City of Fond du Lac, WI

# N Main Street Corridor

## Long-Term Vision Plan

May 10, 2023 (draft)

**Placemaking**

**Catalytic Development Projects**

**City Actions to Achieve the Vision**

MSA planning + design studio

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# ABOUT THIS PLAN

## INTRODUCTION

A vibrant community requires a variety of unique districts or spaces where people interact and find desired services and activities. In creating the City's Comprehensive Plan, Fond du Lac residents identified the North Main Street Corridor as an area needing public investment.

This plan outlines the City's long-range approach for improvements, redevelopment, beautification, and the overall revitalization of North Main Street. The recommendations within this plan are intended to achieve the following objectives:

1) Establish a pedestrian and bicycle network that connects the downtown and surrounding neighborhoods to Lakeside Park.

2) Enhance the overall aesthetics of the corridor, including private building design, private site design, and public streetscaping, to attract residents, and potential businesses.

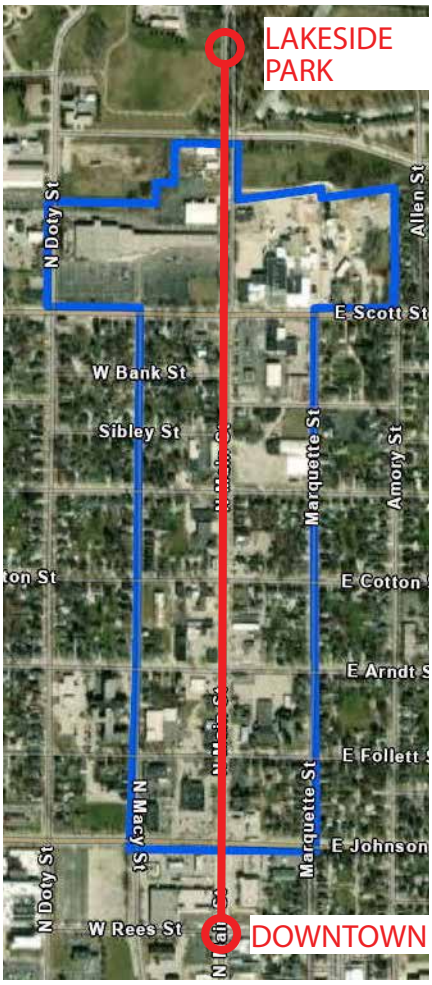
3) Facilitate private investment of underutilized land to improve the local economy and tax base.

The detailed conceptual images and action steps here improve the City's ability to facilitate public and private investment in the corridor. Additional conversations with property owners and developers, as well as public input through approval processes (per City ordinances), may lead to new perspectives and different outcomes than envisioned in this plan.

*...this plan helps everyone envision positive change and get excited about that change...*

The intent of this plan is that it helps the citizens of Fond du Lac, business owners and developers envision positive change in Fond du Lac and get excited about that change. Successful revitalization projects requires public and private collaboration, and public enthusiasm for change is an important ingredient in that collaborative process. This plan should give property owners and developers the confidence to propose change.

The study area for this plan extends from the Lakeside Park entrance to Johnson Street, and it includes one block east and west of Main Street.




Map showing the study area boundary.

This Corridor Plan builds upon the existing City plans, especially the City of Fond du Lac 2040 Comprehensive Plan. Recommendations and actions in this Plan can help implement the vision within the Comprehensive Plan, specifically the goals outlined below.

Policy content from the Comprehensive Plan is carried forward and cited as appropriate throughout this plan.

# COMPREHENSIVE PLAN (2021)

## *GOALS*

### *Cultural Resources*

- **Goal #1:** *Preserve and create new places and events that contribute to the identity of Fond du Lac.*
- **Goal #2:** Preserve and promote the City's historical structures and sites.

### *Economic Development*

- **Goal #2:** The City will attract, expand and diversify the local economy.
- **Goal #3:** Business invesetment will support the health and vitality of the Fond du Lac community.

### *Housing*

- **Goal #1:** The City will achieve balanced neighborhoods with a mix of housing types and price-points that provide suitable housing for everyone.
- **Goal #2:** The City will maintain quality-housing options as part of safe and healthy neighborhoods for all residents.
- **Goal #3:** Housing policies will complement economic development goals of the City, growing business and population in tandem.

### *Mobility and Transportation*

- **Goal #1:** Create connected, livable neighborhoods that have multi-modal transportation options for all residents.

### *Land Use*

- **Goal #1:** Create an economically and environmentally sustainable development pattern.
- **Goal #2:** Establish balanced neighborhoods throughout the City.
- **Goal #3:** Create places that are vibrant, attractive and unique, especially along the City's Main Street Corridor and Downtown.

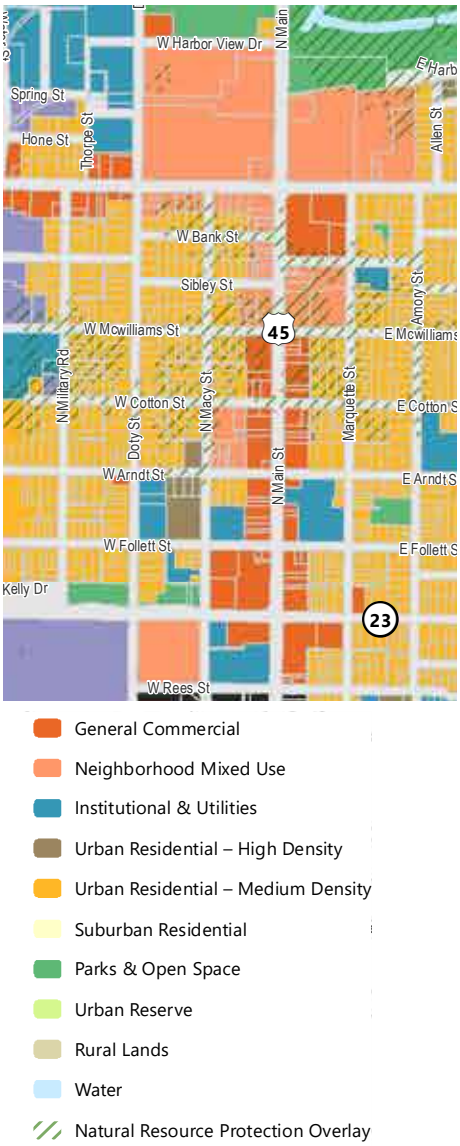
## *FUTURE LAND USE*

As shown in the Future Land Use map (on the next page), the Comprehensive Plan also identifies the desired land uses for areas within the City's jurisdiction including the North Main Street Corridor.

Future land uses included within the North Main Street Corridor include the following:

- **General Commercial** areas provide a wide range of retail goods and services, including professional offices and daycare facilities. Commercial areas also include automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.). Potentially acceptable zoning districts may include General Business (C-2), Office (O), and/or Planned Unit Development (PUD).
- **Neighborhood Mixed Use** category includes existing and planned activity centers with retail, restaurant, service, institutional and civic uses primarily serving nearby residents. Residential is also a component of the NMU district - both in mixed use developments and as stand-alone multi-unit residential developments. Development and design within NMU areas should be compact and walkable. NMU areas should be well-connected and integrated into neighborhoods. Potentially acceptable zoning districts may include Multifamily Residential (R-4), Traditional Neighborhood Development (TND), and/or Planned Unit Development (PUD).

- **Urban Residential – Medium Density** category includes single-family homes, two-family homes, carefully integrated townhomes or other housing forms with individual outdoor entrances, and civic uses. Potentially acceptable zoning districts may include Single-Family Residential (R-1), Single-Family & Two-Family Residential (R-2), and/or Central Area Residential (R-3).




# DOWNTOWN DEVELOPMENT PLAN

## *GOALS*

The main goal of the Downtown Development Plan is to Promote the continued evolution of Downtown Fond du Lac as the cultural and economic hub of the city offering a healthy and unique mix of residential living, government services, and business services that includes retail, professional, dining, arts and entertainment. The plan identifies objectives, policies, and programs that the City can implement to achieve this goal.

- **Objectives** include recommendations such as working collaboratively with downtown businesses and stakeholders to develop the area with more cluster or niche districts within the existing urban fabric. The plan provided guidance for the City to develop Urban Design Standards that would guide renovations, building improvements, and signage/wayfinding. Increasing available public parking facilities, identifying and funding complementary capital improvement projects, and reviewing the City's relevant zoning ordinances were also incorporated into the plan.

- **Policies** include recommendations to continuing supporting downtown development as a mixed-use district. The City should provide assistance, including financial incentives, to implement recommendations and concepts developed in the plan. Development proposals that are not consistent with the recommendations of the Downtown plan will not receive zoning change approvals.

- **Programs** supported by the Downtown Plan include working with the Downtown Fond du Lac Partnership to administer the Business Improvement District (BID). A local architectural review board established by the City and the Partnership should be used to develop new design guidelines for the Downtown area. The plan lays out more specific recommendations for how these programs would be created and operate cooperatively between public and private organizations.

# DOWNTOWN EXPLORATORY COMMITTEE FINAL REPORT

The Downtown Exploratory Committee (DEC) was established by the Fond du Lac City Council to examine the challenges faced by the downtown Fond du Lac area. In general, the DEC provided recommendations to create a more vibrant downtown and laid out a strategy to fulfil that vision. The Committee relied on local and regional input and considerable amounts of data to evaluate the potential areas of concentration

for future development within the downtown study area. Overall, the DEC leaned heavily on results from the Downtown Fond du Lac Market study provided by the Downtown Fond du Lac Partnership. The DEC decided to support three focused recommendations from the plan with more detailed analysis including the following:

- Supporting New Residential Development
- Targeted Redevelopment of Priority/Opportunity Properties
- Further Investment in Cultural Experiences

## DOWNTOWN FOND DU LAC MARKET STUDY

Downtown Fond du Lac has demonstrated economic resilience over the longhaul. Although there may be slightly fewer employees working in the core of the city today than in the past, downtown property values have increased at a greater rate than property elsewhere in the city, and downtown remains the hub for customer activity, especially restaurants, where downtown businesses comprise 19 percent of Citywide dining activity. As such, building on existing clusters, opportunities exist to add businesses in targeted sectors to enhance the range of options available to downtown patrons while also filling gaps in the current business mix. Specific opportunity exists to add retail shops such as clothing, specialty, hobby and general merchandisers, dining options including fine dining, healthy options, quick serve, outdoor dining and coffee shops and entertainment destinations featuring music, family-friendly activities, movies, the arts and high-end drinking places.

### *Initiative 1: Increase Visual Appeal*

**Goal 1:** Enhance appearance of built environment

- Objective I: Reduce/eliminate appearance of blight
- Objective II: Create active night time environment

**Goal 2:** Expand natural element

- Objective I: Increase visibility of and access to Fond du Lac River
- Objective II: Increase amount of color and vegetation in downtown

### *Initiative 2: Enhance Marketing Image*

**Goal 1:** Increase sense of activity/ energy downtown

- Objective I: Increase overall sense of activity in downtown

**Goal 2**: Leverage existing visitor experiences

- Objective I: Create Iconic imagery that maximizes visitor traffic/marketing
- Objective II: Pursue creation/ marketing of a destination destrict/establishment/ amenity that sets downtown Fond du Lac apart.

## RECREATION PLAN 2020-2024

The current Recreation Plan builds upon previous plans as a tool to address the continuing demands for public parks and recreational facilities in Fond du Lac. The plan inventories existing facilities identifies recreational land and facility's needs, and outlines policies and action plans designed to meet those needs. The plan also enables the City to participate in state and federal grant programs that require recreation plans as a prerequisite to funding. Over the last twenty plus years, the City has secured over $1.7 million in funding for various parks and recreation projects.

- **Goal 1:** Establishing a communitywide system of parks, open space and recreation facilities that will provide all residents of Fond du Lac with adequate, convenient and quality recreational opportunities on a year-round basis.
- **Goal 2**: To conserve, protect and beautify other natural resources in the city and surrounding environs.
- **Goal 3**: To encourage cooperation with other governmental units, the school district and other educational institutions in utilizing appropriate facilities for open space and recreation needs.
- **Goal4:** To promote the value of a well-balanced and adequate park system

# PLANNING PROCESS

## INTRODUCTION

This plan was developed over approximately 10 months, beginning in August 2022. The process included the following activities.

**Staff (Executive Committee) Meetings**
MSA planners met with staff at every stage of the planning process to review and discuss draft materials.

**Review Meetings**
MSA presented planning process updates and plan draft material, and sought feedback on that material, from the following:

- Plan Commission
- City Council

**Public Engagement**
During this planning process, MSA collected public input through a variety of methods including an online survey, stakeholder interviews, and two public meetings.

The following pages will summarize the feedback recieved through this planning process. Full survey results are provided in Appendix B.

*This Corridor Plan is an extension of the Comprehensive Plan, offering details and images to establish a stronger shared vision*

**PROJECT MILESTONES**

**Aug – Oct 2022 –**
Existing Conditions Analysis

**November 2022 –**
Public Input Meeting

**January 2023 –**
Key Stakeholder Interviews

**February 2023 –**
Online Preference Survey

**March 2023 –**
Draft Vision, Policies and Concepts

**April 2023 –**
Public Open House (draft plan)

**May 2023 –**
Plan Commission Draft Plan Review
Council Presentation

# PUBLIC INPUT

## INTRODUCTION

This planning process included the following events:

**Public Input Meeting**
**November 28, 2022**
**Fond du Lac Senior Center**

MSA staff provided large inventory and analysis maps along with an enlarged aerial image to guide the roughly 50 participants in attendance. Those interested in sharing their input were asked to place numbered dots on map relating to their own design improvement suggestions. Data collected on the map along with comments are noted on the next page.

**Key Stakeholder Interviews**
**January 2023**
MSA held five phone interviews with key stakeholders, including housing and commercial real estate brokers and developers, business owners, business owners, as well as Advocap (i.e., regional Community Action Agency). A summary of the feedback presented below.

1. 151 Bypass reduced marketability in the corridor
2. Except for Lakeside Park, nothing to draw a person past Johnson Street
3. Former Saputo Site opportunities, include the following:
    - Event Center (but, need more than that to sustain interest/patrons)
    - Ethnic / Local food establishments with the ability to park near entry (unlike the downtown)
    - Inland Marina
    - Grocer-type establishment
    - Family-friendly - Something to complement Children's Museum

**Draft Plan Public Meeting**
**April 13, 2023**
**Fire Station #1**

MSA presented the draft plan with supplemental poster boards displayed in the room There were roughly 50 participants, who engaged in a question and answer session throughout the presentation. The primary comments were concern with housing on the former Saputo site with some desiring a public use, interest in increased housing in the remainder of the corridor, interest in maintaing and supporting the existing businesess, and concern with potential maintenance with decorative crosswalks.

**Plan Commission Meeting**
**May 15**
[to be completed]

**City Council Meeting**
**May 24**
[to be completed]

# SUMMARY OF COMMENTS FROM NOVEMBER 28, 2022 MEETING

## WEAKNESSES

- Corridor area is currently ugly and unsafe for pedestrian traffic (and bicycles)
- Incompatible uses and neglected (blighted) rental housing
- Perception that the City's review/ordinances impacts development outcomes

## OPPORTUNITIES

- Improving large underutilized lots that face directly onto the corridor
- Developing sites with historical/ wayfinding signage information and sculpture art
- Creating sites with a range of new workforce housing types and styles for all income levels
- Seeking out specific businesses to potentially locate within the N Main St Corridor area
- Adding green spaces and seating to complement existing business locations
- Providing more options for youth to socialize and play
- Creating permanent locations for food stands/trucks to park and operate

## WANTS

- Bike shop
- Ice skating rink
- Art district
- Family entertainment center
- More parking
- Youth center
- Restaurants
- Kayak shops
- Affordable apartment housing
- Dairy museum and welcome center
- Condominiums with First-floor Retail

## STREETSCAPE IMPROVEMENTS

- Widen the sidewalk and improve the street tree terrace/ deck area
- Install interpretive, interactive art and signage
- Build a Lakeside Park gateway feature
- Extend seasonal holiday decorations from Johnson St to Lakeside Park
- Develop green spaces and parks with seating opportunities that complement local business locations
- Create a gateway/placemaking area at Johnson and N Main St with artwork, seating, and interactive amenities
- Beautify building facades and parking lots with more landscaping features

## FORMER CHEESE FACTORY SITE

- Developing the site using multi-story commercial and residential mixed use buildings with unique styles, lots of open space/lake views, and artwork celebrating Native American culture
- Adding to existing youth sports facilities located throughout Lakeside Park
- Building teen/youth related amenities like dance clubs, climbing gyms, or trampoline parks
- Not letting private developers build condominiums on the site
- Design a 4-story mixed use building and top-level restaurant with lake views over Lakeside Park
- Build a Fond du Lac Welcome Center or Nature Education Center
- Create a multi-story youth sports complex with amenities focused on food, shopping, and entertainment

# SUMMARY OF PREFERENCE SURVEY

The survey collected feedback from 840 people, of which 49% of the respondents were between the age of 25 to 44 years, and 21% were between 45 to 54 years. 80% of the respondents are gainfully employed, of which 82% work in the Fond du Lac area, 15% are retired, and 5% are not currently in the workforce. Moreso, 92% live in the FDL area, of which 48% live in close proximity to the study area and 13% within the study area, while 79% of the total respondents have spent 10+ years in Fond du Lac area.

## PREFERRED VISION

A destination corridor that complements the Downtown District and Lakeside Park with unique/ethnic restaurants, specialty shops, varied housing options and a public gathering space.

## FACTORS NEEDING IMPROVEMENT

The top issues identified for significant improvement are:

- Number of Businesses - 95%,
- Buiding Facades - 94%,
- Landscaping / Green Space - 91%,
- Community / Neighborhood Activities - 91%
- Streetscaping - 89%,
- Parking Availability - 79%, and
- Housing Options - 61%.

## GENERAL COMMENTS REGARDING THE CORRIDOR

| Ideas, Themes, or Concerns (Tag) |
|---|
| **Housing development concerns** *(no subsidized, low-income, or apartment complexes)* |
| **More green space and general landscaping improvements** |
| **Additional commercial developments** *(retail space, business space, specialty shops, etc.)* |
| **Family-friendly outdoor gathering/activity/event spaces** |
| **Commercial development concerns** *(land use, parking, building height/character, etc.)* |
| **More unique restaurant/food options (not chain restaurants or fast food)** |
| **General safety/crime concerns** *(more lighting at night, safer sidewalks, etc.)* |
| **Public service/maintenance concerns** *(additional stations for police, fire, EMS, etc.)* |

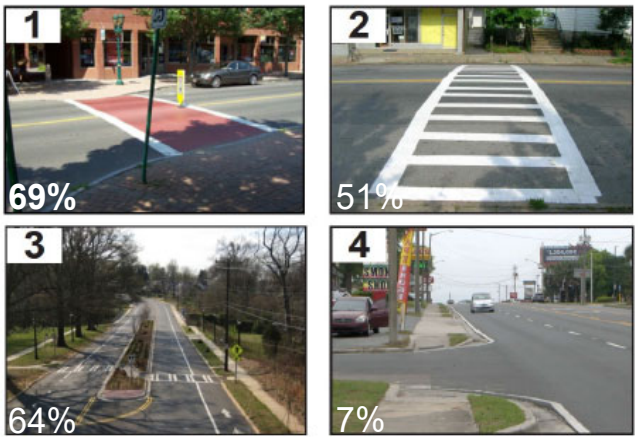
## COMMERCIAL TYPES

## RESIDENTIAL TYPES

## FORMER SAPUTO SITE

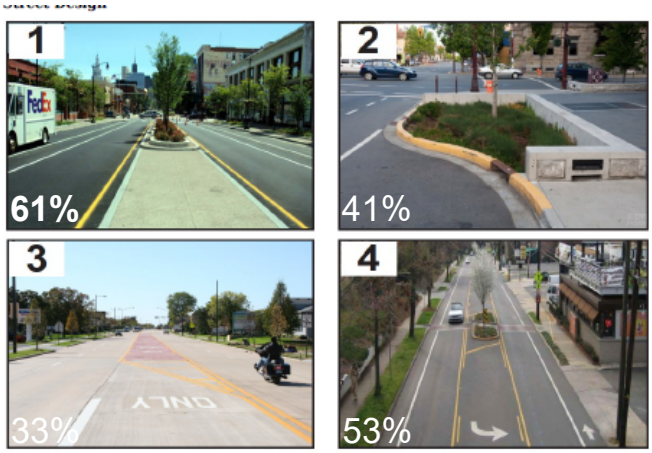
## SIDEWALK AMENITIES

## CROSSWALK TREATMENT




## CIVIC AMENITIES

## BUILDING DESIGN - STREET VIEW



# EXISTING CONDITIONS

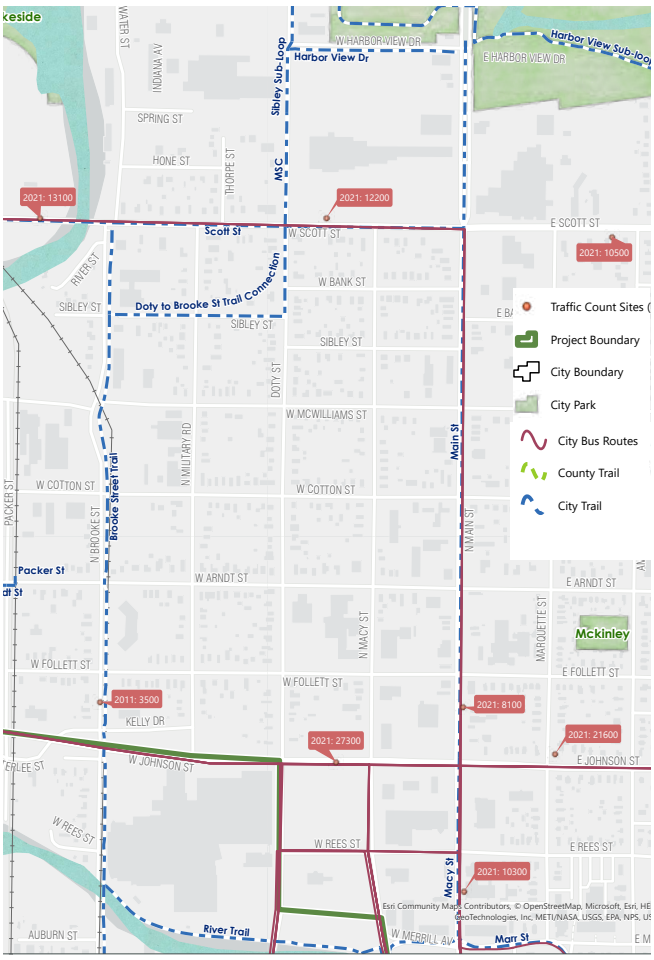
## INTRODUCTION

### TRANSPORTATION NETWORK

The entirety of the North Main Street section within the study area is considered a "Connecting Highway". These are local roads and streets that carry state highway traffic through cities. Wisconsin DOT (WisDOT) provides cost sharing to help local governments maintain these streets at the same standards as the state trunk highway system. Due to this designation WisDOT maintains regional approval authority for improvements and modifications to the lane configuration, crosswalk locations, and pavement markings.

Recent traffic counts are listed in transportation map on the right. Traffic between 2011-2017 show slight increases along the primary streets within the corridor (i.e., Scott Street, Main Street and Johnson Street). The 2021 data has been excluded from this analysis, as the pandemic had an impact on personal and work travel habits.

The corridor is served by Bus Route 60, which runs one-way through the corridor during weekdays, connecting Main Street to Johnson Street to Rolling Meadows Drive to Scott Street. All the stops on Main Street through the corridor are on the west side of the street with bus stop signs at each intersection (no benches or shelters).



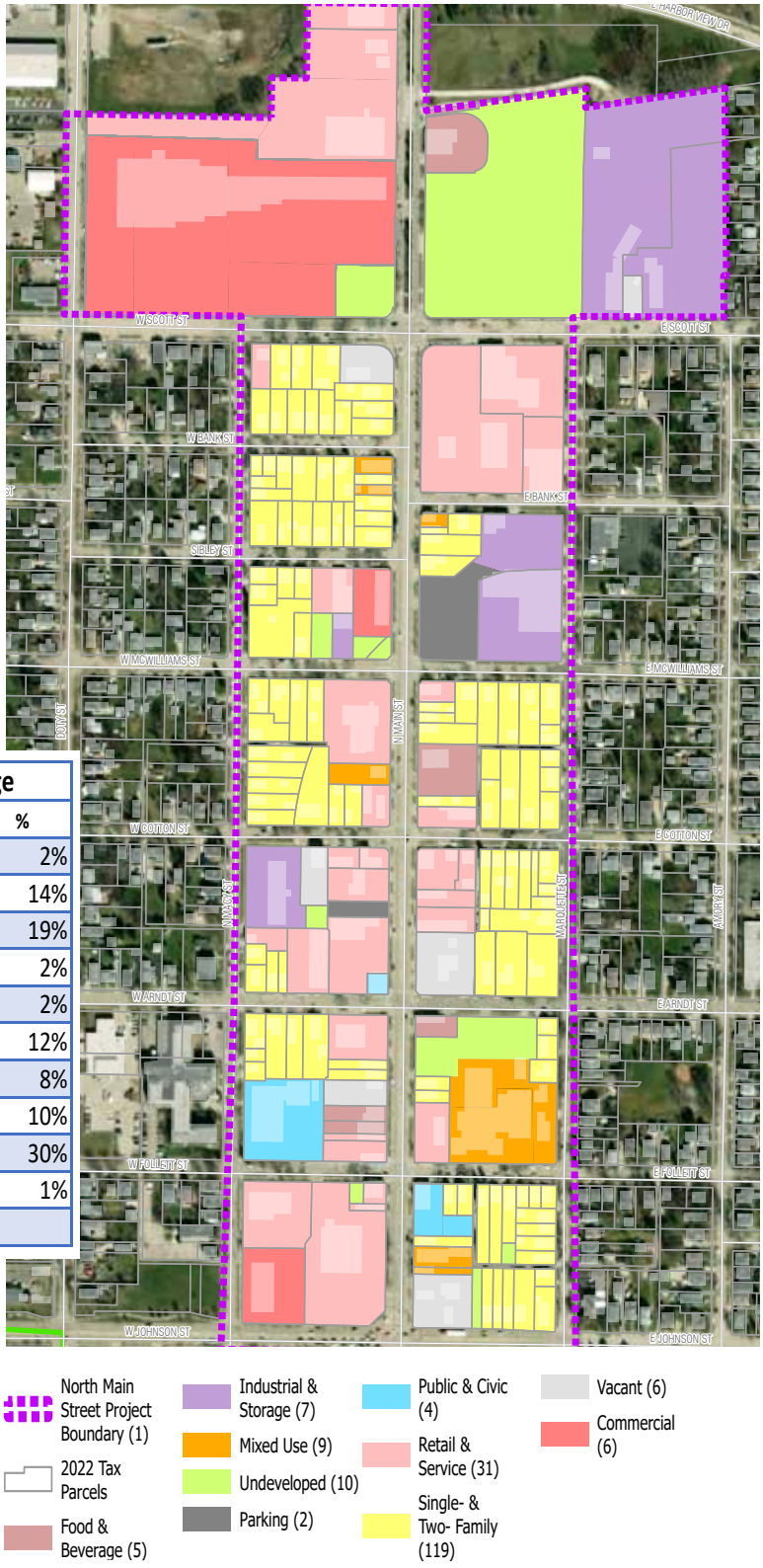
## EXISTING LAND USE

North Main Street includes a mixture of commercial (including all commercial categories (26%)) and residential (60%) land uses. Retail- and service-based commercial uses line the main corridor frontage with single- and two-unit housing interspersed along some blocks. However, starting a half-block east or west the study area is dominated by single- and two-unit housing.

The biggest land use concerns along the corridor include vacant/underutilized properties and uses that are incompatible with a denser commercial corridor. For instance, less dense and sporadic housing located along the main street frontage limits the amount of long-term commercial expansion that can occur in the study area. Larger areas of lower density single- and two-unit housing adjacent to busy commercial areas also reduces population growth needed to support sustainable economic development.

| Existing Land Use | Parcels | | Acreage | |
|---|---|---|---|---|
| | # | % | # | % |
| Vacant | 6 | 3% | 2.4 | 2% |
| Single- & Two-Family | 119 | 60% | 17.7 | 14% |
| Retail & Service | 31 | 16% | 24.5 | 19% |
| Public & Service | 4 | 2% | 2.1 | 2% |
| Parking | 2 | 1% | 2.1 | 2% |
| Undeveloped | 11 | 6% | 15.8 | 12% |
| Mixed Use | 9 | 5% | 9.6 | 8% |
| Industrial & Storage | 7 | 4% | 12.3 | 10% |
| Multi-Tenant Commercial | 6 | 3% | 38.5 | 30% |
| Food & Beverage | 5 | 3% | 1.8 | 1% |
| **Total** | **200** | | **126.8** | |

### Existing Land Use Map



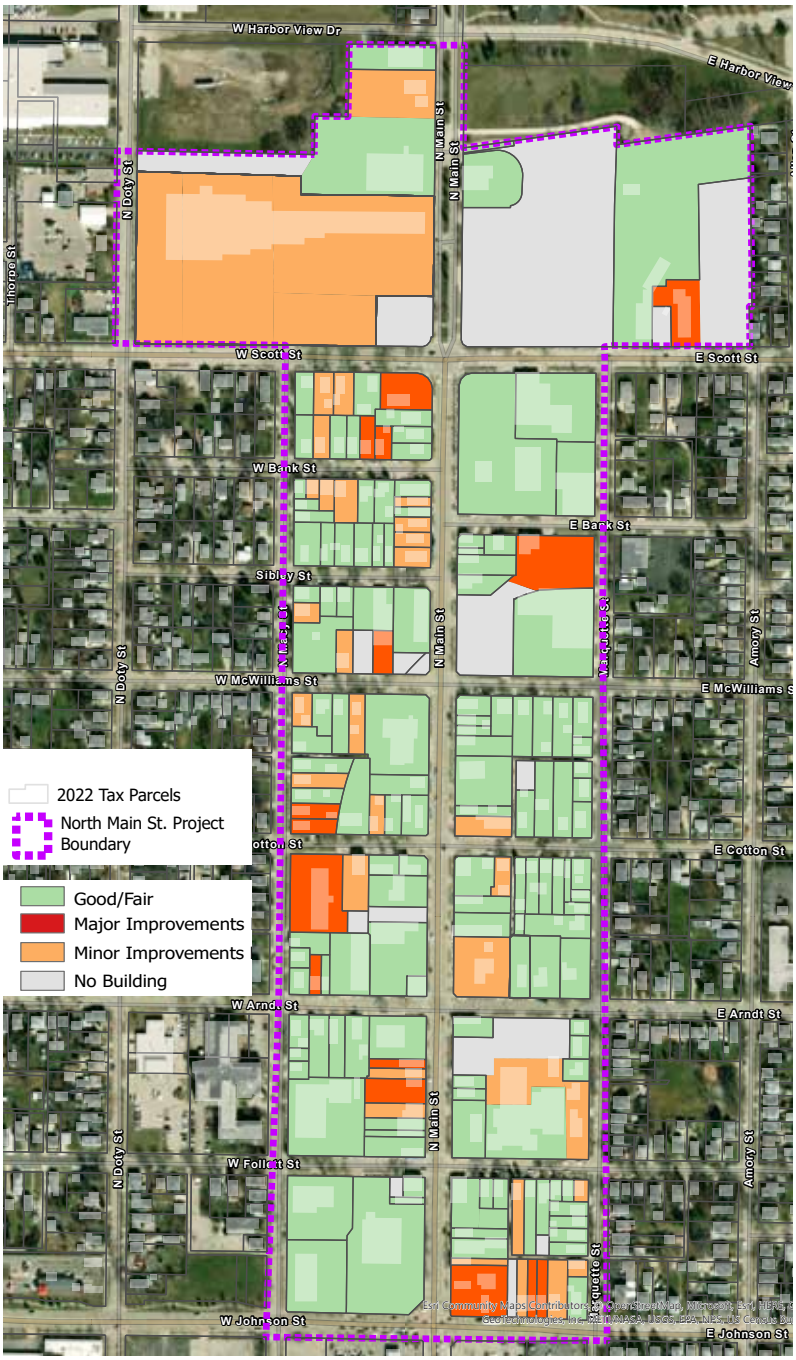
## BUILDING CONDITIONS

The map below illustrates the building conditions within the study area. This is not an evaluation of the structural integrity or architectural style of the building, but rather a subjective opinion of the condition based on the exterior appearance as viewed from the street. The improvement conditions are evaluated based on the following:

- **Major Improvement Needed (red) -** Complete replacement of a major building component is likely necessary, or structural integrity is in question.
- **Minor Improvement Needed (orange) -** General maintenance issues to portions of a building component (e.g., faded paint, discolored materials, cracks in siding, etc.), as well as lack of general site maintenance (e.g., overgrown shrubs or lack of lawncare).

In general, buildings within the study area are in fair to good condition (67% of the parcels). However, a quarter of the parcels needs minor improvements (18%) or major improvements (8%) that detract from the overall character of the corridor. Many of the properties needing major improvements are those that have vacancy issues. This lack of upkeep can have an impact on lease-ability and with continued lack of upkeep due to no rent coming in. This cycle can result in properties becoming a blighting influence on an area. These properties, coupled with undeveloped lots (such as the former Saputo site), provide opportunities for redevelopment.

**Building Conditions Map**




| Building Condition | Parcels | | Acreage | |
|---|---|---|---|---|
| | # | % | # | % |
| Good/Fair | 133 | 67% | 44 | 36% |
| Minor Improvements Needed | 35 | 18% | 51.3 | 42% |
| Major Improvements Needed | 15 | 8% | 7.4 | 6% |
| No Building | 16 | 8% | 18.2 | 15% |
| **Total** | **199** | | **120.9** | |

## PROPERTY VALUE

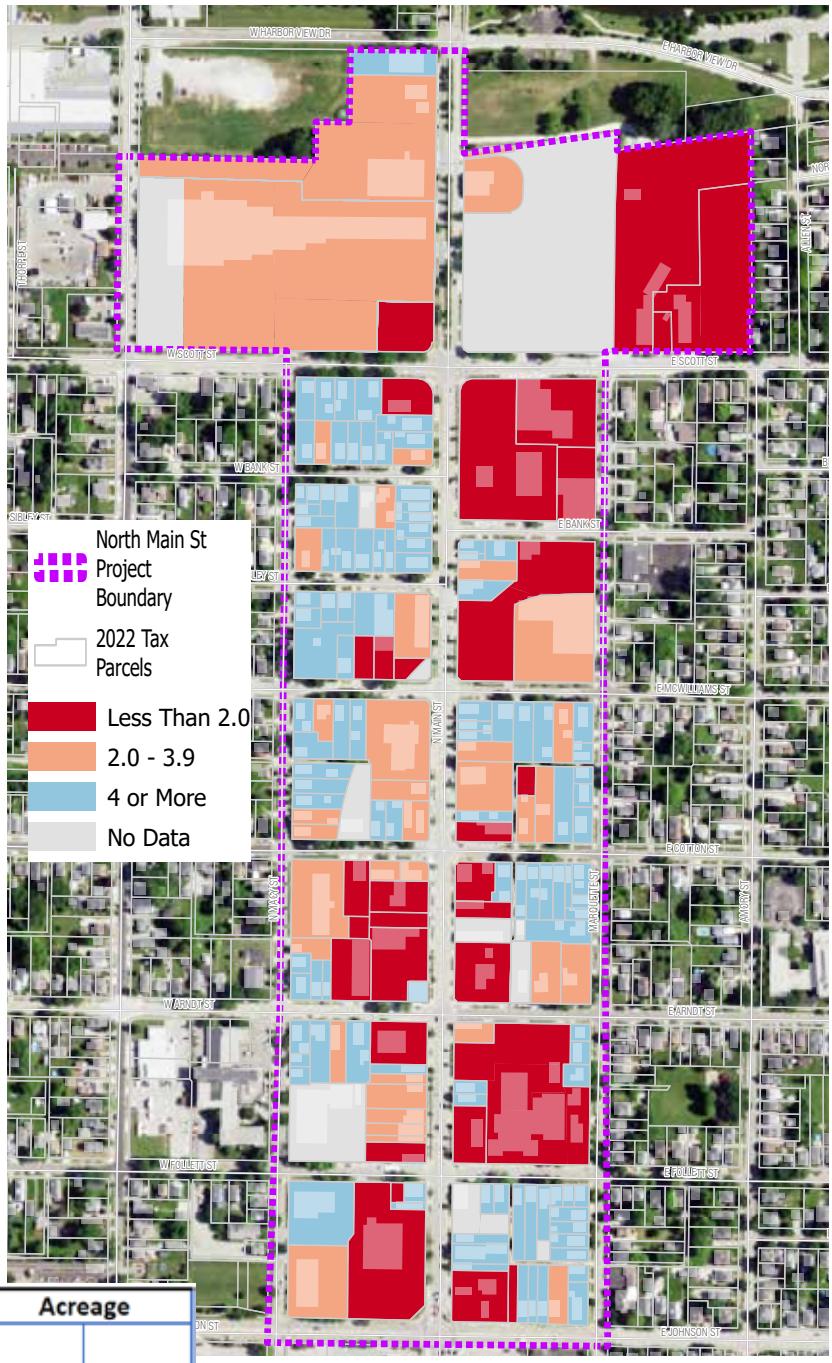
Land and improvement (building) values are assessed annually for tax purposes and provide the most comprehensive and objective evaluation of properties within the City - exempting properties for which no data exists. The map illustrates the ratio of improvement value to land value (I/L Ratio) within the study area as the best openly available objective source to identify strong candidates for redevelopment.

**Strong Contribution.** More than half of the parcels in the study area (123, 62% of parcels) are contributing significantly to the tax base (i.e., I/L Ratio greater than 4.0 — blue)

**Potential Reinvestment.** Roughly one-third of parcels in the study area (67, 34% of parcels) are in need of some reinvestment based on the low improvement value (i.e. I/L Ratio lower than 4.0 - shades of red). Of these parcels, nearly half (32, 48% of parcels) should be evaluated for prioritized redevelopment opportunities due to I/L Ratios lower than 2.0 (bright red)

**Non-Taxable Development.** There is a small number of properties within the study area that have no property value data (5%, 10 of parcels). Some of these parcels provide a range of civic/ public services that are beneficial to the community. However, some of these parcels have been identified for redevelopment due to their location (gray).

**Property Value Ratio Map**




| Improvement Value Ratio | Parcels | | Acreage | |
|---|---|---|---|---|
| | # | % | # | % |
| Greater than 4 | 111 | 55% | 15.9 | 13% |
| Between 2 and 4 | 41 | 20% | 50.4 | 40% |
| Less Than 2 | 37 | 18% | 42.5 | 33% |
| No Data | 12 | 6% | 18.1 | 14% |
| **Total** | **201** | | **126.9** | |

## SITE SIGNIFICANCE

The map on the right illustrate the strengths and weaknesses in the Downtown.

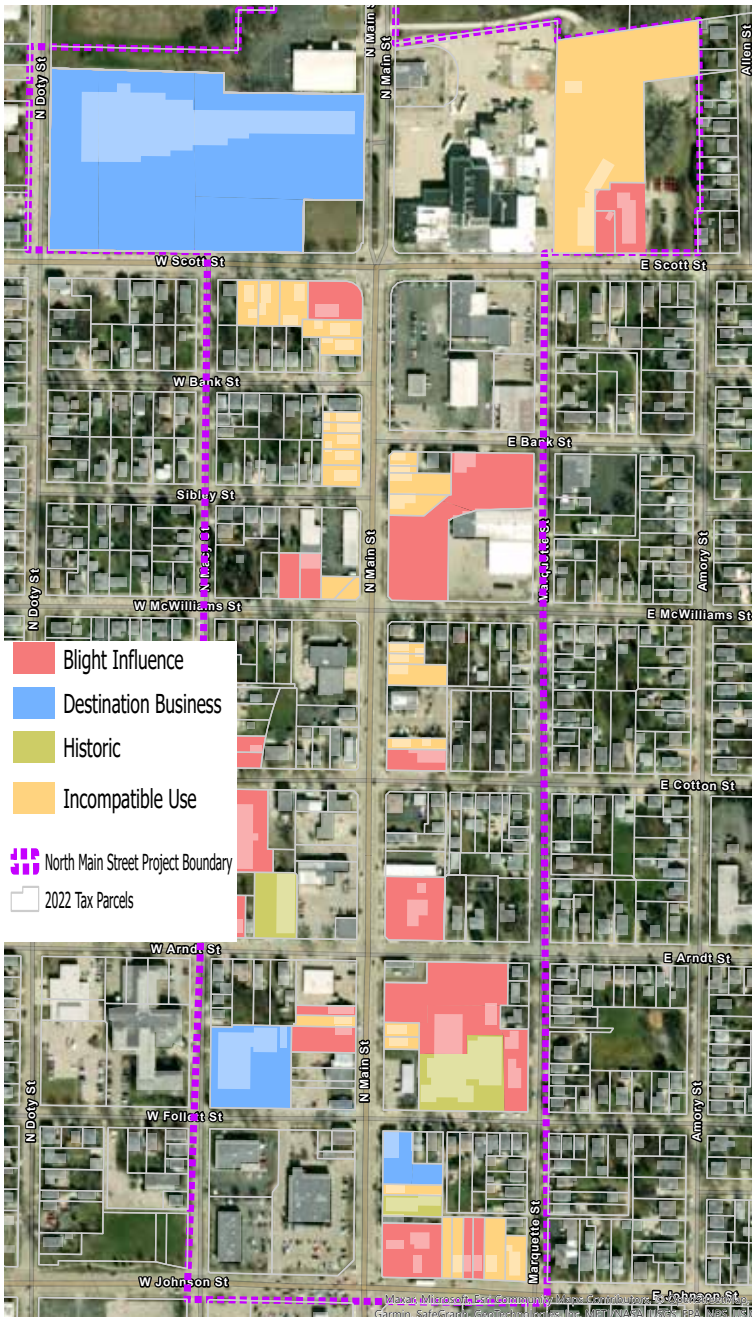
**Blighting Influence (red)** are buildings or sites that stand out because they are in disrepair or have long-term vacancies. These properties can negatively impact the overall perceived neighborhood quality and character of the surrounding area. These properties should be consider a high priority for reinvestment and/or redevelopment.

**Destination "Businesses" (blue)** provide unique products and/or services that tend to draw people to the area including residents, consumers, workers and visitors. While these businesses are the primary draw to the area, visitors will often combine other adjacent secondary businesses.

**Historic Buildings (green)** are properties that would typically qualify for inclusion in the National or State Register of Historic Places. If maintained properly by preserving the original character, these sites can provide a positive influence on the identity of the surrounding area and drive local economic development initiatives. These structures have mostly kept their historic integrity but do require some reinvestment to their facades.

**Incompatible Uses (yellow)** are sites where current land uses do not match the overall character and use as aligned with adjacent properties. In this commercial, 'main street' setting, incompatible uses often include low-density residential, storage/ industrial uses. In most cases, these are non-conforming residential homes (i.e., zoned commercial and not a permitted/condition use).

**Site Significant Map**




| Site Significance | Parcels | | Acreage | |
|---|---|---|---|---|
| | # | % | # | % |
| Blight Influence | 21 | 11% | 19.1 | 16% |
| Destination Business | 7 | 4% | 39.2 | 32% |
| Historic | 3 | 2% | 3.7 | 3% |
| Incompatible Use | 29 | 15% | 7.3 | 6% |
| Not Notably Significant | 139 | 70% | 51.9 | 43% |
| **Total** | **199** | | **121.2** | |

# MARKET REVIEW

## INTRODUCTION

Land use markets (e.g., retail, office, housing, etc.) are always in flux, impacted by national, regional and local conditions and subject to dramatic variation in demand. The past 15 years illustrate this, including short-term and long-term impacts related to the Great Recession and more recent fluctuations caused by the COVID-19 pandemic and shifts toward online shopping and work-from-home opportunities. Demographics are shifting both in Wisconsin and nationally, including a growing senior citizen population and a greater tendency for younger people and couples to delay or not have children. These population shifts affect housing needs and increases the desire for more varied types of housing developments.

## RETAIL MARKET

Retail development is driven by a few basic fundamentals that should be considered when planning for retail use. First, retailers look for established markets with sustained traffic. Second, retailers generally focus on the statistical portrait of an area before moving to the location, including population/household density, population/household growth and demographic make-up of potential customers, to dictate the area's "buying power". Third, retail operators have been optimizing their market share by minimizing the number of stores; thus, maximizing profitability while reducing potential of "sales transfer" from one location to another. Lastly, retailers prefer to cluster with compatible merchants to increase their probability of drawing sufficient traffic vs. relying solely on their own drawing power.

This section evaluates the current and future retail marketplace around the North Main Street corridor.

**Retail Trade Areas**

A trade area is the geographic region that generates the majority of customers to a shopping area. A trade area can vary depending on the type of business; however, in general retail spending is broken into two trade areas - Convenience Trade Area and Destination Trade Area (see descriptions below).

These trade areas are resident-based, and therefore do not account for commuters and tourist purchases. Typically, a trade area is generalized based on drive time or distance from a single point. However, there are other factors that can impact where consumers shop, such as business/retail mix, store types, and accessibility. For this reason, a larger shopping center will result in a larger consumer trade area than a smaller shopping center due to its greater pull factor.

- A convenience trade area (CTA) is the area within which a trip to the site in question is short enough to be considered convenient. This is the most appropriate area in which to evaluate demand for things that people purchase every week, and for which the convenience of the store is an important features, such as gas and groceries.
- A destination trade area (DTA) is a larger geographic area from which customers may be willing to visit the site in question despite greater distance, due

to comparison shopping, brand loyalty, and price point differences. The DTA also includes consumers in rural areas who, out of necessity, drive further to get their convenience-type shopping (as none are located closer).

## SUPPORTABLE SQUARE FOOTAGE

This basic analysis quantifies the amount of retail space that could be supported by the buying power of the residents in the North Main Street trade area. The following methodology describes the analysis shown in tables on the next page.

**Methodology**

To evaluate the buying power of N Main Street's Convenience Trade Area (CTA) and Destination Trade Area (DTA), the number of households is multiplied by the average household income. Based on the Census of Retail Trade, consumers spend an average of 27.1% of total household income on five key merchandise categories, listed below. Grocery stores (also known as "food at home") are excluded from the DTA analysis because grocery shopping habits are typically driven by convenience.

- ***Food Away from Home*** (fast food, sit-down restaurants and bars): Households typically spend about 4.7% of their annual incomes on food away from home.
- ***Convenience Goods*** (household cleaning supplies, pet food supplies, etc.): Households typically spend about 4.7% of their annual incomes on convenience retail goods.
- ***Groceries*** (and alcoholic beverages): Households typically spend about 5.0% of their annual incomes on groceries.
- ***Personal Services*** (hair and nail salons, dry cleaning and laundry, etc.): Households typically spend about 0.7% of their annual incomes on personal services.
- ***Shoppers' Goods*** (apparel, cosmetics, jewelry, appliances, TVs, books, furniture, etc.): Households typically spend about 12.0% of their annual incomes on shoppers' goods.

These predictable spending habits can be applied to the total household income to quantify the trade area's consumer spending in these five key merchandizing categories. This consumer spending is reflective of both today's market and future market conditions. Household and spending projections for 2030 and 2040 are made using WI DOA and historical Census data.

This initial part of the analysis is based on the trade area's household income, and does not include those outside the trade area, nor does it include transient motorists. N Main Street's proximity to downtown Fond du Lac does lend itself to increased consumer traffic from beyond the area, however, significant big box presence on the edges of the city contributes to a lower "sales inflow." This number is translated into the tables as the percent increase in spending factor of the CTA (15%) and the DTA (5%). The capture rate for the DTA is set lower because the larger area means additional retail in the area that may capture consumers.

This consumer spending is then divided by typical sales per square foot ("sales productivity") to reach at the total building square footage per category. This is based on the typical 5-15% rent-to-sales ratio. Therefore, a $175 per square foot sales productivity was used, which relates to the average lease rates in the Fond du Lac market (i.e., $11.80 per square foot).

Lastly, a "sales outflow" capture rate is applied to set how much of consumer spending of residents is expected to be within the trade area. A lower capture rate means that residents will leave the trade area to do their shopping.

This information provides an approximation of additional purchasing power for future retail growth in 2030 and 2040 within the trade area.

**Results**

MSA tabulated around 450,000 square feet (sf) of commercial in the corridor with three-quarters of the space providing shopper's goods (200,000 sf) or services (138,000 sf). As concluded in the table on the next page, the corridor shows a surplus of commercial space in all categories.

As a speculative retail space tool, this does not suggest the businesses within these categories are not sustainable in the N Main Street trade area, but rather the marketplace is succeeding beyond the general norms. Marketing, brand loyalty, shopping habits, etc. all impact the true market for/against demand for retailers selling wares in one of these categories.

At the same time, this is also a sign that the businesses are at risk. There is existing vacancy within the corridor and it's important to recognize the need to support the remaining businesses and improve the overall conditions along the corridor.

There are already opportunities for support through local economic developent focused entities, but there could be additional support. This could come in the form of funding to upgrade the site and building, or support with administrative or marketing efforts.

Outside of financial support, there are opportunities to increase the "purchasing power" within the corridor and trade area. Increase in residential development with expendable incomes can foster additional demand for retail space in the corridor, as well as provide for additional sales to existing businesses in the corridor.

## Supportable Retail SF Table

| DESTINATION TRADE AREA (10 MIN) | | 2022 | 2030 | 2040 |
|---|---|---|---|---|
| Households * | | 4,725 | 5,627 | 5,662 |
| Average Household Income (2022) | | $68,790 | $79,137 | $95,756 |
| Total Household Income | | $325,032,750 | $445,297,286 | $542,150,362 |
| **Spending Factors (Trade Area Only)** | % of Household Income Captured | | | |
| Shoppers' Goods | 12.0% | $39,003,930 | $53,435,674 | $65,058,043 |
| Convenience Goods | 4.7% | $15,276,539 | $20,928,972 | $25,481,067 |
| Food Away from Home | 4.7% | $15,276,539 | $20,928,972 | $25,481,067 |
| Services | 0.7% | $2,275,229 | $3,117,081 | $3,795,053 |
| **Total Spending Factor (Includes Sales Inflow)** | Adjustment to account for spending from outside the trade area | | | |
| Shoppers' Goods | +5% | $40,954,127 | $56,107,458 | $68,310,946 |
| Convenience Goods | +5% | $16,040,366 | $21,975,421 | $26,755,120 |
| Food Away from Home | +5% | $16,040,366 | $21,975,421 | $26,755,120 |
| Services | +5% | $2,388,991 | $3,272,935 | $3,984,805 |
| **Square Footage (Per Sales Productivity)** | % of Spending Captured within N Main St trade area | | | |
| Shoppers' Goods ($175/SF) | 20% | 46,805 | 64,123 | 78,070 |
| Convenience Goods ($175/SF) | 40% | 36,664 | 50,230 | 61,155 |
| Food Away from Home ($350/SF) | 20% | 9,166 | 12,557 | 15,289 |
| Services ($175/SF) | 40% | 5,461 | 7,481 | 9,108 |
| **TOTAL RETAIL NEEDED** | | **98,095** | **134,391** | **163,621** |

## Potential Retail SF Needs Table

| POTENTIAL RETAIL SQUARE FOOTAGE | DTA (10 Minute) 2030 | DTA (10 Minute) 2040 | Existing Development | Retail Potential 2030 | Retail Potential 2040 |
|---|---|---|---|---|---|
| Shoppers' Goods | 46,805 | 78,070 | 204,000 | -157,195 | -125,930 |
| Convenience Goods | 36,664 | 61,155 | 59,800 | -23,136 | 1,355 |
| Groceries (CTA only) * | 12,588 | 20,929 | 17,600 | -5,012 | 3,329 |
| Food Away from Home | 12,557 | 15,289 | 33,600 | -21,043 | -18,311 |
| Services | 7,481 | 9,108 | 138,200 | -130,719 | -129,092 |
| **TOTAL RETAIL NET SF** | **116,095** | **184,550** | **453,200** | **-337,105** | **-268,650** |

** consumers shop local; therefore, the square footages is based on the CTA only*

# RESIDENTIAL MARKET

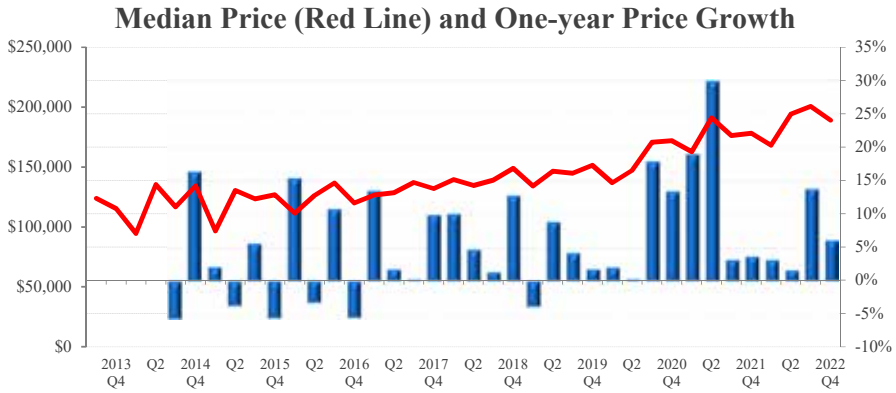
The Fond du Lac area local market report (National Associations of Realtors) covers the geographic area of the Fond du Lac metro area and all counties within it as officially defined by the Office of Management and Budget of the U.S. Government. The report compares the local housing market with the national average.

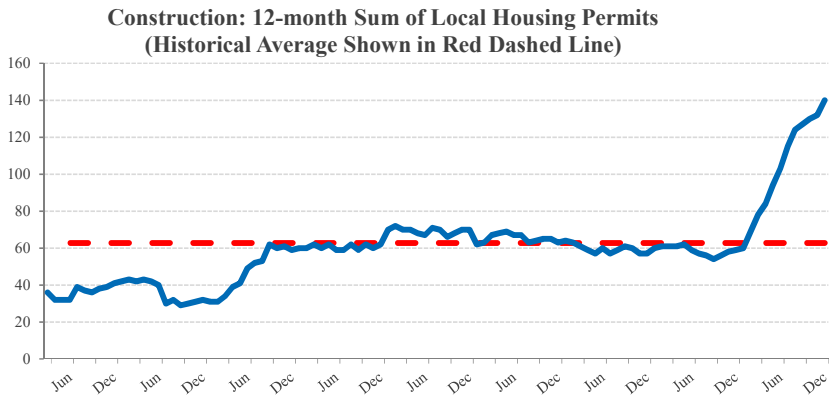
**Median Home Price and Appreciation Value**

The report revealed that, in Fond du Lac, prices were fluctuating but generally flat from 2013 to 2019, and then price growth accelerated during the COVID pandemic. It's now been nearly 4 years since there was a quarter with year-over-year price decline.

**Housing Construction**

There have been 140 single-famly homes permitted in the last year, which is more than double the 8-year average of 63 permits. Single-family home construction this year in Fond du Lac is higher than the previous year by 37%. This suggests the local inventory has stablized. This is signficant, as nationally there was decline in permits from the previous year (-13.2%) - likley do to labor shortage and material delays. which is better than the national average which saw a declinein permits. This is a positive trend for the City, as a production above trend for an extended period could cause prices to moderate as inventory is built up.



# FIVE KEY GOALS

## INTRODUCTION

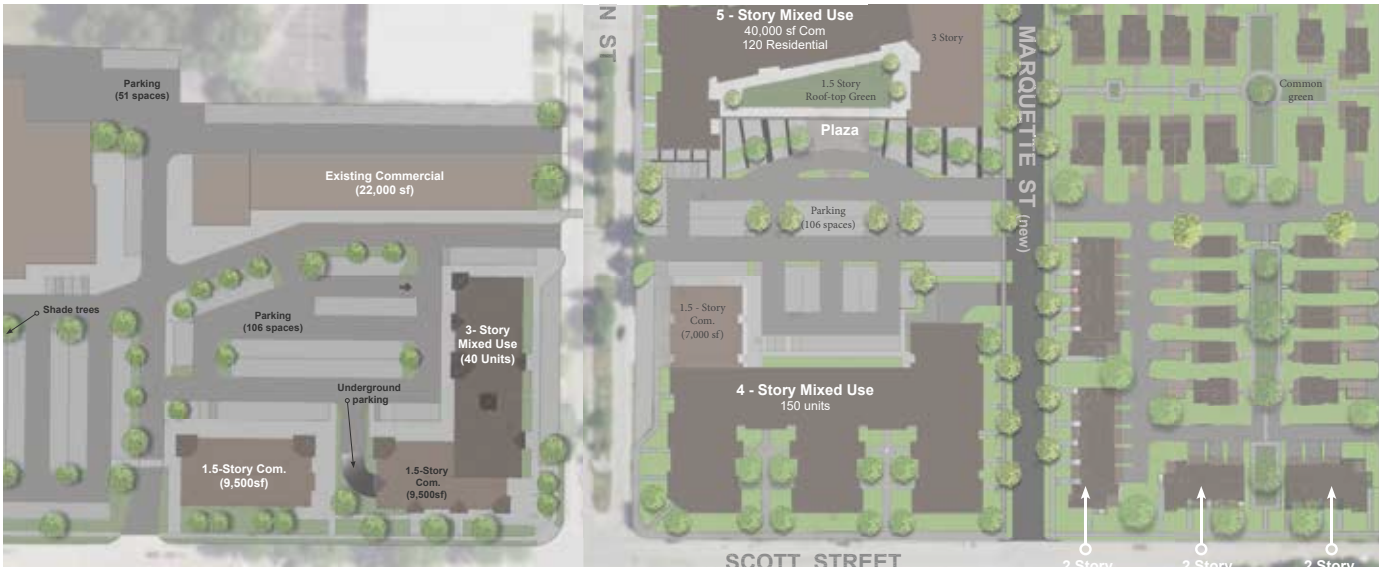
1 **Sense of Place.** The corridor should have a unique and identifiable sense of place that reflects its locational advantages, incorporating elements that celebrate this segment of Main Street as the: **"Gateway to Lakeside Park"**.

2 **Enhance connectivity.** Thoughtful connections should be made for all modes of transportation both within the study area and to surrounding neighborhoods and destinations.

3 **Ensure cohesive development.** Future development in the corridor should respect and complement the existing character and feel of the neighborhood.

4 **Support business development.** Technical assistance and financial support should be provided to support existing businesses in the area, including creating opportunities to grow locally owned businesses.

5 **Increase housing opportunities.** Providing housing for all income levels supports well balanced neighborhoods and increases activity along the corridor and sales/demand for businesses.



# STREETSCAPE ELEMENTS

## PUBLIC REALM

One of the major objectives of the this corridor plan is to enhance the overall street aesthetics to make it more appealing to residents, visitors/shoppers, and potential developers.

Fond du Lac's 2040 Comprehensive Plan highlights investment opportunities along the North Main Street Corridor. Among the key improvements incorporated into the plan are enhancing the bicycle and pedestrian infrastructure along the streetscape environment from Johnson Street north to Lakeside Park.

This Corridor Plan offers a set of strategies that can improve the overall street character and provide a safer environment for all modes of transportation. These improvements will make the Corridor a unique, attractive, and desirable place to spend time for community residents and visitors.

The Streetscape Plan on the following pages illustrates what proposed strategies may look like when implemented along the sidewalk and in the roadway. The various plan and section views along with character images show how the sidewalk environment could be adjusted to include more amenities, where bumpouts and medians could be placed to slow traffic for safer pedestrian crossings, and increase the amount of landscaping and greenery along the street.

Streetscape amenities would include motifs that represent aspects of Lakeside Park and celebrate the community's local history including the Lighthouse and the Aetna Fire Company.

Additionally, the following recommendations can help define this Corridor as the 'Gateway to Lakeside.' Implementing these placemaking strategies to make the Corridor a unique experience but still complementary to existing or proposed improvements elsewhere throughout the City.

### Relevant Comp Plan Policies

**Cultural Resources**

***Goal #1:*** *Invest in ongoing placemaking initiatives in key corridors and the downtown that activate spaces and engage residents, patrons and visitors.*

***Action #2:*** *In coordination with other community organizations, develop branding and marketing that promote civic pride and clarify the city's cultural identity as a great place to live, work and experience community.*

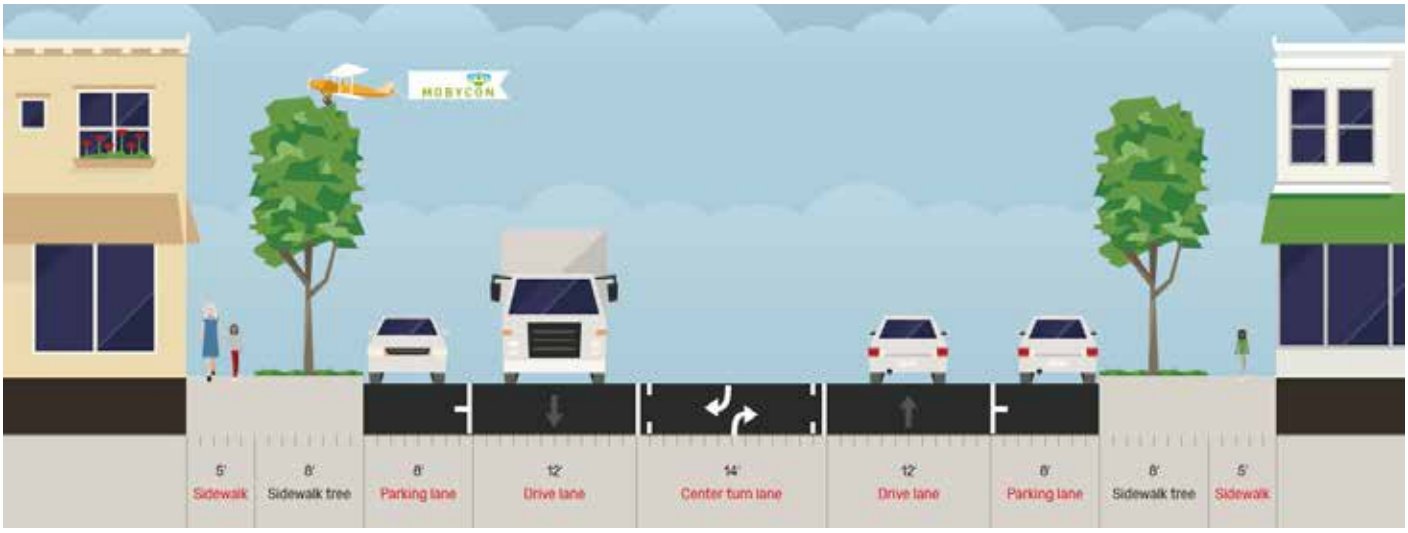
**Land Use**

***Policy #15:*** *Encourage and facilitate placemaking strategies to make neighborhoods and commercial areas unique, memorable, and attractive.*

***Action #6:*** *Develop a long-term master plan for N. Main Street (from Follett Street to Scott Street), and...*

***Policy #15:*** *Attract, support and retain businesses that 'infills' and/or redevelops vacant properties in... key corridors.*

# MAIN STREET - EXISTING CONDITIONS




**Existing Right-of-Way Limitations**

On-road bike facilities on Main Street is not possible because of the limited distance in right of way section/ profile. The proposed bumpouts at the intersections of McWilliams/Main and Arndt/Main can make potential room for a dedicated east/west shared on-road bike route with shared road signage and sharrows (shared lane bicycle markings). However, shared on-road access running north to south is not feasible with existing traffic lanes with dedicated parking lanes on each side.

Alternate routes along Marquette Street may need to be explored further to limit bicycle and vehicular conflicts along N. Main Street. Other traffic calming measures such as neighborhood traffic circles may help reduce speeds and allow for safer bike traffic parallel to Main along Marquette. This bike route directly east of N Main Street could be supported by additional Rectangle Rapid Flashing Beacon (RRFB) or if traffic volumes permit, a Pedestrian Hybrid Beacon for north/ south traffic across Johnson St. could be explored at a later date. This could be used at other less major intersections such as Marquette and Scott – this will further bridge the gap to Lakeside park once the proposed N/S connection is made across Scott Street.

***Streetscaping***

- Corridor streetscaping will be improved to define and enhance the character and identity as the transitional 'Gateway to Lakeside' zone.
- Improve corridor with landscaping, corner curb extensions (bumpouts), and planted medians to slow traffic and reduce the pedestrian crossing distance.
- "Green up" the streetscape with more street trees, planting beds, and planters.
- Add bike racks throughout the corridor. Consider using a custom Fond du Lac themed bike rack design similar to that shown in the 2017 Loop Landscape Master Plan.
- Utilize public art and wayfinding signage to make the corridor streetscape and public spaces unique yet complementary to other Fond du Lac district redevelopment initiatives ("placemaking").

**Streetscape** *is a term that is used to describe the natural and built fabric of the street, including the roadway and the sidewalk terrace. It is typically defined as the design quality and visual character of the street. The concept recognizes that a street is a public place where people engage in various activities and experiences. Streetscapes and their visual impact largely influences public places where people interact. Making targeted streetscape improvements will ultimately help define a community's aesthetic quality, economic activity, public health, and environmental sustainability.*

## CORRIDOR BANNERS

A common cost effective strategy for improving the streetscape environment is the placement of thematic or district specific banners along the street. Banners can be used to create a unique identity for a district or be crafted to showcase local events and holidays that change on a seasonal basis.

### *Temporary Banners with Existing Poles*

A common interim option for installing dedicated, more decorative banner poles is to install temporary banner mounts to allow banners to be attached to existing light poles and other structures along the corridor. This option is often more cost effective and impactful because it allows quicker implementation. Also, the additional mounting hardware can be repurposed for temporary banners after they have been phased out of primary use in the corridor.

### *Long-Term Banner Poles*

The Loop Master Plan provides guidance that may be used to inform the design of distinct banner types and styles that could be installed in key locations along the sidewalk and eventually in the median. As shown in the example provided, the banner can be used for more permanent district themes, overall FDL themes, and/or seasonal events and holidays.

## CROSSWALK VISIBILITY TREATMENTS

Marked crosswalks can benefit pedestrians and cyclists by directing them to cross traffic at specific locations where appropriate traffic control measures exist. Almost all of the intersections along the corridor have the minimum standard treatment using two lines of striping to delineate the walking area. However, marked pedestrian crosswalks may need alternative design solutions depending upon pedestrian and automobile traffic.

### *High Visibility Continental Crosswalk*

Current best management practices for high-visibility crosswalks indicate the Continental pattern provides the safest, most cost effective crosswalk treatment. Additionally, the Standard crosswalk markings can be converted to Continental striping, letting the side stripes remain to form a temporary Ladder pattern. Continental striping allows crosswalks to be placed outside vehicle wheel paths therefore reducing long-term maintenance of the plastic striping material.

### *Special Paving Crosswalks*

Special paving treatments at intersections can break the visual monotony of a concrete or asphalt streets and highlight prominent intersections where pedestrian traffic may be relatively higher. Between Johnson and Scott Streets, there are no controlled intersections. Using high-visibility crosswalk striping along with special decorative paving colors, patterns, and/or textures can emphasize the crosswalk as an extension of the sidewalke. Special pavingit can also enhance the overall district character and announce key public or commercial spaces.

Special decorative paving, or any similar treatment does not define a crosswalk and should not be

seen as an approved safety measure. Standard high visibility crosswalk markings are still required to increase pedestrian safety.

### *Rectangular Rapid Flashing Beacon Marked Crossings*

Flashing beacons and other lighted signage can be used where higher volumes of pedestrian and automobile traffic occur with few controlled intersections.

### *Mid-Block Crosswalk*

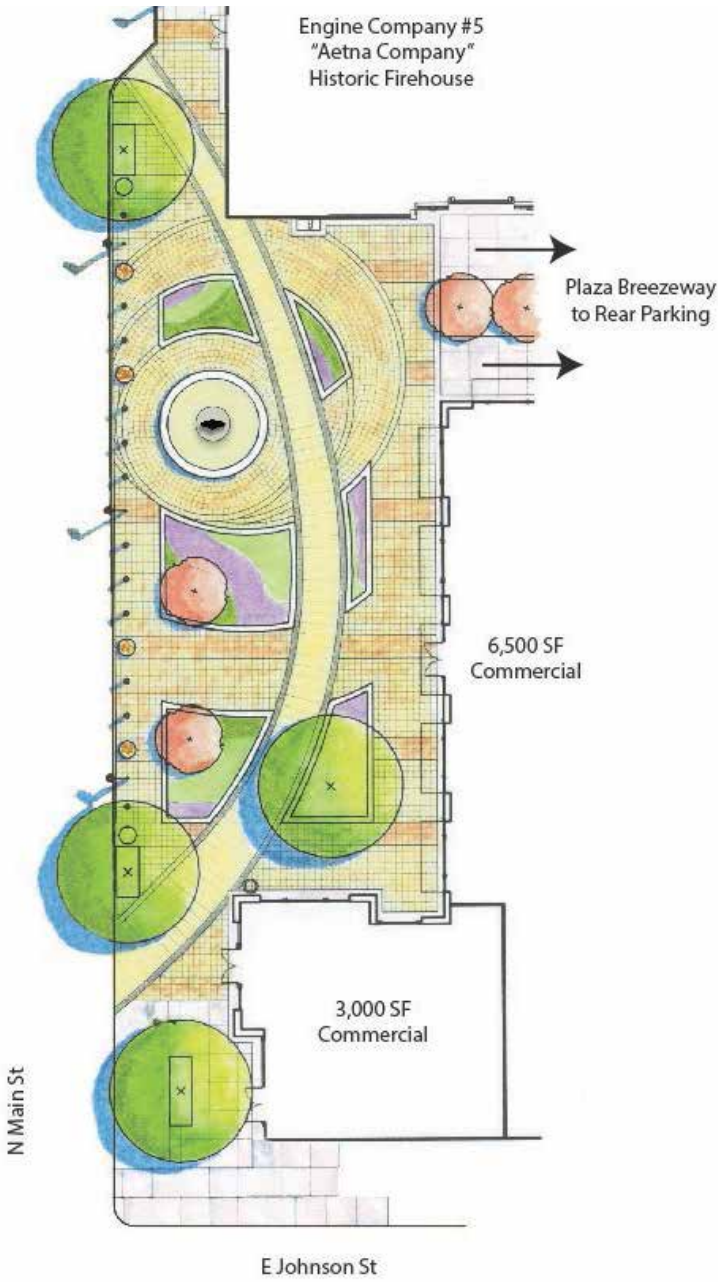
Locations of mid-block crosswalks should be used sparingly along major connecting highways. However, crossing North Main Street at Bank Street creates an unavoidable mid-block crossing. Providing a median refuge where pedestrians may wait to safely cross all lanes of traffic is an effective safety measure that also provides other value-added beauty and environmental benefits. Using a combination of special intersection paving, pedestrian signage, appropriate street lighting, and/or flashing beacons(RRFBs) can provide a safer crossing environment.

At Bank Street, RRFBs may be a consideration in the median refuge areas and on both sides of the streets to provide the safest pedestrian crossing environment.

## GATEWAY DISTRICT PLAZA

A vacant gas station now sits at the northeast corner of Johnson St and North Main St. This vacant lot creates the opportunity to use in-fill development alongside public space improvements to set the tone for future development along the corridor. Currently the intersection could be seen as a pedestrian or bicycling barrier into the Lakeside District due to the busy traffic and wide intersections without a refuge. As proposed, this plaza would provide a better transition space into the Gateway to the Lakeside District.

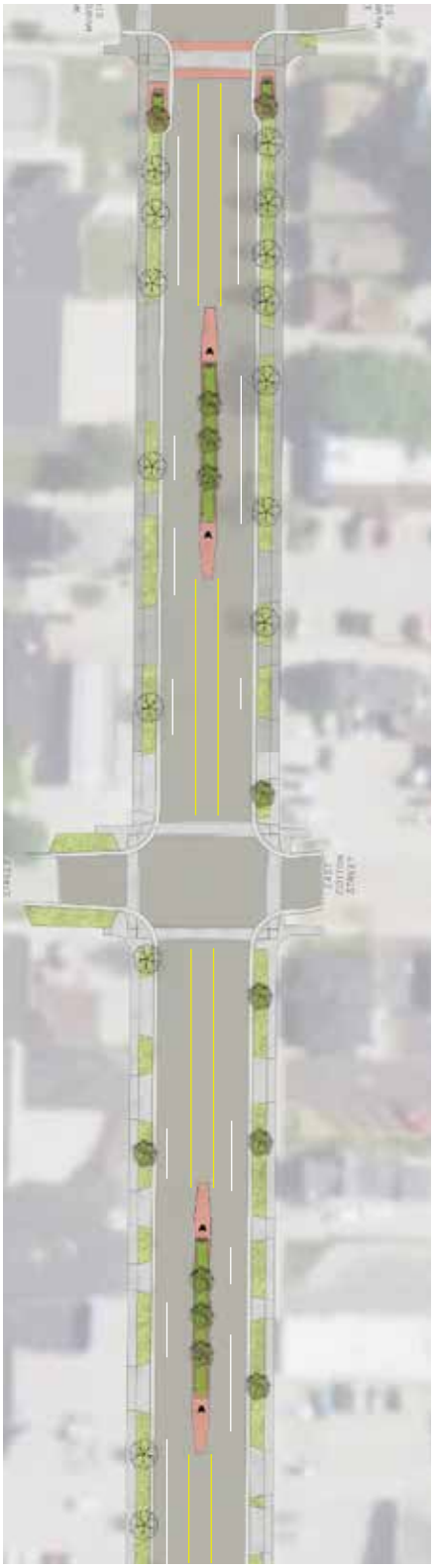
This site would allow a single-story, multi-tenant commercial space for retail, food, or office use such as a cafe or specialty shop. Being adjacent to the local historic Aetna Fire Company #5 Fire Station, the plaza could draw upon the local architect, Col. Thomas H. Green, a Civil War soldier turned designer. Main St and Johnson St intersection should be emphasized as the main transition feature into the corridor and set the tone of streetscape character that is complementary to the downtown area but still unique. The raised planting beds, trees, and flowing design all draw attention to the historic Fire Station while providing access to a rear parking area. A commercial building located in an L-pattern would help create a 'pocket park' space shielded from traffic.



## STREETSCAPE - CURB EXTENSIONS (BUMP-OUTS)

This plan shows a combination of features used to calm traffic and increase safety along the Corridor. One key aspect of this design is the placement of narrow curb extensions that would allow for the placement of landscape planters, trees, benches, and other street furniture amenities. The locations identified are too close to the intersection for parking along a connecting highway. Using a narrower 3-foot extension into the roadway allows a larger driving lane that would still let traffic pass vehicles making right-hand turns. Because the curb extensions happen at intersections where parking is prohibited, there is no loss of parking. Additionally, the bumpout treatments can improve crosswalk safety by decreasing street crossing distances.

# STREETSCAPE - PLANTED MEDIAN



The Continuous Two-Way Turn Lane is wide enough to accommodate a median in certain areas where the distance from a major intersection meets the required 150 foot clearance distance for designated DOT connecting highways. No planted medians would be allowed in these spaces allotted for left-hand turns. In some areas, parking and street trees would run along the outer street edge and provide a better sense of scale by closing the visual gap across the wider street.

These median areas could also provide locations for banner and light poles that could add to the overall street character. Choosing native street trees with a more upright canopy can eventually add some verticality to the sidewalk environment as they grow. Larger clumps of native flowers, shrubs, and grasses could also help reinforce the median and sidewalk areas with some lower visual and physical barriers that will increase pedestrian sidewalk safety.

# Streetscape - Master Plan Sibley St & Bank St

Rectangular Rapid Flashing Beacon Marked Crossings

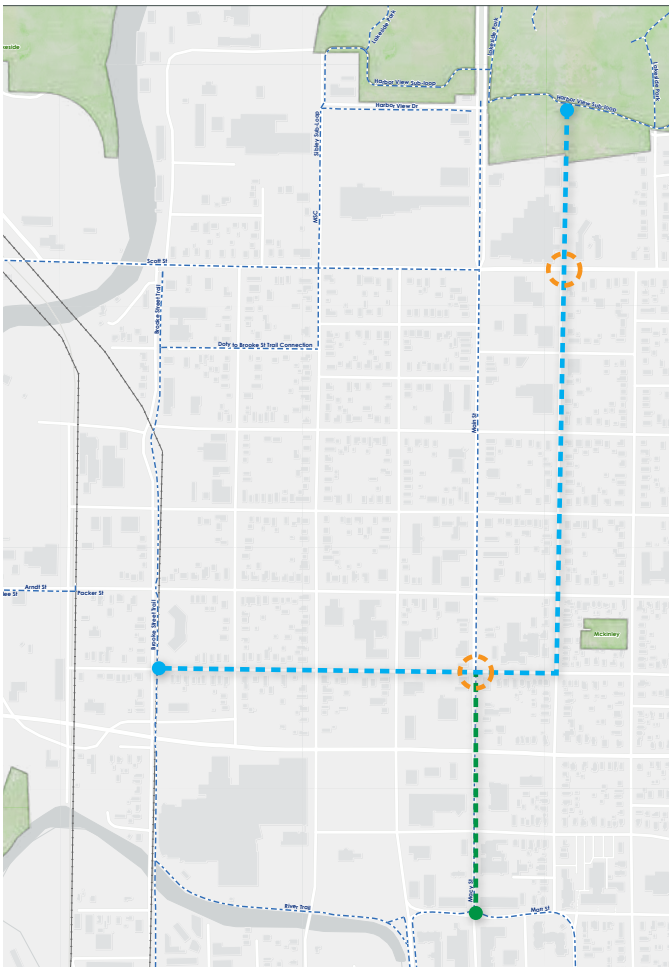
Flashing beacons and other lighted signage can be used where higher volumes of pedestrian and automobile traffic occur with few controlled intersections.

### *Mid-Block Crosswalk*

Locations of mid-block crosswalks should be used sparingly along major connecting highways. However, crossing N Main at Bank Street creates an unavoidable mid-block crossing. Providing a median refuge where pedestrians may wait to safely cross all lanes of traffic is an effective safety measure that also provides other value-added beauty and environmental benefits. Using a combination of special intersection paving, pedestrian signage, appropriate street lighting, and/or flashing beacons(RRFBs) can provide a safer crossing environment.

At Bank Street, RRFBs may be a consideration in the median refuge areas and on both sides of the streets to provide the safest pedestrian crossing environment.

# Bicycle Routing - Marquette Street & Follett Street



### *Bike Infrastructure and Routes*

As shown in the bike route diagram (on the left), the Main Street dedicated bike lane can be extended across Johnson Street to Follett Street. This will require removal of a few on-street parking spaces in this block north of Johnson Street. Maintaing the on-street parking for the remainder of the corridor is preferred, so the route should use Follett Street and Marquette Street to connect the Loop, Downtown and Lakeside Park. Cyclists could then be directed to use Follett St east and west from Marquette Street to the Brooke Street portion of the Fond du Lac Bike Loop. Traffic speeds and volume on Follett and Marquette Streets will only require "Share the Road" signage and two-way 'sharrow' road markings. Additional route signage should be installed to emphasize desired turns to remain on the preferred route.

Additional traffic calming measures may be necessary if traffic volumes increase, including enhanced crosswalks, Rectangular Rapid Flashing Beacons (RRFBs), neighborhood traffic circles, or additional curb extensions (bumpouts).

**Sharrow** *refers to a pavement marking that uses a combined arrow and bicycle pattern to remind motorists that they should expect to see and share the road with bicyclists. Motor vehicle operators are expected to slow down and pass only when it is safe to give the required 3 feet of clearance when passing. Sharrow markings can be used on a variety of street types to indicate shared lanes. Exact placement can encourage cyclists to position themselves to avoid open car doors and turning vehicle traffic conflicts which are the most common cause of serious bicycle accidents.*

# DESIGN GUIDELINES

## PRIVATE REALM

This section is intended to create memorable and desirable buildings and spaces within the N. Main Street corridor. The objective is to create a unique corridor that residents will love and continue to invest in for many decades. Nonresidential and multifamily developments are encouraged to meet these guidelines.

### 1. Architecture & Design

A. Buildings should utilize details or changes in materials to create a discernible base, middle and top. Multi-storied buildings should have a horizontal expression line between the first and upper floors.

B. Buildings should establish vertical proportions for the street facade (e.g., expression of structural bays, variation in material, and/or variation in building plane), and for the elements within that facade (e.g., windows, doors, structural expressions, etc).

*Examples of various techniques in use to break down the apparent mass of a large building, including canopies, recessed decks, recessed top story, and variations in materials and wall plane.*

# 1. Architecture & Design (cont.)

C. Avoid large, undifferentiated building walls and roof lines. Desired design features include variation in materials and colors, projecting and recessed bays, and variation in building heights.

D. Street-facing facades should use durable and high-quality building materials. All sides of the building should include materials and design characteristics consistent with the front facade. Use of lesser quality materials for the sides and rear facades should be minimized. Vulnerable materials, such as EIFS, should not be used at the base of the building (minimum of 3 feet).

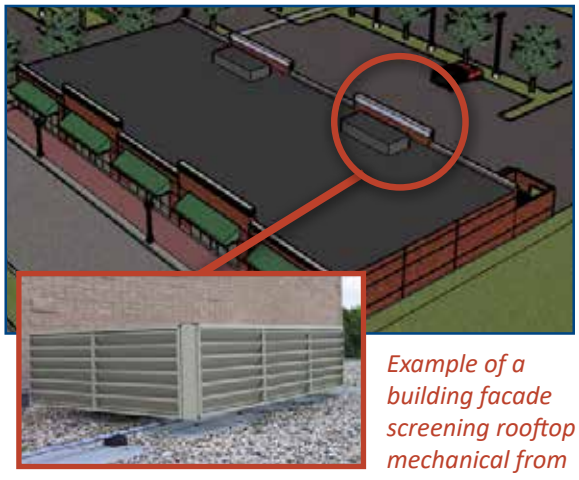
E. Awnings and canopies are strongly encouraged on ground floor facades of commercial, mixed use and apartment buildings. Awning colors should relate to and complement the primary colors of the building facade. Glowing awnings (backlit, light shows through the material) are discouraged.

F. All buildings should have clearly-defined and welcoming entrances. Canopies, awnings, covered porches, and/or gable roof projections should be provided along facades that give access to the building to accentuate entrances and give shelter to visitors.

G. All service, refuse, garage doors, mechanical equipment and loading dock areas should be screened from public view through strategic placement, landscaping, and/or architectural design integration. For sites with dual frontage configurations, these features should generally be located along a side yard, and not prominently visible from either the collector/arterial road or the local street.

H. While all buildings should be close to the street, most residential buildings should use a first floor elevation at least three feet higher than the adjacent public sidewalk to maintain comfort and privacy for residents. Look for opportunities to use grade changes across the site to also provide accessible entrances to the building.

*This example shows the use of a recessed entry to identify its location, and changes in material and wall plane to break up the side facade.*



*Example of a building facade screening rooftop mechanical from ground view.*

## 2. Parking, Screening & Landscaping

A. Shared parking between uses is encouraged, to make more efficient use of land for parking.

B. Parking is encouraged to be located in the side yard and rear yard, or beneath buildings.

C. Parking and loading areas visible from the public street should be screened with berming, landscaping, fencing or a combination of these three.

D. Construct pedestrian walkways between the sidewalk and primary building entries. On-site walkways should be separated from traffic and designed to connect the building to parking lots and other destinations on the site.

E. Parking lots should be landscaped along their edges and within each parking island. The incorporation of required stormwater detention and infiltration devices into the design of the parking area is encouraged.

F. All parking areas should have concrete curbs to protect landscaping areas, excluding those areas dedicated for snow storage. The curbs may contain gaps to allow stormwater flow into infiltration basins.

G. Fencing and screening should be of similar materials as primary building(s).

H. Landscape design should use native plant species to the region, especially buffering wetlands and other significant natural features.

*This illustration shows two developments on adjoining lots sharing parking and an access drive. A sidewalk connects the two developments through the parking area.*

*Example of well landscaped parking edges.*

*Examples of desired stormwater management designs within parking lots.*

## 3. Compatibility Guidelines (adjacent to low-intensity residential)

These compatibility guidelines should apply to all new multi-unit residential, office and/or mixed use development of three-stories or larger located on land abutting or across a street or alley from low-intensity residential. For purposes of this section, low-intensity residential development should mean single-family, duplex, townhomes (6 or less units), and small multi-unit buildings (8 or less units).

*This apartment building steps down the building adjacent to a neighboring lower-density residential use.*

**A.** ***Use Intensity.*** In developments with multiple buildings with varying intensities, the development should locate buildings with the least intense character (e.g., lower heights, fewer units) nearest to the abutting low-intensity residential development.

**B.** ***Building Height.*** To ensure that new buildings are compatible in scale with surrounding properties, building height is limited to four (4) stories above ground level, except the height of the proposed structure(s) should not exceed thirty-five (35) feet in height in the following locations:

1. Portion of the structure within sixty (60) feet of a single-family or duplex lot.

2. Portion of the structure within thirty (30) feet of any other low-intensity residential lot (i.e., structures with 3+ units).

**C.** ***Bulk and Mass.*** Primary facades abutting or across a street or alley from low-intensity residential development should be in scale with that housing by employing the following strategies:

1. Varying the building plane setback a minimum of two (2) feet at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable facade shall vary its building plane, at a minimum, every 50 feet.

2. Providing a gable, dormer, or other change in roof plane at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable roofline shall vary, at a minimum, every 50 feet (measured at the roof eave).

**D.** ***Roof Pitch.*** The roof pitch of new residential buildings should range between 6:12 and 12:12. The roof pitch of porches shall not exceed that of the residential building to which it is attached.

**E.** ***Architectural Features.*** At least two (2) of the following categories of architectural features should be incorporated into street-facing facades:

1. Porches or porticos
2. Balconies
3. Dormers and Gables
4. Bay Windows
5. Door and Window Ornamentation which may include surrounds, pediments, lintels and sills, hoods, and/or shutters.

**F.** ***Entrances.*** Street-facing facades providing direct access to first story dwelling units through individual entrances are encouraged. Preference is at least twenty-five (25) percent of ground units having direct access.

***G. Garages.*** Attached garages shall not face or open towards the street. If this is not attainable, garages shall be sufficiently screened and face the street with the highest intensity of adjacent uses.

***H. Parking.*** Parking areas that are visible from the street and located in the building front lot setback should provide buffering at a minimum height of thirty-six (36) inches above the parking surface. Buffering can consist of landscaping, berms, fences/ walls, or a combination of these.

***I. Refuse Areas.*** Dumpsters should be placed either in the underground garage or behind the building with opaque or semi-opaque screening (at a minimum, a chain link with fabric screening). If the refuse area cannot be placed behind the building, a wood fence or wall, at least six (6) feet in height, with landscaping around trash enclosures is encouraged.

## 4. Signage & Lighting

A. Appropriately-scaled signage is critical and should complement the building and site. Wall, projecting, and ground signs should be integrated within the overall building design in color, style and articulation.

B. Were freestanding ground signs are proposed, the use of monument signs is preferred over pole or post mounted signs. Shrubs and/or perennial planting beds should be planted around freestanding signs.

C. Lighting on exterior signs is encouraged to be mounted externally, above the sign, and directed downward, or internally light for freestanding signs..

D. Full cut-off (dark-sky compliant) exterior lighting is encouraged in all locations to reduce glare and light pollution.

*Examples of full cutoff fixtures that minimize glare and light pollution.*

## 5. Density Bonus

The CIty maintains discretion on building heights and densities, through the zoning ordinance. If considering requests for additional height or density as described in this Plan, there will be an expectation for high-quality design consistent with all of the design guidelines in this plan, including the following features and techniques.

A. High-quality landscaping and site design to hide parking and utility areas.

B. Excellent bike amenities, including bike parking and storage.

C. Excellent pedestrian amenities, including wide sidewalks and robust pedestrian connections between sidewalks and building entrances.

D. Unique public spaces and enhancements, such as plazas, outdoor seating areas, public art installations, etc.

E. Decorative, dark-sky compliant exterior lighting.

F. Muted colors and non-reflective siding and glazing, especially above the ground floor.

G. Installation of renewable energy systems (e.g., electric vehicle with Level 2/3 charging station).

H. Includes affordable housing units (e.g., 15% reserved for households at or below 50% AMI or 30% reserved for households at or below 60% AMI).

I. Meeting the Compatibility Standards outlined under Guideline #3.

# CATALYTIC PROJECTS

## PRIVATE REALM

One of the purposes of this Plan is to identify likely redevelopment sites and propose new uses for those sites. The map on the next page indicates a series of redevelopment and optimizing the maximum potential opportunities of the properties throughout the corridor. Factors considered in these designations included current property value, the condition (maintenance) of existing buildings, and the prominence and visibility of the site. For some of these sites, this plan includes illustrations of what redevelopment could look like to help people visualize and begin adjusting to more intensive uses on some of these sites before developers bring forward specific proposals.

*One of the challenges of planning for redevelopment is envisioning how an area could be different than it is today.*

This list is in no way definitive - some of these sites might not redevelop, while others not identified here could, depending on the property owner and developer's interest. The City should consider an active role in helping redevelop those sites that require the aggregation of multiple small parcels to make redevelopment possible, including Sites C and E.

This map identifies several sites with the colors suggesting the redevelopment priorities from red, orange, to yellow in order of importance. Sites A and B1/ B2 north of Scott Street have the greatest opportunity for redevelopment.

It should be noted that some of the new buildings envisioned in this plan would vary in height and will likey be 2-3 stories in height with potential for 4-5 stories in height with the right design and layout. Use of the design guidelines in this Plan will be important for buildings that exceed three stories.

One of the challenges of planning for redevelopment is envisioning how an area could be different than it is today. The following pages presents conceptual development approaches for the high- and medium-priority sites.

### Relevant Comp Plan Policies

**Economic Development**

***Policy #5:*** *The City should have a supply of development and redevelopment sites ready for new business investment. This should include infill sites that have been cleared and cleaned (if necessary)...*

***Policy #14:*** *Encourage new business development within areas easily accessible by the City's transportation network, including considerations of public transit access.*

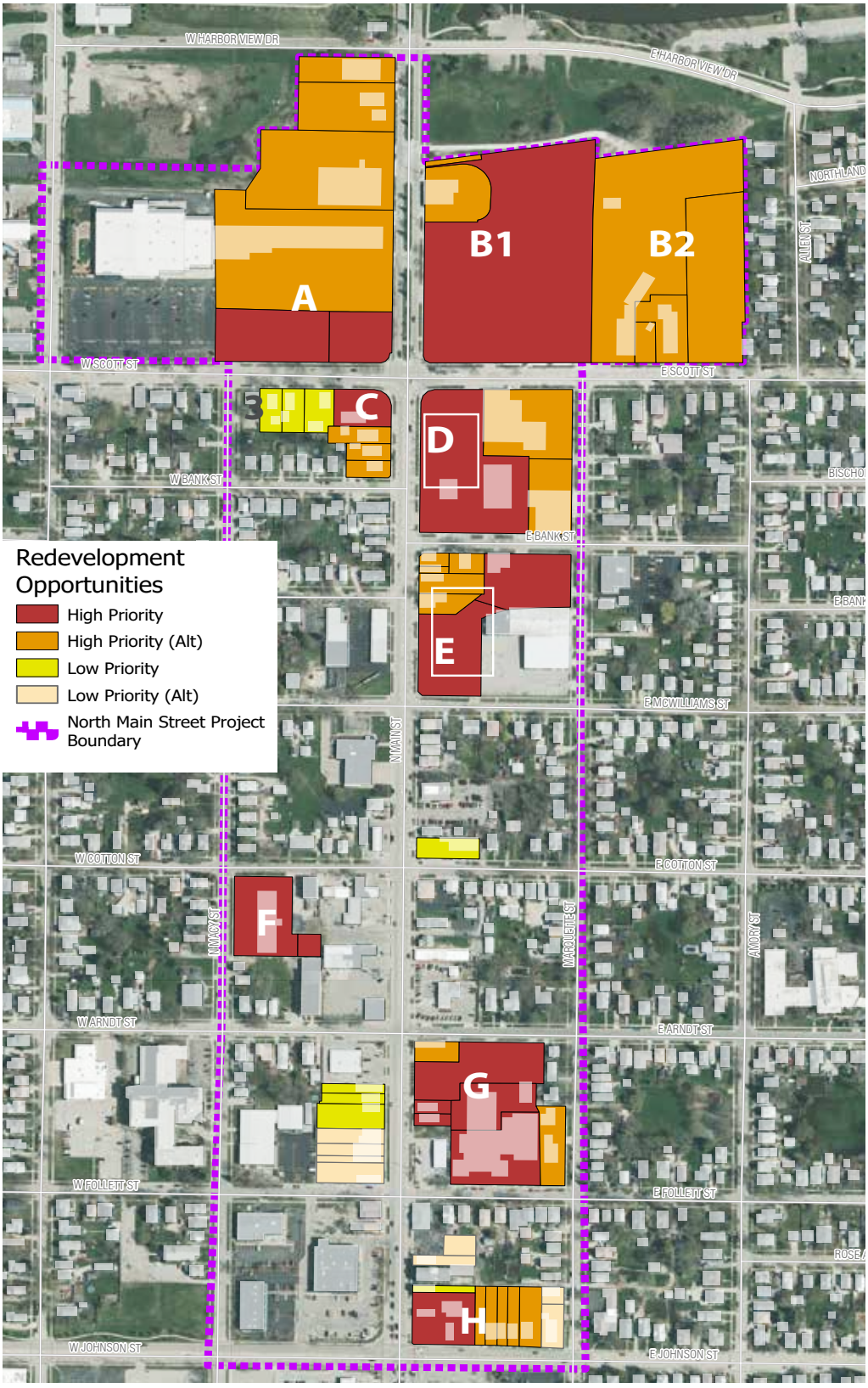
***Policy #15:*** *Attract, support and retain businesses that fi ll and/or redevelops vacant properties in... key corridors.*

**Housing**

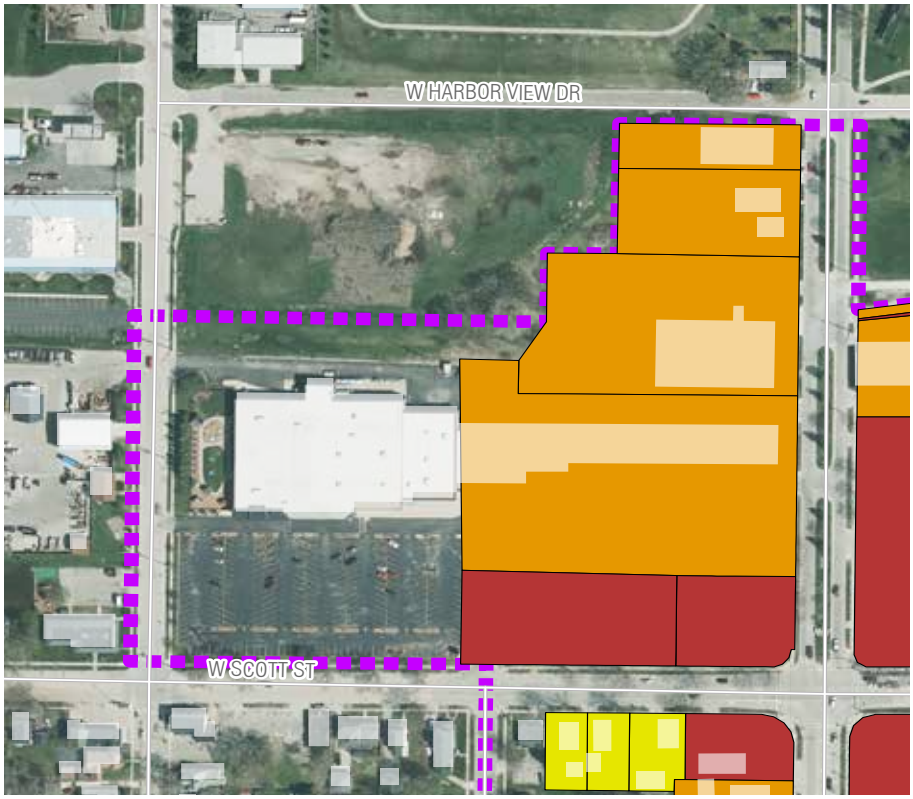
***Policy #5:*** *Encourage the development of housing in every neighborhood for people of all abilities.*

***Policy #14:*** *Continue to encourage and support investments in neighbor-hoods/ districts that strengthen a sense of cohesion and delineation, forming unique and distinct places throughout the City.*

# Catalytic Redevelopment Sites



# Catalytic Redevelopment Site "A"



### *Advantages*

- » *The site's has excessive parking areas and open land, providing opportunity for (re)development*
- » *Great location and visibility along two major roadways and entry to Lakeside Park*
- » *Multi-story development here would help to establish an important downtown intersection and entry point into Lakeside Park*

### *Disadvantages*

- » *Site and buildings have aged with improvements needed.*
- » *This is commercial condo development, which could make the discussion and redevelopent difficult.*

This site is at the northwest corner of Main and Scott. The Children's Museum is a good anchor that should remain with considerations of breaking up the larger tenant spaces (especially those that remain vacant for extended periods). No matter if there is redevelopment of this property, the remaining building(s), walkways and parking needs improvement over time to reinvigorate the space.

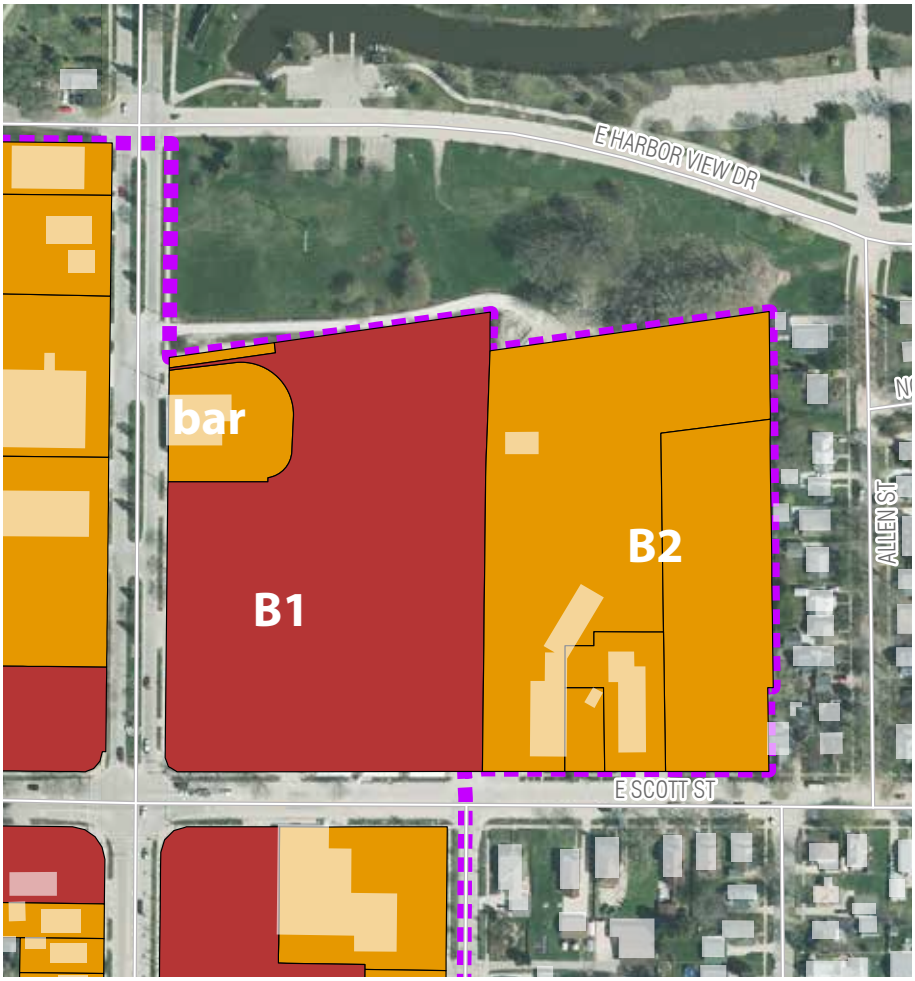
There is a great opportunity to develop the corner, utilizing the existing open land and surrounding parking area. It will be important to rework the entire parking lot, inclusive of the western half, to accommodate the necessary parking for existing and new developments. Additional parking area considerations include providing areas for increased landscaping and trees, and expanding the sidewalk in front of the Children's Museum (by pushing the travel lanes south as noted in the concept on the next page).

The concept illustrates the potential of splitting the existing store block to facilitate smaller tenant spaces along the side of the building and connecting the parking along the rear parking area. A potential development could include both single-and multi-story buildings with likely residential units in the upper floors. As illustrated, there is 19,000 square feet of commercial space along Scott Street with residential along N Main Street. Upper story residential likely will require underground parking.

## Potential Concept

## Example Photos

# Catalytic Redevelopment Site "B1"




This location, at two major streets and at the edge of Lakeside Park, warrants substantial development to add to the City's taxbase, provide opportunities for gathering and socializing, and become a catalyst for additional investment and developer/business interest.

The primary redevelopment area is the cleared City property (Site 2A), but incorporating the bar property may benefit the overall development potential. This business could also be part of the overall redevleopment project.

Site 2B is an existing industrial user that might be better served outside the core of the community, which would allow for further expansion of this development area. Extension of Marquette Street through this block, connecting Scott Street and Harbor View Drive, will help facilitate redevelopment and provide for public access in and through this development area.

This redevelopment area is a premiere site that should provide a destination within the corridor, creating significant activity throughout the day and year. To accomplish this, an expansive ground floor space (between 30,000-60,000 square feet) is recommended along the northern edge of the site inclusive of one more public gathering spaces (or potential event space). The user could be an anchor commercial and/or entertainment tenant, conference center, public use(s), or another destination tenant.

It is also recommended that the building(s) is multi-storied with opportunities to take advantage of views of Lakeside Park and Lake Winnegabo. The upper floors could be a hote and/or residential units. Both will bring additional expandable dollars to support the

### *Advantages*

- *Large City-owned lot*
- *Great location and visibility along two major roadways and at the entry to Lakeside Park*
- *Multi-story development here would help to establish an important downtown intersection and entry point into Lakeside Park*
- *Could set the tone for other projects in the downtown, in terms of height, urban character, design quality, etc.*

### *Disadvantages*

- *Neighboring industrial use can impact maximum value of the site*
- *Relocation of existing business may be necessary to maximize design*

end users of the ground floor, as well as neighboring commercial. To maximize the development area, the City could build a parking lot on the land to the north (as illustrated on the next page).

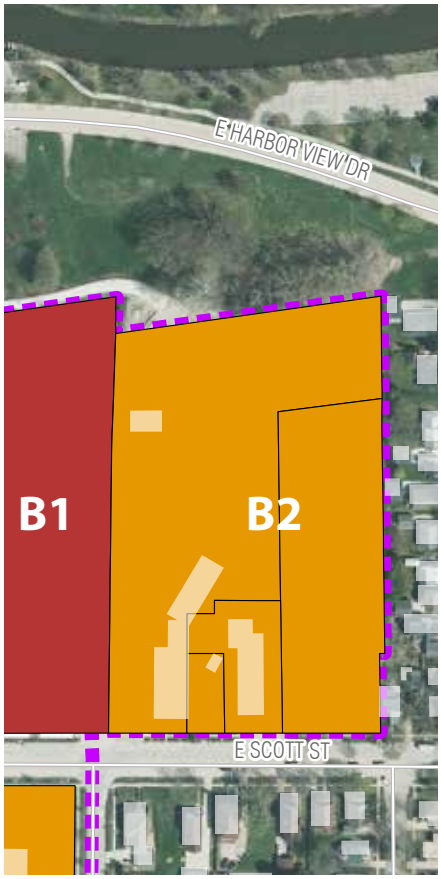
As shown in the concept, there are two multi-story buildings with the:

- Southern building (at the corner of Main and Scott), providing four stories of residential (150 units) and 7,000 square feet of commercial nearest the parking lot. There is surface and underground parking provided to support this development. To provide quality residential along Scott, the buidling and unit layout face on to two courtyards (vs. to Scott Street). The eastern and western facades provides individual walk-up entries from the street to support additional street activity.
- Northern buiding includes a mix of uses in five stories. The east and west facades include walkup entries to residential units, while the north and south facades provide entry to a large user (40,000 square feet). The building height varies to maximize views of Lakeside Park ( to the north), but reduces in size to be more capabiilty with adjacent lower density residential (to the east) and offer a private green roof space (along the south facade). Underground parking will be neccssary at this scale in addition to the surface lots north and south of the building.

## Potential Concept

## Example Photos

# Catalytic Redevelopment Site "B2"



***Advantages***

- *Great location and visibility along Scott Street*
- *Existing trees and open space to the north*
- *Could expand upon the redevelopment of Site B1.*

***Disadvantages***

- *Adjacent to single-family neighborhood may impact scale/massing desired by some developers*
- *Access restricted to Scott Street for a relatively large site*

This redevelopment area includes three parcels owned by one entity. The existing business may be better served moving outside the central portion of the City, freeing up a large site to redevelop. This redevelopment area could provide a residential neighborhood that transitions between the existing single-family homes to the east and proposed intensive use on Site B1.

As illustrated in the concept (on the previous page), Marquette Street should be extended through site B1 to help facilitate redevelopment and provide for public access in and through this development area.

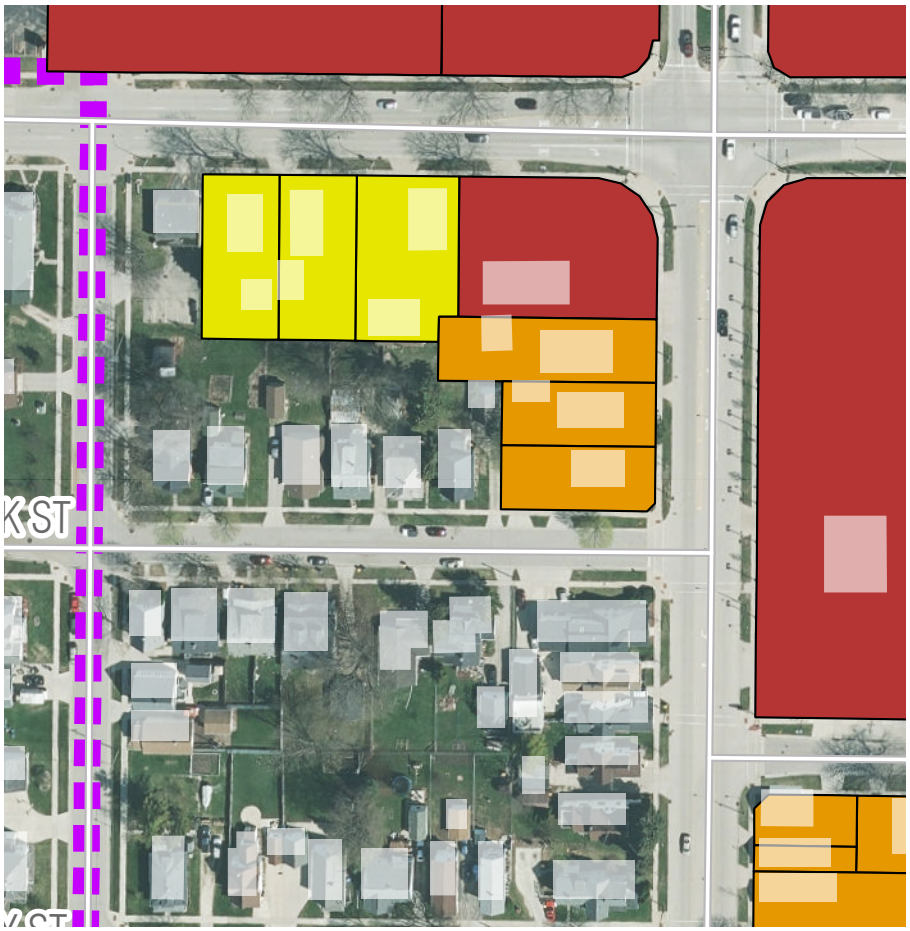
While this area could support traditional residential blocks (with public streets), the concept presents a detached condo development (a.k.a. "bugalow court" or "cottage cluster"). This design includes 20 detached single-family buildings that would be individually owned with attached garages with access along private driveways. Common open green gardens and walkways connect all the residential buildings, and would be shared cost and maitenance by all condo owners.

Four townhome buildings (4- or 6-units) are proposed as a transitional housing option that fits adjacent more intensive developments along Scott Street and in Site B1.

To the north of Site B2 is an existing open parcel owned by the City. This park can serve the immediate neighborhood with increase in population proposed through the residential and mixed use buildings. Potential amenities include a playground, shelter and open/athletic fields. A trail could be incorporated to connect Harber View Drive and the park to Scott Street.

## Example Photos

# Catalytic Redevelopment Site "C"



***Advantages***

» *Great visibility from four major streets*
» *The main building is for sale*

***Disadvantages***

» *Closed contaminated site that restrict the type of development it can accomodate.*

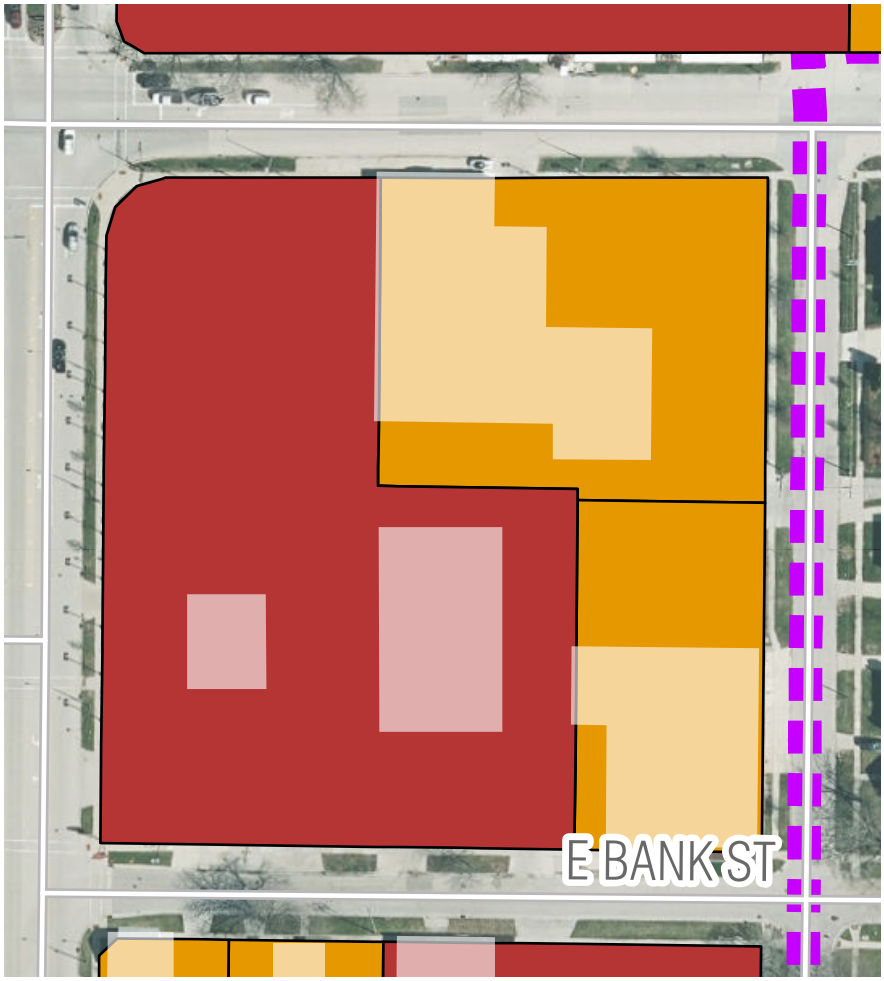
The primary redevelopment area is the vacant commercial space in poor condition at the corner of the Main/Scott intersection. This site by itself would likely support a similar sized building, but preferably fronting on to Main Street with parking along Scott Street.

If the project is expanded to include parcels south of the lot along Main Street, there could be opportunities for a larger single- to multi-tenant commercial space with parking preferably behind and/or closer to Bank Street. An alternative option could be live-work building where the ground floor of each unit has a commercial space that is attached to the above residential unit.

If properties along Scott Street (shown in yellow) are included in the redevelopment, this could be a larger mixed use building with ground floor commercial. Dependent on the scale of the building underground parking may be necessary.

## Example Photos

## Catalytic Redevelopment Site "D"



### Advantages

- *Great location and visibility along two major roadways and at the entry to Lakeside Park*
- *Multi-story development here would help to establish an important downtown intersection.*

### Disadvantages

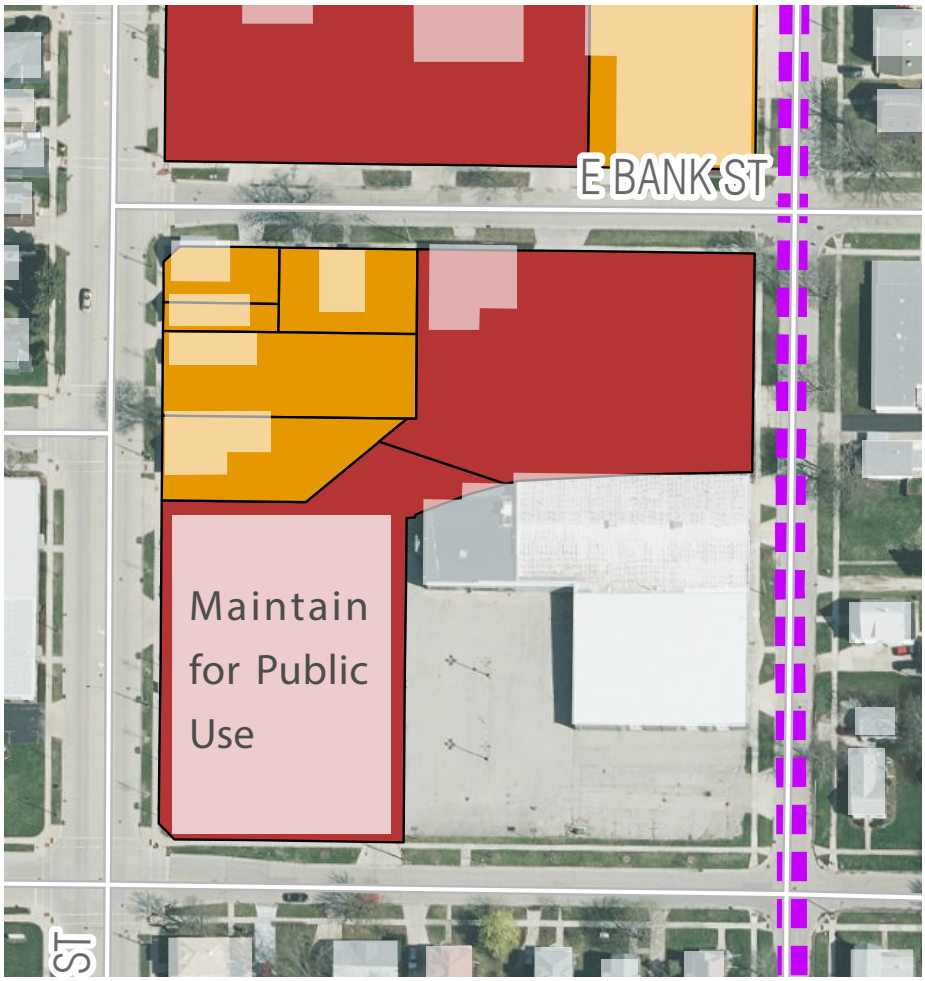
- *Established business on the site that would require relocation*

The redevelopment site (in red) is an existing car dealership that may need to be relocated at some point in the future due to limited opportunity to expand. Should the business sell the lot, the preferred use is a multi-story mixed use development. The location could also lend itself to 1- and 2-story commercial use, including office, restaurants, fast food establishment, and/or multi-tenant retail building.

The ideal development will hold the building close to the street (within 10-15 feet) with parking behind the building or placed midblock between buildings.

### Example Photos

## Catalytic Redevelopment Site "E"



### *Advantages*

- » *Ample parking lots opportunity at the southwest corner of Main Street and W Scott Street that can accommodate more retail activities.*
- » *Excellent visibility and traffic flows for retail.*

### *Disadvantages*

- » *Requires removing some single family homes ranging from poor to fair quality.*

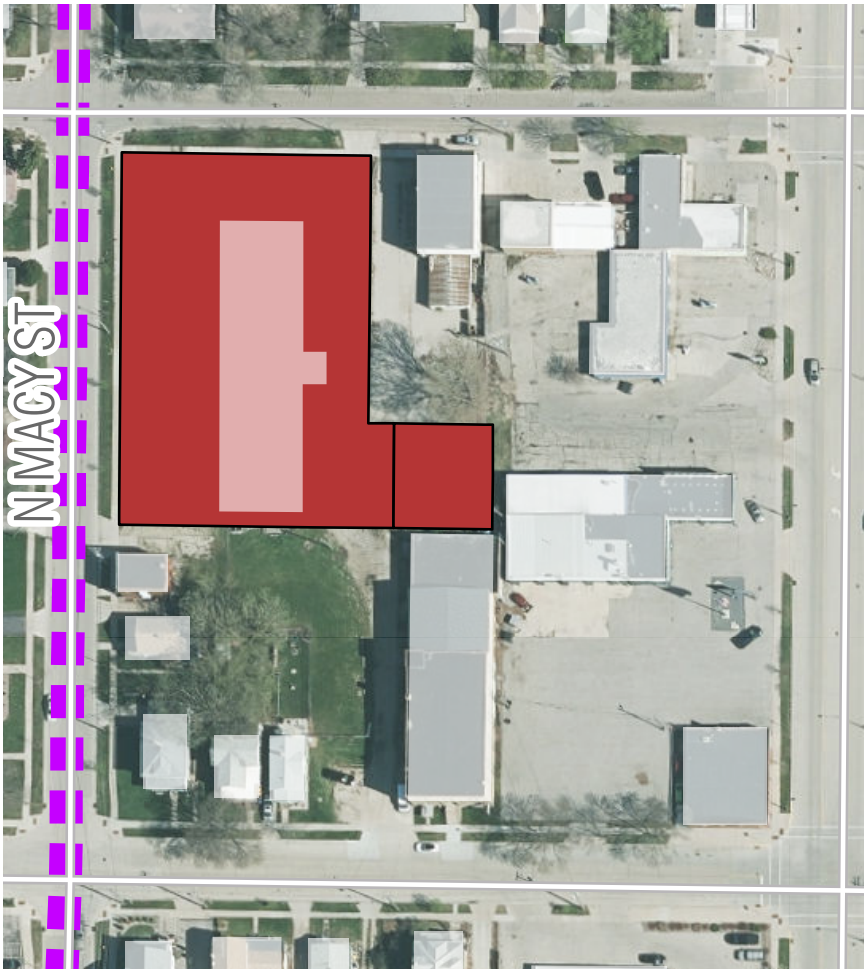
The City owns the primary redevelopent site (in red) with the portion along Main Street to remain as parking or for a future public use. The remaining portion of the City lot (along Bank Street) can provide low-density residential (such as townhomes or duplex lots).

If the privately owned properties along Main Street (in orange) are redeveloped, a commercial building could be developed (such as restaurant) with parking behind (utilizing the developable portion of the City property).

An alternative option that inculdes a bit more density would include a multi-family or mixed use building with shared use of the City parking area along Main Street - plus, parking underneath the building.

### Example Photos

## Catalytic Redevelopment Site "F"



***Advantages***

» *Minimal value with metal storage building with open land.*

» *Access available from two streets*

***Disadvantages***

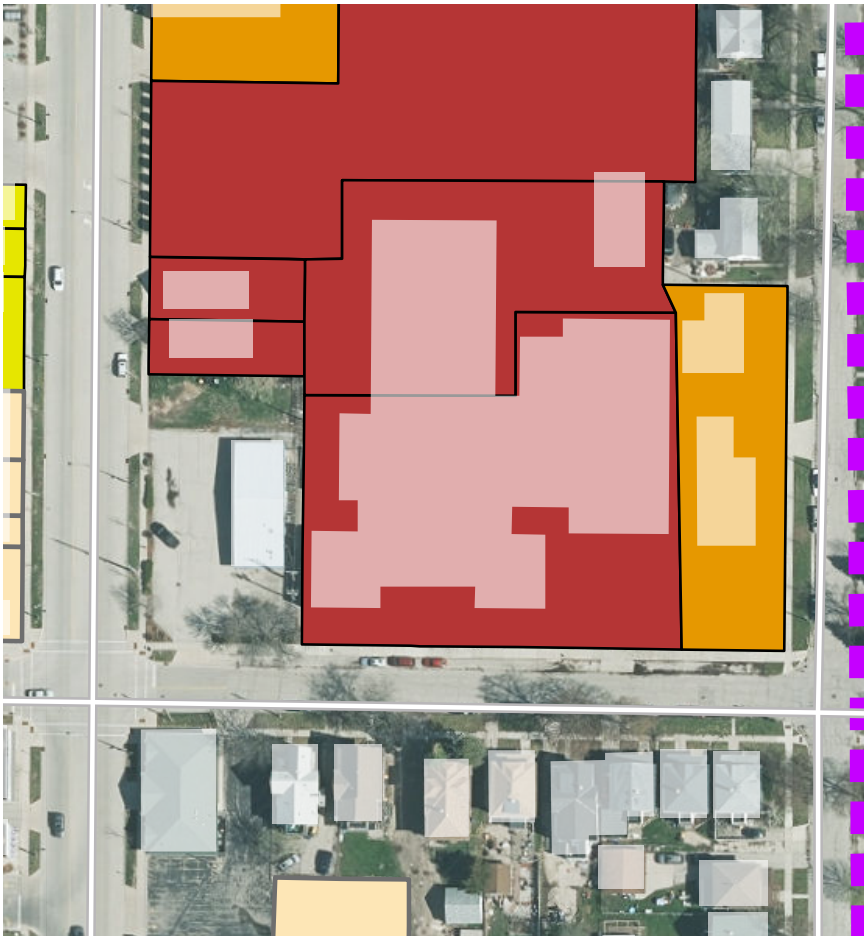
» *Adjacent uses within the block are needing some repair*

This 0.86-acre redevelopment area is located on W Cotton Street at the corner of N Macy Street. This property is not adjacent to Main Street, and is further into the neighborhood. The current use and condition warrants consideration of a better use.

Considering the adjoining uses, the site is best suited for medium-density residential, including duplex, townhouse, or rowhomes.

### Example Photos

# Catalytic Redevelopment Site "G"



### *Advantages*

- » *The site has access to three streets, incluing Main Street.*
- » *Good portion of the area is paved playground/parking - limited cost to demo*
- » *Unique opportunity for reuse of historic church*

### *Disadvantages*

- » *Potential interest in maintaining the church and potentially the front of the school.*

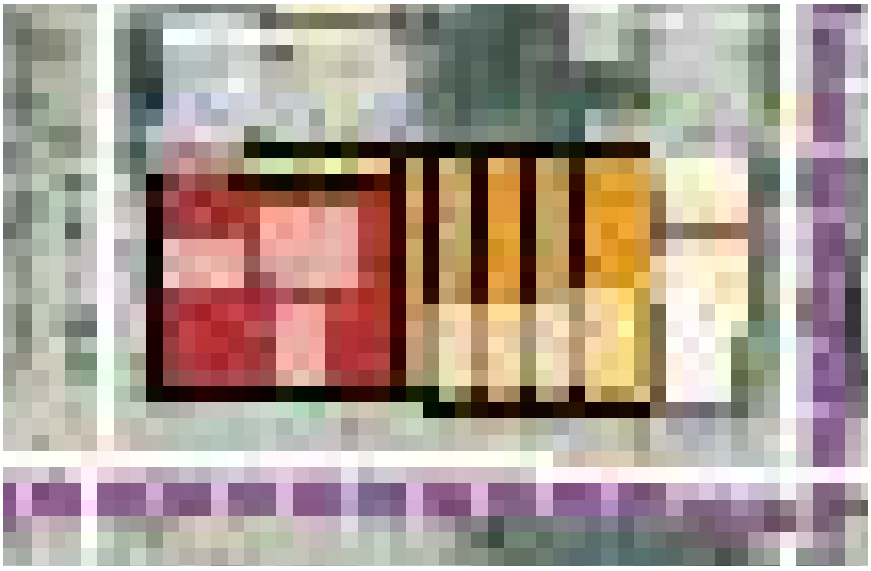
The church and school are locally designated as historic. There have been other church reuse projects in the City that have provided unique residential options, so it is preferred to see a similar project reusing the church building.

The school building and surrounding playground/parking could be redeveloped for multi-unit residential buiding with or without a commercial user along Main Street. If the school building can be reused in addition to the Church, parking likely will remain behind with an opportuity for townhomes along Arndt Street.

There are two single-family homes and a bar that could remain, or be considered for a larger redevelopment site.

## Example Photos

## Catalytic Redevelopment Site "H"



### Potential Concept

### Example Photos

***Advantages***

- *Great visibility at the corner of two major roadways.*
- *Currently vacant (but opening as new gas station)*
- *Opportunity for plaza that takes advantage of its proximity to a historic fire station.*

***Disadvantages***

- *Underground gas tanks potentially require remediation*

This project would replace the currently vacant gas station at the southeast corner of Main St. and E Johnson St. A potential plaza, as described in the streetscape section, could provide a unique opportunity to draw people to the site and offer outdoor seating for a new commercial building. As depicted in the concept on the right, a 1.5-story, 8,500 sqaure foot commercial building with parking for 30+ vehicles could be built adjacent to the plaza. If the homes to the east were acquired, a larger commercial or mixed use building could be accommodated.

# ACTION PLAN

## IMPLEMENTATION

An important theme in the Fond du Lac Comprehensive Plan, reinforced in this Vision Plan, is the need for the City to be proactive in the pursuit of investment in important commercial/mixed use corridors.

While the corridor has locational benefits, sitting between the downtown and Lakeside Park, there has been limited investment and a number of underutilized properties. The City will need to take an active role where they can through public investment and development incentives, to get the private sector excited about the opportunities in the North Main Street Corridor. The former Saputo site provides the best opportunity to showcase the opportunity in this corridor.

*...the City will need to take an active role ...to get the private sector excited about the opportunities in the North Main Street corridor...*

This section contains a compilation of the various actions recommended in this Plan to translate this vision to reality. Accompanying each action are recommended time frames for completion (i.e., On-going/Annual, Short Term, Mid Term and Long Term)

### *ADMINSTRATIVE (A) ACTIONS*

*Many of the strategies identified in this section presume the use of existing City implementation tools, including operational tools (e.g., annual budget process, capital improvement program) and regulatory tools (e.g., land use regulations, building codes, housing codes). To further enhance the marketability of North Main Street corridor, the City may consider the following administrative actions.*

- **A-1.** Review action plan on an annual basis as part of the City's budgeting and strategic planning processes. To provide lasting value and influence, this plan should be used and referenced regularly, especially during budgeting processes, to support implementation of this Plan's actions. This review should discuss items completed over the prior year, re-evaluate the actions based on funding and existing opportunities, and adjust action timeline based on the evaluation.

  **Timeline:** Ongoing, Annually

- A-2. Initiate business retention efforts to support the corridor's existing businesses, including the following initiatives.

  1. Meet with business owners annually, or send a business survey to assess needs and economic stability of the corridor businesses. This could be done in conjunction with efforts in the downtown.

2. Promote and supply businesses with available grants or support services to continue to be a sustainable business operation in the corridor.

3. Work with existing businesses to improve facades, especially those identified needing "major improvements" in Appendix X. This could be design services to help the owner realize updates and costs to initiate the façade enhancement. Additional considerations could be a façade grant program (see A-3).

**Timeline:** Ongoing

- **A-3.** Consider creating and managing a City building improvement matching grant program to encourage exterior building improvements. This program can focus on updating, restoring and maintenance of exterior facades. This could be a matching grant that uses the design guidelines in this Plan for reviewing improvements with public financial assistance.

  **Program Creation Timeline:** Short Term (2024-2026)
  **Administration Timeline:** Ongoing

- **A-4** Consider steps to support redevelopment of the high priority sites identified in this plan, including the following initiatives.

  1. As part of an "incentive package" create a strategic plan for use of assessment grants, revolving loan fund, Idle Sites grants, and other state available funding intended for brownfield properties.

  2. Analyze merits of a TIF district for redevelopment sites, especially for the properties at/near the Scott and Main intersection (catalyst sites A-D).

  3. Identify plan elements that could be eligible for DNR, EPA, WHEDA, and WEDC grants or tax credits.

  4. Pursue the acquisition of tax forfeit, foreclosed, or for sale properties identified as necessary to pursue the redevelopment vision created in this plan and could be acquired by the City of Fond du Lac.

  5. Explore methods for the Redevelopment Authority to use and leverage funds for redevelopment projects along the corridor.

  6. Encourage demolition (if necessary) at vacant properties so they do not detract from the area's visual aesthetic or deter future reinvestment.

  **Timeline:** Ongoing

### *REDEVELOPMENT (R) ACTIONS*

*This section lists strategies to help move forward the redevelopment concepts in this Plan.*

- **R-1.** Improve the parking lot on the City-owned property (365 Main Street and 384 Marquette Street). This City property has a narrow grass terrace along the sidewalk with limited plantings generally in poor condition. Extending the terrace (up to 1o feet in width) with quality landscaping can improve both the Main Street and Marquette Street frontages.

  **Timeline:** Short Term (2024-2026)

- **R-2.** Consider a study for the Saputo site (and potentially the Lycon properties) to further assess the potential for the site, including public input, site assessment and financial feasibility (proforma). There has been significant discussion about the former Saputo site. Additional public engagement, such as charette process, may be beneficial to dispel concerns with the potential uses for the site, as well as provide additional information to assess if the potential use(s) are financially feasible. This predevelopment phase happens prior to the issuance of a Request for Proposals (RFP) for developers, as the results and information gathered during this phase will need to be included in the RFP. The better the information gathered for the RFP about the site and the community's goals for the development, the better the developer proposals will be. This process could also evaluate the Lycon, Inc. property if it becomes an option for redevelopment (see R-3).

  **Timeline:** Short Term (2024-2026)

- **R-3.** Work with Lycon, Inc. to consider relocation outside of the corridor.Lycon, Inc. owns 5.7 acres at 57-69 E Scott Street adjacent to the former Saputo site. The business could be better served outside of the core of the community, and this property could provide for a larger redevelopment area north of Scott Street. Should the business relocate, consider if this should be a separate development, or combined as part of the former Saputo site redevelopment.

  **Timeline:** Mid Term (2027-2029)

- ***R-4.*** Select a developer for the former Saputo site through a developer RFQ/RFP process. A Request for Qualifications (RFQ) is the pre-qualification stage of the procurement process. Only those proponents who successfully respond to the RFQ and meet the qualification criteria will be included in the subsequent Request for Proposals (RFP) solicitation process. This two-staged approach helps to both streamline the solicitation process and to gather information about candidates for future use. The RFQ document should introduce the site, layout the community's goals and expectations for development of the site, and summarize relevant information (including market data, environmental conditions, and zoning) so that prospective developers can evaluate the opportunity against their expertise.

  **Timeline:** Mid Term (2027-2029)

- ***R-5.*** Begin acquiring parcels along the corridor for additional City led development opportunities, as available**.** Watch for opportunities to acquire parcels in areas proposed for redevelopment. Acquiring available parcels, especially those lacking buildings or have a history of vacancies, can help to prepare for future development needs where the City would like to maintain an active role.

  **Timeline:** Ongoing

### *PLACEMAKING + MOBILITY (PM) ACTIONS*

- ***PM-1.*** Develop branding for the corridor ("Gateway to Lakeside Park") and produce banners that can be installed on existing light poles. These installments can be a quick and easy way to rebrand the corridor. The long-term plan will be to incorporate banner poles in the proposed medians and bumpout areas. Double banners could be considered to promote the corridor on one and seasonal (or park events) on the other.

  **Timeline:** Short Term (2024-2026)

- ***PM-2.*** Install additional trees within the street terrace. There are gaps in the tree canopy along the North Main Street corridor. To support the "Gateway to Lakeside Park", this corridor should maintain a consistent tree canopy. The streetscape plan identifies opportunities to meet this goal.

  **Timeline:** Short Term (2024-2026)

- ***PM-3.*** Install the bumpout intersection improvements. Per the streetscape concept, two intersections (i.e., Follett/Main and McWilliams/Main) will include bumpouts on all four corners, extending into the street by three feet. The concept suggests a standard theme with a tree, raised planter and bench, but other considerations are possible such as bike racks, trash receptacles and art installments. There was strong interest in "greening up" the corridor so the design should incorporate plants and trees as crucial to the design.

  **Install Timeline:** Mid Term (2027-2029)

- ***PM-4.*** Install a portion or all of the landscaped medians along Main Street.While there is an aesthetic benefit to the proposed medians, they also will make the corridor safer by slowing down vehicles and providing refuge for crossing pedestrians. Conversations should begin at least two years before the funds are available to work with adjacent property owners and to allow for public comment. Should safety become a bigger concern or neighboring properties redevelop, the timeline may get expedited. If there is greater concern about installing these improvements, consider Action PM-4A.

  **Timeline: Mid Term (2027-2029)**

- ***PM-4A.*** Consider budgeting for and installing a temporary (pop-up) public assessment demonstration for proposed roadway streetscape treatments. Changing the roadway with proposed bumpout and median features were supported through public feedback; however, a temporary demonstration may be warranted If opposition arises when considering these improvements. This will require approval and coordination with regional WI DOT officials, as a connecting highway.

  **Timeline:** Mid Term (2027-2029)