

PLANNING CONTEXT

LOCATION. The Fond du Lac and North Area is just northwest of downtown. In addition to its adjacency to downtown, other locational advantages are access to I-43 with interchanges at McKinley, North Avenue, and Locust Street; major thoroughfares such as North Avenue, Fond du Lac Avenue (WIS 23), Walnut/ Lisbon Avenue, 20th Street (WIS 57), and Center Street; numerous bus lines; and proximity to employment centers downtown and in the 30th Street industrial corridor.

LAND USE. Residential character varies from turn-of-the-century single family homes and duplexes to newer single family homes and apartment complexes. The area contains some of the oldest housing stock in Milwaukee, dating back before the turn of the 20th century. In the Midtown neighborhood there are many homes built as part of urban renewal projects in the 1960s. More recently, there has been an infusion of new housing stock as a result of new housing subdivisions, Habitat for Humanity homes, and affordable housing developments.

North Avenue, an important east-west arterial, represents the main street of the community with a high concentration of retail and other commercial uses. Center Street and Fond du Lac Avenue are also prominent commercial corridors. Retail and other commercial uses exist to a lesser degree at major intersections and along Lisbon Avenue, Walnut Street, Teutonia Avenue, and Hopkins Street.

Industrial uses are mostly concentrated along the 30th Street Industrial corridor. While the Corridor no longer serves the walk to work function it once did, there are still a significant number of jobs in the corridor. Recent efforts have focused on making the rail corridor more of a recreational amenity by developing a trail adjacent to the rail line.

There are numerous park and open spaces, including large county parks, small playgrounds, and school playfields.

DEMOGRAPHICS. While Milwaukee's population has been relatively stable, declining slightly in recent decades, the population in the Fond du Lac and North area has declined more sharply: by about 20% in the past decade. This population loss presents unique challenges, but also opportunities for an area with many vacant lots, houses, and commercial buildings.

MARKET ANALYSIS. DCD partnered with LISC-Milwaukee to commission a commercial and residential market analysis at the beginning of the plan. For commercial development, the analysis found opportunities in the availability of low cost real estate and the desire to support local options, two factors that could support homegrown entrepreneurs. The area does face challenges similar to other urban areas, including relatively low purchasing power and national trends towards online retail. On the residential side, the analysis revealed a stark dividing line at North Avenue, with values generally increasing south of North Avenue, but flat or even declining north of North Avenue.

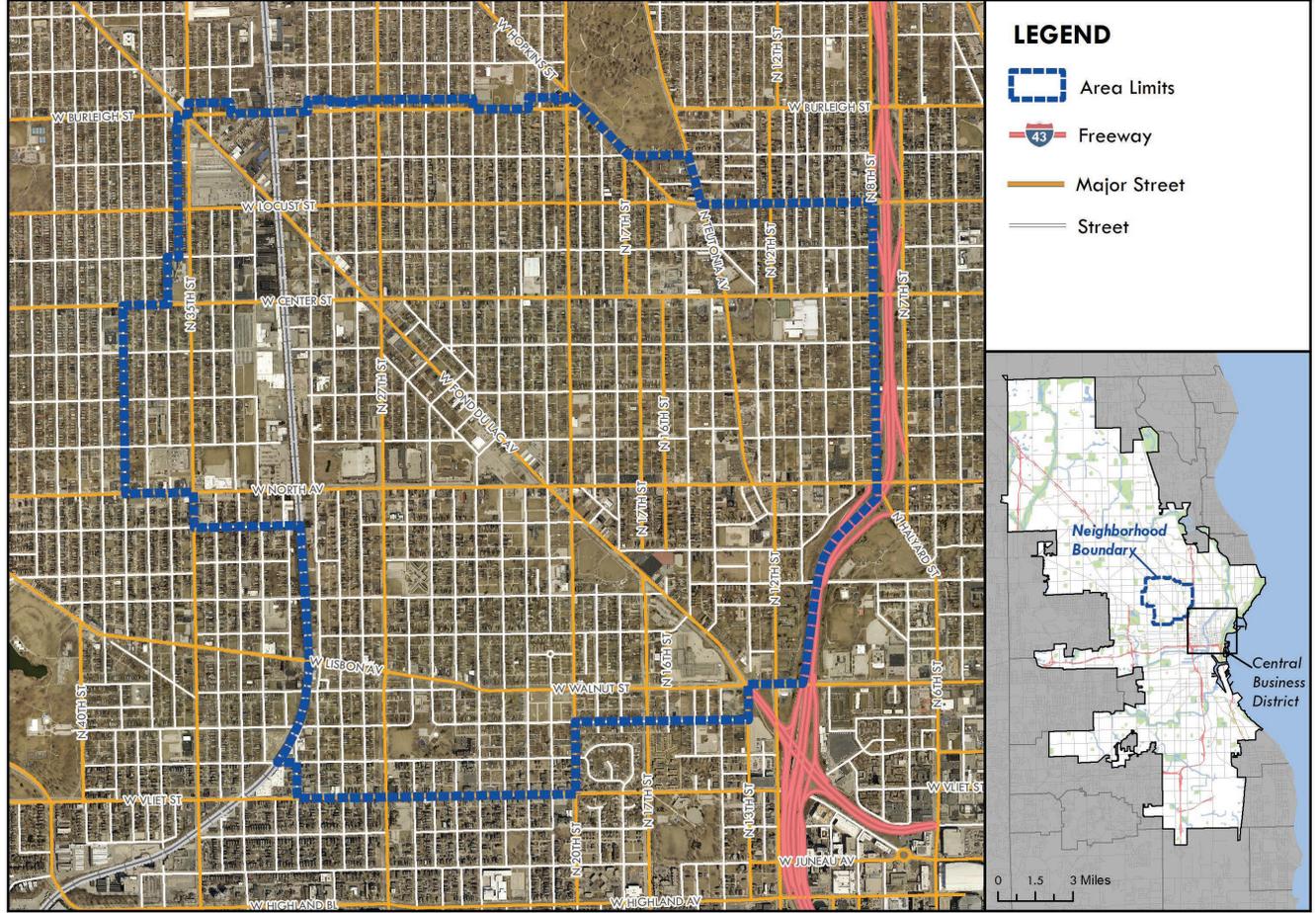
For the residential market, a nascent market exists for innovative housing options. More than half of the homes in the area were constructed before 1950, and high levels of absentee ownership and barriers to home repair loans for existing owners have resulted in many homes with deferred maintenance needs. New housing developments in multi-family buildings — both affordable and market-rate — typically are at 100% occupancy with long waiting lists. The analysis prioritized residential development as follows:

- 1 housing rehabilitation
- 2 new affordable housing
- 3 new market rate housing

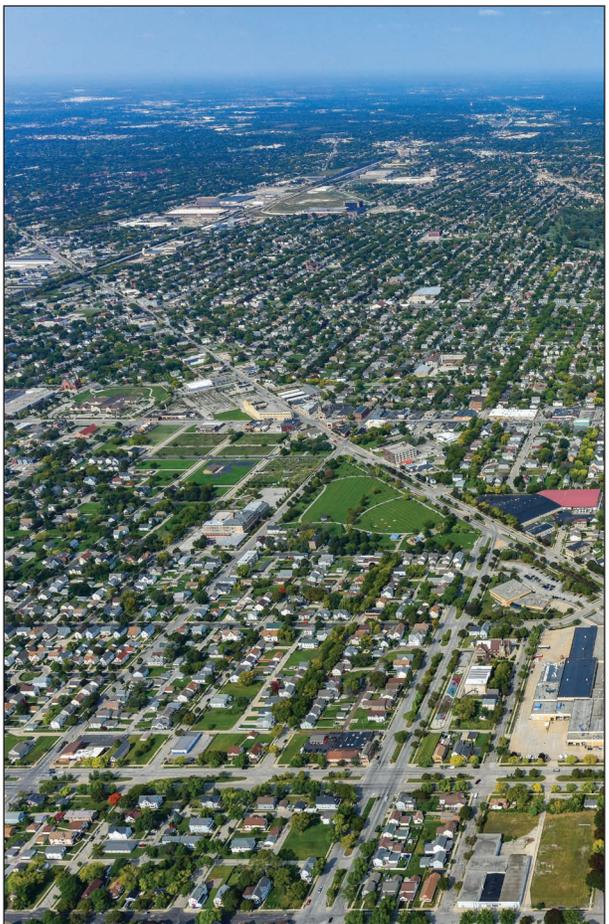
The full analysis is available at: city.milwaukee.gov/DCD/Planning/PlansStudies/FondduLacandNorth



FOND DU LAC AND NORTH AREA PLAN | AREA OUTLINE

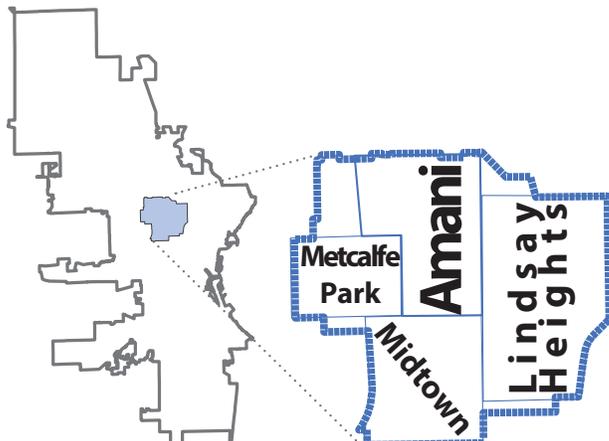


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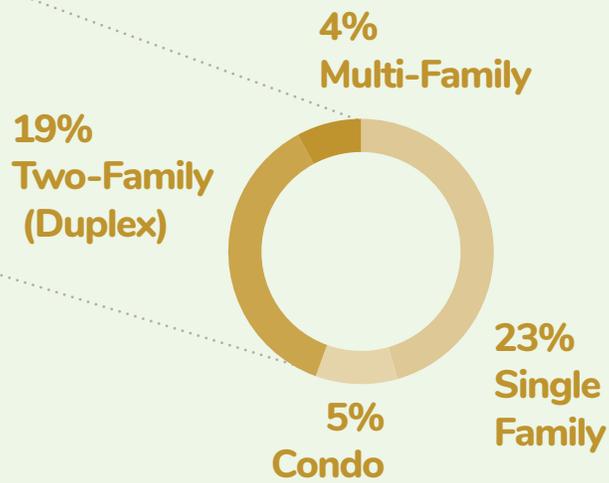
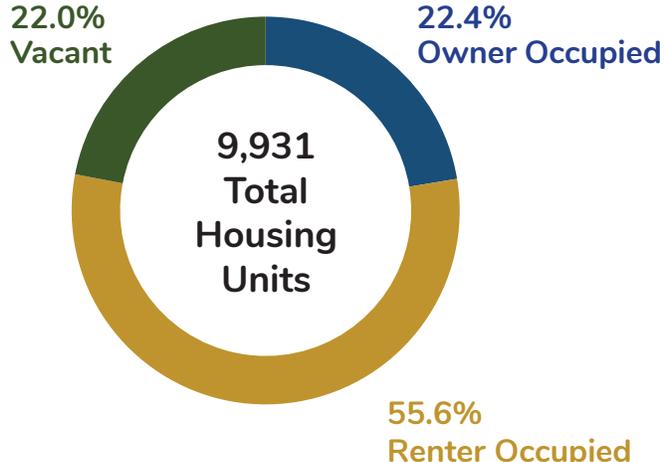


Credit: Curt Waltz

Fond du Lac & North by the Numbers



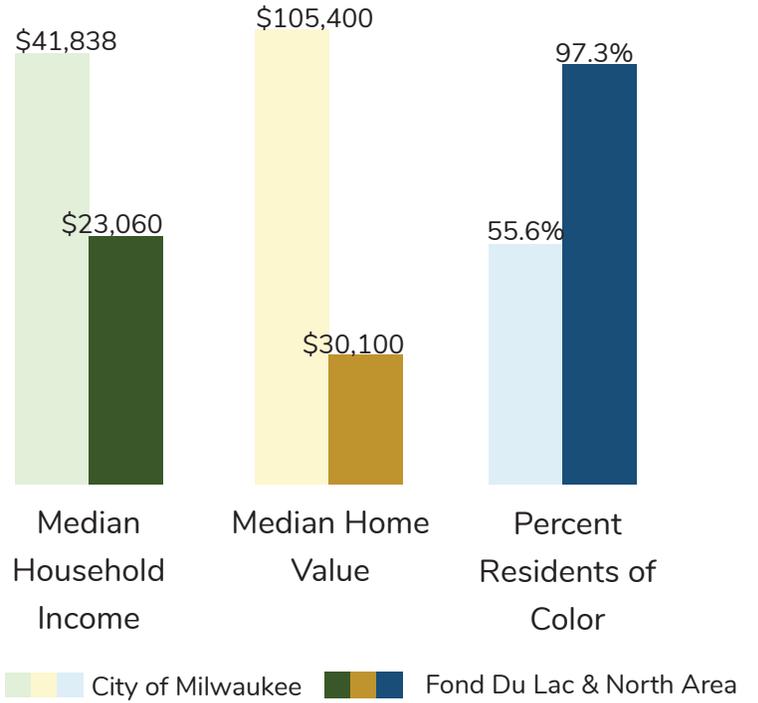
Total Households



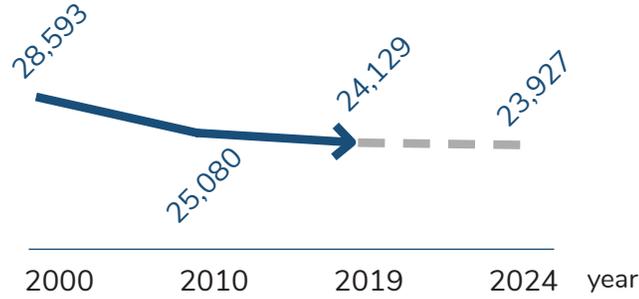
Land Use

Population
24,129

Housing Density
5.5 Housing Units per Acre



The Fond Du Lac and North Area has seen a **15.6%** decline in population since 2000.



Available Space

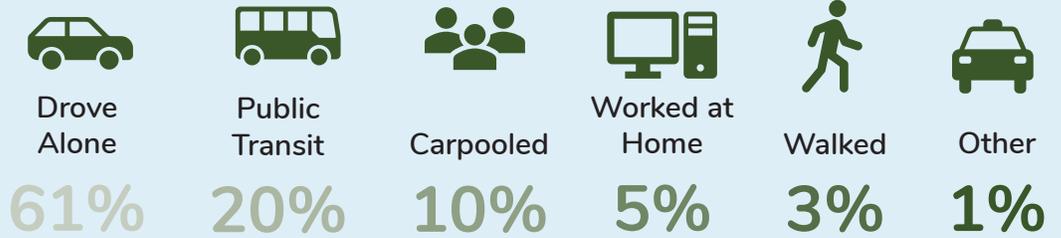
1,686 Lots

187 Acres

Transportation to Work

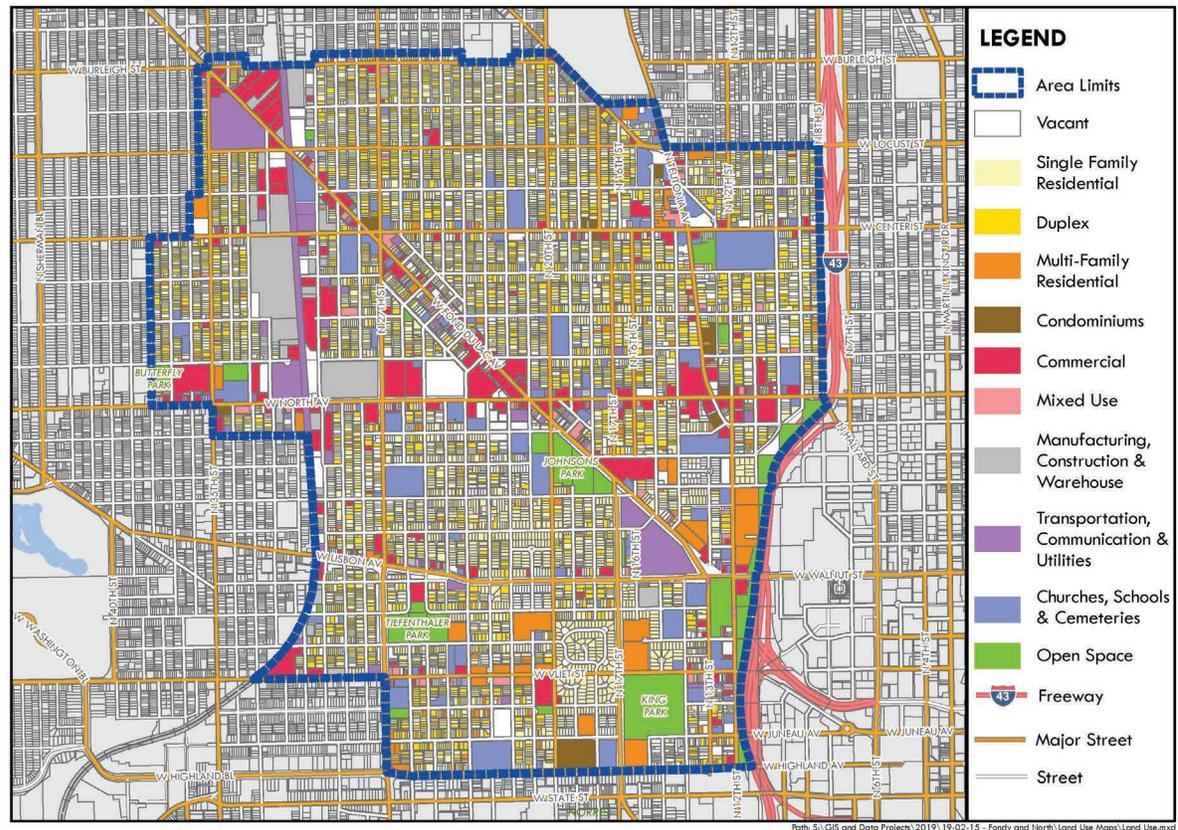
5,662 Jobs

508 Businesses



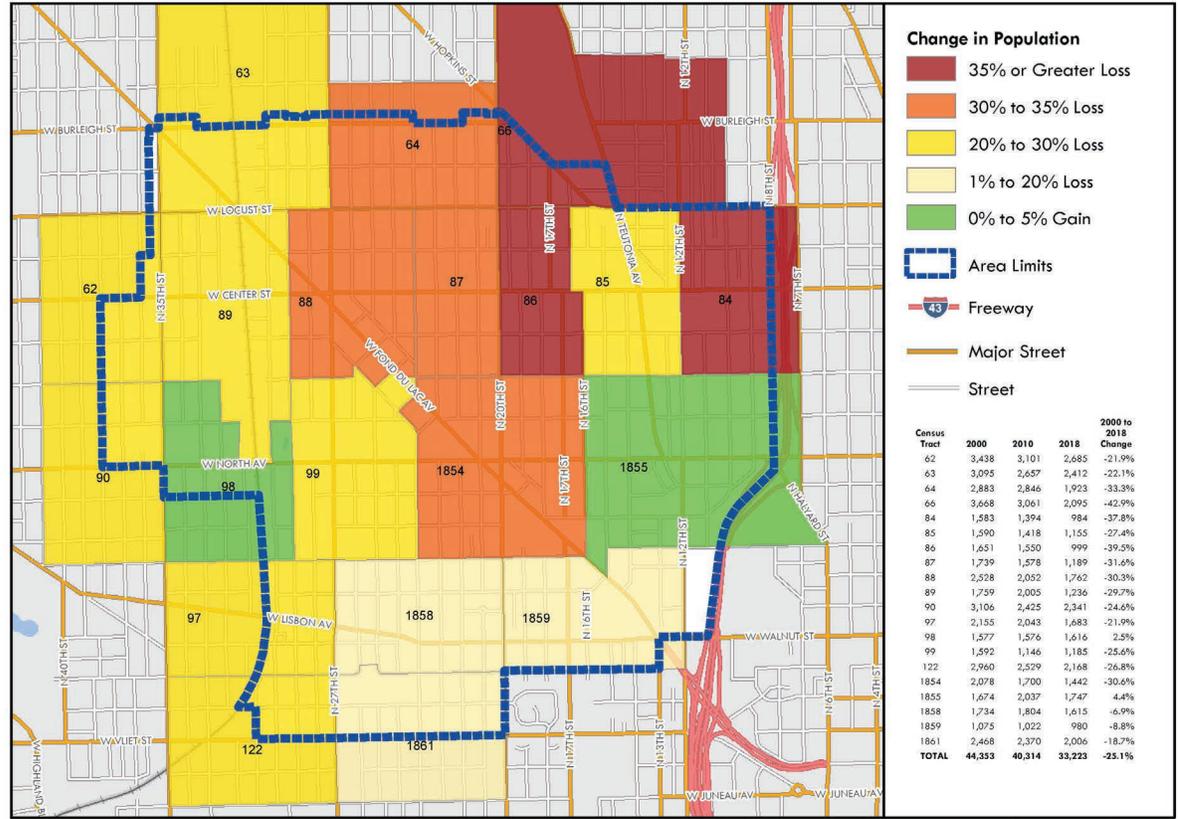
Sources: Economic Data from Infogroup, Inc. Esri Total Residential Population forecasts for 2020. | Demographic Data from U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019, 2020, and 2024. | Land Use Data from City of Milwaukee, Master Property File 2020.

FOND DU LAC AND NORTH AREA PLAN | LAND USE



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FOND DU LAC AND NORTH AREA PLAN | POPULATION CHANGE 2000 TO 2020



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PLANNING PROCESS

This plan is the culmination of a nearly two year process that began with a market analysis and visioning meeting to lay the groundwork rooted in both real market conditions as well as the community aspirations. Subsequent workshops and focus groups examined different options and priorities to arrive at the recommendations and strategies. Throughout the study, community engagement was paramount with regular meetings with the community partners and attendance at local events.



PUBLIC ENGAGEMENT

The Fond du Lac and North Area Plan was driven by authentic and ongoing community engagement. Throughout the plan, residents gave guidance on their vision for their community and how to achieve those goals, so that the recommendations found within this plan are a response to the needs identified.

The Department of City Development (DCD) engaged three community-based organizations (community partners) before launching the plan: the Dominican Center, Metcalfe Park Community Bridges, and Walnut Way. These organizations have deep roots in their neighborhoods and have also completed their own neighborhood-level strategic planning efforts. This plan affirms and builds on the significant work already underway. This Plan affirms and elevates many of the recommendations in those neighborhood-level plans.

The partnership between DCD and the Community Partners enabled deeper conversations with a greater number of residents than would have been possible otherwise. The Community Partners were involved in every step, from helping to design the outreach approach, to staffing public engagement events, to vetting draft materials, and reviewing this document.

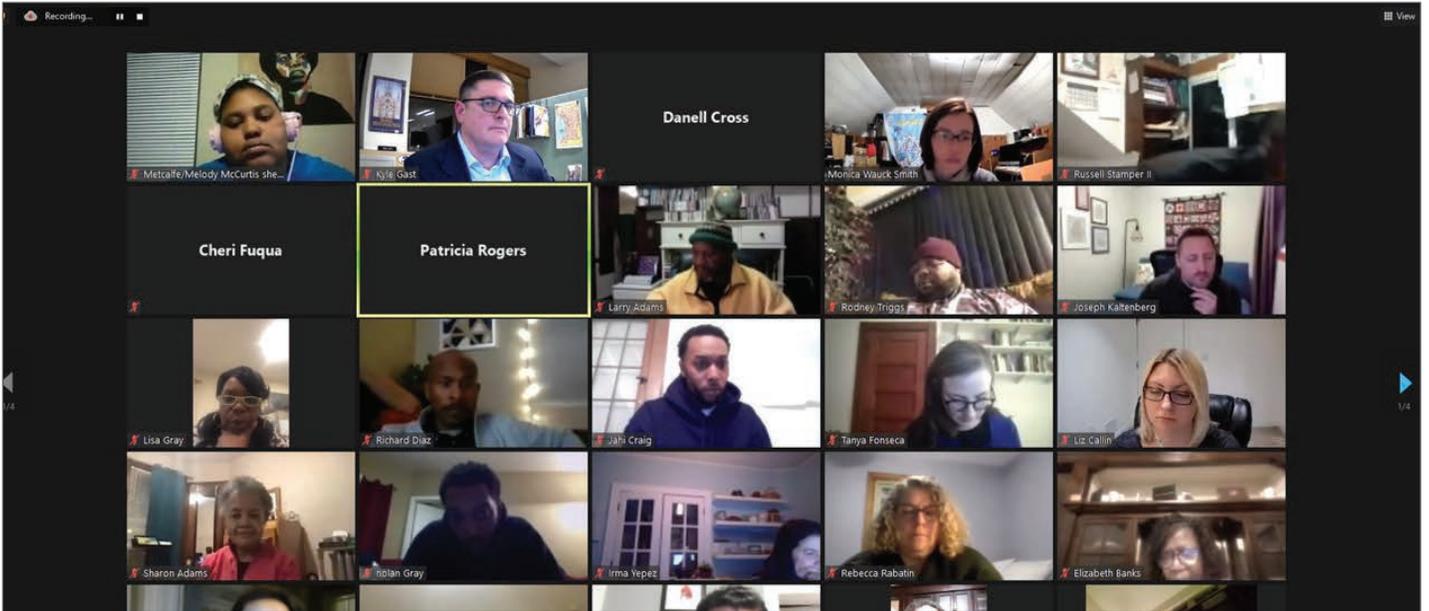


The Plan Advisory Group, comprised of local stakeholders and subject matter experts, provided input at each phase of the plan. Other City departments, particularly the Department of Public Work's Multimodal and MKE Parks (formerly MKE Plays) units and DCD's Commercial Corridors Team, shared their expertise and were essential for ensuring that the recommendations are actionable.

Outreach included four community-wide meetings, four plan advisory group meetings, attendance at many local festivals and events, door to door canvassing, focus groups, and an online survey. The community partners and local residents, together with DCD team members, staffed the community outreach events.

The COVID-19 pandemic brought unexpected changes to engagement. In-person engagement was quickly replaced with remote engagement for the second half of the plan. Despite the abrupt shift, residents stay engaged and adapted to the virtual format. Conversations covered many topics, yet several issues emerged:

- > Supporting local entrepreneurship
- > Providing affordable and quality housing options
- > Combating reckless driving
- > Creating attractive public spaces
- > Local pride and ownership



WHAT WE HEARD...

Below is a summary of some of the main comments heard from residents during the community workshops. This community input informs the policies and recommendations in this Plan.

Community Strength

- » Long-time residents and homeowners are community anchors
- » People are working together more than ever before.
- » The strength of the community organizations bears witness to the sense of community.

Public Spaces

- » Quality park space is an asset, while parks in disrepair can detract.
- » A swimming pool, roller skating rink, and a community center as new amenities that would be well-used by area residents.
- » Safety is an essential feature of any public space.

Safety and Youth Opportunities

- » Safety is a major issue in the neighborhood, with many people saying that they did not feel safe in their own neighborhood. Some said that safety issues were getting worse, while others say there has been an improvement.
- » Many people attributed the safety issues to a lack of opportunities for youth. Residents want to see more outdoor activities, urban agricultural, housing rehab programs to help youth learn valuable skills.

Transportation

- » Reckless driving—specifically, speeding, not yielding to pedestrians, and inattentive driving—is experienced daily and affects residents' lives.
- » Residents want to maintain and improve transit service within the area.

Housing and Neighborhoods

- » Increasing owner occupancy rates as a top priority, as did rehabbing existing housing.
- » Creating affordable new rental housing was a lesser priority, although it is still important.

Commercial Corridors

- » Residents want quality and convenient shopping options. In particular, residents are eager to see places that are owned and patronized by people from the area.
- » Residents were open to businesses other than typical retail going into storefronts. Examples given were small offices, data centers, and garden centers.

"THERE'S NEW
DEVELOPMENT ON
NORTH AVENUE.
NOW WE NEED
TO SEE MORE
DEVELOPMENT
ON CENTER
STREET."

**"We come together
when something
happens"**

"There aren't enough safe
places to hang out."

"Fix the potholes!"

**"Teenagers just hang out on the street because they have
nothing to do. More activities are needed."**

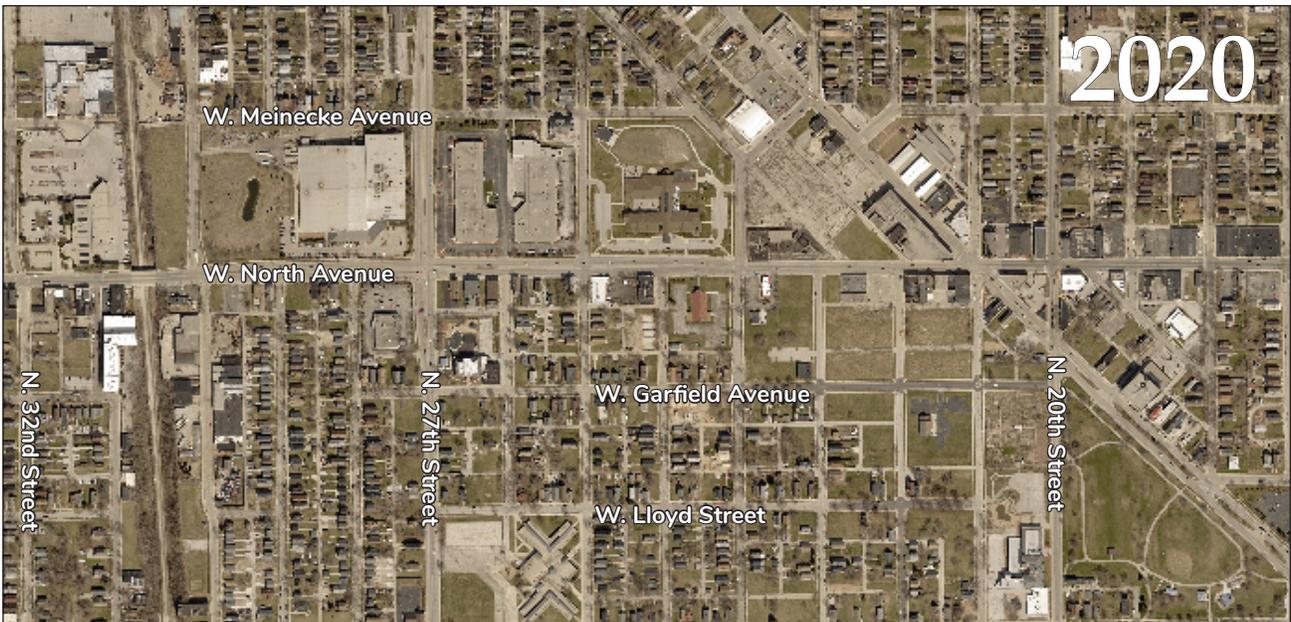
"The scooters are nice,
but they're expensive."

"There are too
many slumlords."

"There's nowhere to walk to."

*"We're a community of renters. We
need affordable rental options, too."*

**"We need more single-family
homes."**



TIMELINE OF THE NEIGHBORHOODS

1860s: Fond du Lac Avenue becomes a plank, toll road

1907: The first North Division High School is built on Center Street.

B.C.E. 1800s early 1900s

11,000 year ago: Several Native American tribes already inhabit the area

1869: Ezekiel Gillespie and others found first A.M.E. Church of Milwaukee

1890s: Milwaukee Road tracks, now known as the 30th Street Corridor, helps build one of the most concentrated industrial areas in Wisconsin.

1910s: Fond du Lac and North Avenues are developed as commercial corridors. Frame duplexes and single family homes fill out the surrounding blocks.

1870s: German immigrants begin to settle in the Lindsay Heights neighborhood. The old plank road to Cedarburg is renamed Teutonia Avenue.

1890s: Milwaukee's first streetcar system forms network of routes including North, Fond du Lac, Walnut, and 12th.

1970s: Dozens of city blocks in the King Park and Midtown areas are cleared for "urban renewal" projects, and portions of Lisbon Av, Highland Av, Locust St, 17th St and 27th St are converted to 4-lane boulevards. Many residents and businesses are displaced. Tifenthaler and King Park are established.

1980s: A recession and continued "deindustrialization" cause many industries in along the 30th Street Corridor to close and the surrounding neighborhoods experience significant job losses.

1990s: The North Division neighborhood becomes known as Lindsay Heights

1990: Metcalfe Park becomes defined as a neighborhood, named after African American Olympic gold medalist (1936) Ralph Metcalfe

1970s 1980s 1990s

1972: Gardens are established on what is known today as Alice's Garden.

1978: The rebuilt North Division High School opens, built over St. Boniface Church.

1980s: Fond Du Lac Avenue is widened into a Boulevard south of North Avenue, and Johnsons Park is established.

1980: Running Rebels is founded.

1981: Fondy Farmer's Market opened on Fond du Lac Avenue.

1987: Clayborn Benson founds Wisconsin Black Historical Society and opens current museum.

1995: Dominican Center is founded in the Amani.

1995: ACTS Housing established to support home ownership

1997: The neighborhood between North Avenue and Keefe Avenue from 20th to 30th Streets becomes known as Amani, the Swahili word for peace.

1999: Running Rebels moves to its current building at North 13th Street and Fond du Lac Avenue.

1924: Colombia Savings and Loan incorporated as Wisconsin's first Black-owned financial institution.

1950s: Population in the area begins to decline as white residents begin moving north and west. Black residents are denied these opportunities due to housing discrimination.

1958: Milwaukee's "last" streetcar makes its final run.

1920-50s

1927: Sears department store opens on Fond Du Lac and North Avenues.

1928: Bernice Lindsay becomes the executive secretary of the North Side YWCA. The Lindsay Heights neighborhood will later be named after her.

1938: Federal Homeowners Loan Corporation releases neighborhoods map used in mortgage underwriting. Areas near Fond du Lac and North Receive a "hazardous" rating, "redlining" them from access to home loans.

1960s

1960s: I-43 cuts a through the neighborhood, and land along North Avenue and Fond du Lac Avenue is cleared for the Park West Freeway. Many homes and businesses are demolished, and thousands of residents are displaced. The Park West Freeway was never built.

1960s: St. Boniface Church becomes center of Milwaukee's Civil Rights movement.

2010s: The number of City-owned homes increases dramatically during the foreclosure crisis, and many homes are eventually demolished.

2014: Ezekiel Gillespie Park opens on 14th and Wright.

2014: Amani United is established.

2000: Walnut Way Conservation Corp. is founded by Sharon and Larry Adams and Lindsay Heights neighbors.

2000: Metcalfe Park Community Center built.

2001: Capitol Stampings takes over old Steeltech plant.

2000s

2002: Northside YMCA established on Teutonia Avenue.

2004: Fond du Lac and North Neighborhood Comprehensive Plan is adopted as part of the City's official comprehensive plan.

2005: COA Goldin Center opens

2008: The foreclosure crisis hits neighborhoods on the north side of Milwaukee especially hard as home values and homeownership decrease and vacancy increases.

2009: Lindsay Heights Quality of Life Plan released.

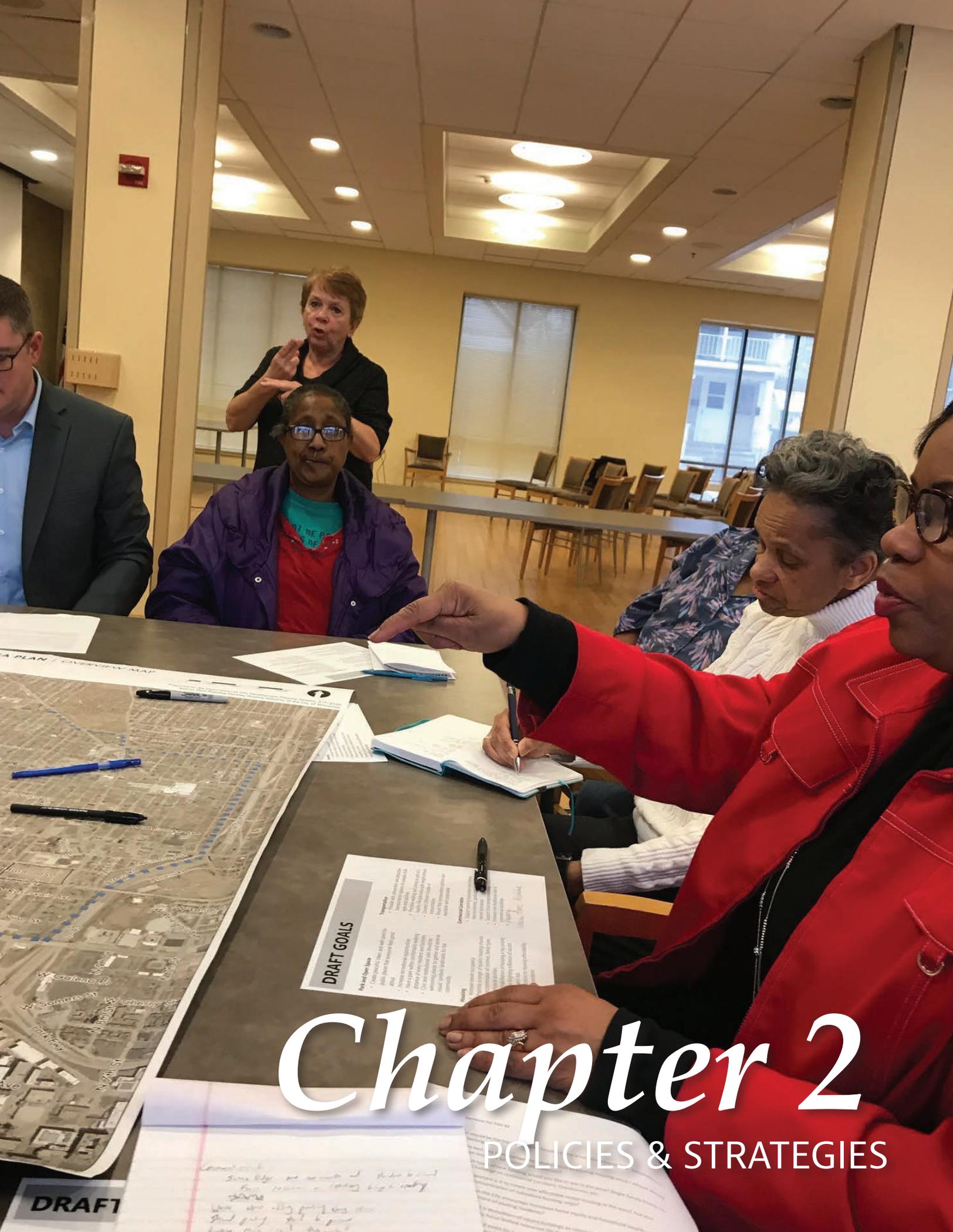
2010+

2015: St Anne's Center opens Bucyrus Campus at 24th and North Avenue.

2017: Amani Revitalization Plan released.

2017: Fondy Park opens next to Fondy Farmer's Market.

2018: Habitat Humanity breaks ground on the Midtown 100 project.



A PLAN / CONCEPT MAP



DRAFT GOALS

Park and Open Space

- Create parks, trails, and open spaces that provide for recreation, play, and social interaction.
- Provide for a variety of park and open space types, including neighborhood parks, regional parks, and greenways.
- Create and maintain high-quality parks and open spaces that are accessible to all residents.

Community

- Create a sense of community and neighborhood identity.
- Provide for a variety of community and neighborhood types, including neighborhood centers, community centers, and neighborhood associations.
- Create and maintain high-quality community and neighborhood facilities.

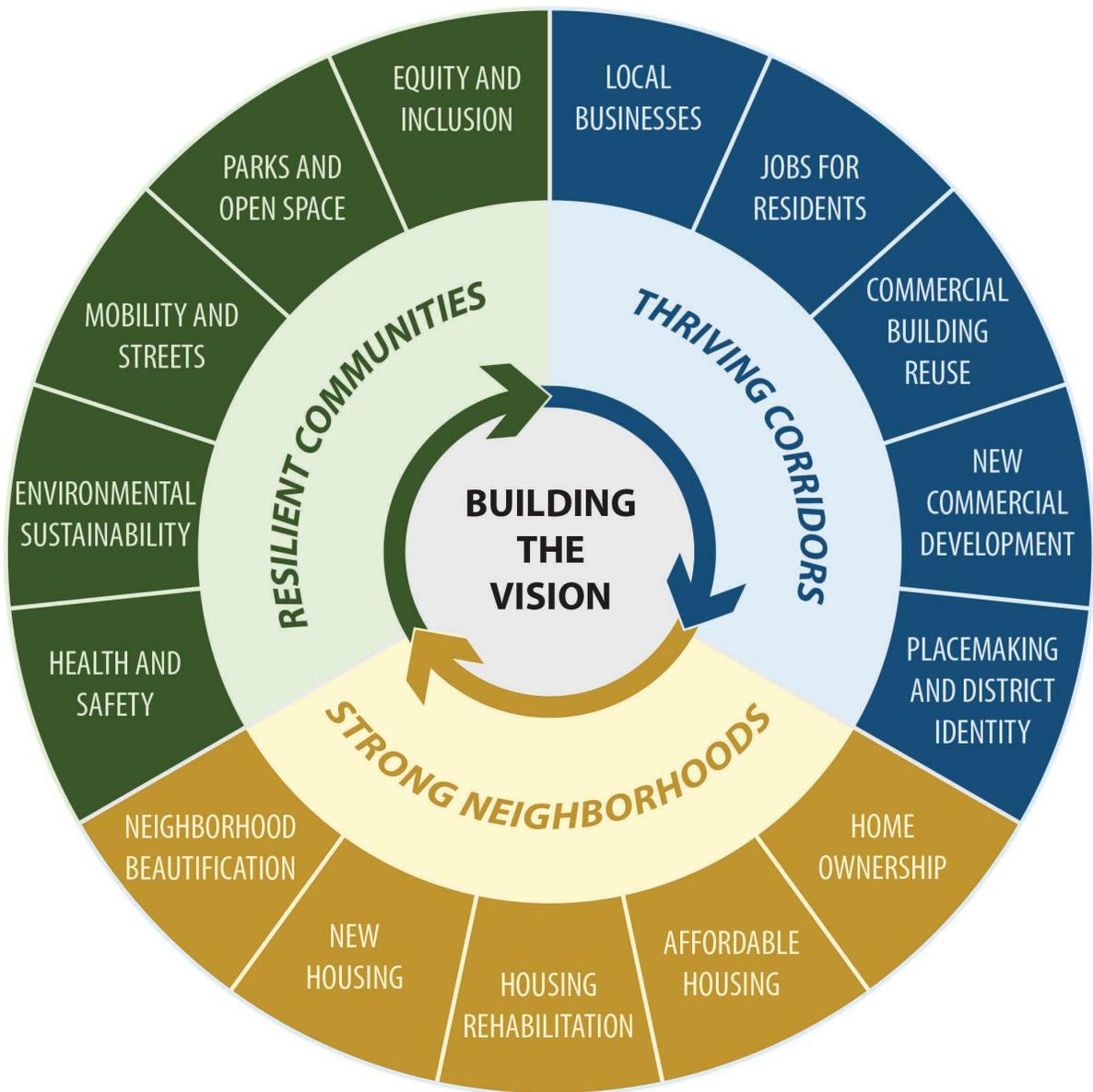
Chapter 2

POLICIES & STRATEGIES

DRAFT

Policies & Strategies

This chapter identifies the policies and strategies that will help the City and its partners achieve successful outcomes. These policies and strategies reflect the community values that were voiced during the community workshops. In many ways this chapter is the building block for subsequent chapters. For example, these policies and strategies inform the land use and design recommendations in Chapter 3 and the neighborhood recommendations found in Chapter 4. These policies and strategies also provide a framework for evaluating development proposals and other projects. As illustrated in the diagram below, these policies are divided into the three broad categories: Strong Neighborhoods, Thriving Corridors, and Resilient Communities.



STRONG NEIGHBORHOODS

Policies & Strategies

Strong neighborhoods are the essential building blocks of a strong city. A strong neighborhood supports a strong community, composed of people and families who have stable and affordable housing and opportunities to build wealth and foster a sense of connectedness with each other. Currently, the majority of households in the area rent, and nearly 70% of those households pay more than 30% of their household income on rent, and over 40% of households pay more than 50% of their income on rent, leaving little for other necessities such as food, clothing, transportation, and medical care.

Rehabilitating the existing housing stock provides opportunities to breathe new life into an already existing asset. There is also a significant demand for new, modern housing options. Despite a nearly 20% decline in population and over 2,000 vacant housing units, newer apartment buildings are typically at 100% capacity with lengthy waitlists. In addition to quality housing options, residents want and deserve attractive spaces to enjoy within their neighborhood. The physical environment of a neighborhood can add or subtract from the overall quality of life. This includes addressing vacant buildings, repurposing vacant lots into community assets, and supporting community-led efforts to beautify neighborhoods and foster a sense of neighborhood identity. To achieve these goals, this Plan outlines policies and strategies to:

- 1 **Increase homeownership**
- 2 **Promote stable and affordable rental housing**
- 3 **Rehabilitate existing housing**
- 4 **Construct new housing**
- 5 **Beautify neighborhoods**

> *Examples of Different Housing and Beautification Efforts*



STRONG NEIGHBORHOODS POLICIES & STRATEGIES

A. Increase Homeownership

1. Continue and strengthen programs for existing homeowners to stay in their homes.

- a. Expand existing programs that assist low and moderate income homeowners in making needed home repairs, such as the Strong Homes Loan Program (NIDC) and the Code Compliance Loan Program (DNS).
- b. Support homeowners at risk of foreclosure, and identify resources to assist low and moderate income homeowners facing property tax hardship.
- c. Assist homeowners and homebuyers in making needed accessibility improvements to allow for aging in place.

2. Support existing neighborhood renters become homeowners.

- a. Continue to prioritize owner occupancy in the sale of City-owned properties.
- b. Expand programs that assist moderate income renters become homeowners, such as the Homebuyer Assistance Program (NIDC).
- c. Provide direct down payment assistance to new home buyers.
- d. Support innovative ownership models, including co-ops and community land trusts.
- e. Support and grow the capacity of community based organizations working to increase homeownership.
- f. Support the construction of new single-family homes throughout the area.

STRONG NEIGHBORHOODS POLICIES & STRATEGIES

B. Promote Stable & Affordable Rental Housing

- | | |
|--|---|
| 1. Support the creation of new affordable rental housing that is accessible to existing neighborhood residents. | a. Support the development of subsidized housing units, including developments utilizing Low Income Housing Tax Credits (LIHTC). Resources should be prioritized for the creation of housing options that are affordable based on the range of incomes of existing neighborhood residents. |
| | b. Continue the use of Tax Incremental Financing (TIF) for affordable housing development. |
| | c. Support the preservation of expiring subsidized units and naturally occurring affordable housing that serve low income residents (30-50% area median income [AMI]). |
| | d. Support and grow the capacity of community based organizations working to create affordable housing. |
| | e. Advocate for additional funding for Section 8 Housing Choice Vouchers. |
| 2. Increase housing stability for low and moderate income renters. | a. Educate tenants and landlords about available eviction prevention services through connections to the Milwaukee Rental Housing Resource Center. |
| | b. Continue the City's landlord training program and consider standardized rental agreements for landlords operating in the city. |
| | c. Support and grow the capacity of community based organizations working to prevent evictions. |
| | d. Support Milwaukee County's efforts to expand tenant-landlord mediation and establish a right to council for low income renters facing eviction. |
| | e. Expand housing options and supports for formerly incarcerated people. |

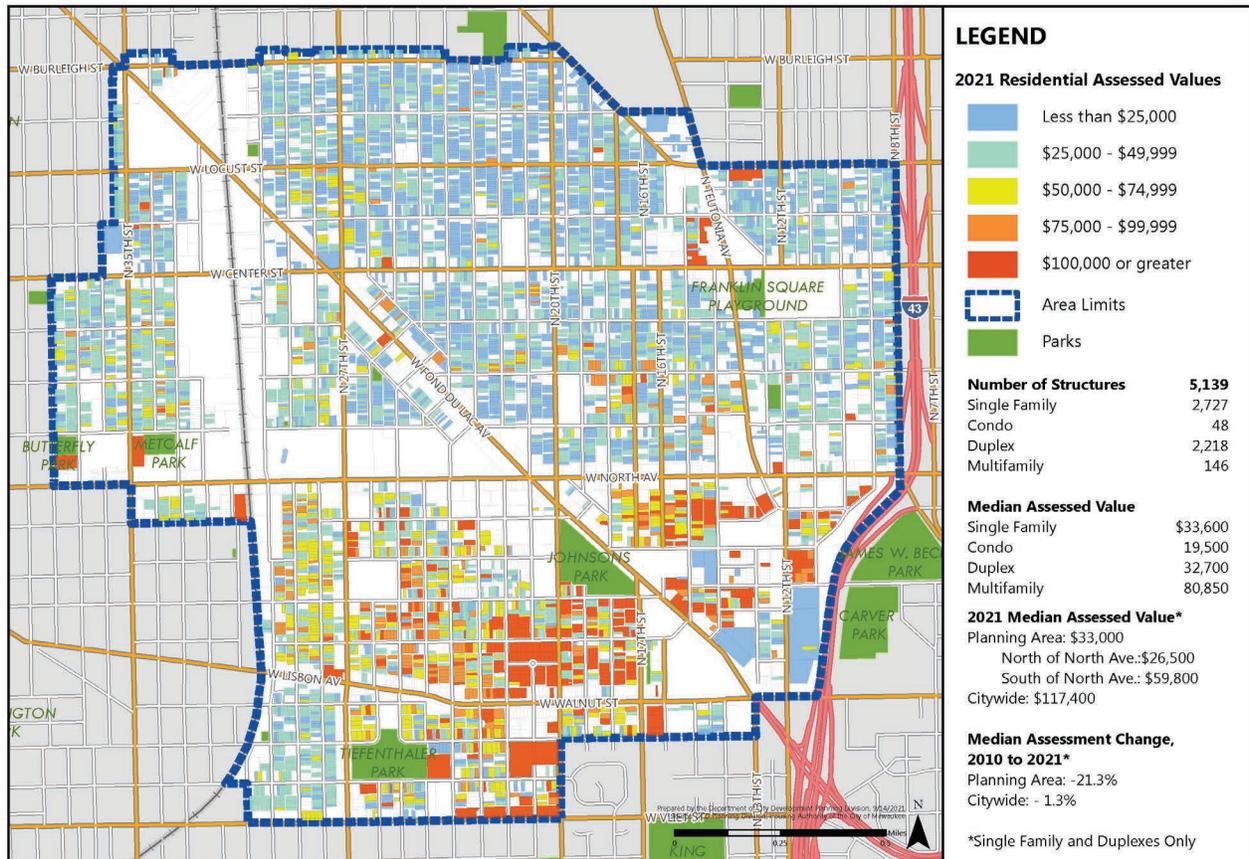
STRONG NEIGHBORHOODS POLICIES & STRATEGIES

B. Promote Stable & Affordable Rental Housing (continued)

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|---|--|
| <p>3. Eliminate disparities in housing and expand fair housing choice.</p> | <p>a. Identify barriers for people of color in accessing quality affordable housing, and develop strategies and programs to address those barriers.</p> <p>b. Support fair housing law compliance in the rental market.</p> <p>c. Develop a comprehensive housing plan to ensure affordable, accessible, and equitable housing across the City of Milwaukee.</p> |
| <p>4. Reduce homelessness and provide assistance to those who may become homeless.</p> | <p>a. Support the continued presence and enhancement of local shelter systems such as the Milwaukee Rescue Mission and the McCanon Brown Homeless Sanctuary, as well as organizations that provide support to homeless individuals.</p> <p>b. Preserve, improve, and expand public housing city-wide that serves the lowest income residents.</p> <p>c. Support Milwaukee County's efforts to eliminate homelessness and expand funding for Housing First.</p> |

FOND DU LAC AND NORTH AREA PLAN | RESIDENTIAL ASSESSED VALUES 2021

Prepared by the Department of City Development Planning Division, 9/14/2021
Source: DCD Planning Division; Housing Authority of the City of Milwaukee



STRONG NEIGHBORHOODS POLICIES & STRATEGIES

C. Rehabilitate Existing Housing

<p>1. Encourage the rehabilitation of existing housing throughout the area.</p>	<p>a. Expand programs that assist homeowners and responsible investors rehabilitate existing housing, such as the Rental Rehabilitation Program (NIDC).</p>
	<p>b. Continue to aggressively market and sell and City-owned properties to homeowners, responsible investors, and non-profit organizations.</p>
	<p>c. Support and grow the capacity of community based organizations working to rehabilitate existing housing.</p>
<p>2. Prioritize housing improvements that enhance the health of residents.</p>	<p>a. Prioritize improvements that mitigate conditions known to directly improve affect the health of occupants including lead hazards, failing heating and electrical systems, leaks, mold, pest infestations and broken roofs, walls, windows, doors, door locks and railings.</p>
	<p>b. Expand efforts to eliminate lead poisoning in children, and consider establishing a lead-safe housing certification program for rental housing.</p>
	<p>c. Encourage accessibility accommodations in rental housing, and consider establishing a funding source to assist with accessibility improvements.</p>
<p>3. Encourage housing improvements that improve environmental sustainability.</p>	<p>a. Expand programs that assist homeowners make energy efficiency upgrades to their homes, such as the ME2 program, and work to reduce energy costs at residential properties.</p>
	<p>b. Expand programs that assist homeowners to install solar power on roofs, such as the Milwaukee Shines program.</p>
	<p>c. Encourage property owners to disconnect downspouts and allow stormwater to infiltrate the soil where possible. Consider solutions for properties that do not have greenspace where water can be diverted and allow water to be diverted to adjacent vacant lots.</p>
	<p>d. Explore options for reducing the stormwater management charge for residential properties, or groups of properties, if it can be determined that they will capture the first ½ inch of rainfall on site.</p>
<p>4. Protect renters from unsafe housing conditions and prevent landlord retaliation.</p>	<p>a. Continue the practice of rent withholding for rental properties with active code violations.</p>
	<p>b. Advocate for changes to State law to allow for local rental licensing and certification programs.</p>

STRONG NEIGHBORHOODS POLICIES & STRATEGIES

D. Construct New Housing

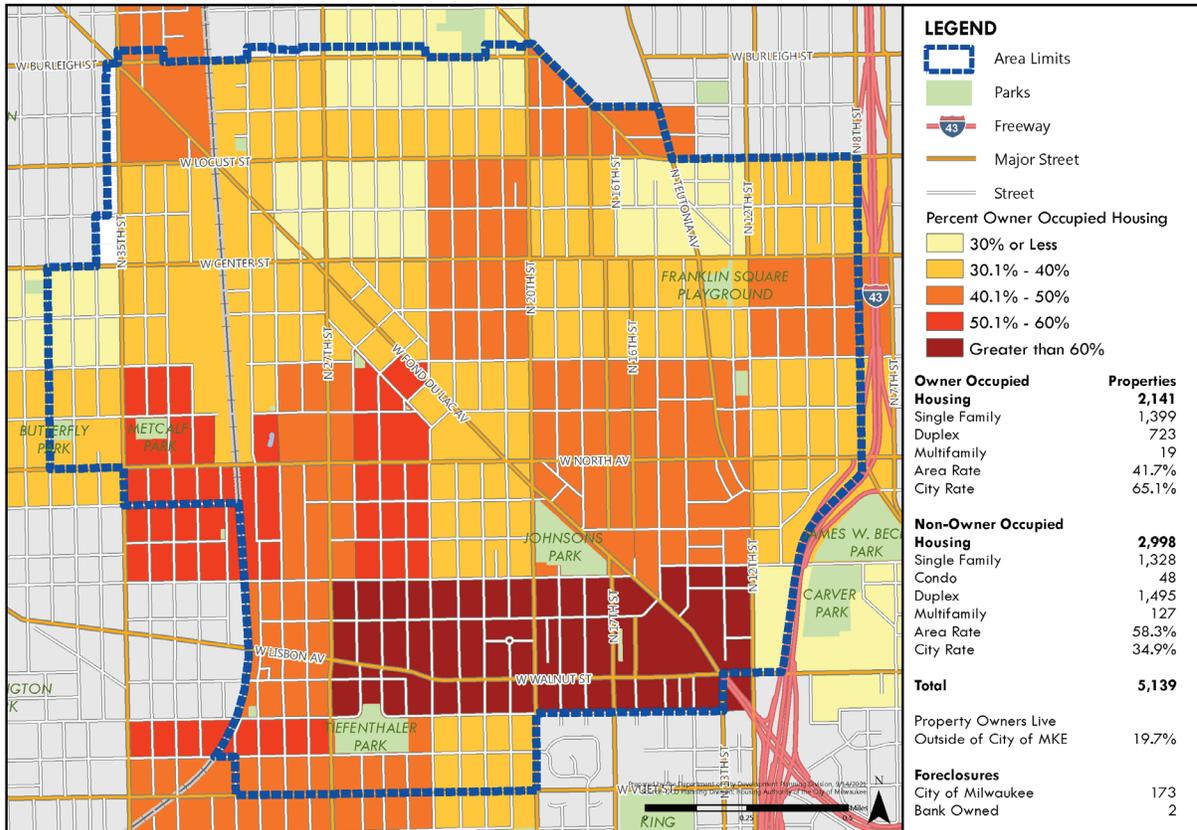
1. Support new housing development that will accommodate a diversity of incomes.

- a. Encourage new affordable housing where a lack of options exist. In areas with a low concentration of subsidized housing units encourage new multi-family developments to include at least 20% of units as affordable to households with income less than 60% AMI.
- b. Encourage new market-rate housing in areas with high concentrations of affordable housing. In areas with a high concentration of subsidized housing units, encourage new multi-family developments to include at least 20% of units as market-rate.
- c. New subsidized housing developments should serve a range of incomes of existing neighborhood residents, including providing options for households at or below the median income for the neighborhood.

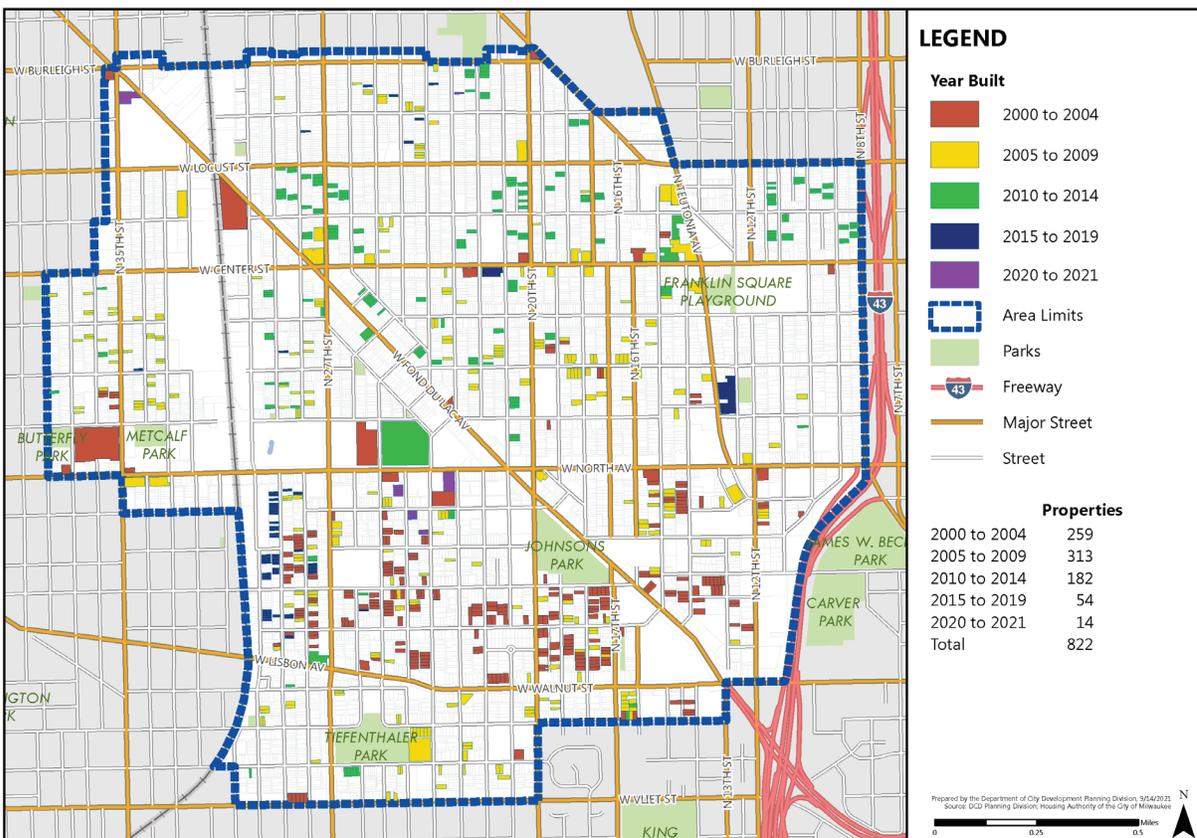
2. Support new housing development that will accommodate a variety of household types.

- a. Encourage new family-oriented housing, units with at least 2 bedrooms, especially in close proximity to schools and parks.
- b. Encourage new higher density multi-family housing in close proximity to primary transit nodes and job centers.
- c. Support the development of duplex, townhome and multi-family housing along arterial streets and public open spaces.
- d. Support the development of single-family and duplex housing on residential streets and in areas that are predominately single-family or duplex housing.
- e. Support the addition of accessory dwelling units (ADUs) at owner occupied properties, and other housing types that can facilitate intergenerational households, aging in place, or rental income for homeowners.

FOND DU LAC AND NORTH AREA PLAN |
RESIDENTIAL OWNER OCCUPANCY 2021



FOND DU LAC AND NORTH AREA PLAN | NEW CONSTRUCTION, 2000 to 2021



STRONG NEIGHBORHOODS POLICIES & STRATEGIES

D. Construct New Housing (continued)

<p>3. Increase the overall number and diversity of housing units in the area.</p>	<p>a. Build on existing assets to encourage broad and diverse investment in the development of new housing for the area, with a goal of at least 100 new housing units per year.</p>
	<p>b. Promote the area as walkable, sustainable and unique in the metro area, and support a high quality of life to attract and retain residents.</p>
	<p>c. Support the adaptive reuse of vacant non-residential buildings for housing.</p>
	<p>d. Provide support for area residents who may become at risk of displacement.</p>
<p>4. Support new and innovative housing strategies.</p>	<p>a. Embrace new housing types and construction technologies that may reduce the cost of new housing, including pre-fabricated or modular homes.</p>
	<p>b. Embrace alternative homeownership models, including cooperative housing and community land trusts.</p>

FOND DU LAC AND NORTH AREA PLAN | VACANT LOTS 2021

