,165,553	\$46,815,623	\$14,149,913	\$32,665,710
Electronic Shopping & Mail-Order Houses	\$54,637,383	\$9,258,011	\$45,379,372	\$18,673,846	\$2,131,906	\$16,541,940	\$35,963,537	\$7,126,105	\$28,837,432
Vending Machine Operators	\$5,645,967	\$857,479	\$4,788,488	\$1,895,813	-	\$1,895,813	\$3,750,154	\$857,479	\$2,892,675
Direct Selling Establishments	\$10,787,698	\$7,124,295	\$3,663,403	\$3,685,765	\$957,966	\$2,727,799	\$7,101,933	\$6,166,329	\$935,604
Food Services & Drinking Places	\$230,220,429	\$231,748,303	-\$1,527,874	\$79,252,594	\$45,286,755	\$33,965,839	\$150,967,835	\$186,461,548	-\$35,493,713
Special Food Services	\$5,607,517	\$9,309,451	-\$3,701,934	\$1,936,277	\$3,653,441	-\$1,717,164	\$3,671,240	\$5,656,010	-\$1,984,770
Drinking Places - Alcoholic Beverages	\$16,239,186	\$5,883,449	\$10,355,737	\$5,686,427	\$1,999,552	\$3,686,875	\$10,552,759	\$3,883,897	\$6,668,862
Restaurants/Other Eating Places	\$208,373,725	\$216,555,403	-\$8,181,678	\$71,629,891	\$39,633,762	\$31,996,129	\$136,743,834	\$176,921,641	-\$40,177,807

Source: ESRI, 2017

Food Services and Drinking Places. Restaurants and bars are clearly much less affected by on-line shopping than other brick and mortar businesses. While areas like Mayfair provide abundant chain restaurant choices, small commercial districts rely on unique, local restaurants. With an opportunity gap of almost \$32 million in restaurants and other eating places in the primary market, MidTown can absorb some of this potential.

Specialty Food Stores. A relatively small opportunity gap (\$4 million) exists for specialty food stores. Even though Sendik's provides many food options, a small specialty food store can complement items not carried by Sendik's or highly specialized items than higher income households seek. The secondary trade area only sees a minor surplus in this retail category.

CHALLENGES

Clothing Stores. While a large opportunity gap exists (\$22 million), the ability to compete with clothing stores at Mayfair becomes difficult. A lone specialty clothing store does not provide enough variety for customers to shop around and would need to be extremely tailored to attract significant customers.



Building Materials, Garden Equipment Stores. Home improvement stores require larger lots with storage space. In Wisconsin Garden and Pet Supply, MidTown enjoys a destination, community-oriented garden supply store. Garden stores generally do not benefit a location near other garden stores.

General Merchandise Stores. With the largest opportunity gap in the primary trade area (\$143 million), general merchandise stores typically include department stores, many of which are struggling with on-line competition. The primary trade area does not have sizable developable land available and this retail category will continue in other commercial areas.

Grocery Stores. Although a sizable gap (\$15 million) exists, Sendik's already satisfies the immediate neighborhood market. The primary trade area does see a surplus in beer, wine, and liquor sales, a category where businesses such as Ray's draw customers from outside the area.

Auto Parts and Related Accessories. A gap exists (\$5.7 million) in the total trade area and could be served by the addition of some additional businesses. However, new auto parts stores in East Tosa may satisfy the local market.

Electronics and Appliance Stores. Similar to other challenge categories, a large gap exists in the primary trade area (\$24 million), but a large surplus in the secondary area (\$41 million). The ability to compete with business clusters in the Mayfair area will not create a significant opportunity for MidTown.

Figure 2.15 shows the potential square footage of retail opportunities. About 12,000 – 13,000 square feet of retail space could be absorbed across these categories, based on very conservative assumptions. The primary trade area will not support all retail gaps, but can fill some of them. Some retail categories will always be satisfied by areas outside the local trade area.

MidTown is smaller commercial district than East Tosa or the Village and will assume a smaller portion of the primary market absorption rate. New retail can be in the form of redevelopment, infill of existing buildings, or general turnover of businesses in the corridor. These retail opportunities could be further supported through mixed-use development where residential units are on upper floors, generating another income stream for the property.

FIGURE 2.15: Retail Space Opportunity

Retail Category	RETAIL GAP	PRIMARY MARKET ABSORPTION	MIDTOWN SHARE OF ABSORPTION	POTENTIAL RETAIL SPACE*
Health & Personal Care Stores	\$15,170,709	0.25	0.2	
Sporting Goods, Hobby, Book & Music Stores	\$14,384,029	0.25	0.2	
Food Services & Drinking Places	\$33,965,839	0.4	0.2	
Specialty Food Stores	\$4,285,985	0.4	0.2	
Total	\$67,806,562			12,554

* Assumes \$350 of sales supports 1 square foot of retail space.

Source: RDG Planning & Design, 2017

GOING FORWARD: MIDTOWN TOSA OPPORTUNITIES

MidTown has evolved over time as new opportunities and development patterns have come and gone. The analysis and evaluation of MidTown Today coupled with the market potential for new business opportunities provides a foundation for developing a sound strategic development direction to plan and strive for. This evaluation of the current building stock, building usage, transportation, and retail markets suggests several opportunities for MidTown.

Opportunities to Leverage

Opportunities include attributes that make MidTown special today and features in Wauwatosa that help maintain the character of MidTown while strengthening the district through new development, property enhancements, or marketing.

INCREASE AWARENESS OF MIDTOWN

MidTown Tosa boasts a tightly knit neighborhood commercial district. The ability and willingness for property owners to work together through the business group makes an enhancement program for the corridor both streamlined and transparent. Strategies to market MidTown more successfully as a unified district through the business association will differentiate MidTown as a destination in Wauwatosa.

RETAIN RESIDENTIAL CHARACTER

Multi-family residential accounts for the majority of MidTown's land area. These developments increase the local customer base that supports businesses in MidTown. Their form and character also identify the look of MidTown. Strategies that retain their patterns should be incorporated into project design, even when redevelopment takes place. Similarly, new design in the mixed use core should respect scale and transition from adjacent residential areas.

REDEVELOP VACANT SITES AND DEVELOPMENT OPPORTUNITIES

MidTown has few vacant buildings or properties. Although the few vacant properties affect impressions of the district, their locations at intersections offer opportunities for redevelopment that complement other aspects of MidTown. In addition, key property or business owners are in place who have specific ideas for these structures. A concern, however, is adjacency to surrounding neighborhoods who, while supportive of commercial reuse, are concerned about operating and traffic impact on their residential streets. A large potential development site currently in unified ownership, on the south side of North Avenue between Ludington Avenue and 90th Street contains one of the vacant structures, the former Colony Camera store. This and other potential redevelopment sites could include new businesses, mixed-use buildings, public spaces, or both.

REINFORCE THE BUSINESS ENVIRONMENT

The surrounding neighborhoods exhibit high household incomes, increasing their purchasing power for businesses in the district. Businesses in MidTown both compete with and complement other commercial districts in Wauwatosa, particularly Mayfair Mall, East Tosa, and the Village. However, MidTown retains a unique type of retail and service mix. Planning should seek opportunities to complement existing businesses, while also differentiating from other commercial districts in Wauwatosa.

Challenges to Overcome

Identifying challenges leads to solutions specific to MidTown and its issues that can help to achieve a vision desired by the public and businesses.

IMPROVE SAFETY FOR ALL TRANSPORTATION MODES

North Avenue serves different and sometimes conflicting roles in a traffic system: it carries local neighborhood and through traffic, a substantial and hopefully increasing number of pedestrians and bicyclists, people in a hurry and people at leisure, and people of all ages riding transit. Each is entitled to a safe and pleasant passage through the district.

IMPROVE FIRST IMPRESSIONS

Existing commercial areas should be maintained through building improvements, site landscaping, and pedestrian spaces. The east and west edges of the district are defined by specific features: the Municipal Complex and the Menomonee greenway – features whose sense of place can be enhanced.

PARKING EFFICIENCY

MidTown's parking supply may be adequate for normal business activity. However, upgraded design can improve efficiency, convenience, and appearance. Redevelopment of existing parking areas and/or policies for on-street parking, with streetscape improvements, can make connections from parking to destinations as pleasant and stress-free as possible.

FACADE IMPROVEMENTS

Some buildings are dated and show evidence of deterioration. Building improvements are needed to improve the overall character of the corridor. Often one property owner taking initiative to improve their buildings can lead others to do the same.

NEIGHBORHOOD IMPACT

Stores and houses co-exist close to one another in MidTown. This proximity requires major sensitivity to the mutual needs of both residents and businesses.





CHAPTER 3

Strategic Planning

Strategic planning includes a review of trends in the built environment and market potential, as well as the aspirations and visions of the broader community – those that live, work, and visit MidTown. The vision of those that know MidTown best form the plan's concepts.

THE PLANNING PROCESS

The recommendations in this plan incorporate conclusions and priorities defined through an extensive community engagement process that began in Spring, 2017 and concluded in Fall, 2017. This process focused on building awareness for the strategic plan, encouraging as many people as possible to participate in developing a realistic and credible vision for MidTown. To succeed, the plan for MidTown must grow out of the community and be owned by residents, business owners, and the public sector alike. The methods used to achieve the vision included:

Strategic Plan Technical Committee. The Plan Technical Committee was made up of highly professional city staff members who quickly responded to questions and helped organize public input events. Consultation with the Technical Committee occurred regularly throughout the planning process.

Strategic Plan Steering Committee. The plan Steering Committee composed of businesses, residents, and urban planning experts met at key points during the process to review the progress of the plan and offer mid-course corrections and enhancements to the plan's concepts.

Website. A project website, planmidtowntosa.com, provided updates, advertised meetings, and gathered input throughout the planning process.

Stakeholder Discussions. The planning process began with a steering committee kickoff meeting on March 27th. Focus groups in April included open discussions with elected and appointed officials, district businesses, neighbors, developers, and other stakeholders. The meetings included a full day of discussions about the emerging issues and challenges facing MidTown and an in-depth understanding of issues and opportunities.



Kick-off Meeting. A community kick-off meeting took place in April to introduce the project and engage people in discussions with other stakeholders. Small group exercises helped participants identify challenges and opportunities in MidTown and share their thoughts with the group.

Community Survey. A community survey was launched at the kickoff meeting and made available on-line through July. The survey presented questions on people's perceptions and desires for MidTown including business mix, image, and transportation. Several preferred themes emerged that became incorporated into final design concepts.

Design Studio. A three-day design studio in May engaged residents, business owners, and other stakeholders directly in conceptual planning for the district, tackling such issues as parking and the street environment. Participants shared their ideas, issues, and concerns informally with the design team, helping define and test concepts for the future of the planning area.

Design Review 1. The steering committee convened on July 19th to discuss alternative redevelopment concepts, streetscape, and safety improvements.

Staff Design Review. A review of the design concepts with city staff began identifying priority issues, projects, implementation, and plan refinements.

Design Review 2. The steering committee met again on September 18th to review refined concepts and North Avenue bike lane alternatives.

Open House. A public open house occurred in November, 2017. The open house provided the public an opportunity to review and comment on the development plan before further development and adoption.

Community Survey Insights

A community survey was developed and available to all residents, leadership, and businesses. The survey for this planning process expanded on the ideas from a 2015 survey that was distributed by MidTown Tosa Inc.

Most respondents in the 2017 survey live in MidTown Tosa with about half indicating they visit MidTown for events and shopping. Overall, responses trended towards celebrating community character, managing new development, and improving traffic safety.

According to respondents, increasing outreach and involving the community is important to MidTown Tosa's future. Residents want to attend more neighborhood events and activities and receive more information from their neighborhood associations. The residents envision a more vibrant, easily accessible, and safer corridor. Visitors to MidTown have somewhat less nuanced goals: patronizing restaurants, shopping for items such as groceries, pet supplies, and home goods, and, importantly, considering places to live and raise a family.

Survey respondents varied in demographic characteristics and represent a wide range of potential preferences:

- 97% of respondents live in Wauwatosa and 36% of those respondents live in the Pasadena neighborhood
- 65% of respondents have lived in the area for over 10 years, while 20% under 5 years and 15% between 5 and 10 years
- All age cohorts were represented well except for younger professionals (25-29 years old) who represent only 4% of respondents

The three following themes highlight details about concerns and desires for MidTown:

Theme 1: Celebrating Community Character.

Respondents enjoy the experience of being in MidTown Tosa, both North Avenue and surrounding residential areas. Their most important actions were:

- Preserving the community feel and character
- Placemaking and strict design guideline strategies will help preserve unique neighborhood characteristics

Theme 2: Managing New Development.

People want to see a wide variety of new restaurants. Compared to new retail development, infill or reuse of existing and vacant buildings is a preferable development option. Also, respondents indicate interest in additional entertainment and specialty shopping facilities to attract more visitors to MidTown Tosa. The possibility for housing options was apparent in responses, but the focus was on commercial options, potentially through mixed-use development. Top important projects:

- Restaurant variety, including casual, healthy options, bars, ice cream shops
- Specialty shopping, including theaters, craft stores, art galleries and studios, and bookstores

Theme 3: Improving Traffic Safety. People want to improve safety for pedestrians, bicyclists, and drivers while traveling North Avenue. Adequate parking in MidTown Tosa emerged as a concern, especially managing parking that spills over to the surrounding residential areas. Top important actions:

- Provide safe and easily accessible means to walk or bike to MidTown Tosa
- Increase safety for pedestrians and vehicles through traffic calming and effective streetscaping
- Explore options for additional parking in MidTown Tosa

A summary of all survey responses are included in the Appendix..

Group Discussion Insights

Several planning themes emerged through discussions with the Steering Committee, individual stakeholders, and a kick-off meeting attended by over 50 people. A summary of the ideas, concerns, and insights gathered from these discussions follows.

Figure 3.1: Age Distribution of Survey Respondents

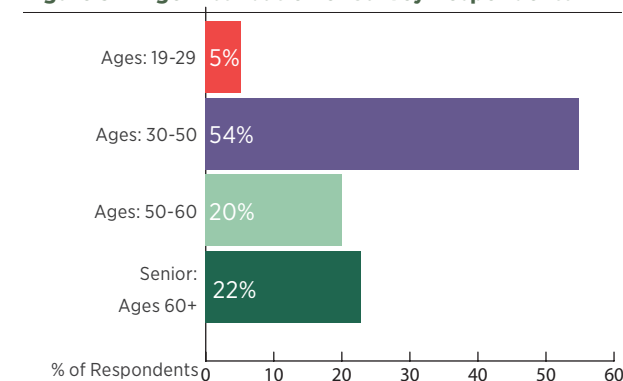
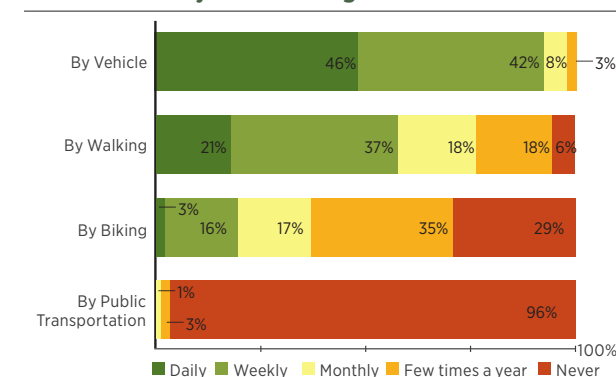


Figure 3.2: How often do you visit businesses or events in MidTown Tosa by the following means?



LAND USE AND ZONING

- MidTown is a short distance from many area amenities and provides an attractive area for people looking to live in an urban/suburban area.
- Residential areas feel less “busy” than other neighborhoods in Wauwatosa and are buffered well from North Avenue. The mix of residential and commercial uses currently does not have many negative impacts.
- Land use development in the district needs to be transparent to the public. Sometimes the public feels left out of decision making processes.
- There may be conflicts with current zoning and older developments.
- MidTown Tosa is unique and should not develop in the same way as East Tosa, but needs a unified land use plan.

“MidTown Tosa has GREAT residents that are involved in the district”



BUSINESS MIX AND ECONOMIC DEVELOPMENT

- MidTown has a strong, balanced business mix, much like a small town. Many businesses have been located in MidTown for years and remain committed to the district.
- Few vacancies exist, limited to 3-4 properties, a testament to the appeal of locating in MidTown .
- People tend to feel North Avenue should not be all commercial development in MidTown, but there are still some opportunities for new commercial uses. For example, places open at night, but not to the detriment of the neighborhood. Businesses should be places people can walk to with families.
- New businesses need to be differentiated from existing businesses in MidTown.

“MidTown Tosa should maintain a good balance of residential and commercial uses, with many long standing businesses”

TRANSPORTATION AND PARKING

- MidTown has the ability to accommodate all modes of transportation. Some minor improvements can go a long way to improve transportation in the district.
- Parking feels appropriate overall, except at select locations such as Sendik’s. However, on-street regulations seem sporadic and unenforced.
- Pedestrian safety needs to be improved. Flashing signs have helped but pedestrians still have to be careful. Traffic needs to be slowed naturally, many drivers do not obey speed limits anyway.
- North Avenue creates a great divide from connecting north and south neighborhoods, especially kids walking to school. Crosswalk medians like Menomonee River Parkway are a good idea.
- Bicycle lanes could work well, but people are undecided about the exact configuration.

“All modes of transportation should be possible and enhanced - walking, bicycling, bus, and vehicle”

URBAN DESIGN AND IMAGE

- MidTown has a clean, simple look and feel with few vacant properties. The diversity of buildings is a strength for the district.
- The neighborhood and business associations could be used to create buy in to property improvements. Some facades are outdated and need improvements.
- Improving walkability will help generate more customers for businesses in the district. Overall the streetscape needs a face lift for cohesiveness and aesthetic appeal.

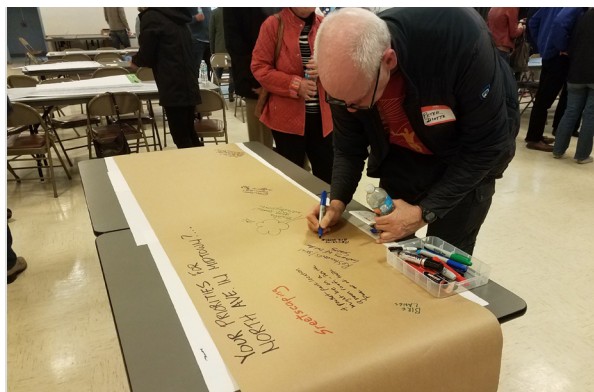
“The uniqueness of buildings in MidTown makes for an interesting place to build an image around”



PARKS, PUBLIC FACILITIES, AND INFRASTRUCTURE

- The Menomonee River Parkway attracts many visitors and should be logically connected to MidTown.
- MidTown has close access to several public facilities – bike paths, schools, City Hall, Library – all which make the district an attractive place to live and visit.
- North Avenue could be functionally improved. Line paintings on North Avenue should alert and direct drivers and pedestrians. Sidewalk improvements are needed, some areas are in disrepair.
- More public and green spaces in the district are desired, particularly along North Avenue.
- Improvements to the Municipal Complex should retain the Library and parking.

“MidTown Tosa should tie into existing park and trail systems”



HOUSING AND NEIGHBORHOOD CONNECTIONS

- The neighborhoods strongly support local businesses, with active and engaged neighborhood associations.
- People love their houses – the variety, character, charm, and residents. There is evident property owner pride in MidTown.
- With the variety of housing, there is some concern about disrepair of multi-family buildings from landlords not reinvesting in property maintenance
- Neighborhood connections across North Avenue are difficult, creating two separate districts instead of one.

“The surrounding neighborhoods should be incorporated into the fabric of MidTown Tosa”



Design Studio

The design studio offered time for residents, business owners, and other stakeholders to think creatively about future development options and street designs in MidTown that optimize property usage and safe and smooth traffic circulation. Ideas generated during the studio focused on the mixed use core between 85th Street and Swan Boulevard, transportation and urban design options throughout the district, reuse of vacant sites and buildings, and enhancements to the character and image of MidTown, described on the following pages.

DEVELOPMENT OPPORTUNITIES

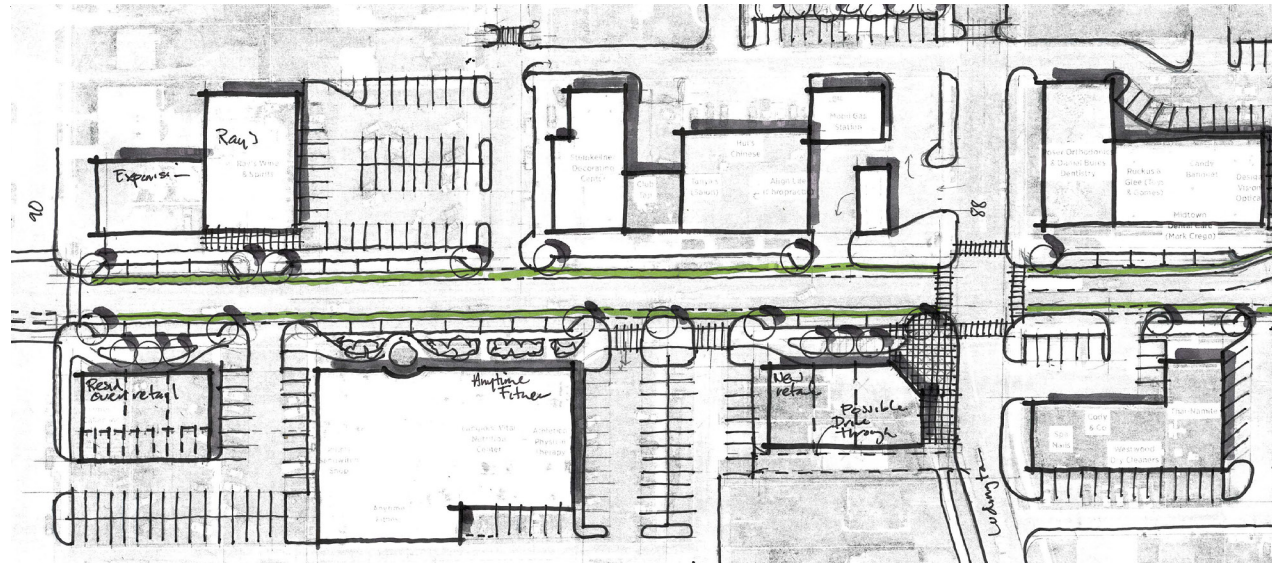
MidTown has few vacancies or significantly blighted properties. However, community participants expressed concern about several vacant structures in the district and optimism about other potential sites. All are relatively small buildings at important intersections, giving them the capacity to make a major difference in perceptions of the district. These opportunity sites include:

Former Kitchen Design Studio: 90th St and North Ave. This vacant building occupies a prime location in the main commercial core of MidTown. The existing building is in poor condition. Redevelopment of this site could add a contemporary commercial use.

Former Colony Camera Site: Ludington and North Ave. The building has been vacant for many years and community participants view this site as the district's best opportunity for a signature mixed use development.

Residential Sites. Two significant, contemporary redevelopment projects in MidTown Tosa are: the three-story mixed use building at North and Swan Boulevard, housing Colectivo Coffee along with other street-level commercial uses and two residential floors on the site of a former greenhouse; and the Pasadena

Figure 3.3: Initial Design Studio Concepts



Apartments at 85th Street, with three residential levels over parking. Both contemporary projects are very different from the four- and eight-unit two-story apartment structures built along the street in the 1950s and 1960s that establish the street's residential character. As such, both of these high quality buildings have been at least somewhat controversial. Many studio participants understood the potential that these older buildings, some of which are over 60 years old, might face land assembly and/or redevelopment. But they also want new development that maintains high design quality and some of the rhythms and features of these older structures. The studio explored building configurations that could accomplish this goal.

Former Gas Station: 84th and North Ave. A classic miniature neighborhood gas station that remains vacant was the subject of a controversial development application that proposed adaptive reuse as a small restaurant and ice cream shop with a walk-up window. While the project was not approved, it generated both

substantial opposition and support. An effective reuse of this iconic small building remains on the community agenda.

ACCESS AND CIRCULATION POSSIBILITIES

Improvements to North Avenue and the adjacent sidewalks will create an environment that works well for motorists, bicyclists, pedestrians, and transit users in MidTown. Priorities that emerged from the studio for enhancement and improvement include:

Neighborhood Connections. Connections to surrounding neighborhoods that include appropriate landscape buffering, sidewalks, and transitions of scale.

Pedestrian Safety and Crossings. Modifications to reduce crossing distance and increase visibility of pedestrian crossings.

Traffic Calming. Street design that naturally produces appropriate speeds to create a safe environment for all users. Strategies considered include narrowing lanes/on-street bicycle lanes, intersection bump-outs, and streetscape landscaping and amenities.

Parking. Addition of off-street parking in strategic locations where opportunities present themselves. Redesign of existing lots and alleyway parking to improve efficiency while maintaining appropriate buffers near residences.

CHARACTER AND IMAGE

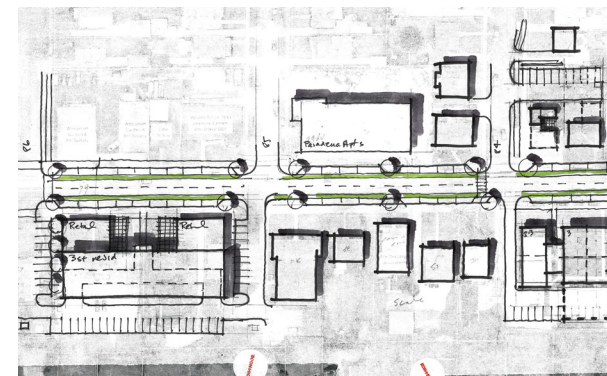
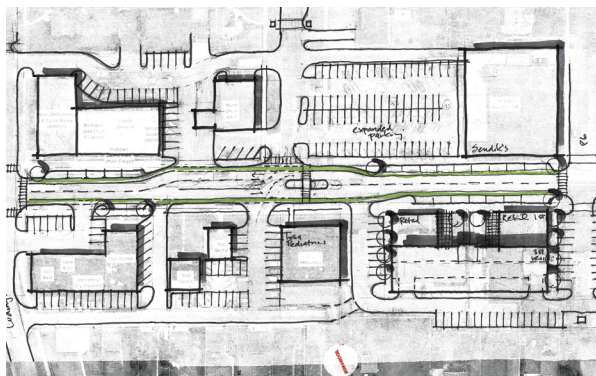
MidTown should feel like a unique district, but maintain the character that residents and business owners prize. Priorities considered during the studio for honing a cohesive image for MidTown include:

Branding. Building on the existing MidTown logo to execute a marketing strategy focused on the neighborhood and diversity in businesses.

Neighborhood Preservation and Reinvestment. Invest in the existing building stock and stimulating private investment improves the look of buildings and the sustainability of the district.

Increase Greenery. Find ways to incorporate landscaping into parking areas, sidewalks, and around buildings. Provide a mechanism for regular maintenance of landscaping and other streetscape assets.

Gathering Spaces. Find locations for small social space where people can sit, talk, and meet along the way. Consider North Avenue as a promenade experience rather than a bare-bones sidewalk.



MIDTOWN FIRST PRINCIPLES

The themes and principles of this plan continues the momentum and commitment of past planning efforts by describing what success looks like to the community as the planning process evolved. These principles articulate the priorities and general directions identified through numerous interviews, small group discussions, workshops, walkthroughs, events, and informal meetings and are the basis for an action and policy agenda to guide the future of MidTown Tosa.



CELEBRATE THE NEIGHBORHOOD

We want to preserve and enhance MidTown Tosa as a top-tier neighborhood in the metro area. We want residents to feel like MidTown is their backyard with everyday conveniences. The character of North Avenue and MidTown should complement the surrounding neighborhoods that many of MidTown's customers, business owners, and stakeholders call home.



REIMAGINE NORTH AVENUE

North Avenue is the main public space of MidTown.

We want to see North Avenue as a bridge and connector rather than a barrier – a place to walk, bike, drive at safe speeds, gather, and meet. People on foot and bikes, in cars or buses are all welcome and should enjoy a safe and comfortable experience in MidTown.



CONNECT PEOPLE

At its essence, MidTown is a neighborhood district that brings people together. Opportunities to gather, attend events, meet with friends, exercise along the trails and neighborhood streets, and socialize should be a daily occurrence. These spaces include both programmed and chance events that make the neighborhood enjoyable.



STRENGTHEN THE BRAND

MidTown Tosa is a distinctive district in Wauwatosa. A “brand” is really a package of expectations. We want to build MidTown's brand as a great place to live, shop, and enjoy through its interplay of quality businesses that meet specialty and daily needs, residential settings, and appealing physical environment. A coordinated marketing campaign including graphics, wayfinding, online and print content, and general word of mouth will expand and leverage the MidTown brand to attract business and investment that advances neighborhood quality.



STIMULATE PRIVATE INVESTMENT

We want to see existing businesses continue to succeed and new businesses emerge where appropriate. Developers and property owners will see value in making property investments when they believe in the shared vision. Tangible functional improvements, streetscape amenities, activities, and events all collectively stimulate interest and pride in the district, especially with consistent city support.





Photograph by Brad Foley



CHAPTER 4

MidTown Tomorrow

MidTown Tomorrow combines the input received from the public, review of current conditions and trends, market potential, previous plans and studies, and recommendations by the consultant team to create a feasible and realistic program for development and implementation. Wauwatosa will continue to evolve and grow. A comprehensive vision for MidTown ensures changes over time meet the needs and desires of business owners, residents, and visitors.

THE VISION FOR MIDTOWN

Many urban corridors aspire to transformation – a dramatic change in image and use that wipes away years of entropy and creates something new to compete with more contemporary development. MidTown Tosa is not one of those corridors. Rather, its residents and businesses recognize that they have something very valuable and very much worth protecting. MidTown possesses a true balance of mixed uses and mixed densities that include many types of housing in and around its boundaries, a variety of neighborhood businesses that are both known and patronized outside the immediate area, the center of the city’s public life, one of America’s great urban trail networks, and a population where the sound of children and the experience of long-time residents enrich each other – all within easy walking distance of each other.

MidTown’s stakeholders know that change will come and is both inevitable and desirable. Without positive change and investment of new energy, stagnation sets in, the balance deteriorates, and the neighborhood begins to decline. They also have made it clear throughout the planning process that there are both needs and opportunities for improvements . . . like any great urban neighborhood, MidTown is a living process rather than a product. However, misdirected change and investment can cause a loss of balance and integrity that can be as damaging as stagnation. Ultimately, the vision for MidTown Tosa is to execute change in a way that strengthens the interplay of residential and business communities, creates a rewarding and social public environment, and corrects functional

problems without compromising the underlying fabric of this community. This is a vision with both positive and negative vectors.

It is also a vision that is accomplished in important but small steps. It does not require massive redevelopment, global ideas, or flash. It does require and thrive on comparatively small steps: a sidewalk re-envisioned, an intersection redesigned, a building reoccupied with a welcome new use. It is a vision that might proceed incrementally but steadily, with strong and consistent leadership. This Strategic Plan is designed to provide the neighborhood with a practical roadmap to fulfill this kind of vision.

Executing this vision begins with a development program, much like the architectural program for a building project. This program identifies the ingredients of development – the amount of space that markets can absorb, present and future community needs, current projects that are pending, and other opportunities. Generally, the ingredients for success fall under agendas for development, the community, and the functional components. The development agenda addresses new investments that will largely be made by the private sector on private property, based on market considerations. In many cases, public actions and policies create the conditions for a positive private market response through fulfilling this agenda. The community agenda considers efforts that help build the quality of civic life in MidTown, secures the distinctive image of the district, and defines its role in the larger Wauwatosa community. The functional agenda addresses the basic workings of the district’s systems: transportation, parking, safety, and infrastructure.

Development Agenda

Commercial development. As a neighborhood commercial center, MidTown’s focus will tend toward smaller-scale businesses that serve the surrounding market area. The market analysis suggests possible absorption of about 12,500 square feet of additional space, with an emphasis on neighborhood goods and services, eating places, and specialty retail and food sales. However, adjacency to Mayfair, the Medical Center, County Grounds, and new residential growth could expand that market somewhat. Commercial development should remain within the current core district, respect the scale of the street, and minimize operating impact on surrounding neighborhoods.

Residential development. The North Avenue corridor is likely to face residential development pressure to replace older apartment buildings with larger, denser, and more contemporary structures. In MidTown, this probability should be accommodated in ways that maintain the character and basic design patterns of the street and policy should identify both where and how residential redevelopment should take place. In the mixed use core, developments should include a neighborhood commercial component and avoid front yard exposure of surface parking to the street.

Redevelopment sites. Reinvestment should continue in MidTown and businesses and buildings are likely to change over time through market forces. However, key elements that involve public policy include reuse or redevelopment of highly visible vacant sites, and the opportunity presented by the “Anytime Fitness Block” between Ludington and 90th Street.

Stimulate private investment. Initial investments in the public realm can create conditions for economic growth that are unlikely to happen spontaneously. These should be complemented by initiatives to encourage upgrades of existing buildings, including facade improvements.

Community Agenda

North Avenue as public space. North Avenue in MidTown is more than a conduit for cars. It is and should be a public space, where people walk, meet, and interact positively. Residents are using North Avenue this way, but its basic infrastructure is not encouraging. Features such as better streetscape, more generous sidewalks, and small gathering places could help the street fulfill its potential as a public environment.

The street as a bridge, not a barrier. Major streets can divide neighborhoods and businesses from one another. Features that enhance pedestrian comfort, reduce scale, manage traffic speeds, and encourage crossing at key locations can help North Avenue act in its natural role as a unifying element.

Retain MidTown's feel and patterns. Good environments often have underlying patterns that make them distinctive and appealing to users. Some of these patterns in MidTown involve setbacks, articulation, undulating building height, shape, and form. Community policy should encourage new developments to follow these distinctive patterns.

Enhance identity. MidTown Tosa Inc. has worked to develop MidTown's identity, but in reality, that identity is there and simply needs to be expressed in the environment. Initiatives such as urban design elements, entry features, and details can reinforce MidTown's sense as an urban place.

Functional Agenda

Multi-modal, multi-generational street. North Avenue carries people traveling by many modes for many purposes. While the tendency is to focus on trips to work or commercial destinations, MidTown also generates local trips to school, the Library, City Hall, and county parks. Thus, the street must provide as safe and comfortable a transportation environment



as possible for not just all modes but also for all users. A focus should be on managing speeds, reducing conflicts, easing crossings, and increasing gaps in traffic flow.

Intersection improvements. Several intersections on North Avenue present significant functional issues. Two locations with substantial pedestrian and bicycle traffic – Wauwatosa Avenue and Menomonee River Parkway – include right-turn bypass lanes that greatly increase crossing distance. Other locations also present problems at lane transitions. In addition to the two intersections mentioned above, other key intersections for action include 83rd Street, Pasadena Boulevard, 89th Street, and 92nd Street.

Improve parking. More efficient private parking areas, better use of alleys, wayfinding, and clearer striping and direction of flow can create more effective facilities that help reduce encroachment onto adjacent residential streets.

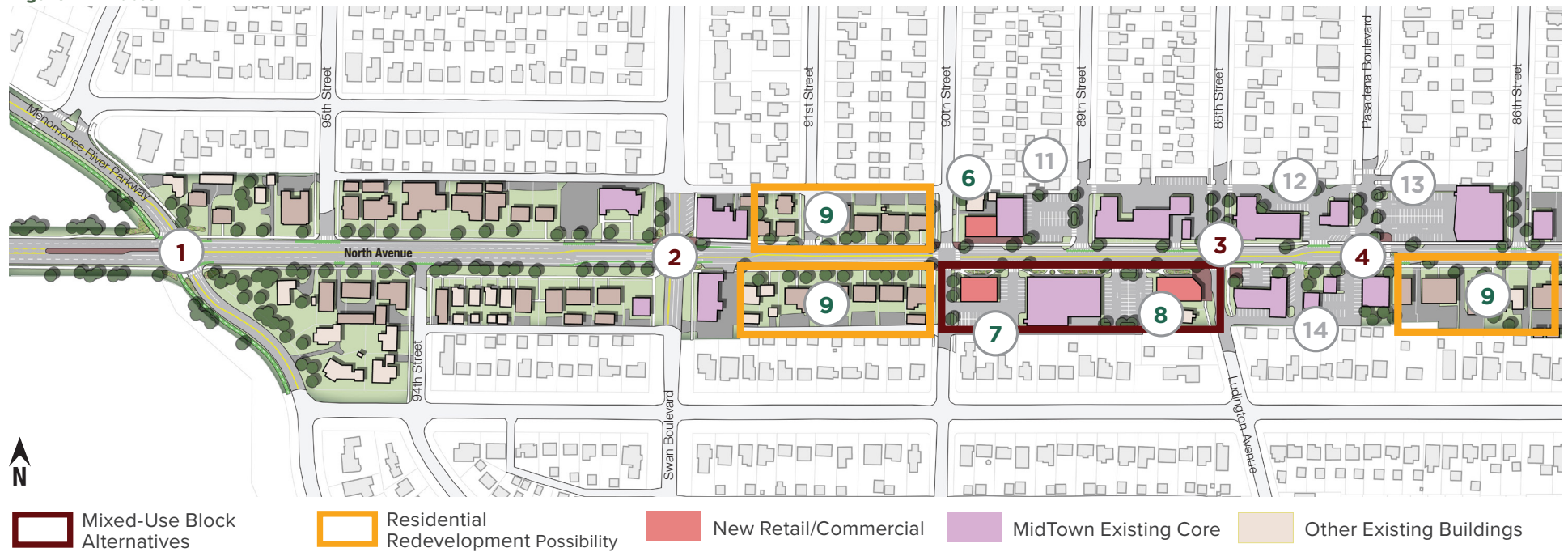
THE MASTER PLAN

The plan's recommendations, illustrated and described on the following pages, incorporate and express the Development, Community, and Functional Agendas. The Strategic Master Plan contains several elements shown in **Figure 4.1**:

- **North Avenue** – The concept for the street and transportation movements for all modes of transportation, with an emphasis on intersection safety.
- **Property Development Concepts** – The concept for development, redevelopment, and reuse of underutilized properties into sustainable and attractive uses that fill a market demand.
- **Parking** – The concepts to improve parking areas to create more parking where needed and enhance existing parking areas for a more visually appealing district.
- **MidTown Image** – The concept for public space, pedestrian areas between the street and building frontages, alleyways, gateways, and branding.
- **Land Use Regulation** - This element presents a regulatory approach to encourage compatibility between new development along North Avenue and the character and patterns of its neighborhood context.

All elements are interconnected and can be strategically implemented over time to realize the full potential of MidTown. The recommendations for each of these elements reinforce the existing framework described in Chapter 1.

Figure 4.1: Master Plan



The development concepts focus on maintaining the character and scale along North Avenue. Both the neighborhoods and businesses are important for the future success of MidTown. A balance of compatibility and form should allow appropriate mixing of uses without a negative effect on people that live, work, and visit in or around MidTown. Policies that direct compatible design with the character of MidTown in different areas will help create neighborhood buy-in and reinforce efforts to create a cohesive image for MidTown that prevents incompatible scales of development.

More details on zoning and policy recommendations are provided in Chapter 5: Implementation.

North Avenue Priority Intersections

- 1 Menomonee River Parkway
- 2 Swan Boulevard
- 3 Ludington Avenue
- 4 Pasadena Boulevard
- 5 Wauwatosa Avenue

Development Concepts

- 6 Kitchen Studio
- 7 Anytime Fitness Block
- 8 Colony Camera
- 9 Redevelopment Possibilities
- 10 Wauwatosa Oil Co.



 Mixed-Use Block Alternatives

 Residential Redevelopment Possibility

 New Retail/Commercial

 MidTown Existing Core

 Other Existing Buildings

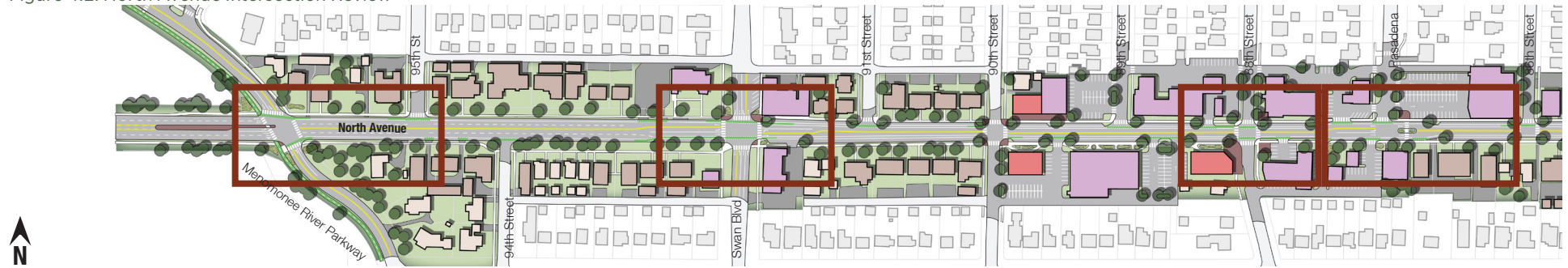
Parking

-  **Ray's**
-  **North Shore Bank Block**
-  **Sendik's Lot**
-  **South Alley**



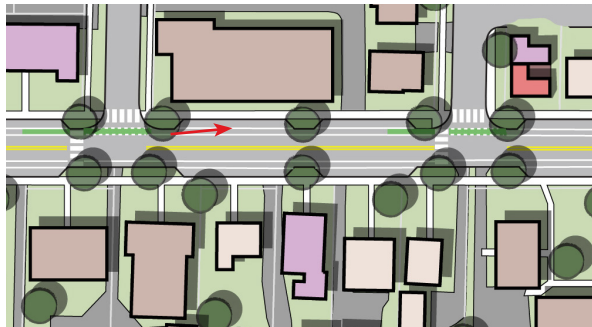
Movie Night at Tosa Pediatrics

Figure 4.2: North Avenue Intersection Review



NORTH AVENUE

North Avenue is the spine and major public space of MidTown and both unites and affects its business and residential life. North Avenue should be a multi-modal transportation facility that effectively and safely accommodates motor vehicles, bicyclists, pedestrians, and transit. But it should also be a visually appealing corridor that displays the brand of MidTown, and an attractive and commodious public space that enhances neighborhood life. Projects and policies that improve the functionality and safety of North Avenue for all users will help make this a successful street from a number of perspectives. **Figure 4.2** displays the overall vision for North Avenue with improvements for bicycle facilities, pedestrian crossings, intersection turning movements, and enhancements to high traffic areas. The following pages present intersection redesign concepts to improve function and comfort for all users.



Bicycle lanes. In 2017, interim bicycle lanes were installed along North Avenue between Wauwatosa Avenue and Swan Boulevard, extending bike lanes previously developed in East Tosa and connecting with Milwaukee's North Avenue bikeway to the lakefront. In addition to providing a commuter bicycle facility, bike lanes have reduced the incidence of right-hand passing and helped to manage speeds. Bike lanes should follow the convention established in East Tosa, with green paint used at the beginning of blocks and at conflict zones.

Bike facilities should also be extended from Swan Boulevard to the Oak Leaf Trail paralleling Menomonee River Parkway. Two approaches may be used for this extension into the four-lane section of North Avenue:

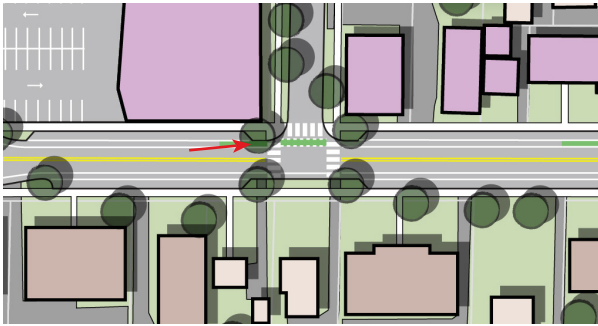
1. Continuation of on-street "green" bike lanes between Swan Boulevard and Menomonee River Parkway. This can be accomplished by prohibiting parking either in a 24-hour period or during



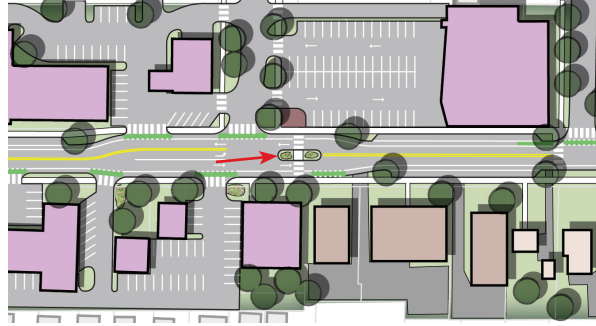
selected hours (such as 6 am to 10 pm) with a floating bike lane. On-street parking is very lightly used on this primarily residential segment of the street. This is the preferred option.

2. Maintaining parking on the Swan to 94th Street block and providing an off-street facility on the south side of the street using a combination side path and two-way protected bike lane. Westbound bicycle traffic would cross North Avenue at Swan Boulevard to reach the path.

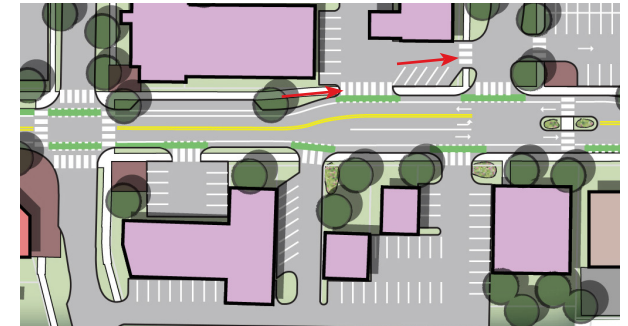




Crosswalks/Bump-outs. Crosswalk enhancements are proposed at major intersections along North Avenue including Continental-style crosswalks, signage, and corner nodes (bump-outs). Bump-outs at street crossings calm traffic and reduce the length of a pedestrian crossing. Bump-outs are also recommended at most local street intersections to protect on-street parking and provide additional space for low-level street landscaping and furniture.

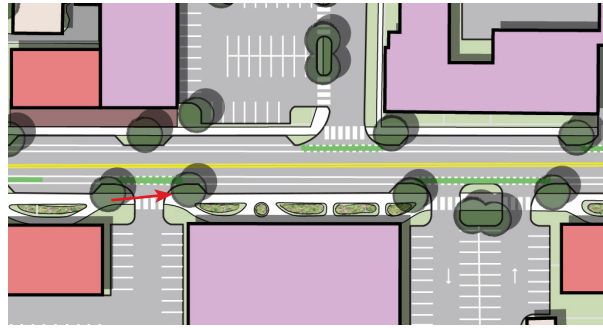
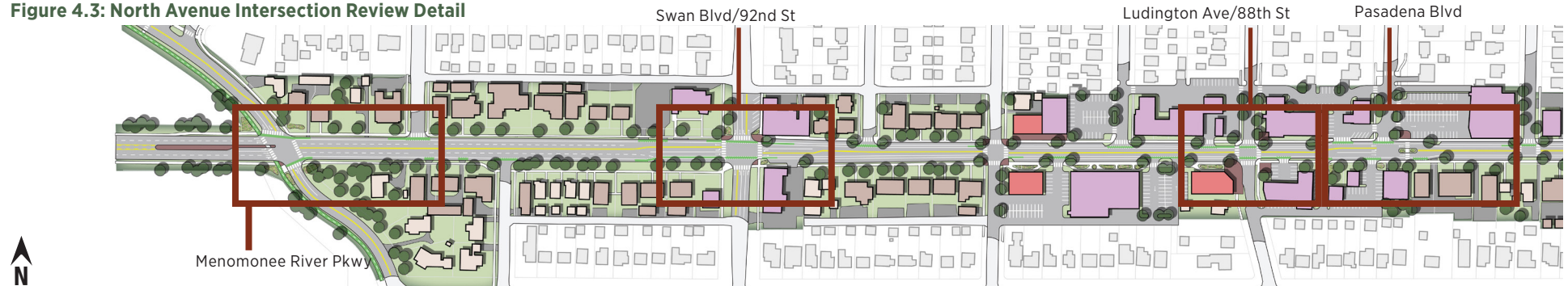


Major Crossings. Major intersection crossings include Menomonee River Parkway, Swan Boulevard, 90th (school crossing), Pasadena Boulevard, 83rd, and Wauwatosa Avenue (school crossing). The 83rd and 90th Street crossings are protected by Rectangular Rapid Flashing Beacons. Pedestrian refuge islands at these key crossing locations would add another level of safety. The other intersections are considered in the following intersection review.



Access Management. Many driveways and streets flow into North Avenue. Opportunities to consolidate driveways are presented in the development concepts when redevelopment occurs. Ingress and egress driveways should be clearly marked at pedestrian and bicycle driveway crossings.



Figure 4.3: North Avenue Intersection Review Detail

Curb Extensions. Mid-block curb extensions are proposed for various points along North Avenue, particularly in residential segments where on-street parking is less critical and sidewalks that abut the back of curbs affect residential quality. These mid-block nodes offer places for landscaping and street furniture, assist with speed management, and improve the quality of the streetscape.



Bus Stops. Two bus routes use North Avenue, including 10-minute frequencies on the heavily used Route 21. Excluding the unique situation at the Wauwatosa Avenue intersection, most bus stops are near-side stops where the bus stops before the intersection and crosswalk. There are several mid block stops and far-side stops where required to avoid conflicts or provide stops near popular destinations like City Hall.

When bicycle lanes are present, a stopping bus merges through the bicycle lane to reach the curbside stop. Special attention is required by bicyclists and bus drivers to avoid conflicts. Far side bus stop locations are preferred where possible because buses clear the intersection and do not block right-turning traffic. However, far-side stops are not feasible if the stop queues traffic into the intersection.



Sidewalk Setbacks. Most existing sidewalks between Wauwatosa Avenue and Swan Boulevard abut the back of the curb. A sidewalk setback creates a much better and more “promenade” like pedestrian environment, although parking and bike lanes provide insulation from travel lanes. If new sidewalks are installed, a good standard is a 6 to 8-foot minimum sidewalk setback and a 6-foot standard width for the sidewalk itself. However, this is difficult where street trees are planted adjacent to the back of sidewalk.





Intersection Review

Several intersections have unusual geometries or present specific enough operational challenges to require special review. These are highlighted in **Figure 4.3** and include:

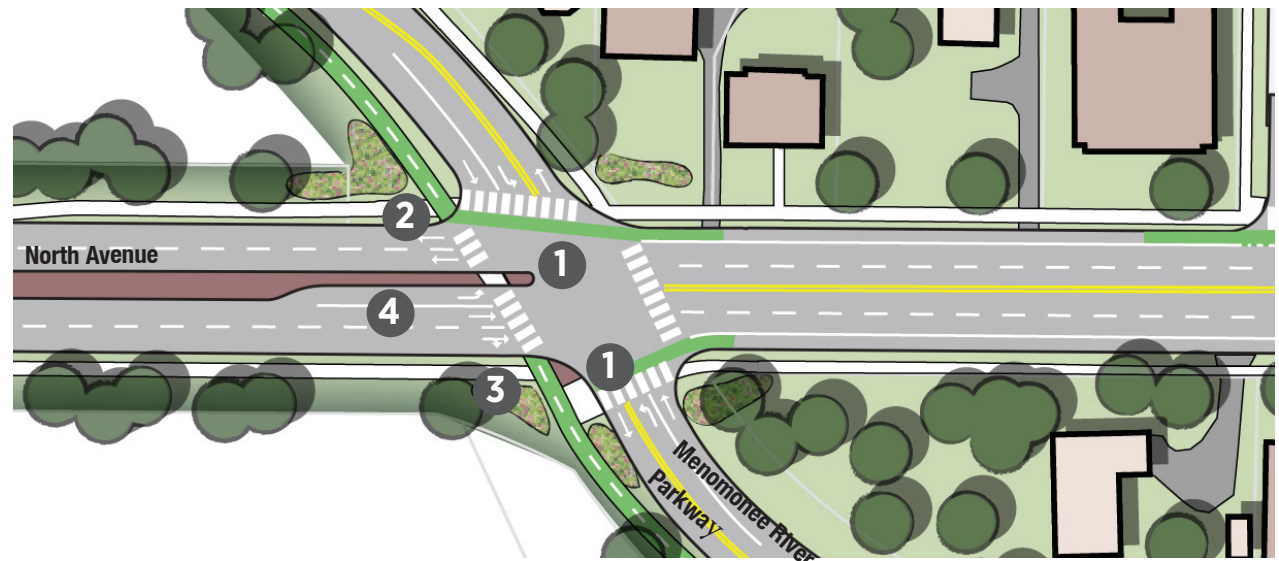
- Menomonee River Parkway
- Swan Boulevard
- Ludington Avenue/88th Street
- Pasadena Boulevard
- Wauwatosa Avenue

The ideas presented here are conceptual, suggesting ways to address issues at these intersections. Preliminary truck turn analyses, completed as part of this plan and included in the Appendix suggest a need for refinements but also demonstrate basic feasibility. Actual implementation of improvements require full engineering studies and detailed design, and could change aspects of the concepts discussed in this review.

MENOMONEE RIVER PARKWAY

The concept for the Parkway intersection proposes a greatly improved connection for the Oak Leaf Trail across North Avenue and transitioning North Avenue bike lanes to the trail. This is largely accomplished by a slight curb realignment of the Parkway, a generous turning radius for right-turning motor vehicles, and removal of the existing right-turn bypass medians.

Figure 4.4: Menomonee River Parkway Intersection



Adjustments to the Parkway would require review and approval by the County. Elements include:

1. Trail Connection. Bicycle lanes continue from North Avenue adjacent to pedestrian crossings to connect with the existing trail running along the west side of the Parkway.

2. South Crossing Realignment. The elimination of the right-turn bypass lane shortens the crosswalk

and simplifies the crossing to provide a more direct connection to the trail. Pedestrians and bicyclists are only required to make one street crossing rather than two.

3. Elimination of Southbound Right-Turn Bypass Median. The southbound to westbound and westbound to southbound right-turn bypass lanes are eliminated in favor of an expanded pedestrian area and a more direct connection to the trail.



Menomonee River Parkway. From top: Oak Leaf Trail approaching the North Avenue intersection; the intersection with its right-turn bypass median.



Swan Boulevard intersection, looking east.

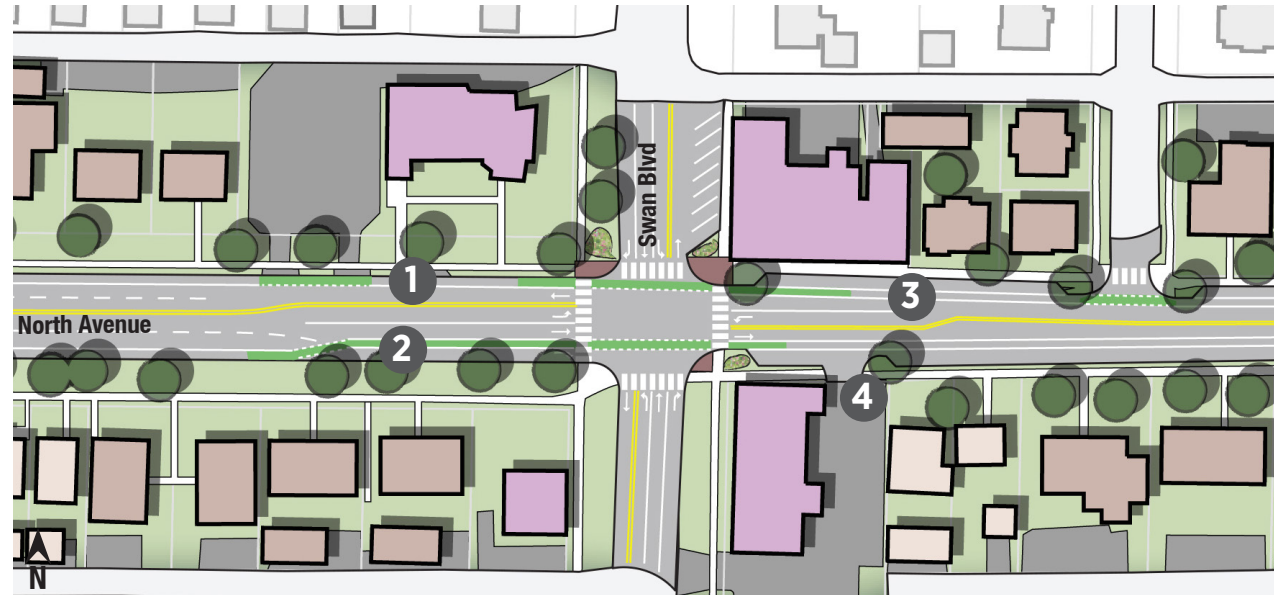
4. Extended Median. The median separating traffic on the west side of the Parkway extends far enough into the intersection to provide a pedestrian refuge space for pedestrians and to direct motorists for wider turning movements without impairing turning truck movements.

SWAN BOULEVARD (92ND STREET)

At Swan Boulevard, eastbound North Avenue transitions from a four-lane section to a two-lane urban facility with bike lanes and parallel parking. Both North Avenue legs also include left-turn pockets and narrow medians. A principal operational problem has been a tight merge on the east leg of the intersection. This has been remedied to some degree by forcing a right turn to Swan Boulevard from the outer North Avenue lane, but motorists still appear to have difficulty reading the transition. The intersection concept explicitly forces the right turn with a bump-out on the southeast quadrant, which also may provide two additional on-street parking spaces. Its components include:

1. Bicycle Lane Markings. Bicycle lanes continue west of Swan Boulevard to the Parkway. Additionally, alternatives for bicycle facilities are described above.

Figure 4.5: Swan Boulevard Intersection



2. Clarifying the Forced Right Turn Lane. With parking removed in the bike lane scenario, the right-turn lane crosses the bike lane in a green-painted conflict zone and is located along the curb to the right of the bike lane. This, combined with a bump-out installed at the southeast corner of the intersection clearly defines the forced eastbound to southbound right-turn and eliminates the merging issue. The bump-out also reduces the length of the North Avenue pedestrian crossing.

3. Lane Reduction and Median Removal. A free right-turn lane is removed on westbound North Avenue and the bike lane is located between the parking turnout and the combined right-turn/direct westbound lane. Westbound North Avenue expands to two lanes shortly after the intersection. The existing medians are removed.



Ludington Avenue intersection. This view from the northwest corner shows the diagonal offset of the Ludington Avenue leg.



Pasadena Boulevard. This T-intersection in the mixed use core has substantial local traffic because of the adjacent Sendik's Food Market and comparatively heavy pedestrian crossing activity.

Figure 4.6: Swan Boulevard Intersection



4. On-Street Parking. Clarifying the eastbound to southbound right turn lane with a bike lane and bump-out adds two on-street parking spaces in front of the Colectivo building.

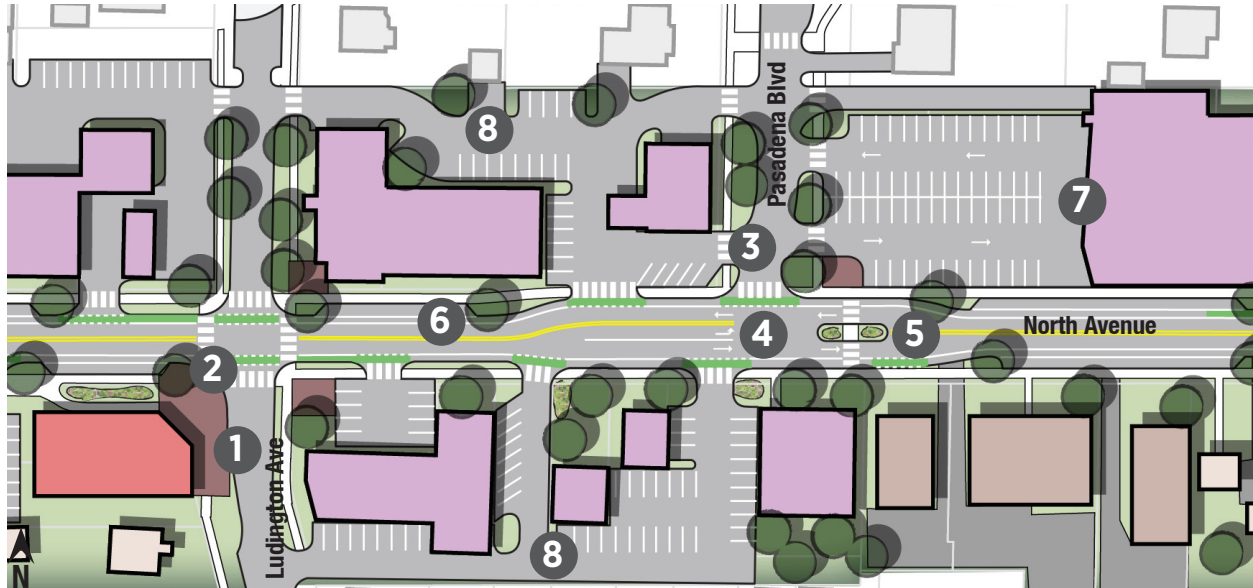
LUDINGTON AVENUE/88TH STREET

An angled alignment of Ludington Avenue places the southwest corner of the intersection about 30 feet east of the corresponding corner of 88th Street. Aligning this corner to square up with the north leg of the intersection adds a new public space adjacent to the Colony Camera redevelopment site, reduces access conflicts with access curb cuts at the intersection, reduces the speed of right turning traffic, and generally improves the pedestrian environment at this key location. The realigned curb line of the southwest quadrant must have a large enough radius to accommodate buses turning from eastbound North Avenue to Ludington. Elements include:

1. Realignment of West curbline of Ludington.

This will produce a 90-degree intersection aligned with 88th Street north of North Avenue. Ludington's width would remain at its ruling 32 feet, with a large radius curb to accommodate bus movements.

Figure 4.7: Ludington Avenue and Pasadena Boulevard Intersections



2. Public Space. The realignment creates an opportunity for public space that can enhance a commercial redevelopment project on the southwest corner.

PASADENA BOULEVARD

North Avenue between Ludington Ave and 86th Street is the center of the commercial core, and includes Sendik's, the district's heaviest generator of both vehicular and pedestrian traffic. However, very tight parking lots, conflicting turning movements, delivery activity, and pedestrians crossing without crosswalks all create safety concerns. The concept illustrated in **Figure 4.7** is designed to address these various issues. Its elements include:

3. Shifting Pasadena Boulevard. In the concept, Pasadena Boulevard shifts slightly to the west to the west, the street channel is reduced slightly to 28 feet without parking, and the width of the tree lawn and sidewalk on the east side adjacent to Sendik's parking lot would be reduced from its current 29 feet to about 18 feet. This allows for an expansion of the Sendik's parking lot and better alignment with the Tosa Pediatrics access drive on the south side of North Avenue.

Figure 4.8: Concept for Pasadena Boulevard intersection and Sendik's parking lot.



4. North Avenue Modifications. Along North Avenue approaching the Pasadena Boulevard intersection, on-street parking is eliminated to provide space for a left-turn lane into the Sendik's lot. This added width provides space for a pedestrian refuge island on the east leg of the intersection, along with a high visibility crosswalk (see item 3 following). These changes do not require redesign of parking lots.

5. Pedestrian Refuge Island. A pedestrian refuge island on the east leg of the intersection provides a greatly improved street crossing in a strategic location. The refuge island here does not affect access into businesses on the south side of the street. The crossing would include a high visibility crosswalk and either a hybrid beacon (HAWK) or a flashing beacon.

6. Bicycle Lane Markings. The bicycle lane continues on the north and south side of North Avenue. The lane transitions from riding along side parallel parking to along the curb to accommodate the vehicle left-turn lane and pedestrian island.

7. Sendik's Parking Lot. This heavily used lot currently includes five rows of diagonal parking with one way circulation. Diagonal parking and narrow one-way drive aisles in an era of long vehicles creates serious maneuverability and visibility issues and the northern row of parking uses the truck service lane for a drive aisle. A proposed redesign of the lot would use two bays (or four rows) of 90-degree parking, maintaining one-way circulation but providing more generous 24-foot drive aisles. The longer width and greater efficiency of perpendicular parking provides no loss of parking, even allowing for lost on-street parking with street modifications. The revised scheme also separates the truck service lane from the parking lot.



8. Rear Parking and Alleys. Parking and alleys between 88th and Ludington would be rationalized to provide greater efficiency, with many of the stalls gaining access from alleys widened into full-width drive aisles.

Truck turning analysis indicates that radii at the north alley entrance to North Shore Bank, the truck dock for Sendik's and the northeast corner of North and Pasadena are trouble spots that should be sufficiently relaxed to accommodate required movements.

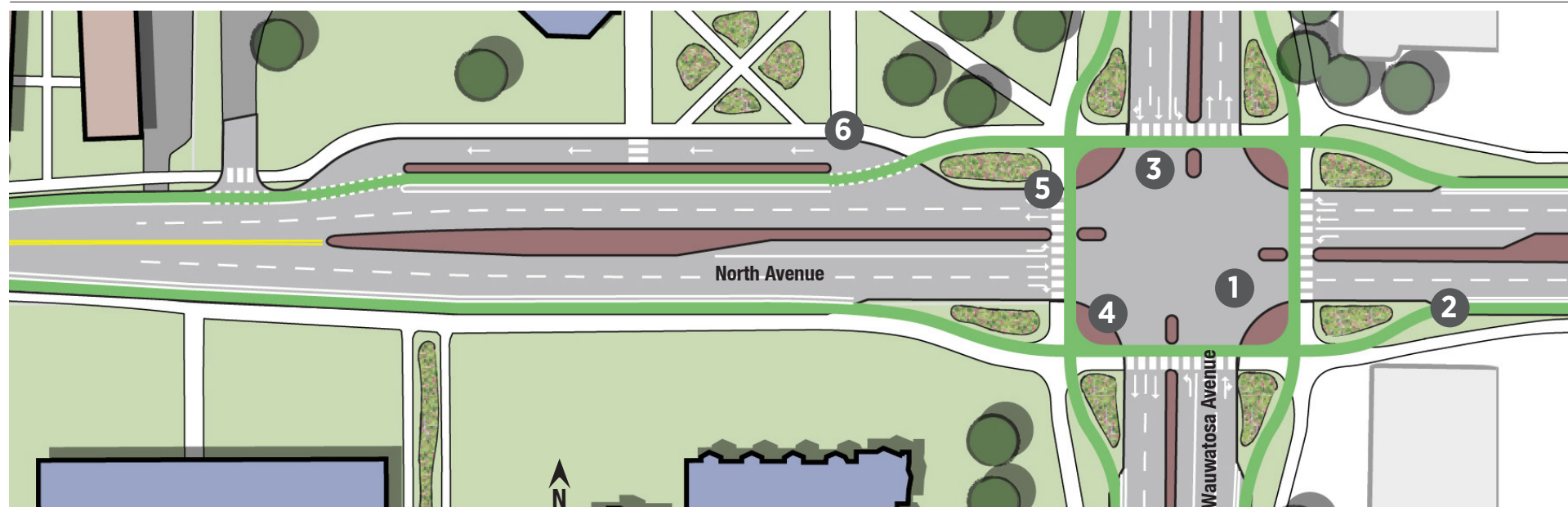
WAUWATOSA AVENUE

Many participants in the MidTown Tosa planning process regarded the Wauwatosa Avenue intersection as one of the district's greatest problems. The intersection's auto-oriented channelized design, with two direct lanes, a protected left-turn pocket, and center and right-turn bypass medians, contrasts sharply with the more walkable urban character of North Avenue in both East and MidTown Tosa. The intersection's vast size and openness gives a message of speeding up to motorists – many of whom happily comply, especially on the westbound or downhill leg. Pedestrians crossing North Avenue directly from side to side face a crossing of almost 200 feet and the passage from the northwest to southeast corner is about 280 feet. These distances are of special concern because three of the adjacent uses are Longfellow Middle School, the Public Library and Municipal Complex, and a senior housing complex. The bicycle lanes that cross the intersection in both directions are nearly lost in the expanse.

The Longfellow Middle School drop-off lane presents an additional challenge. Many parents drop students off in this turnout lane along North Avenue. During peak times, drivers often double park, reducing traffic flow to one lane and creating possible hazards when kids enter or exit vehicles.

To address these issues, this plan recommends a protected intersection (sometimes referred to as a "Dutch intersection") following a model commonly used in Europe and now being employed in the United States. Pioneered in the Netherlands, these intersections are being implemented in America, often as part of aggressive Vision Zero programs. General features that improve walkability and bikeability and decrease the amount of real estate occupied by the intersection include:

Figure 4.9: Wauwatosa Avenue Protected Intersection



- **Removal of right-turn bypass medians.** Right turn lanes are maintained, typically to the right of bike lanes. However, the free-flow separated slip lanes and medians are removed.
- **Continuous bicycle access.** The concept maintains continuous bike infrastructure along both North and Wauwatosa Avenues through the intersection. Bike lanes on both streets transition into off-street paths as they approach the intersection, leading to the protected area and clearly marked tracks across the two major streets.
- **Two-stage left turns for bicyclists.** The protected intersection concept encourages left-turning bicyclists to cross two streets (similar to pedestrians). While taking longer to complete, a two-stage left turn keeps bicyclists out of vehicle travel lanes and reduces the likelihood of crashes.
- **Protected drop-off lanes.** Separation is provided between the Longfellow drop-off lane and North Avenue travel lanes

- **Median extensions.** The noses of medians are extended to provide a protected refuge area for pedestrians and reduce the turning speeds of motorists. Turn analysis indicates that raised curbs may present problems for large vehicles making turns. Therefore, these extensions may be designed with drive-over curbs to avoid obstructions.

Figure 4.9 illustrates a plan view of the protected intersection option, placing an emphasis on pedestrian and bicyclist safety by separating bicyclists and pedestrians at intersections from moving traffic and placing them in view of motorists. Components necessary for successful operation include:

1. Corner refuge islands. These islands place pedestrian and bicyclists in a highly visible position that is protected from motor vehicles. Bicyclists also do not have to negotiate a conflict zone where right-turning motor vehicles cross the bike lane. These islands are at all four corners of the intersection and provide adequate turning radii for large vehicles.

2. Off-road bicycle approaches to the intersection. As bike lanes approach the intersection, they go above the curb and proceed off-road into the protected corners. This substantially reduces interaction with motor vehicles.

3. Priority bicycle and pedestrian crossings. Bicycle tracks and sidewalks are separated when approaching the intersection, crossing at adjacent but separate paths. Each path is separately marked, the bicycle path with green paint, the crosswalk with Continental-style markings.

4. Bicycle signal cycle. A separate bicycle signal control adds another level of safety for pedestrians and bicycles by stopping right-turning traffic for specific interval. This special signal may be pedestrian or bicycle actuated and should be considered in the engineering of the intersection.

5. Lane changes. Figure 4.9 maintains two lanes in each direction through the intersection. However, the westbound outer lane on North Avenue east of the intersection may be required to turn north on Wauwatosa Avenue, leaving one direct lane and the protected left-turn lane, eliminating the lane merge that now occurs west of Wauwatosa Avenue. Turn lanes in all directions accommodate large vehicles. A previous study showed that one direct through lane that matches the lane configuration on the rest of North Avenue presents a conflict with the protection median for truck traffic turning southbound to westbound. This issue is shown in the Appendix, but is corrected by the design illustrated here.

6. Protected two lane drop-off turnout option.

The concept includes a separated drop-off lane for Longfellow Middle School. This should be designed to allow drop-off along with curb with adequate width for other cars in the slip lane to proceed around loading vehicles. This provides greater safety for students being dropped off and should reduce or eliminate the current queuing problem by increasing capacity. This turnout is a desirable option but not a requirement of the protected intersection.

Figure 4.10: Protected intersection, Salt Lake City. (Photo credit: Alta Planning & Design)



Figure 4.11: Wauwatosa Avenue Protected Intersection



Figure 4.12: MidTown Development Concept Site

DEVELOPMENT CONCEPTS

Proposed changes in land use almost always receive close scrutiny and active involvement from the business community and residents. However, returning vacant and underutilized properties to productive use can fill market demands and contribute to MidTown's vitality. The development concepts in this section focus on redevelopment and reuse of strategic properties to enhance the corridor.

These projects will require cooperation by all involved, including the property owner, the City, developers, and funding partners. Technical guidance on building methods and considerations of the market are important elements for property owners and developers to consider. City review should place a priority on maintaining the character framework described previously, but should also encourage excellent and innovative design, promote an attractive streetscape, and potentially offer financial incentives when the project advances the vision for MidTown.



2 Colony Camera

Development concepts range from specific site redevelopment to general development possibilities that could occur over time. Candidate sites for redevelopment and reuse shown in **Figure 4.12** include:



1 Former Kitchen Design Studio



3 Possible Redevelopment



2 Anytime Fitness Block



4 Wauwatosa Oil Site

1. The former Kitchen Design site at 90th Street.
2. The Anytime Fitness Block between 88th and 90th, including Colony Camera.
3. Possible redevelopment sites between 84th and 88th, and 90th and Swan Blvd.
4. Former Wauwatosa Oil at 84th Street.

Former Kitchen Design Studio: 90th Street and North Avenue

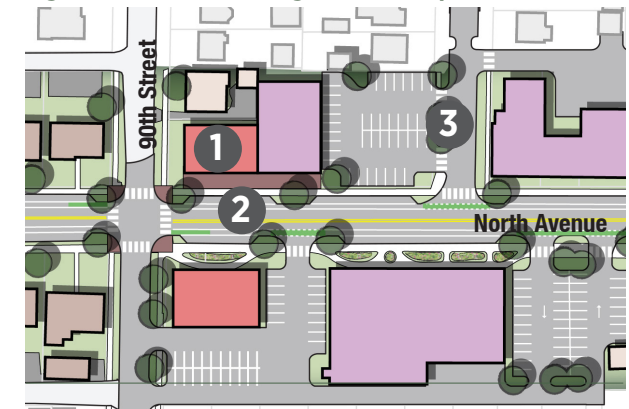
A vacant building at the corner of 90th and North Avenue, historically the Lang Service Station, was most recently a kitchen design studio. The building, set back from the street, does not hold the corner well, and curb cuts are too close to the intersection—a particular problem because the 90th Street intersection is a major crosswalk protected by a flashing beacon.

The redevelopment concept shown in **Figure 4.14** replaces the existing building with a two-story commercial or mixed use building. A new project should retain the building line established by

the neighboring Ray's storefront, creating a wide sidewalk with the potential for outdoor seating space. The concept also suggests a redesign of the Ray's parking lot, using some adjacent right-of-way while maintaining sidewalks along 89th Street. This increases the number of stalls from 34 to 44 by using 90 degree parking and eliminates existing curb cuts on North Avenue, instead accessing the lot from the east.

- 1 New commercial/mixed use building
- 2 Sidewalk seating area
- 3 Parking redesign

Figure 4.13: Kitchen Design Site Concept



Note: All depictions of new buildings are for illustrative and massing purposes only and do not represent any specific proposal or building design.

Figure 4.14: Kitchen Design Site Concept Perspective



Anytime Fitness Block: Ludington Avenue and 90th Street

The south side of North Avenue between 88th and 90th Street is assembled in single ownership and represents MidTown's most important opportunity for comprehensive redevelopment. Four buildings are now located on this site: the long vacant Colony Camera store, a single-level structure at the Ludington Avenue corner; the Anytime Fitness building, largest on the site with the fitness center and several other tenants; a single-level office structure at the 90th Street corner; and a house immediately south of the former Colony Camera.

While the owner of the property is still considering redevelopment opportunities, the final project should follow a master development plan that provides compatible uses, shared access, and efficient parking that minimizes direct exposure to North Avenue and the impact on the adjacent residential neighborhood. It is likely to include some combination of retail, residential, and office uses.

This plan presents three potential redevelopment options for consideration. All three alternatives envision demolition of the existing Colony Camera building and adjacent house, replacing them with a new 1- or 2-story commercial building shown in **Figure 4.18**, with possible upper level office space. With larger sidewalk space created by realigning Ludington Avenue, a restaurant or other retail use is a logical street level use. This building should have its own assigned parking on site, and should be designed in a way to minimize traffic impact on the residential area to the south. All three options also envision extension of the landscaped setback now developed in front of Anytime Fitness across the entire frontage.

The three redevelopment options present different ideas for the balance of the site, described on the following pages:

Figure 4.15: Option 1, Redevelopment Concept Retaining Anytime Fitness Building

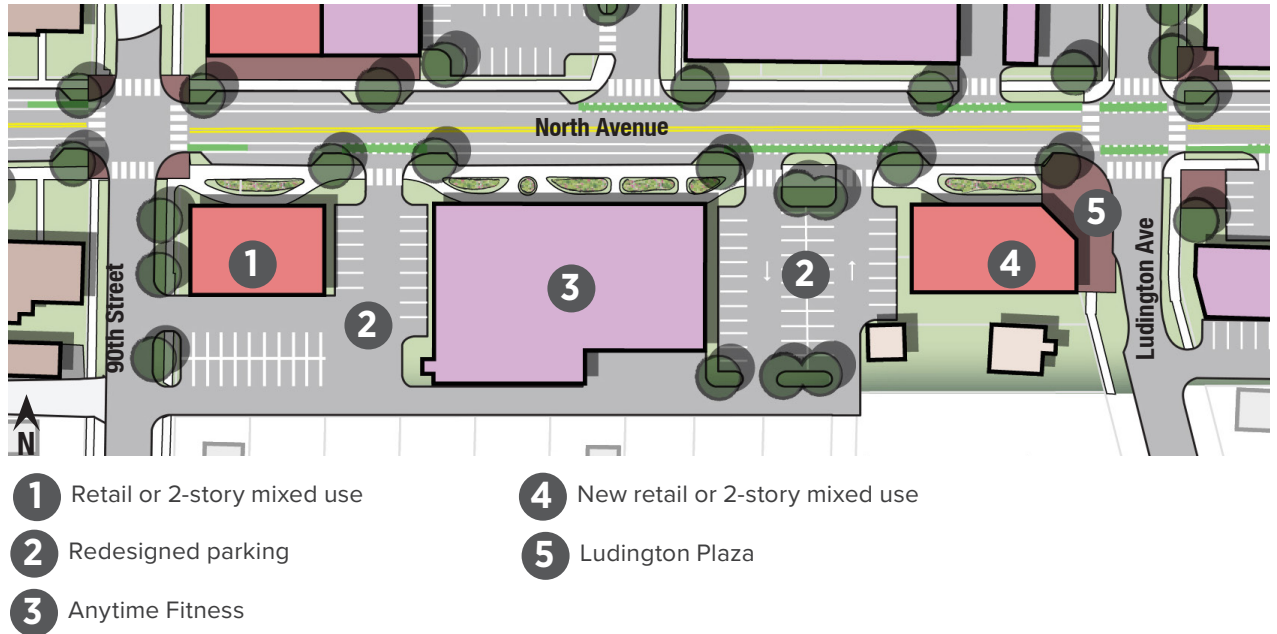
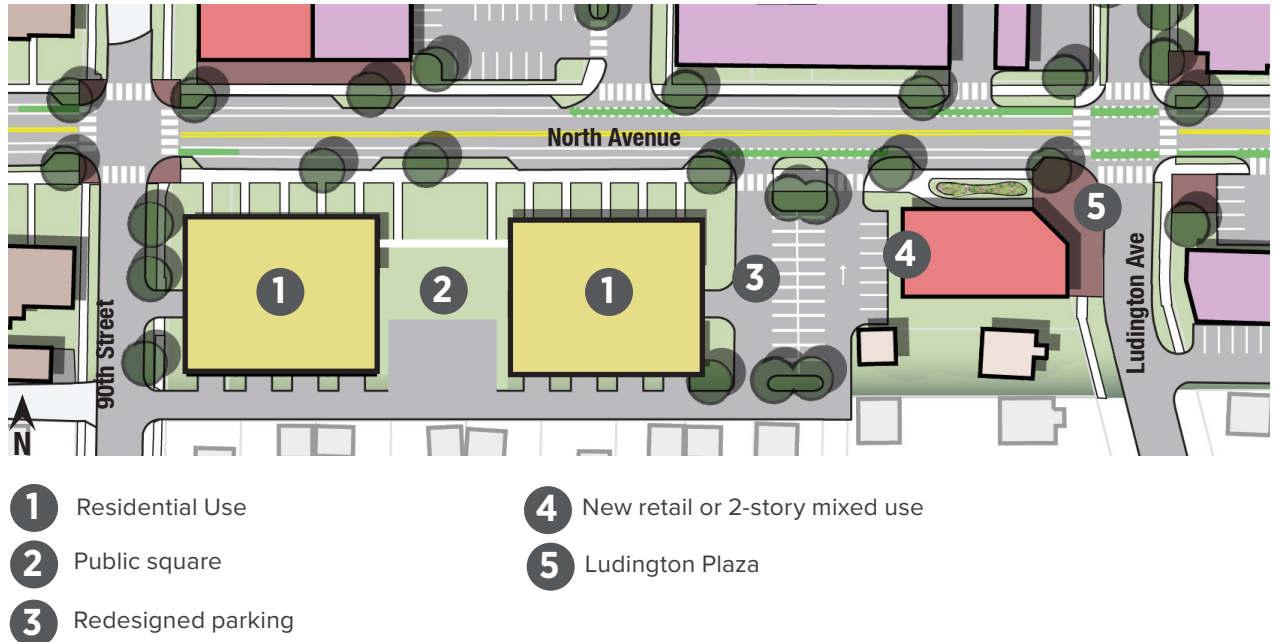


Figure 4.16: Option 2, Residential Redevelopment Concept



Option 1 in Figure 4.15 maintains the Anytime Fitness building in place, retaining the existing primary use. The existing single-story structure at 90th Street would be replaced by a 2- to 3-story mixed use structure, with residential or office upper levels over street-level retail. In this scheme parking would be provided to the rear of buildings along the alley and between the new and existing structures on the west side of the site.

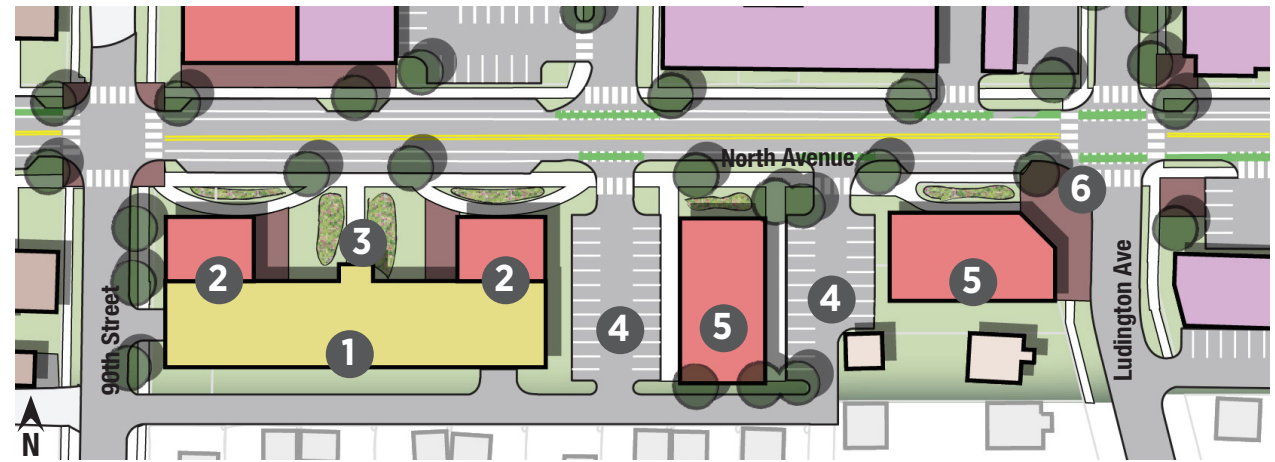
Option 2 in Figure 4.16 proposes redevelopment of the west 2/3 of the site with single-use residential buildings developed over interior parking. The concept includes a central public space and alley-loaded surface parking screened from the street. A retail or mixed use building could replace the row nearest 90th Street.

Option 3 in Figure 4.17 proposes redevelopment with a mixed use retail/residential building, providing three residential stories over grade level parking, hidden by two single-story retail buildings adjacent to North Avenue. This configuration achieves the requisite residential density while maintaining a smaller retail scale along the main street. It also replicates the courtyard arrangement found among older residential developments along the street. This option also suggests an additional two-story commercial/residential mixed use building in the middle of the site if residential uses alone are not feasible.

Potential Residential Redevelopment

As discussed in the MidTown Today section of this plan, many of MidTown's multi-family buildings were built during the 1950s and 1960s, and occupy relatively small footprints. The scale, materials, and setbacks of these buildings defines much of the feel of North Avenue, and sets up a contrast with the more urban, mixed use character of the district's core. However, the age, condition, and floor plans of some of these buildings may lead to obsolescence and the possibility that groups of them will be acquired for more contemporary redevelopment.

Figure 4.17: Option 3, Mixed Use Redevelopment



- | | | | |
|---|---------------------|---|------------------------------|
| 1 | 3-story residential | 4 | Redesigned parking |
| 2 | 1-story retail | 5 | Retail or mixed use building |
| 3 | Common courtyard | 6 | Ludington Plaza |

Note: All depictions of new buildings are for illustrative and massing purposes only and do not represent any specific proposal or building design.

Figure 4.18: Potential redevelopment of Colony Camera site



It is important that redevelopment, if and when it occurs, should respect the traditional character of the street. Some public comment on high quality and well-designed new developments included opinions that they were too high, too close to the street, had large, unbroken building lines, or lacked direct North Avenue entrances. This plan suggests two prototypes for new structures that recall the scale, front yard setback, occasional courtyards, and character of surrounding buildings. These are by no means the only acceptable building designs, but they help to illustrate some of the urban design values that new projects should incorporate.

The consideration of the Anytime Fitness site introduced the first of these prototypes, a one-story retail/commercial built with a small but important front-yard setback from the property line with two to three-story residential block set back behind a front yard courtyard, shown in **Figures 4.19 and 4.20**. Parking is placed at grade, hidden by the commercial buildings and courtyard entrance and landscape. This concept retains the courtyard pattern found along the street and achieves the scale necessary for economic feasibility while maintaining the smaller scale along the street itself. Landscaping, seating space, and design features in the courtyard can also strengthen the streetscape character.

The second prototype provides smaller footprint modules, articulated by shared entryways and circulation stacks, shown in **Figure 4.21**. This configuration maintains the scale and setbacks of the existing four- and eight-plex residential structures, but can provide more contemporary floor plans and economies of scale. Parking can be provided on the surface off alleys, or under individual modules.

Note: All depictions of new buildings are for illustrative and massing purposes only and do not represent any specific proposal or building design.

Figure 4.19: Mixed use prototype with single-story commercial along street frontage



Figure 4.20: Mixed-use prototype

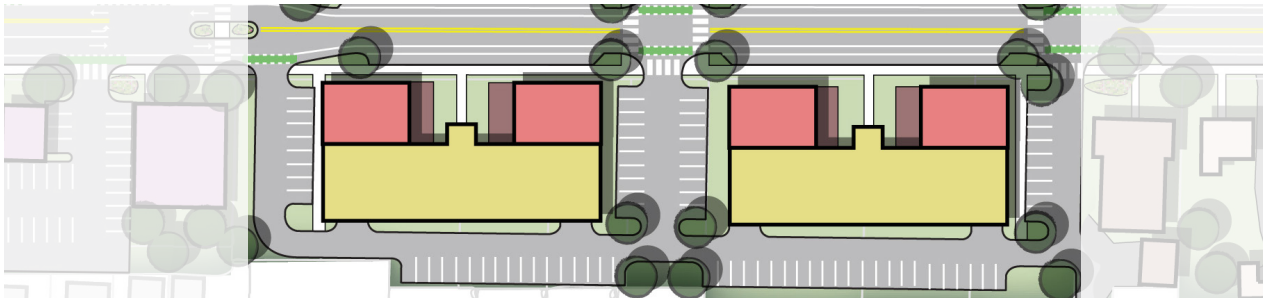
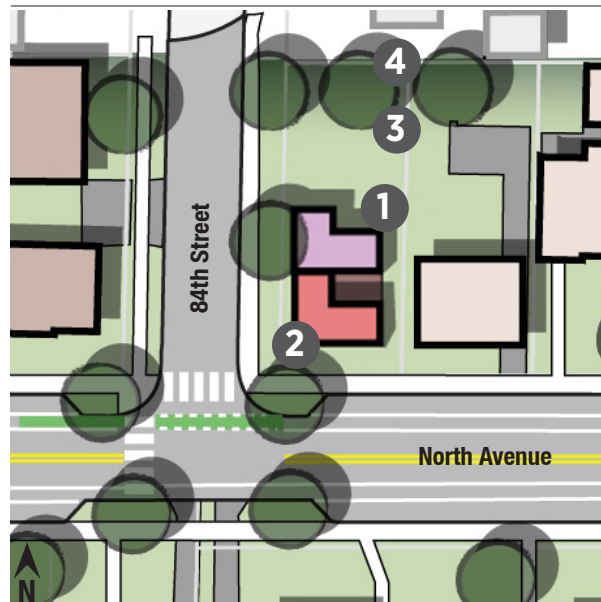


Figure 4.21: Small foot print block prototype





Figure 4.22: Wauwatosa Oil redevelopment option



- 1 Existing Wauwatosa Oil building
- 2 Addition
- 3 Backyard landscaping/buffering
- 4 Screening from neighbors

Former Wauwatosa Oil Co. Station: 84th and North Avenue

The use of this small (under 600 square feet) former gas station, with its residentially sized and zoned lot, has been a source of considerable controversy in MidTown. A 2017 proposal to use the site for Ruckus, a neighborhood “burger and ice cream” restaurant produced considerable support and heated opposition, and was eventually denied because of concerns over traffic and use intensity. The previous use of the site may make residential reuse of the site consistent with its current zoning but may be unfeasible.

The most likely reuse of this small but iconic structure would be a low impact commercial use, such as a professional office or limited retail or food service use that insulates the adjacent 84th Street residential

environment from substantial operating impact. The concept illustrated in Figure 4.22 retains the existing building and builds an addition toward North Avenue, creating an interior courtyard that exposes the gabled front facade. The backyard would be screened from the adjacent house.

City Municipal Complex

A process is underway for the approximately 8.5 acre site that includes City Hall and the Public Library. The City retained SB Friedman Development Advisors to evaluate potential reinvestment and redevelopment options. SB Friedman included a market assessment of potential private development demand on the site, and a cost/benefit analysis of several scenarios consistent with the market study. It is not within the scope of this plan to make a recommendation from among these alternatives. The Common Council will make the final decision on development of the Municipal Complex site.



PARKING

Parking is an important issue along any urban mixed use street, and especially along commercial segments of North Avenue. In addition to supporting businesses, an adequate supply of convenient parking discourages customers from parking on adjacent residential streets.

The previous discussion of potential intersection and development projects has presented revised parking concepts in some of these areas. This section will review these ideas. These improvements will moderately increase the supply of off-street parking and relieve pressure on on-street spaces. They provide some room for small changes that might reduce on-street supply slightly, but improve the pedestrian environment with features like corner bump-outs and mid-block curb extensions. Small projects that encourage pedestrians and bicyclists can divert some short-distance trips to local businesses from cars to human-powered modes.

The residential segments of North Avenue generally meet their own parking needs, assisted by the presence of alleys for access to small parking areas. As a result, an occasional parking space replaced by a streetscape improvement or feature is less consequential, and the benefit of creating a better physical environment outweighs the cost of a loss of a parking space.

Parking has other aesthetic dimensions. Landscaping along the edges of parking lots screens sidewalks and creates a more pleasant environment for pedestrians and generally improves the district's marketing image. Access management and clear designation of pedestrian crossings increases safety for all users, including motorists, pedestrians, and customers.

Project-Related Parking

Projects identified in the plan that have significant parking implications shown previously in Figure 4.1 include:

- North Avenue and Swan Boulevard
- Ray's (90th and North)
- Anytime Fitness Block
- North Shore Bank Block
- Sendik's Lot
- South Alley

Figure 4.23 summarizes the parking impact of these proposed changes.

North Avenue and Swan Boulevard. A bump-out (corner node), proposed for this intersection to reinforce a required eastbound to southbound right turn of the outer lane will also provide two protected on-street parking spaces outside Colectivo. These might be signed for short-term parking to ensure rapid turnover.

Ray's (90th and North). The proposed parking lot redesign, using a portion of the adjacent 90th Street right of way, eliminating curb cuts to North Avenue to serving the lot from 90th Street, and shifting to 90-degree stalls increases parking supply by 11 stalls, or about 30%.

Colony Camera/Anytime Fitness Redevelopment. Minor redesign of existing parking with redevelopment of the Colony Camera site adds a few parking spaces to the site's inventory. More extensive redevelopment options involve residential redevelopment on existing parking areas. This reduces the overall supply, but also reduces the demand for customer parking. Each redevelopment concept is designed to support residents and remaining commercial development needs.



North Avenue and Swan.



Ray's parking lot, 90th and North



Colony Camera Redevelopment, Ludington and North



North Shore Bank Block at Pasadena



Sendik's Lot at Pasadena Boulevard

North Shore Bank Block (88th to Pasadena). Minor realignment of the alley to permit parking on both sides of the drive aisle and reconfiguration of existing parking lots is parking neutral but improves flow and ease of use for customers.

Sendik's. Suggested changes, previously discussed, extend the Pasadena Boulevard curb slightly to the west, replaces five diagonal bays with four 90-degree bays, and separates parking and truck loading aisles. These changes add 9 stalls to the off-street lot and improve ease of use for customers.

On-Street Parking Changes

Streetscape recommendations discussed earlier and covered in the following “MidTown Image” section have some impact on the on-street parking supply. These include:

Bump-outs (corner nodes). Depending on length, corner bump-outs, which protect parked cars from turning traffic and improve the ability of pedestrians to cross North Avenue, may on occasion, come at the cost of a parking space.

Pedestrian refuge islands. These islands split the travel lanes to create a safe space for pedestrians crossing North Avenue. They have no significant impact at conventional intersections, but will reduce on-street stalls at the Pasadena crossing. The added stalls and easier circulation in the Sendik's lot is intended to compensate for this reduction and direct more users to existing off-street resources.

Mid-block curb extensions. These features, which again replace a parking space, are generally located in the residential segments of the street where parking demand is lower.

Bike lanes. In general, bike lanes have no impact on North Avenue parking. The bike lane option that extends bike lanes from Swan Boulevard to Menomonee River Park ideally requires prohibition of parking along the segment. Curbside parking use here is very light. Alternatively, parking over a bike lane might be tolerated because of the infrequent parking use.

Figure 4.24 compares current and proposed parking supply.

FIGURE 4.23: Off-Street Parking Changes

OFF-STREET	EXISTING	PROPOSED	TOTAL CHANGE (+/-)
Kitchen Design Studio	6	0	-6
Rays Parking Lot improvements	33	44	+11
Anytime Fitness option 1	101	105	+4
Sendik's Redesign	63	72	+9
Total			+18

Source: RDG Planning & Design; Ayres Associates

FIGURE 4.24: On-Street Parking Changes

ON-STREET	EXISTING*		PROPOSED**		TOTAL CHANGE (+/-)
	NORTH SIDE	SOUTH SIDE	NORTH SIDE	SOUTH SIDE	
Menomonee Parkway to 95th	0	4	0	0	-4
95th to 94th	7	3	0	0	-10
94th to Swan	10	15	0	0	-25
Swan to 91st	12	0	11	9	+8
91st to 90th	14	11	14	11	0
90th to 89th	0	10	9	10	+9
89th to 88th/Ludington	7	6	6	4	-3
88th/Ludington to Pasadena	7	9	6	0	-10
Pasadena to 86th	13	9	9	8	-5
86th to 85th	7	6	7	6	0
85th to 84th	6	7	5	6	-2
84th to 83rd	13	7	7	7	-6
83rd to 82nd	7	12	6	7	-6
82nd to 81st	12	12	11	12	-1
81st to 80th	8	7	8	7	0
80th to Watson	15	16	12	16	-3
Watson to Wauwatosa	20	0	20	0	0
Total	158	134	131	103	-58

*Prior to interim bike lane installation in the fall of 2017

**Under ideal conditions for bicyclists

Source: RDG Planning & Design; Ayres Associates



MIDTOWN IMAGE

The words “brand” and “image” have probably been overused in our society and mean different things to different people. Specific professions have grown up around the concept of “brand management” and we hear the term used in reference to products, political figures, athletes, and even communities. As we think about how these marketing terms are applied to cities and neighborhoods, we define both terms in a similar way: as a package of expectations that people have about a place.

Many things contribute to creating expectations: the experiences that people have with businesses, the non-verbal feelings that they have in walking along its streets, the types of businesses that tend to cluster in a district, the overall look and upkeep of homes and shops, and the sense of life that an area communicates to various audiences. A place’s image can change very quickly for both good or bad. For example, East Tosa’s “brand” has changed and improved dramatically during the last six years and positive investment tends to create the setting for more positive investment.



Events sustain the image of a neighborhood. From top: Tosa Pediatrics Movie Night; MidTown 5K Run for Wellness.

The logo (or graphic trademark) that MidTown Tosa has developed for itself establishes a set of expectations: a sense of comfort, neighborhood services, a place that values the pace and intimacy of walking and biking, the scale of the bungalow. This logo very successfully communicates what we know is the image of the district. It then becomes very important that the reality of the place reinforces these expectations.

Sustaining a positive image takes a good deal of energy and vigilance, especially in urban neighborhoods. Much of this energy involves human activity – neighborhood events like the MidTown

5K Run for Wellness and the Tosa Pediatrics Movie Night speak volumes about the cohesiveness and strength of a neighborhood and its values to existing and prospective residents and enterprises. But the physical environment also has a very substantial role to play. It communicates a visual quality to visitors, and a deeper, experiential quality to residents and customers. It also provides places where the positive interaction that is so much a characteristic of successful human environments occurs.

It is clear that MidTown is succeeding in this process. The most eloquent evidence is found in the generational recycling of the neighborhood, as some senior households move to other settings and their homes are purchased by younger households with small children. This generational change also creates new requirements for a family-friendly environment that meets the needs of three generations. Elements of this process of adaptation include:

- The Street Environment
- Alleys and Neighborhood Compatibility
- Facades
- Gateways and Wayfinding

The Street Environment

North Avenue’s street environment – the space between the curb and the building line is important to establishing and sustaining the MidTosa image. Front lawns and paved areas that appear to extend the public sidewalk are part of the street environment but are privately owned. But the immediate concern from an image and experience perspective is the public realm from curb to property line. Comfortable sidewalks, attractive and sufficient lighting, shade, color, and well-placed street furniture can all contribute to making the street succeed as a successful public space. Elements of the proposed North Avenue street environment are identified in **Figure 4.25** and include the following:

Figure 4.25: Image and Streetscape Elements, West



Corner nodes or “bump-outs.” As mentioned earlier, these features extend the curb at corners and are the depth of the parking lane, but avoid encroaching on the bike lane. They provide a variety of benefits, including:

- Reducing pedestrian crossing distance across North Avenue
- Managing traffic speed by reducing the motorist’s perception of street width
- Protecting parked cars by separating turning cars for the parking lane
- Providing space for landscaping, street furniture, and bike parking

A vocabulary of features for a bump-out may include:

- Bench or seating wall
- Trash receptacle in the commercial core
- Space-efficient bike parking such as an inverted “U” or hitching post design
- Tree or planter

Actual design and included features will depend on the specific context.

Midblock curb extensions. These features are similar to bump-outs, extending a curb out to the edge of the parking lane and are typically one parking stall in length. They are most appropriately used on long blocks along residential segments of North Avenue and can improve pedestrian quality in areas with back of curb sidewalks. Curb extensions may include a bench or street chair and tree or planter, or may simply be landscaped with a ground cover.

Social Spaces. Occasional social spaces can strengthen the public and processional quality of North Avenue by providing locations for activity, outdoor eating, conversation, art, landscaping, and seating. Current and potential social space locations include:

- Swan Boulevard. The 30-foot space from building line to the curb provides a popular space for outdoor tables, bike parking, and a BublR bike share station.
- Ray’s block, 90th to 91st. The Ray’s building is set back sufficiently from the street to provide

an 18-foot area that is occasionally used for outdoor tables. Additional landscaping along with redevelopment of the adjacent former Kitchen Designs site could provide a significant sidewalk plaza and green area.

- Anytime Fitness. The Anytime Fitness building is set back sufficiently to provide an approximately 30 foot space from the back of curb. This well-landscaped area should be extended across the block with future redevelopment, and should include public space appropriate to its ultimate use.
- Ludington intersection. The recommended realignment of this intersection would create a small corner plaza for outdoor tables as part of a redevelopment project on the block.
- Multi-tenant commercial building at 88th Street. The 18 foot setback from back of curb to the building facade is paved and has two benches, a small bike rack, and two street trees. Landscape beds that separate the walk from the street and improved street furniture can create an attractive sidewalk space and a better front door for the building.

Figure 4.26: Image and Streetscape Elements, East



88th and North commercial building. Redesign of this building setback area can provide better separation from the street and a pleasant commercial environment in a strategic location.



- Sendik's sidewalk. This area, again about 18 feet from back of curb to building line, is partially covered by a canopy. It is used for outdoor sales displays and other store purposes. Merging the public and private realms to provide a landscaped separator between the street and sidewalk can improve the environment without impeding uses of the property for sales. Sendik's occasionally uses the first row of parking for community events. This treatment could also be extended east along the Wisconsin Garden property

Street Landscaping. Most of North Avenue's numerous street trees are planted directly behind its back of curb sidewalks. While these trees provide shade, they do not separate the pedestrian and traffic domains. Street trees and other landscaping in bump-outs, midblock curb extensions, and along curbs increases the comfort of pedestrians along the street. Other low cost enhancements such as flower baskets and low-lying planters break up storefronts and concrete sidewalks to provide color and interest.

Lighting. Currently, ambient lighting along North Avenue is provided by standard "cobra-head" fixtures. While this utilitarian system is generally adequate to the task, lighting is often used to reinforce the identity and atmosphere of distinctive districts. For example, twin globe lights were installed as part of the district's streetscape program during the 1990s. These or other lights should be considered for North Avenue. Hybrid systems are also possible, where more contemporary versions of the cobra-head provide directed street lighting and special areas such as bump-outs and social spaces are emphasized by a pedestrian scaled lamp.



Alley Enhancements

Many of MidTown's commercial and multifamily blocks are served by the alleys that parallel North Avenue. In addition to providing service access and parking to North Avenue development, the alleys are also the buffer separating the more intensive uses of the avenue from adjacent single-family residential blocks. Alley enhancements, including fencing, landscaping, improved parking and loading areas, and appropriately located and screened trash receptacles both address functional issues and help ensure that different land uses can continue to operate close to each other. New projects in particular must be designed to minimize impact on surrounding residential uses.



Sendik's sidewalk concept. Street landscaping, creating a better public space and separation from the auto environment, can also enhance customer experience.

Figure 4.27: Image Elements



ADDITIONAL PERMANENT SEATING



LANDSCAPING AND FIXED PLANTERS



MIDTOWN BANNER SIGNAGE AND BRANDING



PEDESTRIAN BUMP-OUTS AND SAFETY



RECEPTACLES IN KEY LOCATIONS



STOREFRONT PLANTERS



DECORATIVE LIGHT FIXTURES, HANGING



THEMED BUS STRUCTURES



BIKE PARKING NEAR BUSINESSES



SIDEWALK MERCHANDISE AND SIGNAGE



MIDTOWN BRANDED STREET SIGNS



PLAZA SPACES



The alley environment. Alleys are the interface between the higher intensity uses of North Avenue and the single-family character of adjacent blocks. Management of potential negative effects is necessary to maintain the value and marketability of adjacent properties.

Another issue at the commercial/residential interface is the possible encroachment of casual traffic generated by shops into residential neighborhoods. This can be discouraged by the use of “neck downs” – curb extensions that reduce the width of local streets to 18 or 20 feet, tending to suggest that visiting traffic should use North Avenue rather than neighborhood streets.

Facade Enhancements

Commercial buildings in the core of MidTown are generally well-kept and in good condition. But as buildings age and expectations of commercial areas change, reinvestment and updates become necessary. Building improvement efforts also provide a chance to add features that reinforce the image and experience of North Avenue.

While MidTown’s commercial buildings are not considered “historic” in the conventional sense, as measured by listing on the National Register of Historic Places, the supply of early and mid-20th Century structures is cohesive and varied, and has some excellent examples of architecture from that period. Facade improvements can maintain this character while adapting to current preferences. The facade items in MidTown that have a strong effect on the district’s image include:

Signage. Business identification signage both provides information and has a substantial impact on image and visual quality. In common with buildings, MidTown has a variety of sign types, some of which are classic examples of their genre. In general, signs should be legible to the user without being overpowering and should complement the character of the building. Size, design, location, type, material, and lighting all influence the effectiveness of the message and compatibility within the district. In particular, projecting signs, once shunned in zoning ordinances in favor of signs flush with the face of the building, are generally more readable to all types of users moving along the street. However, careful regulation based on the scale and sight lines of the district are necessary to prevent clutter while maintaining variety and interest.



Lighting. Soft lighting on building facades that also illuminates sidewalks can augment street lighting to create a friendlier and safer feeling environment for pedestrians. Attractive, limited storefront, window, and sign illumination, carefully designed and regulated, can maintain an active and secure street environment after dark. Directional lighting is necessary to limit glare and ensure that lighting remains consistent with the largely residential character of the avenue.



Entryways. Doors and entry location are very important determinants of North Avenue's character. A majority of both residential and commercial buildings directly address North Avenue. This pattern of clear, street-oriented, and sometimes distinctively designed entryways should be incorporated into new development as it occurs along the street.

Awnings. Many of MidTown's commercial buildings provide awnings or other overhangs, particularly on the north side of the street for sun shade. Awnings can add scale to a building's facade and provide a measure of shelter from the elements to pedestrians. Cloth awnings in appropriately sized openings communicate the neighborhood character.

General Maintenance. It goes without saying that good building maintenance communicates an image of quality and commitment on a commercial street. In many cases, minor facade rehabilitation and cleaning can substantially improve building appearance. Maintenance also extends to the public environment and a mechanism should be in place to manage routine maintenance. This requires both individual action by businesses (such as making sure that trash is properly placed in dumpsters and that individual service and loading areas are clean and reasonably orderly) and cooperative action (including landscape maintenance, litter pickup, and other district-wide maintenance). The MidTown Tosa association, while voluntary, has established a sense of community and mutual interest that advances overall maintenance and ownership in the district. The association should continue to play this role and to monitor whether a more formal structure such as a business improvement district is necessary.

A bigger challenge is maintenance of the capital elements of the public environment. This MidTown development program will require significant capital investment from the City, businesses, and property owners, and both the economy and demand for

MidTown suggest that this investment will be rewarded. This will include sidewalk replacement, new planters, social spaces, intersection redesign, and the other features identified in this strategic plan. But sidewalks deteriorate, street furniture wears out, and trees and plants die and need replacement. Business districts and neighborhoods rarely put aside funds for capital replacement and depend either on the City, one-off fundraisers, or individual actions. As this plan is executed, MidTown Tosa should also establish a capital reserve fund to be certain that initial capital investments remain fresh and in good condition.

Gateways and Wayfinding

Wauwatosa recently installed an upgraded wayfinding program directing people to the Village district. This is especially important because visitors traveling along major regional traffic ways have trouble finding the district. MidTown has a somewhat different set of wayfinding issues. North Avenue itself is a long major street, running from the lakefront to Waukesha and is well-known to metropolitan area residents. MidTown is a segment of this street, rather than a nodal district like the Village, and it is more difficult to define a center point to which a typical wayfinding system is oriented. In MidTown, the agenda is more one of identification and reinforcement of message, rather than directing regional visitors to a major destination district. Three components of an identification and wayfinding system are relevant to this mission:

- Gateway markers that define the entrances to the MidTown district
- District identifiers, that reinforce the message of being in the district
- Wayfinders that link to destinations both within and without the district



Doors of MidTown. Street-oriented entryways and individually designed doors are a significant pattern that new development should respect.



Low-scale gateway markers. From top: Cathedral historic district in Bismarck, ND; Capital Avenue in Springfield, IL.

GATEWAY MARKERS

Gateways markers, identifying the front door of the district, should be both relatively subtle and should reflect some significant aspect of the district – the district trademark, building materials, shape, or a repetitive detail are examples. Bump-outs and other public spaces at corners provide possible locations for these features. An initial discussion on placement and purpose is necessary: whether the area to be identified is the entire MidTown corridor

or just the commercial core. If the former, logical gateway locations are the west side of the Wauwatosa Avenue intersection approaching from the east and approaching Menomonee River Parkway from the west. If the latter, logical locations are 83rd Street on the east and approaching Swan Boulevard from the west. In some cases, adjacent land uses announce arrival in the district without further elaboration. For example, the activity outside the mixed use building housing Colectivo and other businesses at Swan Boulevard clearly communicates arrival into a distinctive area. Social space and activity can present their own strong identifying message and do not need much help.



District identifiers. Clockwise from top left: North Avenue in East Tosa; Pasadena neighborhood panel in MidTown; Automobile Alley in Oklahoma City; Downtown Shenandoah, IA (hometown of the Every Brothers, reflecting local themes).

Other potential locations for gateway features could be on north-south streets intersecting North Avenue. The most probable location with significant redevelopment could be the northbound approach to MidTown on Ludington Avenue.

DISTRICT IDENTIFIERS

Linear corridors often use banners or panels mounted to existing verticals like light poles or newly constructed supports. The East Tosa segment of North Avenue maintains canvas banners, and panels noting the Pasadena neighborhood are currently in use along North Avenue in MidTown. These identifiers should be developed and appropriately installed in MidTown. However, the use of the Pasadena neighborhood banner creates some brand confusion. One possible solution could be use of the Pasadena neighborhood graphic on the residential segments of North Avenue and the compatible MidTown Tosa logo within the business core.

WAYFINDERS

These wayfinders are pedestrian scale signs that direct people already in MidTown to other nearby destinations, such as the Oak Leaf Trail, McKinley School, Tosa Pool/Hoyt Park, Library, City Hall, and County Grounds. Similarly, MidTown should be incorporated into a citywide wayfinding system, specifically linking the primary neighborhood business clusters – MidTown, the Village, East Tosa, and 68th and Wells, among others – to regional commercial destinations in the Mayfair corridor.







CHAPTER 5

Implementation

Much like a comprehensive plan, the Strategic Plan for MidTown will change over time. Property changes hands, funding sources come to light, economic forces evolve, and priority projects change. All these factors affect the implementation schedule of projects within the Plan. This chapter summarizes the implementation schedule starting with the organizations involved, recommended policies and funding sources, priority projects, the time frame for completion, and probable costs. The City of Wauwatosa can use the implementation schedule to shape planning and policy efforts for the future.



POLICY REVIEW

This section addresses policy considerations for key issues and components of the plan. Many of these principles relate directly to zoning and design standards. Similar to other areas of Wauwatosa, zoning regulations are a first step to ensure development in MidTown meets the vision laid out in the strategic master plan. As noted throughout this document, MidTown contains a wide range of uses and building types with a neighborhood commercial core that transitions east and west along North Avenue into residential use with varying densities.

Land Use and Zoning

The future land use map in the Wauwatosa Comprehensive Plan identifies MidTown in Neighborhood Commercial and Mixed Residential-Moderate Density categories, excluding City Hall and Longfellow School which are designated Institutional.

Neighborhood Commercial: This designation is “intended for small-scale neighborhood supporting retail, service, and office uses that mainly serve the surrounding residents and that preserve and blend with the surrounding residential character through appropriate building scale (typically no greater than 5,000 square feet for a one story building), building appearance, landscaping, and signage.”

These areas can have upper story residential units and should use high quality materials and building scale.

Mixed Residential-Moderate Density: This designation is “intended for a variety of residential units, primarily consisting of multiple family residences up to eight units per structure. Single-family detached housing, two-family housing, attached single family residences, and small public and community facility uses such as parks, schools, churches, and stormwater facilities.”

These areas are subject to design standards recommended in the Comprehensive Plan that consider architectural character, materials, human scale design, landscaping, and parking design.

The Wauwatosa zoning ordinance was rewritten in 2013 to align regulations with the policies of the Comprehensive Plan. In this rewrite an overlay district was created for East Tosa to achieve the desired outcomes of the EastTown North Avenue Plan, focusing on:

- Prohibition of commercial use types incompatible with the vision for the corridor
- Definition of the street building line
- Transparency at street level
- Building entrance orientation to North Avenue
- Encouraging small scale commercial uses
- Controlling hours of operation

MidTown zoning was not significantly altered other than changes to the district names. Zoning issues for MidTown are different from those for North Avenue East Tosa, where residential is a remnant rather than primary uses. Therefore, MidTown is not described by any one zoning district. **Figure 5.1** on the next page shows existing zoning districts.

Currently, Midtown is a mix of General Commercial, Office, Multi-unit Residential, and Two-unit Residential zoning districts. All surrounding neighborhood areas are Single-unit Residential districts. All new buildings or alterations are required to be reviewed by the Wauwatosa Design Review Board. The Design Review Board reviews building design including materials, orientation, scale, and other aesthetic items. The criteria for approval are broad and generally at the discretion of the Board, subject to zoning requirements, without specific design standards for certain areas. The process has allowed flexibility and collaboration between developers and the city. Approval by the Board is required before issuing building permits.

The existing zoning has both positive and negative effects on the character of MidTown.

1. Businesses in the core of MidTown between Swan Boulevard and 85th Street are zoned General Commercial (C-2).

- **Positive Implication:** Some standards reinforce the character of MidTown, including the following:
 - Parking requirements can be shared and located off-site within 500 feet.
 - Ten foot minimum front yard setbacks are required, which can be adjusted to the average of adjacent lots. The setback provides room for landscaping and improvements to the pedestrian environment.
- **Negative Implication:** Elements not consistent with MidTown’s context include the following:
 - The C-2 district has no limitation on building height.
 - Multi-unit residential buildings are not allowed (although only a few exist in this area). Residential is only permitted as part of a vertical mixed use project with ground floor commercial and residential on upper stories.
 - No building coverage limitation. Buildings can cover entire properties excluding setback areas, assuming parking requirements are met underground or off-site.
 - Most commercial uses are either permitted by right or with conditional permits.

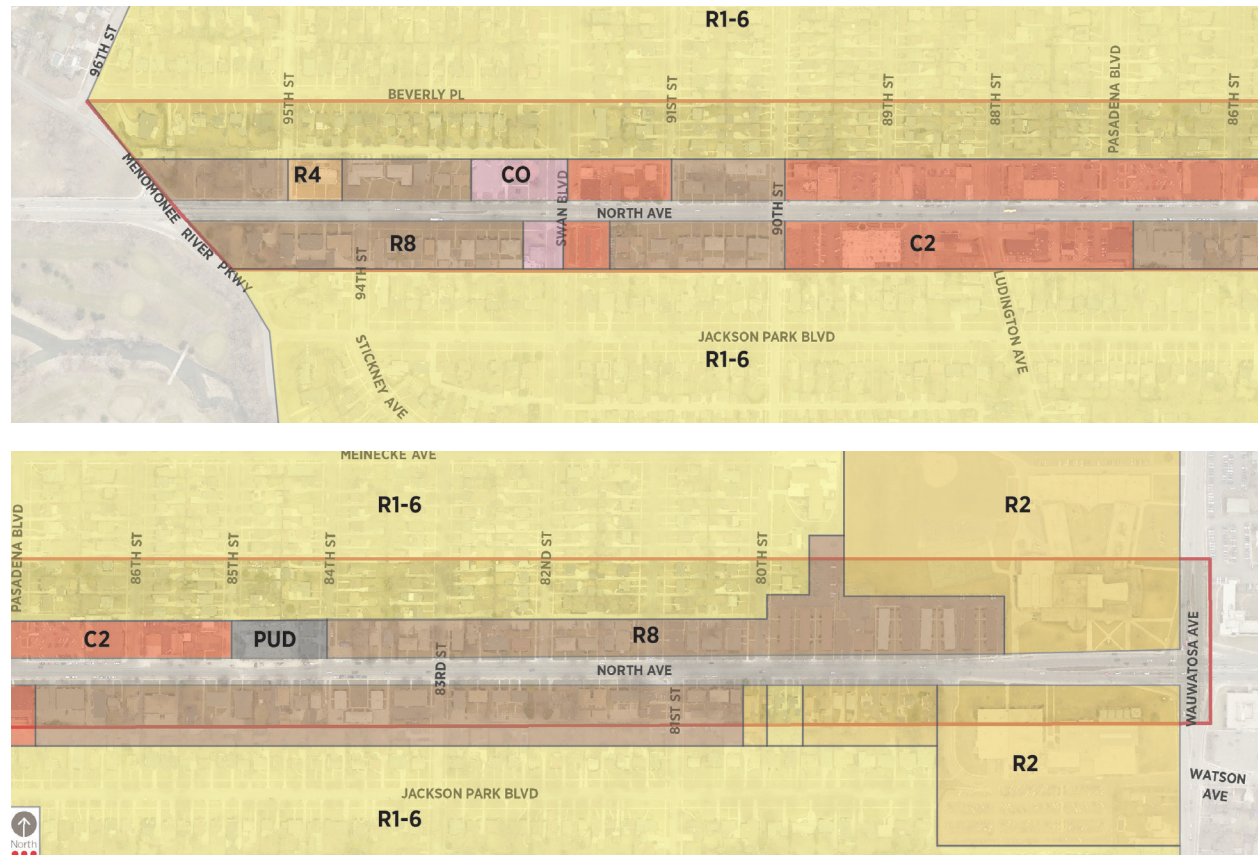
2. The remainder of the MidTown study area is mostly zoned Multi-unit Residential (R-8), the highest density of the six residential zoning districts.

- **Positive/Negative Implications:** Lower density and allowed uses. These standards are consistent with the east and west ends of the district, but may not be consistent with higher density residential development transitioning into the commercial core.
 - Minimum lot area per unit is 1,600 s.f. (roughly 27 units per acre). This density could only be achieved with unified developments that assemble lots because no more than 8 units are allowed in a building or on a single lot.
 - Vertical mixed-use buildings are not allowed.
 - Commercial buildings or uses are generally not allowed. Some entertainment uses are permitted by conditional permit.

All commercial and residential projects are reviewed for architectural quality by a design review board. However, the review standards are vague and lack specifics related to character for different areas of Wauwatosa or uses, particularly MidTown. As written the Board considers the “*exterior architectural appeal, the site location and proposed location on the structure on the building site, the landscaping, topography and whether the structure to be altered or constructed shall be so similar to, or so at variance from, other structures already constructed or under construction in the immediate neighborhood of the applicable district so as to cause a substantial depreciation in the property value of the neighborhood within the applicable district.*”

This leaves open the possibility for different building styles over time as board membership and preferences change. The Comprehensive Plan provides guidance and recommendations, but are not standards or approval criteria for “findings of fact” by the board. Supplemental design regulations are

Figure 5.1: 2017 Zoning Map



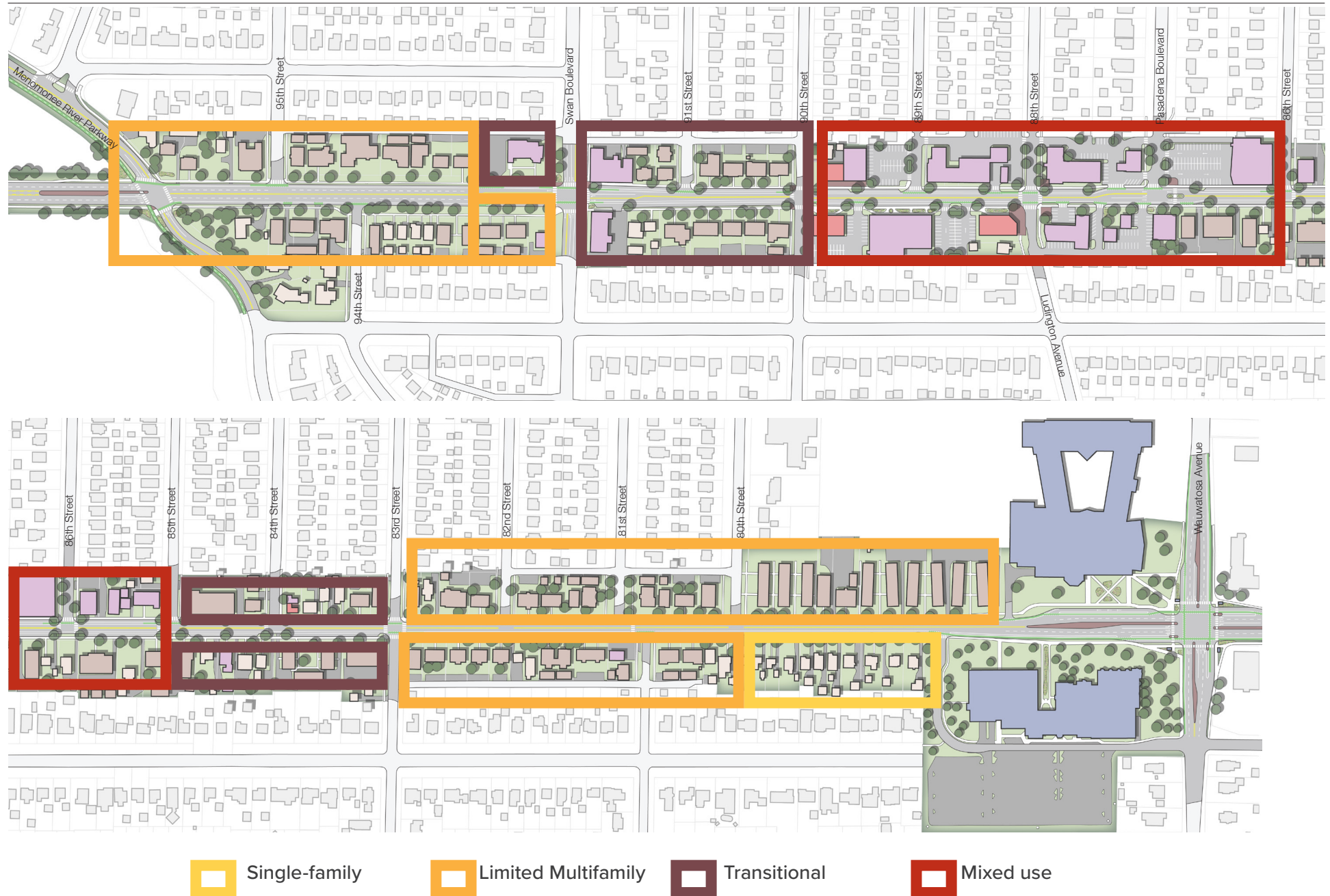
provided only for large-format retail development and attached housing. The Comprehensive Plan does recommend codifying design standards for certain areas.

The zoning code provides good standards for pedestrian accommodations and landscaping provisions. These standards should continue to be fully applied to MidTown.

Zoning Recommendations

Zoning and development regulations are key issues for MidTown, as evidenced by recent zoning controversies. Major issues revolve around land use intensity, adjacency to residential areas, specific types of land use, scale, and setbacks. Crafting a zoning category that applies to the types of development found in MidTown and aspires to understand and continue the patterns that give it its feel can be a difficult task. A useful model begins with establishing subareas along North Avenue that describe their basic urban form and uses. The analysis contained in Chapter One is the basis for these subareas, which are displayed in **Figure 5.2**.

Figure 5.2: Urban Form Subareas



SINGLE-FAMILY. This small subarea is exclusively single-family with very deep setbacks, typically about 50 feet from the lot line.

LIMITED MULTI-FAMILY. This subarea is made up of two-story, small footprint buildings – the multi-family equivalent of single-family lots. The largest individual footprints do not exceed 5,000 square feet. Typical setback here is 30 feet. This area incorporates one isolated non-residential use: a neighborhood auto repair shop at 81st Street.

TRANSITIONAL. This area, transitioning to the commercial core, includes two- and three-story multi-family buildings, along with some mixed use and commercial development. Small footprint multi-family buildings follow the 30-foot minimum setback pattern of the Limited Multi-Family subarea, but some recent developments (including the mixed use “Colectivo building” and the Pasadena Apartments) are closer to the front property line: the former at the line, the latter set back about 17 feet.

MIXED USE CORE. Commercial use dominates in the core, although some multi-family buildings are present. Commercial structures are typically single-story, consistent with this period of development. Setbacks vary, with some structures built to the right-of-way line. Others are setback to create wider sidewalk areas, and still others have front yard parking.

A special district that modifies the existing zoning categories with a variation of a form-based code should be considered to maintain both the character of these individual segments. Potential use and form regulations might include the following:

SINGLE-FAMILY

- Use: Same as existing R-2 district
- Minimum North Avenue setback (from back of sidewalk): 40 feet. The area between the property line and the back of sidewalk would count toward the setback distance when regulated by the city

LIMITED MULTI-FAMILY

- Use and Density: Same as existing R-8
- Minimum North Avenue setback (from lot line): 30 feet.
- Form requirements:
 - Maximum unarticulated building footprint: 5,000 SF; small footprints may be joined by common entryways
 - Two-story maximum
 - Parking located behind buildings
 - Entry doors oriented directly to North Avenue with direct connection to public sidewalk

TRANSITIONAL

- Use and Density: Same as existing R-8. Mixed uses are permitted with C-1 uses applying to subordinate non-residential uses. C-1 uses are permitted without residential use on sites where existing buildings are or were developed and most recently occupied by non-residential uses.
- Non-residential uses generally could be around 25% of total project floor area, with exceptions for appropriate commercial uses and designs in character with the neighborhood.
- Minimum North Avenue setback (from lot line): 10 feet (20 feet maximum) for single-story commercial; 20 feet for two-story residential building wall; 30 feet for three story residential building wall.
- Maximum height: 3-story from grade; or 3-story over one level of at or below-grade parking. Parking should be screened from direct view by commercial storefronts or landscape.
- Form requirements:
 - Maximum unarticulated building footprint: 10,000 SF; small footprints may be joined by common entryways.
 - Parking located behind, under, or within buildings.

- Entry doors oriented directly to North Avenue with direct connection to public sidewalk.

MIXED USE CORE

- Use and Density: Same as existing R-8 and C-1
- Minimum North Avenue setback (from lot line): 10 feet for single-story commercial; 20 feet for two-or three-story residential building wall
- Maximum height: 3-story from grade; or 3-story over one level of at or below-grade parking. Parking must be hidden by commercial storefronts or landscape.
- Form requirements:
 - Parking not permitted in the front yard between building wall and street
 - Commercial parking may be located to the side of the primary building
 - Entry doors oriented directly to North Avenue with direct connection to public sidewalk

While MidTown has precedents for three-story buildings, special care is necessary to minimize impact on adjacent single-family houses. The Colectivo building on the SE corner of Swan Blvd and North Avenue shows how location on an intersection, rear yard buffers, tiered stories, and quality building façades can avoid negative impact on surrounding lower-intensity uses.

Project Review

The Design Review Board reviews building design for compatibility with surrounding uses. This review can be very valuable within the framework of a form-based overlay district, but should be guided by specific priorities and principles. These areas of review focus include the following:

Building Orientation/Placement. Buildings should be oriented with entryways facing North Avenue and architectural styles on all facades facing a right-of-way or residential property. Setback areas, where



Swan Boulevard mixed use building uses roofline and gables, careful window placement, and variation in height to increase compatibility of a three-story building in its residential context.



New housing near Saint Louis University. Stoops are used here to provide privacy and to screen a semi-depressed parking level under townhomes with porches and small gardens.

applicable, should be used for landscaping, plazas, or courtyards. Buildings on intersections should accent the corner with public spaces, building treatments, windows, or pedestrian features. Minimum rear yard setbacks will remain those of the existing base zoning district.

Building Facades. Residential buildings or blocks should incorporate techniques that maintain the scale of each urban form subarea. These techniques include roof planes, balconies incorporated into the façade, significant wall off-sets, defined entryways, window dormers or bays, shutters, variations in floor plans that create corner windows and other features. Residential uses along the street will typically be above street grade for privacy and accessed from a stoop, providing parking under the residential levels. This elevation provides space for well-landscaped front yards.

Commercial facades should incorporate awnings, effective lighting, storefront windows, and clearly defined entryways to create a successful street environment. Transparency requirements used in the East Tosa overlay zone are appropriate in MidTown's commercial core. Architecture details should promote pedestrian scale along public frontages, including streets and parking lots.

Roof Styles. Like doors and materials, roof styles are significant parts of the MidTown cityscape. Typical roof styles on the street include hipped, pitched, and gabled roofs. Flat roofs are common on the street's commercial buildings and the Pasadena introduced a contemporary flat-roofed building in a multi-story configuration. Other forms are present on the street, including commercial mansards, residential gambrel roofs, and even the arched truss of Sendik's. In general, though, the flat or residential roof forms will be most compatible with street precedents. However, the review process should not discourage innovative design.

Multi-story Building Mass. The form-based guidelines suggested above for the overlay district are designed to define a street edge without placing large building masses close to the sidewalk. The Review Board must measure how well individual projects comply with that goal.

Building Materials. Facade building materials should use quality materials found in MidTown's traditional architecture, where brick and stone are dominant. Other materials have been used, including clapboard, vinyl siding, and shingles – generally with less success in commercial projects. Materials such as EIFS, metal, and others are also used in contemporary commercial architecture. Exterior materials should be evaluated on the basis of design quality, consistency with scale, and durability, respecting the quality of the district without limiting creativity.

Parking. While parking should be consistent with current zoning requirements, flexibility should be provided for mixed use projects. In these projects, residential and commercial uses generate peak demands at different times of the day. The review process should include some variation for specific projects, based on availability of on-street parking or shared parking arrangements with other nearby development. Ultimately, improvements that encourage active transportation can reduce parking demand by diverting short trips to non-motorized modes.

Parking lot and site design should also minimize potential traffic on residential streets. An ideal circulation pattern is using internal circulation to direct customer traffic to north-south streets between commercial property lines and direct traffic to North Avenue intersections.

Signs. The design review should include sign visibility, scale, and compatibility with surrounding development.

Adopting Standards

A revised set of zoning standards for MidTown will require approval by the Common Council and input from property owners, developers, and other stakeholders. The approach suggested here would:

- Use existing base districts and most of the use and development regulations contained in the current code
- Convert areas currently zoned C-2 to C-1
- Establish a form-based MidTown overlay district with urban form subareas, using the ideas presented in this section as a starting point for discussion and negotiation
- Use the Design Review Board as a mechanism to review project design for consistency with the goals of this plan and neighborhood compatibility.



ORGANIZATIONAL STRUCTURE

The previous chapters of this plan focus on the physical components of the vision for MidTown. This section considers organizational aspects and offers recommendations that can strengthen support for the district and MidTown Tosa Inc. Successful development efforts require successful organizations, appropriate policies, and successful public/private partnerships.

City of Wauwatosa

Similar to its responsibilities in East Tosa, the City of Wauwatosa leads the implementation of the Strategic Plan. All City Departments— Development, Public Works, City Administration, the Library – have a role to play. The Mayor and Common Council, with guidance from the City Administrator, will oversee the overall plan strategies. The Economic Development Manager in coordination with the Development Department Director will undertake the day-to-day implementation, working with the Plan Commission, MidTown Tosa Business Association, and other departments as necessary.

MidTown Tosa Inc.

The businesses along North Avenue formed the MidTown Tosa Business Association, incorporated as MidTown Tosa, Inc. in 2015, evidence of a strong local commitment to the district. The organization would be the primary private sector focus for advancing the plan and providing continuous input to the City. After adoption, the City should include representatives from the business group in all aspects of the planning and decision making process.

Additionally, MidTown Tosa should provide oversight on the progress of the plan and maintain public involvement throughout the implementation process. Ongoing programmatic responsibilities of the Business

Association include:

- Advising on development proposals for consistency with the Strategic Plan
- Providing input on capital improvements related to the plan
- Promoting and/or organizing events in MidTown
- Coordinating marketing and branding for the district
- Advising on updates to the Plan as necessary

MidTown Tosa's attention should also be directed to larger development projects, transportation improvements (both vehicle and pedestrian), and marketing as well as day-to-day implementation of the plan.

Midtown Tosa is a voluntary organization that is coordinating activities and advocacy, but does not have the powers or independent funding of a business improvement district (BID). Wauwatosa has utilized BID's and is familiar with their potential benefits and procedures. A BID is created when property owners agree to self-tax and use proceeds for the mutual benefit of the district. The proceeds of the tax are often leveraged to gain access to additional funds that can be used to undertake revitalization projects. These districts are often formed to target critical issues such as:

- Parking supply and management
- Public space beautification and maintenance
- Events and business assistance

MidTown could conduct discussions with the East Tosa business district and the Village BID to determine whether a BID would be advisable for MidTown. The benefits and impacts of a BID can include stronger implementation ability and advocacy, ability to leverage other resources, and increasing organizational capacity, including accountable staff. Creating and implementing a BID typically requires about 6 to 9 months.

Neighborhood Associations

MidTown is a common core for several neighborhood associations, including Swan Park, Pasadena, Lowell Damon Woods, Parkway Estates, and Ludington Commons. These neighborhoods and the MidTown business community depend on each other – residents for services, businesses for customers, and both for sustaining value. Neighborhoods are a major part of the MidTown process, and should be involved in relevant planning and implementation decisions. Early involvement and open lines of communication on significant issues, including development activities, address potential issues early, control rumors, and maintain a transparent and credible planning process.

Wauwatosa School District

Nearby schools, specifically McKinley Elementary and Longfellow Middle School, clearly attract families with children to MidTown's residential neighborhoods. Schools have a significant impact on and interest in the transportation environment. The school district should be viewed as a partner and advocate for projects that improve student safety and mobility.

Chamber of Commerce

With over 50 businesses in MidTown Tosa, the Wauwatosa Chamber of Commerce has a vital interest in the continued health of the district. The Chamber's active involvement in business recruitment will help implement commercial redevelopment projects identified in the Plan. Tourism promotions through the Chamber also attract people to Wauwatosa. Chamber highlights can include focuses on the improvements made to MidTown as a tool to attract new customers and businesses.

PRIORITY CRITERIA

The Strategic Master Plan establishes concepts for North Avenue and the adjacent properties. The plan will be developed in incremental steps that require setting priorities, completing initial steps, evaluating new conditions as they arise, and making necessary adjustments.

The City with partner agencies and other players in the MidTown process should maintain a five year capital program for MidTown, updated annually, much as the City does for its overall capital improvement plans. Market demands and opportunities will inevitably affect this schedule, which should be updated annually based on priority criteria.

These evaluative criteria may involve applying the following questions to specific projects at the time of consideration:

- Does the project improve safety for residents, customers, and visitors to MidTown?
- Does the project respond to specific or high profile community issues or needs from the public engagement process or researched studies?
- Does the project generate maximum private market response?
- What is the project's potential to enhance the image of the area and community?
- Does the project attract both local residents and visitors, increasing business traffic and creating new reasons for people to be in MidTown and Wauwatosa in general?
- Does the project support the growth of existing businesses?
- Does the project capitalize on established, but unmet, market needs?
- Can the project be realistically implemented within a reasonable time frame with potentially available resources?

- Does the project generate substantial community support or consensus?
- Does the project incorporate and leverage outside funding sources, such as state grants or charitable contributions?

Figure 5.3 provides a conceptual schedule for implementation. This is based on reviewing public sector projects based on the criteria discussed here and sequencing private projects based on probable size and complexity. This schedule should be seen as an initial effort based on current conditions, and could change dramatically as opportunities present themselves.

COST OPINIONS

Cost estimates for public improvements in the study area include the installation of bike lanes and intersection improvements. Bike lane and pedestrian improvements recommended in a 2015 study by Ayres Associates included cost opinions for several implementation improvements ranging from the most basic level at \$232,000 up to \$420,000. The recommendations proposed in this plan expand upon the 2015 study to include upgrading of the 2017 installation to standards used on the East Tosa segment and extension to Menomonee River parkway.

Figure 5.4 on the next page show the probable public costs for implementation. The next section provides possible funding sources to help make the recommended improvements a reality.

FIGURE 5.3: Implementation Schedule

Description	On-Going	Short	Med	Long	Responsible Parties	Funding Mechanisms
DEVELOPMENT PROJECTS						
Wauwatosa Oil Co Redevelopment		○			Private; MidTown Tosa.	Private; City Revolving Loan Funds
Kitchen Design Studio Redevelopment		○			Private	Private; City Revolving Loan Funds
Colony Camera Redevelopment		○			Private	Private
Anytime Fitness Block			○		Private	Private; TIF; City Revolving Loan Funds
NORTH AVENUE IMPROVEMENTS						
Bike Lane Installation, Wauwatosa-MRP		○			City	City Funds
Phase 1 Bump-outs: Swan, 90th, 88th		○			City	City Funds; Private Contributions; future BID
Phase 2 Bump-outs: 84th, 85th, 86th, 91st			○		City	City Funds; Private Contributions; future BID
Phase 3 Bump-outs: 89th, 82nd, 81st, 80th				○	City	City Funds; Private Contributions; future BID
Midblock curb extensions			○		City	City Funds; Private Contributions; future BID
Sidewalk replacement (1,200 LF/phase)		○	○	○	City	City Funds; future BID; property owners
INTERSECTIONS						
Menomonee River Parkway			○		City; County	City Funds; State Safety or TAP Grants
Swan Boulevard			○		City; State	City Funds; State Safety or TAP Grants
Ludington		○			City	City Funds; State Safety or TAP Grants
Pasadena		○			City	City Funds; State Safety or TAP Grants
Wauwatosa			○		City; State	City Funds; State Safety, TIGER, or TAP Grants
SOCIAL SPACE						
90th/Ray's		○			Private; City	Private; city streetscape
Anytime Fitness Block			○		Private	Private; TIF
Sidewalk at 88th			○		Private; City	Private; city streetscape
Ludington Plaza		○			City	Part of intersection project
Sendik's Sidewalk				○	Private; City	Private; city streetscape

FIGURE 5.3: Implementation Schedule

Description	On-Going	Short	Med	Long	Responsible Parties	Funding Mechanisms
PARKING PROJECTS						
Ray's		○			Private; City.	Private; City for street modification
North Shore Alley				○	Private	Private; City for alley modification
Sendik's			○		Private; City	Private; City for street modification
South Alley (Wauwatosa Pediatrics)			○		Private	Private
MIDTOWN IMAGE						
Gateway Installations			○		City; MidTown Tosa Inc.	Private; City Funds; Philanthropy; Grants
District Banners	○				City; MidTown Tosa Inc.	Grants; City Funds; MidTown Tosa Inc
Website Maintenance	○				MidTown Tosa Inc.	Philanthropy; MidTown Tosa Inc.
Lighting		○			City; MidTown Tosa Inc.	City Funds; Philanthropy; MidTown Tosa Inc.
Facade Enhancements	○				Private	Private; City Facade Loan Program; Revolving Loan
Alleyway Enhancements	○				City; Private	Private; City for alley repair
MISCELLANEOUS						
Zoning Updates		○			City	N/A
MidTown Events/Programming	○				MidTown Tosa Inc.; Chamber; City	Varies

FUNDING TECHNIQUES

Available financing and policy tools are available at the local, state, and national level to help implement the recommendations for MidTown.

LOCAL

- Façade, Sign, and Code Compliance Forgivable Loans
- Wauwatosa Revolving Loan Fund
- CDBG Business Loan Program
- Business Improvement District (BID)
- Private and Foundation Philanthropy
- City General Revenues
- General Obligation Bonds
- Revenue Bonds

STATE

- Wisconsin Department of Transportation (DOT), Transportation Economic Assistance (TEA)
- Transportation Alternative Program

NATIONAL

- Home Ownership Made Easy (HOME)
- Small Business Administration
- Recreational Trails Aids (RTA) Program
- Surface Transportation Block Grant Program (STBG)
- National Creative Placemaking Fund

Local

FAÇADE, SIGN, AND CODE COMPLIANCE FORGIVABLE LOANS

The City of Wauwatosa provides financial assistance to small businesses and property owners of commercial buildings who wish to make improvements. Amounts vary from reimbursements up to \$10,000 for façade and code compliance projects to \$1,000 for sign improvements. Projects are subject to CDA approval, design review, and other city permits as required.

CITY OF WAUWATOSA REVOLVING LOAN FUND

Funding for businesses that may not qualify for other financing can receive funding through the Wauwatosa Revolving Loan Fund Corporation. All elements of project construction are eligible for funding up to \$100,000 at a 4% interest rates, with at least 10% of project costs provided by the applicant.

COMMUNITY DEVELOPMENT BLOCK GRANT BUSINESS LOAN PROGRAM

The Community Development Block Grant Program (CDBG) business loan program provides funds to new or expanding businesses that create jobs predominantly filled by low/moderate income individuals. Funds assist with building acquisition, building rehabilitation, and limited equipment purchases. Additional information is available on the city's website at wauwatosa.net.

BUSINESS IMPROVEMENT DISTRICT

A BID can provide a funding pool for projects in the district and unite property owners. 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. For additional information, contact the University of Wisconsin Extension: <http://lgc.uwex.edu/cpd/bidpage/bid.html>

PRIVATE AND FOUNDATION PHILANTHROPY

The Plan provides a variety of opportunities for individual or foundation contributions. Private philanthropy, with appropriate recognition and commemoration, is a critical part of the implementation program, and is especially appropriate for public space projects and public art and gateway pieces.

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

GENERAL OBLIGATION BONDS

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.

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 structure 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.

State of Wisconsin

The State of Wisconsin provides funding across various organizations such as grants, low-interest loan programs, tax credits, and technical assistance to communities, businesses, and property owners. A few funding programs related to building and streetscape improvements are listed in this section. Several loan and training programs to support small businesses and entrepreneurship are also available through the Wisconsin Economic Development Corporation. Contact the City of Wauwatosa Economic Development Manager for additional funding sources that might be available for a specific project.

TRANSPORTATION ALTERNATIVES PROGRAM

TAP is a comprehensive federal funding program that was created by the Moving Ahead for Progress in the 21st Century Act (MAP-21), federal transportation legislation that was signed into law in July 2012 and effective as of October 1, 2012. TAP “provide[s] for a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs. Project sponsors must pay 20% of project costs. The Wauwatosa School District was awarded \$50,676 and the City of Wauwatosa \$426,634 in the 2014-2018 funding period.

Funds can be used for construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation; construction, planning, and design of infrastructure-related projects and systems that will provide safe routes for non-drivers; and the Safe Routes to School (SRTS) program among other categories.

WISCONSIN DEPARTMENT OF TRANSPORTATION (WISDOT), 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. 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.

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.

COMMUNITY DEVELOPMENT INVESTMENT GRANT PROGRAM

The CDI Grant program is designed for all Wisconsin communities to provide financing for shovel ready projects with a focus on downtowns and corridors. The Wisconsin Economic Development Corporation administers the grant and accepts applications throughout the year. Funds are distributed to projects that include benefits in job opportunities, property values, or investment by private partners. For additional information: <http://inwisconsin.com/community/assistance/community-development-investment-grant>

National

A variety of federal and nationwide funding sources are available for rehabilitation, small business development, and streetscape improvements. A consolidated list of possible federal funding sources is available through Reconnecting America at: <http://reconnectingamerica.org/resource-center/federalgrant-opportunities/>.

A few funding opportunities specific to this plan are detailed below, although not all inclusive of possible funding sources from federal government or national organization sources. The Wauwatosa Bicycle and Facilities Plan provides a full list of federal funding sources for bicycle and pedestrian projects.

HOME

HOME is the largest Federal block grant to State and local governments designed exclusively to create affordable housing for low-income households. Each year it allocates approximately \$2 billion among the States and hundreds of localities nationwide. HOME provides formula grants to Milwaukee County to use often in partnership with local nonprofit groups to fund a wide range of housing needs. The grants allow for the development, purchase, and/or rehabilitation of affordable housing for rent or homeownership or provide direct rental assistance to low-income people.

For additional information: http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/programs/home/

SMALL BUSINESS ADMINISTRATION

The Small Business Administration (SBA) has financial assistance programs which provide access to debt and equity primarily from banks or other private sources. SBA evaluates loan applications 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.

Additional information: www.sba.gov

RECREATIONAL TRAILS AIDS (RTA) PROGRAM

The Recreational Trails Program offers federally-funded grants through the Federal Highway Administration that are administered by the Wisconsin Department of Natural Resources. Reimbursement grant funds are available for motorized or non-motorized trail development or renovation and preservation. Reimbursements are limited to 50 percent of eligible project costs and capped at \$45,000 per grant. Applications are due in the spring.

For additional information: <http://dnr.wi.gov/Aid/RTA.html>

NATIONAL CREATIVE PLACEMAKING FUND

The organization, ArtPlace America offers funding for projects that target arts and culture into planning and community development efforts to strengthen the community. Any city, person, or other entity can apply and grant amounts range from \$50,000 - \$500,000 per project. Projects must be completed over 18 months. Awarded projects should be confined to a geographic area (such as a downtown or corridor), focus on creative placemaking, explain how arts and culture will be used, and provide metric to measure change. Applications are due in February every year.

For additional information:
<http://www.artplaceamerica.org/our-work/national-creative-placemaking-fund/introduction>



FIGURE 5.4: Opinion of Costs (planning level, public costs)

Description	Short	Med	Long	Cost Assumptions
NORTH AVENUE IMPROVEMENTS				
Bike Lane Installation, Wauwatosa-MRP	○			\$197,000 for general painting, green paint treatments, and signing
Phase 1 Bump-outs: Swan, 90th, 88th	○			\$223,000 for mobilization, survey, erosion control, infrastructure
Phase 2 Bump-outs: 91st, 86th, 85th, 84th		○		\$241,000 for mobilization, survey, erosion control, infrastructure
Phase 3 Bump-outs: 89th, 82nd, 81st, 80th			○	\$214,000 for mobilization, survey, erosion control, infrastructure
Midblock curb extensions		○		Avg \$8,000 each excluding landscaping (e.g. 85th-84th St. block)
Sidewalk replacement (1,200 LF/phase)	○	○	○	Public portion figured in social space streetscape enhancements
INTERSECTIONS				
Menomonee River Parkway		○		\$378,000 for mobilization, survey, erosion control, infrastructure
Swan Boulevard		○		\$333,000 for mobilization, survey, erosion control, infrastructure
Ludington	○			\$245,000 for mobilization, survey, erosion control, infrastructure
Pasadena	○			\$239,000 for mobilization, survey, erosion control, infrastructure
Wauwatosa - Intersection Upgrade		○		\$399,000 for mobilization, survey, erosion control, infrastructure
Wauwatosa - Protected Intersection		○		\$534,000 for mobilization, survey, erosion control, infrastructure
SOCIAL SPACE				
90th/Ray's	○			Typical block is 300 feet. Public streetscape enhancements include benches, trash, bicycle racks, updated light fixtures, trees/planter boxes, sidewalk repair, etc.
Anytime Fitness Block		○		
Sidewalk at 88th		○		
Ludington Plaza*	○			\$131,000 for typical mixed use core/transitional block streetscape enhancements (total north and south side)
Sendik's Sidewalk			○	\$89,000 for typical residential block streetscape enhancements (total north and south side)

*Additional \$123,000 for Ludington Plaza material and amenities after realignment

TABLE 5.4: Opinion of Costs (planning level, public)

Description	Short	Med	Long	Public Cost Assumptions
PARKING PROJECTS				
Ray's	○			N/A; public portion figured streetscape enhancements
North Shore Alley			○	Up to \$150,000 for alley reconstruction, landspacing, and painting
Sendik's		○		N/A; public portion figured streetscape enhancements
South Alley (Wauwatosa Pediatrics)		○		N/A; public portion under alleyway enhancements
MIDTOWN IMAGE				
Gateway Installations		○		\$15,000 per neighborhood scale monument sign
District Banners	○	○	○	\$600 each lightpole
Website Maintenance	○	○	○	N/A
Lighting	○			Figured into social space streetscape enhancements
Facade Enhancements	○	○	○	Varies by building
Alleyway Enhancements	○	○	○	\$135,000 per 300 foot block
MISCELLANEOUS				
Zoning Updates	○			N/A
MidTown Events/Programming	○	○	○	N/A

APPENDIX

1. Survey Results

MIDTOWN TOSA COMMUNITY SURVEY

Background and Emerging Themes

Valuable input was received through a 2015 survey regarding feelings toward MidTown Tosa. An additional survey open during the spring of 2017 expanded on the ideas and future actions. Overall, individuals are concerned about community character, new development, and traffic safety. Visitors to MidTown Tosa patronize restaurant establishments and go shopping for items such as groceries, pet supplies, and home goods. According to respondents, increased outreach and community involvement is also an important component of MidTown Tosa's future. Residents want to attend more neighborhood events and activities and receive more information from their neighborhood associations. The residents envision a more vibrant, easily accessible, and safer corridor.

Survey respondents varied in demographic characteristics and represent a wide range of potential preferences:

- Most live in the area known as MidTown Tosa with about half indicating they visit MidTown for events and shopping
- Nearly all live in Wauwatosa (97%) and 36% live in the Pasadena neighborhood
- Respondents are established residents of Wauwatosa, 65% living here for over 10 years. However, a strong response was gained from those living in the community for under 5 years (20%)
- All age cohorts were represented well except for younger professionals (25-29 years old) who represent only 4% of respondents

The three following themes highlight detailed results on the following pages:

Community Character. Respondents indicated that they are satisfied with the experience of being in MidTown Tosa. Additionally, they showed high satisfaction with the condition of surrounding residential areas. Top important actions:

- Preserving the community feel and character
- Placemaking and strict design guideline strategies will help preserve unique neighborhood characteristics

New Development. People want to see additional development and a wide variety of restaurants. Compared to new retail development, infill or reuse of existing and vacant buildings is a preferable development option. Respondents also indicated that additional entertainment and specialty shopping facilities would attract more visitors to MidTown Tosa. Top important projects:

- Restaurant variety including casual, healthy options, bars, ice cream shops
- Specialty shopping including theaters, craft stores, art galleries and studios, and bookstores

Traffic. People feel traffic conditions, safety, and flow needs to be improved especially on North Avenue. Adequate parking in MidTown Tosa came out as a concern, especially about how new development will affect parking in surrounding residential areas. Top important actions:

- Residents want safe and easily accessible means to walk or bike to MidTown Tosa
- Increase safety for pedestrians and vehicles with speed controls and effective streetscaping
- Explore additional parking in MidTown Tosa

Figure A.1: Age Distribution of Survey Respondents

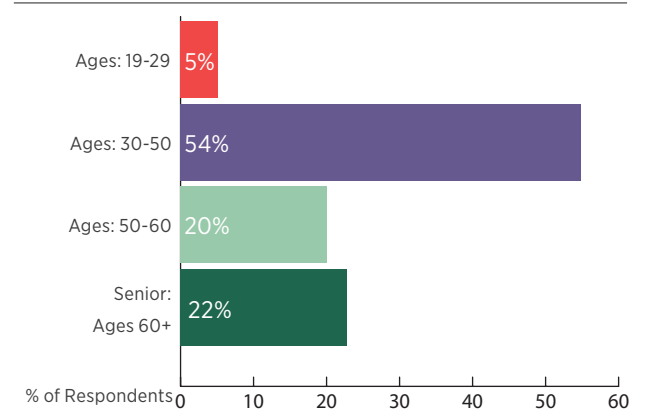
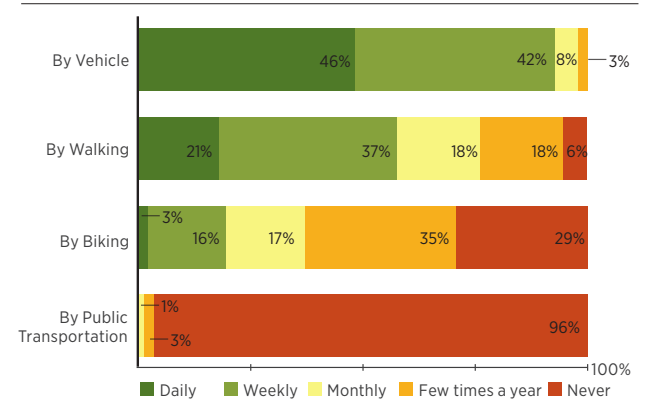


Figure A.2: How often do you visit businesses or events in MidTown Tosa by the following means?



SUMMARY: Most Selected Current Condition Rating

Figure A.3: How often do you visit MidTown Tosa for the following reasons?

Daily	Weekly	Monthly	Few times a year	Never
	General routine shopping	Public library	Specialty shopping	Professional offices
	Food or drinking establishments		Professional services	Work
	Gas station		Special events/gathering	Gym/Fitness

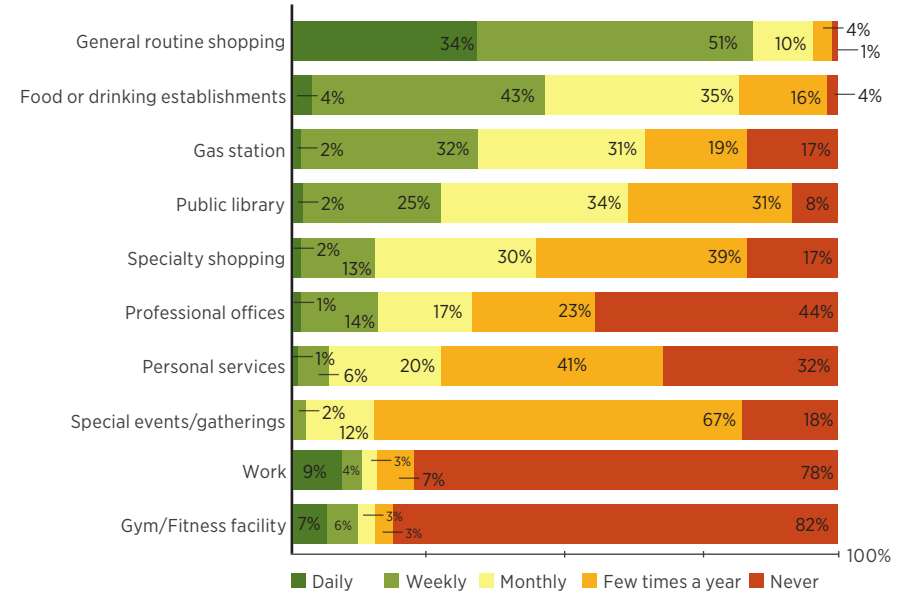
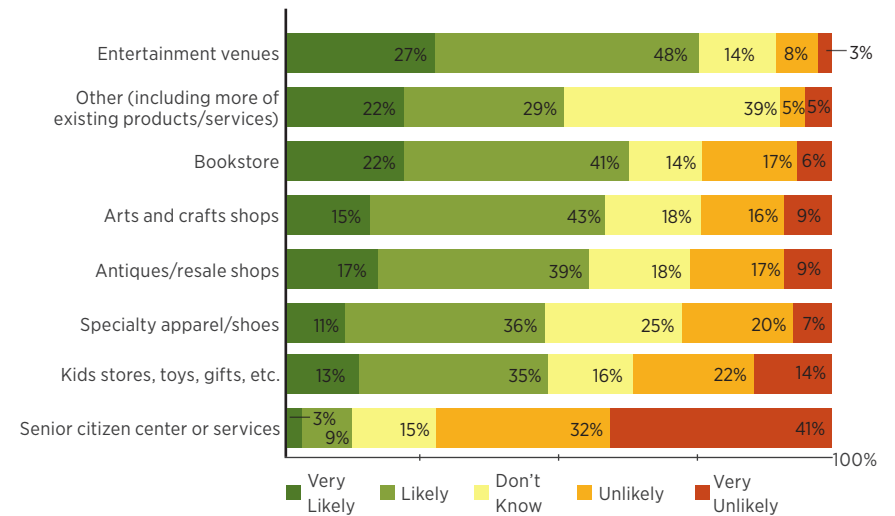


Figure A.4: How likely would you visit MidTown Tosa for the following additional products or services?

Very Likely	Likely	Don't Know	Unlikely	Very Unlikely
	Entertainment venues	Other (including more of existing products/services)		Senior citizen center or services
	Bookstore			
	Art and crafts shops			
	Specialty apparel/shoes			
	Kid stores, toys, gifts, etc.			
	Antiques/resale shops			



SUMMARY: Most Selected Current Condition Rating

Excellent	Good	Average	Fair	Poor
	Overall economic health	Business variety		Cultural facilities and attractions
	Business growth during the last 5 years	Restaurant and bar environment		Provision of parks and open space
	Future business prospects	Retailing environment		Tourism
		Amount of business attracted from outside Wauwatosa		
		Office Environment		

Excellent	Good	Average	Fair	Poor
	Connection to surrounding neighborhoods	Adequacy of parking		Pedestrian safety crossings on North Avenue
	Bicycle facilities	Pedestrian facilities		
	Connections to trails	Street and traffic flow		
	Transit service	Directional information within MidTown Tosa		

Below is a list of qualities for MidTown Tosa. Please rate each based on their current condition in MidTown Tosa...

Figure A.5: Current Economy

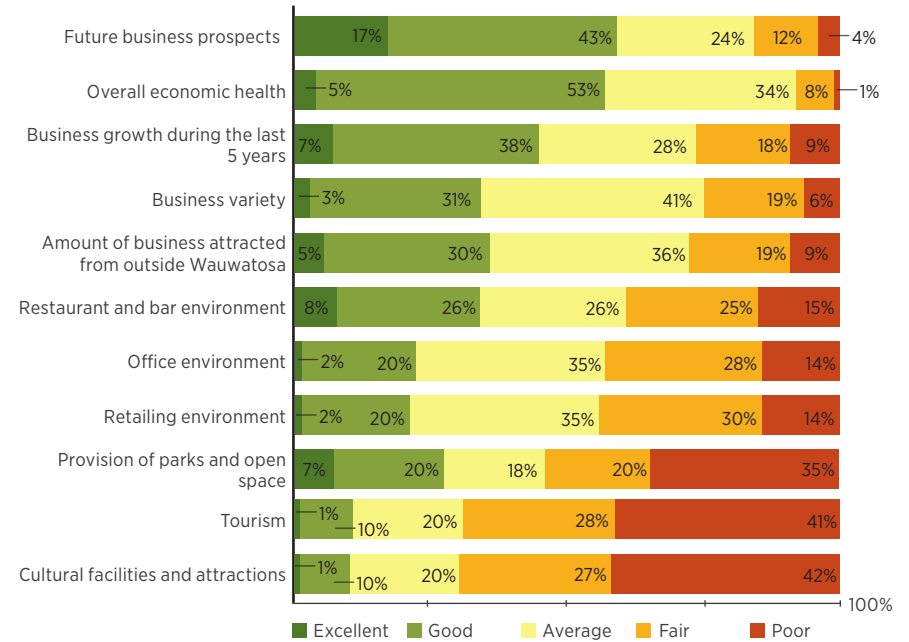
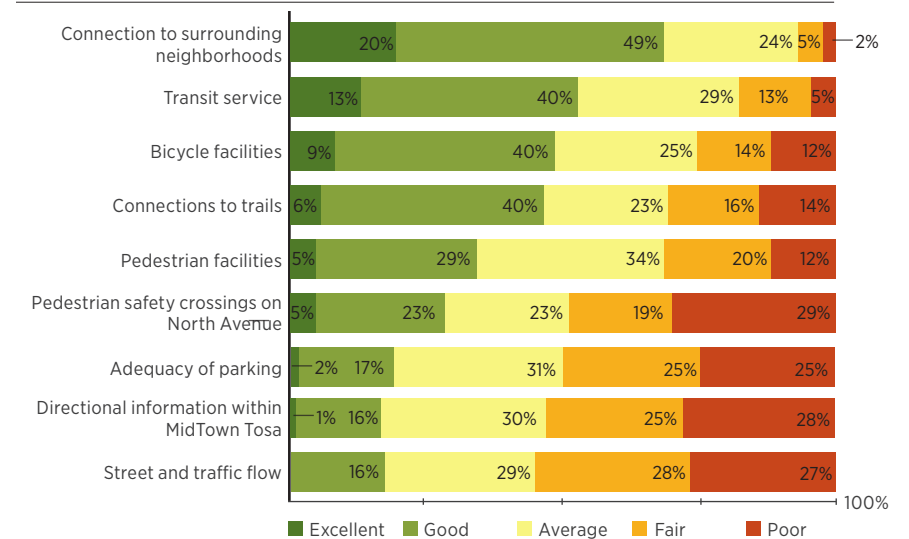


Figure A.6: Current Transportation



SUMMARY: Most Selected Current Condition Rating

Excellent	Good	Average	Fair	Poor
	Overall perception of MidTown	Condition of buildings		Pedestrian safety crossings on North Avenue
	The experience of being in MidTown Tosa	Overall district appearance		
	Condition of surrounding residential areas	Streetscape and public environment		
		Public or Private investment in MidTown Tosa		

Excellent	Good	Average	Fair	Poor
	Business hours	Marketing and promotional activities	Activities and events	Music and entertainment options
	Neighborhood association involvement			

Below is a list of qualities for MidTown Tosa. Please rate each based on their current condition in MidTown Tosa...

Figure A.7: Current Community Character

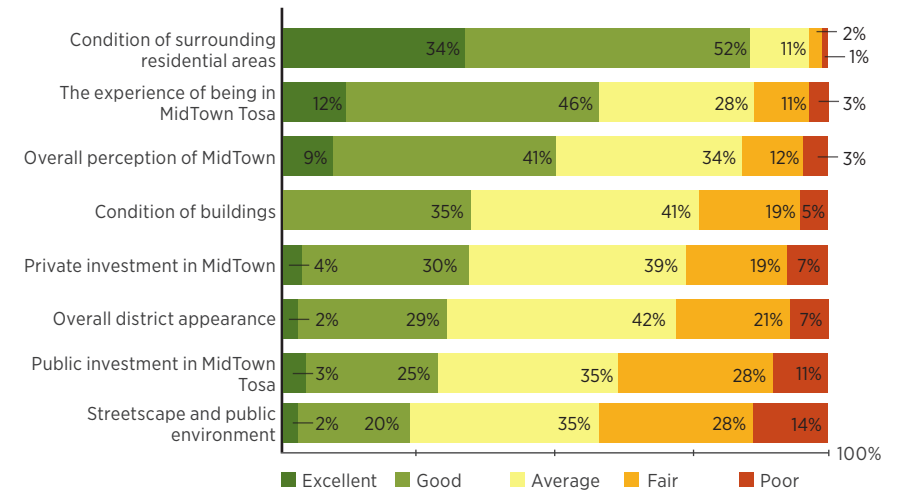
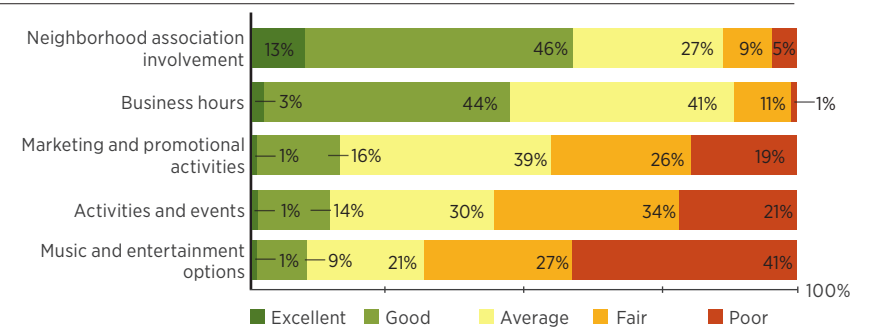


Figure A.8: Current Operations



SUMMARY: Most Selected Future Action Rating

Extremely Important	Very Important	Important	Slightly Important	Not Important
	More restaurants and entertainment	More retail businesses	More office development	More housing (multi-family)
	More storefronts (infill/reuse of existing lots)	Additional parks		
	More public gathering spaces			

Extremely Important	Very Important	Important	Slightly Important	Not Important
Improve pedestrian safety crossings		More parking		Better transit services
Improve street and traffic flow		Better bicycle facilities (on-street)		
Improve pedestrian facilities (benches, lighting, sidewalks, etc)		Better directional signage within the district		
		Improve connection to surrounding neighborhoods		

Below is a list of ideas and actions for improving MidTown Tosa. Please rate each on the basis of their importance to the district's future...

Figure A.9: Future Development

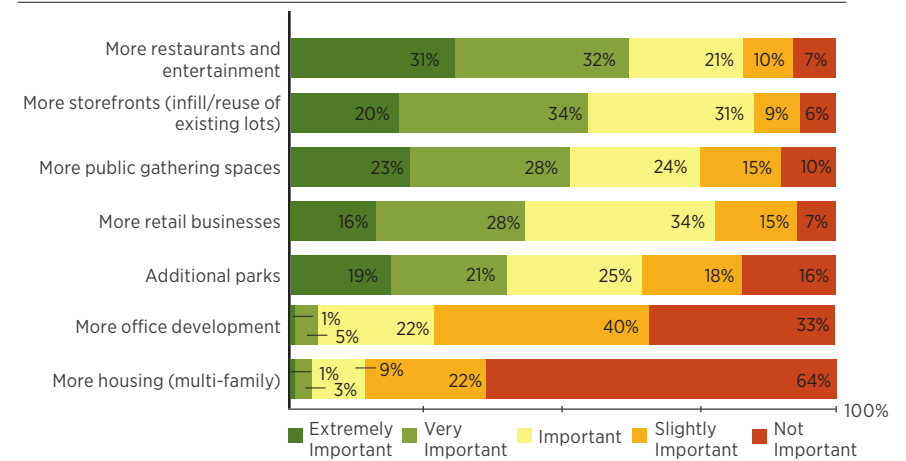
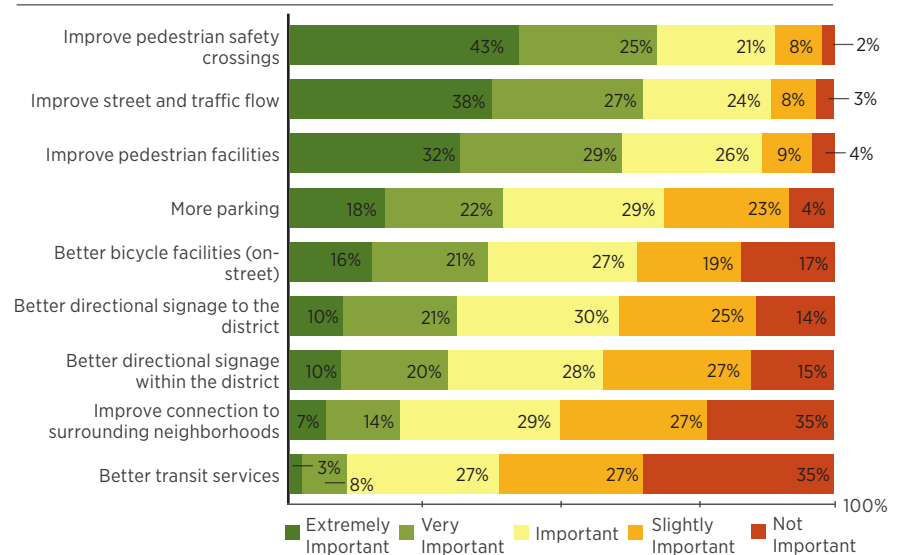


Figure A.10: Future Transportation



SUMMARY: Most Selected Future Action Rating

Extremely Important	Very Important	Important	Slightly Important	Not Important
Preserve surrounding neighborhoods Improve streetscape (sidewalks, landscaping, lighting, and benches)	Restore business facades Create design guidelines for new development	Improve entrance features and gateways Increase murals and public art	Better special graphics and signs (including historic information)	

Extremely Important	Very Important	Important	Slightly Important	Not Important
	More neighborhood events and activities More special events and activities	More outreach with neighborhood association Better advertising and promotion		Extend business hours

Below is a list of ideas and actions for improving MidTown Tosa. Please rate each on the basis of their importance to the district's future...

Figure A.11: Future Community Character

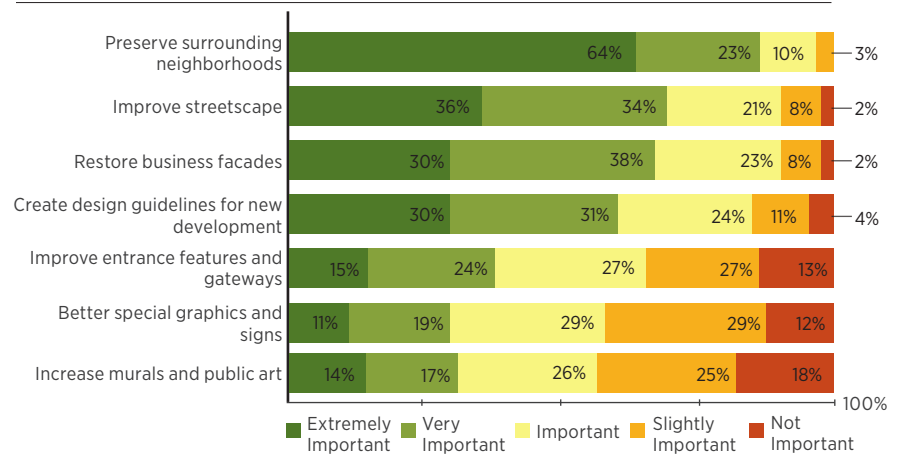
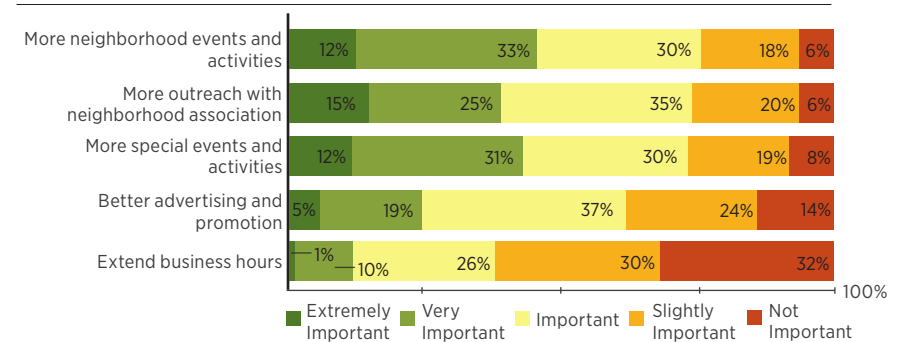
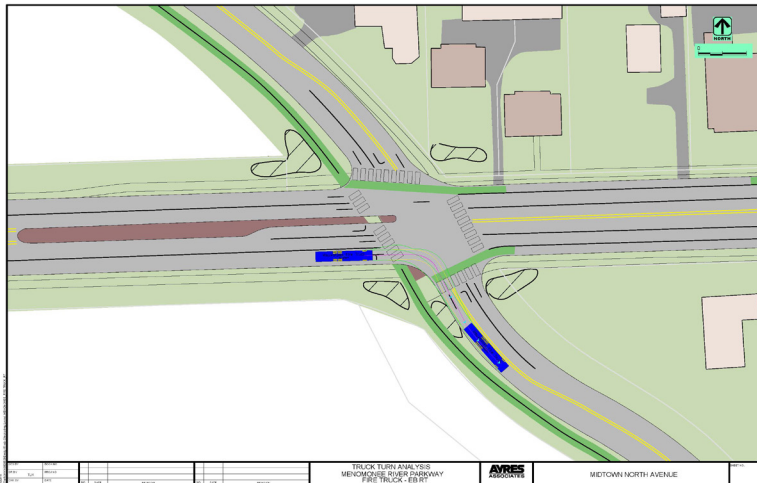
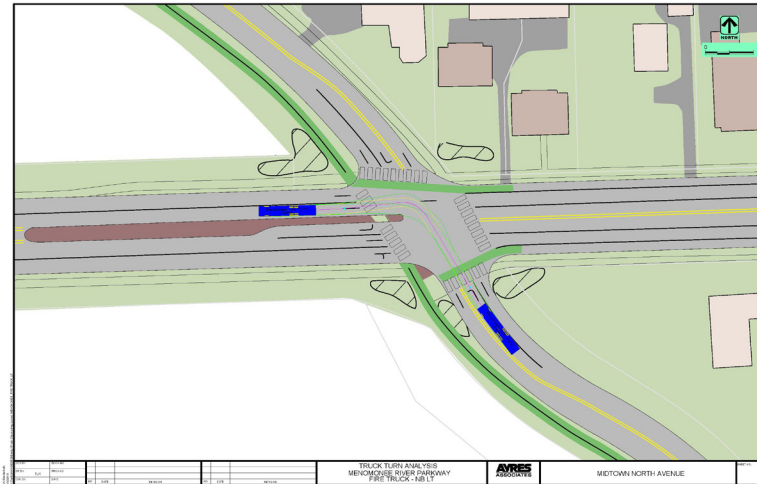
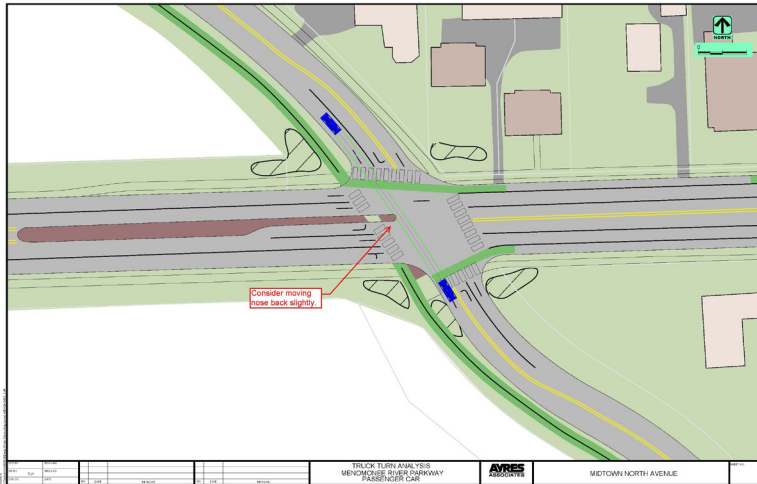


Figure A.12: Future Operations



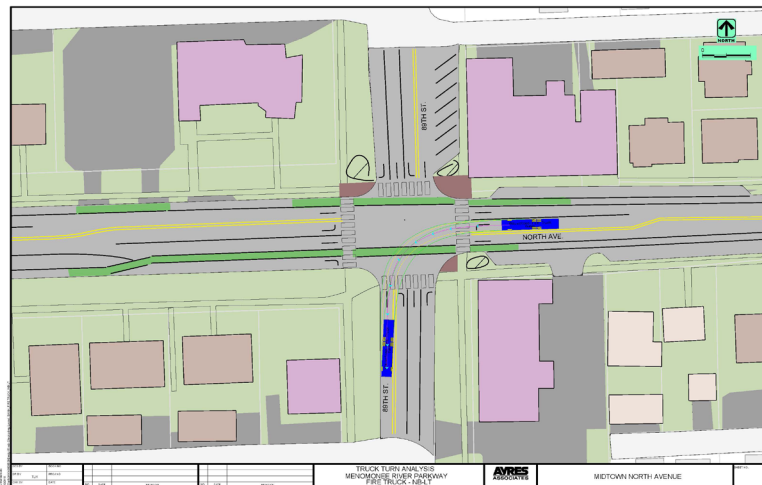
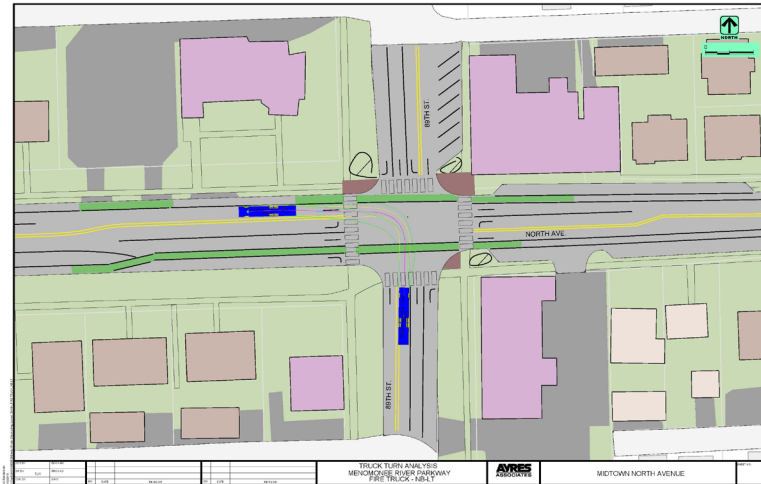
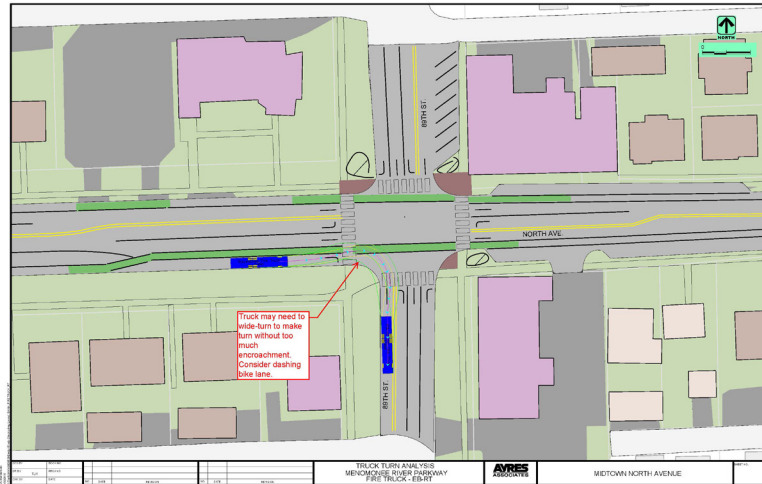
Menomonee River Parkway Intersection



Fire Equipment Turn Analysis

- Fire equipment is the design vehicle.
- Most movements are accommodated by diagrammatic design.
- Potential conflict addressed by shortening the nose of the median.

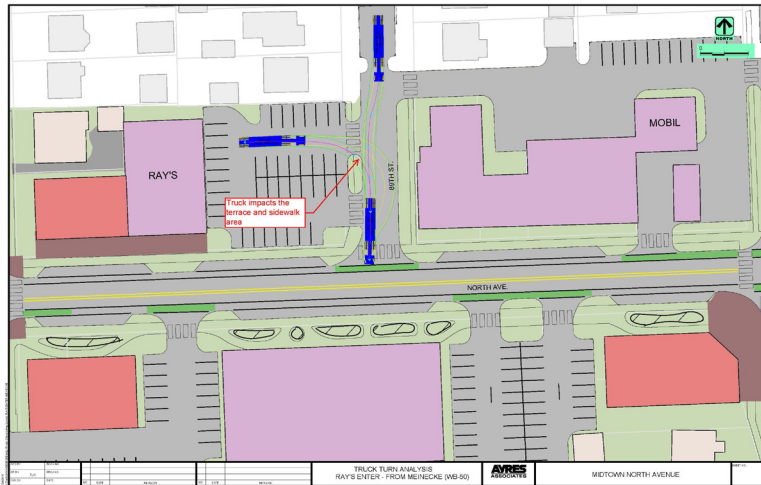
Swan Boulevard Intersection



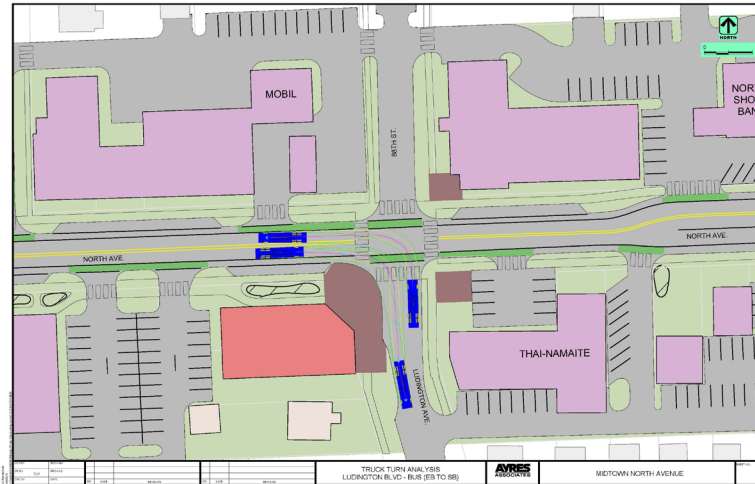
Fire Equipment/ Turn Analysis

- Fire equipment and WB-50 truck is the design vehicle.
- All movements are accommodated by diagrammatic design.
- Minor conflict with truck turns from EB North Avenue to SB Swan Boulevard and bike lane. This is addressed by dashing the pavement marking to indicate a conflict zone.

90th Street Intersection/Ray's Loading

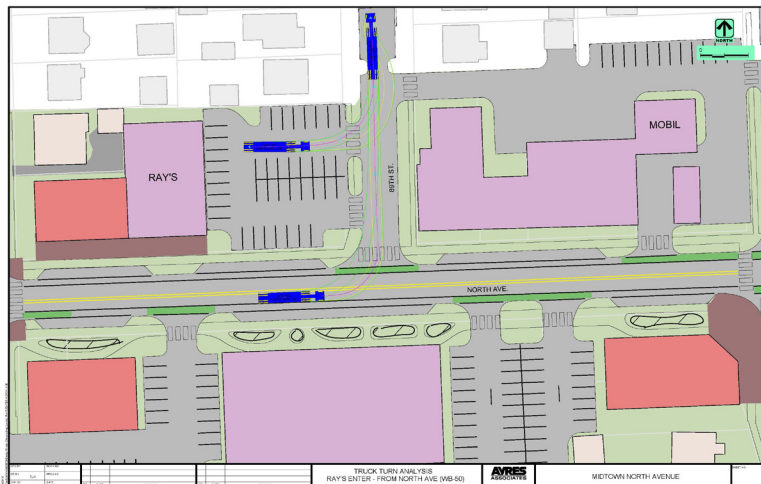


Ludington Avenue/88th Street Intersection



WB-50 Truck Turn Analysis at Ludington

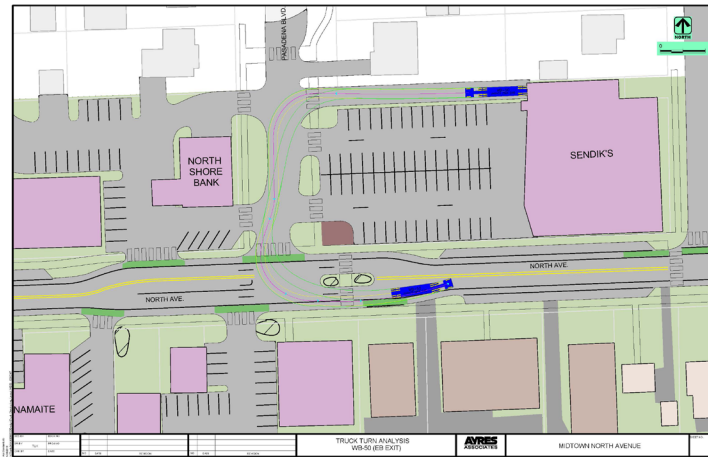
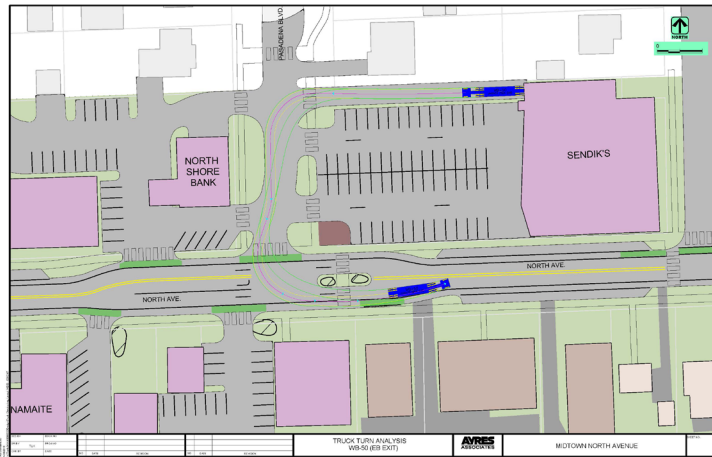
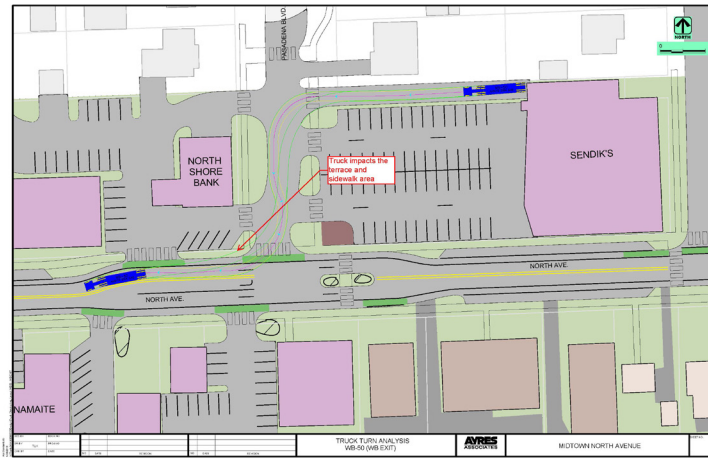
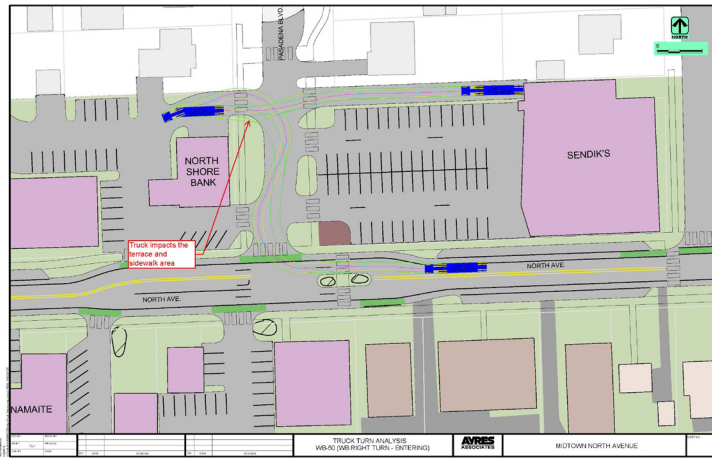
- WB-50/40' transit bus is the design vehicle.
- Movements are accommodated by diagrammatic concept



WB-50 Truck Turn Analysis at 90th

- WB-50 is the design vehicle.
- Direct access from SB 90th Street is addressed by relaxing drive radius on west side of 90th. However, this approach is not recommended because of neighborhood impact
- Conceptual design accommodates access from North Avenue

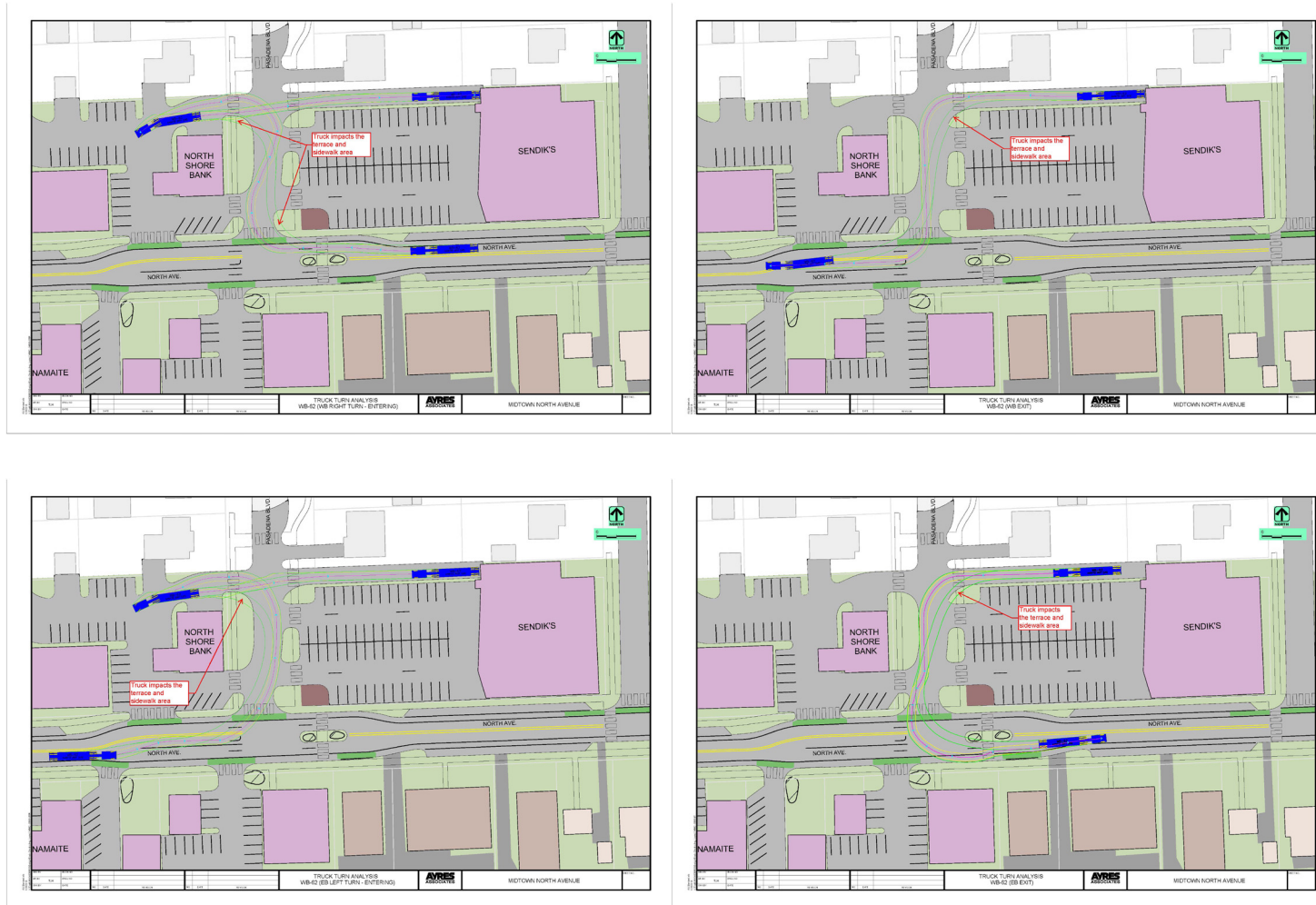
Pasadena Boulevard Intersection/Sendik's Access



WB-50 Truck Turn Analysis

- WB-50 is the design vehicle.
- Long back-in movements from North Avenue are not recommended. Proper turn should be cab forward into Pasadena Boulevard, using alley behind North Shore Bank for back-in maneuver to Sendik's dock.
- Potential conflict addressed by relaxing radius into alley behind the bank.

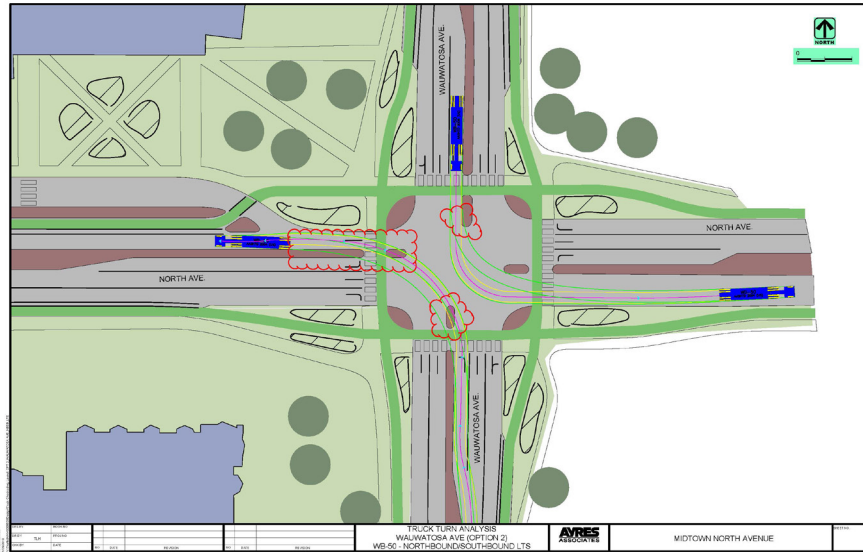
Pasadena Boulevard Intersection/Sendik's Access



WB-50 Truck Turn Analysis

- WB-50 is the design vehicle.
- Long back-in movements from North Avenue are not recommended. Proper turn should be cab forward into Pasadena Boulevard, using alley behind North Shore Bank for back-in maneuver to Sendik's dock.
- Potential conflicts addressed by relaxing radius into alley behind the bank and moderately increasing radius at northeast corner of intersection. Another option is a mountable truck apron with a drive-over curb in the truck conflict area (see illustration)

Wauwatosa Avenue Intersection Protected Intersection



- WB-50 is the design vehicle.
- Turns evaluated in these diagrams are for concept with one westbound direct lane on North Avenue
- Left turns from Wauwatosa Avenue present conflicts with raised medians. These can be addressed by eliminating the median extension beyond the crosswalk and/or replacing fully raised medians with mountable curbs.
- Right turns in all directions present conflicts with the protection medians. These conflicts may make the one direct lane configuration difficult to implement. They are addressed by maintaining two through lanes on the west leg of the intersection, merging into one lane farther west on North Avenue as at present. This allows moving all four protection medians out of the conflict zone. This revision is presented in **Figure 4.9** in the main document.

